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FOREWORD

In one way or another, the whole population of Quebec will be affected by the implementation of Regulation 1. It has therefore an undoubted right to full information in order that its participation in the reform to be undertaken will be enlightened and purposeful.

The commentaries on Regulation 1 which appear in this brochure are the result of constant and sustained consultation with groups directly concerned with education in our province. They have been included in the DOCUMENTS ON EDUCATION collection because they constitute a basic explanation of new Quebec policies in the field of school organization — policies which will have widespread effects over the years.

This publication will be of particular use to teachers, school administrators and parents who will be called upon to develop in educational workshops a plan for the implementation of this departmental regulation concerning elementary and secondary schools.

Jean-Jacques BERTRAND
Minister of Education

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The Cooperative School

Comprehensiveness and Continuous Progress

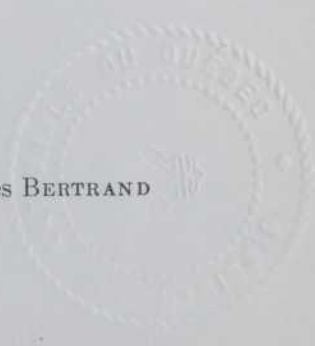
A commentary on Regulation 1 of the
Department of Education

*Department of Education
Government of Quebec*

September 1966

Arthur TREMBLAY
Deputy Minister

Jean-Jacques BERTRAND
Minister





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Introduction

From its beginning (May 13, 1964), the Department of Education has centered its activity upon a number of objectives, including the setting up of its own administrative and educational bodies, the reorganization of educational structures at local and regional levels, the planning of capital outlay in the various educational sectors, the normalization of the revenues and expenditures of school corporations and the preparation of plans for regional school facilities.

While carrying on the task it has already undertaken in these various fields, the Department of Education is now planning for a more direct promotion of reform in education itself. To this end, four regulations have been adopted by the Lieutenant Governor in Council and promulgated by the Minister of Education :

- **Regulation 1** concerning the reorganization of elementary and secondary education ;
- **Regulation 2** respecting official examinations ;
- **Regulation 3** regarding pre-university and professional studies ;
- **Regulation 4** with respect to permission to teach and teaching licences.

This publication presents a commentary on Regulation 1 which serves as a general framework for a fundamental renewal of our school system.

A perusal of this regulation immediately raises questions of two distinct kinds : *Why* is such a measure being advocated? *How* can

such a measure be implemented? To sum up, the reader will question the cogency of the various sections of the regulation and will speculate upon the manner in which, for practical purposes, it will be possible to bring the internal organization of schools into conformity with these.

This publication attempts to reply briefly, but as clearly as possible, to the first kind of question. The first chapter sets forth the fundamental principles upon which Regulation 1 is based. The second and third chapters each comment upon the sections which have to do with the organization of elementary and secondary schools. The fourth chapter describes the general working method adopted by the Department of Education with regard to putting the regulation into force.

The second category of questions, with regard to the practical difficulties to be raised by the implementation of the regulation, may be answered in many ways, which will vary from place to place and from the instructional staff of one institution to another. It would be contrary to the spirit and even to the letter of Section 8 of the regulation if the Department of Education were to attempt to furnish master plans developed by its own officers, to meet the specific problems of each school community.

There is nothing, however, to prevent the Minister from placing tools in the hands of those concerned to enable them to discover for themselves the solutions which are best suited to the particular circumstances prevailing in their community. The Department will therefore publish guidebooks dealing with a great diversity of subjects in this category. These will deal with the structure and operation of the ungraded elementary school, guidelines for grouping in the elementary course, individual timetables in a system of graduated options, subject promotion, the preparation of a school timetable, etc. A *document on education* will deal with the organization and operation of *school workshops* which will have to be set up to study the regulation and the local consequences of its implementation.

Through its *documents on education* and its guidebooks, the Department of Education will be able to accomplish a large part of the task which faces it as the authority responsible, on the provincial level, for the educational reform which is beginning. The assistance which it will provide for educators, school administrators and parents, through the intermediary of its regional technical advisers and through the various colloques and courses which will be organized, will round out its assistance to those who have the direct responsibility for the reorganization of our educational institutions.

The success of all the efforts, both individual and collective, which will be exerted at all administrative levels and in the various sectors of our educational system will depend upon the competence and the initiative of each and every one.

Chapter One

The Spirit of Regulation 1

Regulation 1 specifies the general conditions governing the educational reorganization of our elementary and secondary schools and formulates the rules to be followed in preparing a concrete plan of action — a plan adapted to each particular milieu.

The laconic presentation of the Regulation must not lead us to forget the principles underlying each of the measures which it comprises. In order to grasp fully the spirit of Regulation 1, it is necessary to read or to reread the recommendations of the Royal Commission of Inquiry on Education¹ and to examine the considerations which have led the Commissioners to propose this or that reform.

Let it be sufficient to recall, for our purposes, that Regulation 1 of the Department of Education is based on two fundamental assumptions :

A. The academic reorganization of our educational system is entirely based on the child. The main purpose of all the measures proposed is to ensure a balanced education for each child by enabling him to progress at a rate which best suits his aptitudes and personality.

B. A true academic reform absolutely requires the active participation of the teaching personnel. Consequently, the consultation of in-service teaching personnel is institutionalized by Regulation 1.

¹ Report of the Royal Commission of Inquiry on Education, Volumes 2 and 3.

A. A CHILD-CENTRED REORGANIZATION OF TEACHING

Any school organization is the sum of means devised towards an end. It implies a certain concept of teaching and of education.

An analytical study of Regulation 1 will show that all the measures suggested are designed to encourage the pursuit of two definite objectives :

- The well-rounded development of the child from an intellectual, emotional and social point of view ;

- The constant adaptation of the school organization to individual differences.

In principle, these aims have long motivated the work of educators and school administrators. However, if results have not always measured up to the objectives which had been set, it may well have been that, according to the Royal Commission of Inquiry on Education, the internal organization of our schools rendered difficult — if not impossible — the full application of the principles officially enunciated in the courses of study and in the methodological directives which accompany them. This situation may itself be attributed to the fact that, generally speaking, the most valid discoveries and the most reliable conclusions of the educational, psychological and social sciences have not exercised a very profound influence on our teaching methods, nor have they affected the scope of our educative action.

Regulation 1 goes further than does a mere statement of intention when it suggests concrete ways of realizing an objective which has always been pursued by educators whose daily work was not, however, supported by appropriate structures and organization.

I. THE BALANCED DEVELOPMENT OF THE CHILD

The balanced development of the child demands that he be able to progress intellectually, emotionally and socially, at his own rate. To attain this objective, the pupil must — from the greatest possible number of points of view — be part of a homogeneous group.

It is for the purpose of making possible the establishment of such groups that Regulation 1 advocates the following measures.

- A uniform age of admission to the elementary course ;
- Classification by age ;
- Continuous progress, throughout the elementary course ;
- Limitation of acceleration or retardation to not more than a year ;
- Automatic promotion to the secondary course after a seven-year elementary course ;

— Limitation of spread of levels in courses elected by secondary school students.

At present, as was the case previously, the criterion used in the formation of grade-classes refers almost exclusively to the academic achievement observed in a body of subjects laid down in a course of study at a given level. As a result, the groups thus formed are defined, indirectly, in terms of intellectual abilities or inaptitudes, globally or confusedly identified.

It is evident that this way of proceeding comprises serious gaps from the social and emotional points of view, as well as from the intellectual point of view. All possible attempts must be made to rectify this situation. Regulation 1 suggests ways of achieving this.

II. ADAPTATION TO INDIVIDUAL DIFFERENCES

Attempts made throughout the world to adapt education systems to pupils' individual needs and, at the same time, to the demands of a functional administration, have given rise to a large number of types of educational organization. Everyone is seeking ways of making educational structures as flexible as possible, in order not to hamper the normal development of students' individual aptitudes. The regrouping of pupils by grade-class, the promotion by grade-year, tight partitions between sections, the system of unlimited acceleration, a uniform course of study imposed on everyone, etc., are presently the object of severe criticism or of serious reserve on all sides.

Hence, the Department of Education believes it necessary to suggest reforms which will favour the adaptation of the internal organization of educational institutions to individual differences among students.

In the elementary school, the division of groups of pupils of the same chronological age into sub-groups, homogeneous from the point of view of individual aptitudes in any one of the basic branches of learning, tends to destroy the concept of a uniform course of study ; to minimize the advantages of the grade-class ; to favour, on the whole, a regard for the individual rate of learning of every child.

In the secondary school, such measures as preparatory subjects, the possibility of choosing from among various subjects at the same level or at different levels and subject promotion will enable the student with the help of his teachers, his parents and his guidance counsellors, to make up his own course of study — one which meets his individual interests and needs — and to make continuous progress toward the aims pursued.

All the provisions of Regulation 1 which aim at promoting the adaptation of the system to individual differences among pupils converge towards one objective : to centre the educational reform in the child. As a human being undergoing the process of rapid change, every child is

entitled to the fullest possible development of his aptitudes ; a unique being, different from all the others, every child is entitled to a regard for, and to the unfolding of, his individual personality.

B. AN EDUCATIONAL REFORM BASED ON THE COMPETENCE AND DYNAMISM OF THE TEACHING STAFF

Regulation 1 determines the general framework within which the academic reform of the elementary course and of the secondary course must be accomplished. The Department of Education does not intend, however, to promulgate formal directives relative to the specific conditions of this reorganization, in a given region or in a given school.

Regulation 1 associates the teaching personnel closely with the renovation of education. Section VIII even makes "consultations with the academic personnel" of a school a necessary condition to the school board's obtaining the authorization to apply the Regulation, partly or in full.

The teaching personnel is thus being called upon to assume great responsibility in the academic reforms recommended by the Report of the Royal Commission of Inquiry on Education, and advocated by Regulation 1. The teaching staff in each school must take a joint decision regarding the type of academic organization which it wishes to recommend for its school. This joint decision will take into consideration the staff's competence, its dynamism and the particular circumstances prevailing in the region concerned.

This decision thus presupposes a joint study of the Regulation itself, of its spirit, of its administrative, financial and pedagogical implications, of its repercussions on the coordination between schools of the same level or of different levels.

It is through a concerted and unified action on the part of teachers, school administrators and parents, within teaching workshops set up in each school, that studies must be conducted and that the plan for the implementation of Regulation 1 must be drawn up. It will then be possible to achieve the necessary coordination between local school boards on a larger — that is, on a regional — scale, thanks to the initiative of the regional school board, which possesses the means of ensuring an efficient liaison between the elementary and secondary levels of our educational system.

The Department of Education feels that, in acknowledging the teachers' right to participate actively in the orientation of education, it engages their responsibility in a more vital and more authentic manner than might be achieved through detailed directives drawn up exclusively by its own organisms.

The Department of Education believes, moreover, that the establishment of a system of education which aims to develop the autonomy, the spirit of initiative and the freedom of pupils, demands that the teachers

themselves benefit from the autonomy, the initiative and the freedom which they must develop in their students.

Finally, the Department of Education believes that the best teaching, in a given milieu, is that which is best adapted to the concrete circumstances and to the specific needs of that milieu. The latitude given to the teaching staff of every school thus appears as a means of giving the pedagogical reform profound roots in the changing social reality of a given milieu. This collaboration on the part of teachers will also make it possible to avoid, to a large extent, the superficial and transitory changes which would inevitably result from a reform elaborated behind closed doors by persons more or less detached from local and regional problems.

In this perspective, the leading task of teachers will consist in achieving, within their own professional group, the unity indispensable to teamwork, without which a collective choice could not have any real impact. One easily realizes that Regulation 1 is based mainly on the recognition, by the Department of Education, of the academic freedom, the professional responsibility and the social involvement of teachers. Nothing will be done without them, but their dynamism as a group justifies all hopes.

* * *

To stimulate the active participation of teachers in the evolution of the academic organization of schools, to centre this pedagogical reform in the child : such are the two major and fundamental objectives of Regulation 1. It is in this spirit that it was conceived ; it is in this spirit that it must be interpreted and applied if this second stage of a far-reaching renovation of our educational system is to be a success.

Chapter Two

The Ungraded Elementary School

The importance of elementary education

"Secondary education, including both preparation for the university and technical training, and higher education itself certainly require the most attentive consideration, but this must never lead to neglect of the needs of elementary education. If the latter is important from the point of view of numbers alone (929,000 pupils, 30,800 teachers, 4,300 schools), it is especially important to remember that the quality of elementary education determines the effectiveness of later studies. Now that only a tiny minority leaves schools at the end of the elementary course, all its shortcomings will add their full weight to the burdens of secondary institutions, whether they prepare for the university or offer technical education. If today's elementary education does in fact produce mental malnutrition, as was asserted by a number of those who appeared at our hearings, it will inevitably curtail the scale of post-elementary studies. Nothing sound can be built on shaky foundations. A pupil's development is impeded for life if the elementary school is unable to give him proper training. While the inevitable demands of other levels of instruction must be met, educational reform should always consider the quality of elementary teaching as one of its major concerns."¹

¹ Report of the Royal Commission of Inquiry on Education, Volume 2, No.

Recent developments

"Our elementary school has not developed in the direction advocated by the programme of studies. It is easy to speak of the poor quality of our elementary instruction. Yet this situation has not completely paralysed progress. There have always been teachers, now more and more numerous, who have succeeded in overcoming difficulties and in employing methods which stimulate the pupil's personal thinking and who have his true education as their goal. Particularly during the last few years, a new approach in educational methods has become apparent in several parts of the province. The more and more extensive use of the "dynamic" method in reading, of the Cuisenaire-Gattegno method in arithmetic, of the Ward Method in singing, gives evidence of a desire for up-to-date methods and experimentation. The thousands of teachers who make the effort to take courses to improve their qualifications also show their desire to progress. The disappearance of the "école de rang"¹ the regrouping of rural schools, the recent use of audio-visual methods, the improvement in school buildings, are all indicative of progress in our school system. If general conditions are taken into account, it must be recognized that many elementary schools do their work well; they do everything in their power to keep moving forward. Even if the general picture remains rather disappointing in the light of the urgency of reform, we do not wish to belittle the merits of the great body of elementary teachers. The good account to which so many of them have been able to turn the situation is admirable. The fact remains, however that our society has long neglected the elementary school, and is now suffering the consequences. It will have to display much energy and generosity if it is to remedy the situation."²

The need for reform

"Whatever may have been the merits or deficiencies of our elementary education in the past, the need for its reform in depth is now beyond question. Today's society is so radically different from yesterday's, and tomorrow's gives promise of being so exacting in its demands on man, that the necessity for the school to make fundamental changes suited to a new era is acknowledged everywhere. The elementary school whose sole task was to teach enough reading, writing and arithmetic to enable people to deal with life's simpler problems is outmoded. If it remains content to supply its pupils with such meagre equipment, rather than to help them forge sturdy intellectual tools with which to continue their own development almost indefinitely, the elementary school is out of touch with reality; it is inadequate if it neglects the manual and artistic aptitudes of its children. And it is too inflexible when it insists on bringing all children to an identical degree of development by imposing the same pace on them all. The elementary school must realize that it is no longer terminal. It no longer prepares directly for life; it prepares all children for secondary education which, in its turn, must provide diversity, so that it may be able to accept them all."³

¹ The "école de rang" is the small — usually one-room — school, in which all the grades are taught by one, or at most two, teachers. It is located on a back road remote from any village, and serves the needs of rural children when they cannot be transported daily to a larger centre. (Translator's note.)

² Report of the Royal Commission of Inquiry on Education, Volume 2, No. 164.

³ *Ibid.*, No. 149.

Sections of Regulation 1 Relative to the Elementary Course

SECTION I

"To be admitted to the first year of the elementary course, a pupil must attain the age of six years before the first day of October of the school year then in progress.

"During the school years 1965/1966, 1966/1967 and 1967/1968, however, it will be permissible for a school board to admit to the first year a pupil who will have attained the age of six years before the first of January."

SECTION II

"The elementary course of study shall extend over six years. Promotion to the secondary course becomes obligatory after seven years. Under exceptional circumstances, a pupil may be promoted to the secondary course after five years if he is deemed to be suitably qualified."

SECTION III

"In each school, at the beginning of the school year, pupils shall be classified according to age. They shall then be divided into groups according to criteria determined jointly by the members of the academic staff of the elementary course in the school."

SECTION IV

"Not later than one month before the end of the school year, The Department shall conduct examinations in the subjects of English or French, as the case may be, and of mathematics for pupils who are completing the elementary course."

Part 1

NEW CONDITIONS OF ADMISSION TO THE SCHOOL SYSTEM

SECTION I

Clause 1

To be admitted to the first year of the elementary course, a pupil must attain the age of six years before the first day of October of the school year then in progress.

Clause 2

During the school years 1965/1966, 1966/1967 and 1967/1968, however, it will be permissible for a school board to admit to the first year a pupil who will have attained the age of six years before the first of January.

Several questions come to one's mind upon reading Section I :

- Why has chronological age been chosen as a basis for admission to the first grade of the elementary course ?
- Why has this age of admission been fixed at six years ?
- Why does the section specify : six years before the first day of October of the school year then in progress ?
- Why does the second clause of Section I make provision for a period during which a school board will be allowed to disregard this first provision of the Regulation ?

The answers to these questions may be classified under two headings :

- A. Age of admission to the school system ;
- B. Conditions governing the application of the provision adopted.

A. AGE OF ADMISSION TO THE SCHOOL SYSTEM

It must be acknowledged that the age of admission to school is a complex and controversial question. It was nevertheless the Department's responsibility to provide an answer to it, if only for administrative purposes. The solution which it is proposing is based, however, on a series of theoretical and practical considerations which must be briefly outlined here since they justify Clause 1 of Section I.

It must be recalled from the start, that the conclusion reached by the Department resembles a practical judgement taking into account, on the one hand, the most reliable data provided by the psychological, pedagogical and sociological sciences, and, on the other hand, the special circumstances which prevail here while the reorganization of our educational system is taking place.

Before undertaking its investigation, the Department of Education examined the question from two distinct but complementary points of view, that is, that of the *system* and that of the *child*.

I. FROM THE POINT OF VIEW OF THE SYSTEM

In fixing the age of admission to the educational system, the Department considered first of all :

- The conditions governing a coherent development of a system of public kindergarten classes ;
- The form of activity which generally prevails in classes at the elementary level ;
- The objectives of the courses of study offered in elementary schools ;
- The average duration of the elementary course and the normal age of admission to the secondary school ;
- The means of which school boards make use in selecting children who wish to begin their elementary studies ;
- The demands of a functional school organization.

The Department of Education then analysed the demographic, financial and administrative implications of the various hypotheses which these preliminary considerations had enabled it to formulate.

II. FROM THE POINT OF VIEW OF THE CHILD

The Department also asked itself what measure would be likely to promote the best possible development of the individual aptitudes of every child within an educational system offering group teaching.

The typical child, as such, does not exist ; all children are characterized by certain traits, at once distinctive and common, of a

physical, mental, emotional, etc., nature. However, a system of group teaching must seek to regroup children by choosing as a basis for regrouping the common trait which masks as little as possible the originality of every child and which, at the same time, permits the formation of groups which are homogeneous from as many points of view as possible. What can this common denominator be? The Department proceeded to make an inventory of all the criteria commonly considered as valid and sought to what extent one or the other could be applied on a provincial scale.

In final analysis, the Department had to reconcile the conclusions, at times divergent, to which its various studies had led. It ended up by adopting the following measures :

(a) *Chronological age as a basis for admission to the first year of the elementary course*

Several criteria might be considered in determining admission to the first grade of the elementary course, for instance : mental age, chronological age, reading and number readiness, emotional stability, social adjustment, etc. Why has the Department of Education retained chronological age?

It should be noted first of all that chronological age is the criterion most generally employed in educational systems throughout the world and that, as opposed to all other criteria, it can be very easily identified and determined.

But there is more to this : The very neutrality of this criterion makes it possible to use all the other criteria relating to the individual differences existing between children, especially those pertaining to mental age, emotional maturity, social adaptation, particular abilities, etc. . . .

The various groups of pupils which may be formed within the basic group of the same chronological age then represent as many work units as can be considered "normal" for the child.

A social being, the child is, first and foremost, a member of a small society of people of the same age as he. It is this society that the school system must preserve and reconstitute if need be, while permitting that regrouping, when necessitated by the nature of the school activities, be based on criteria other than chronological age.

This fundamental principle which inspires Regulation 1 will be explained more fully in the comments on Section III. Let it be sufficient, for the time being, to stress the fact that an organization which sets out by immediately regrouping pupils on the basis of criteria other than chronological age, can present immediate advantages but that, too often, it runs the risk of engendering major problems of an emotional and social nature. Moreover, the false security which teachers derive from the homogeneity of "classes" as they are constituted today, engenders,

in most cases, a depersonalized teaching. Finally, it is dangerous for a teacher to have the feeling that he has before him a group of children "similar to one another," especially when this similarity is defined exclusively in terms of abilities or inaptitudes in a given branch of learning or in a specific group of subjects.

(b) *A chronological age of admission set at 6 years*

Why has this chronological age been fixed at 6 years?

1. GENERAL CONSIDERATIONS

In several Canadian provinces, the age of admission to the first grade of the elementary course is fixed at 7 years ; in Ontario, 6 years is the age ; Nova Scotia has fixed the admission age at 6 years for urban and at 7 years for rural pupils. In several European countries, schools admit children at the age of 7 only ; France, Holland and Germany make school attendance compulsory at the age of 6 years, Scotland and England at the age of 5 years. In our province a child having attained the age of six years before June 30 must attend school in September of the following school year.¹

Three chronological ages : 5, 6 and 7 years, were thus retained as working hypotheses.

2. PARTICULAR CONSIDERATIONS

After studying, especially, the atmosphere, prevailing in the elementary school, its organization, the nature and objectives of its programme, the average duration of studies at this level, the Department of Education came to the conclusion that it was necessary to carry out the recommendation of the Parent Report establishing at six years the age of admission to the first year of the elementary course.²

Let us explain briefly the three main reasons set forth to justify the adoption of this measure.

i. The development of a system of kindergarten classes. The Department of Education feels that the coherent development of a system of public kindergarten classes in our province must be ensured. This objective implies a specific definition of the category of pupils enrolled at the pre-elementary and elementary levels. At the present time, according to the policy adopted for a number of years by numerous school boards, an important fraction of the children who should be in kindergarten classes are enrolled in the first year of the elementary course.

¹ Report of the Royal Commission of Inquiry on Education, Volume 2, No. 172.

² *Ibid.*

Hence, it became the Department of Education's responsibility to establish a specific date for admission to the first grade of the elementary course. In so doing, it made it possible to admit to kindergarten classes those children who, on account of their age, ought normally to be there, and at the same time it ensured the coherent development of public kindergarten classes since it determined, indirectly, the age of admission to these classes.

ii. The nature of the elementary course of study. The experts consulted by the Royal Commission of Inquiry on Education state that in the majority of cases, children under six years of age are not physically, mentally, emotionally or socially ready to benefit from a school programme which provides for formal instruction in reading, writing or arithmetic. A premature start can have disastrous consequences.

Since the present elementary school course is to be revised in conformity with the principles formulated by the Royal Commission of Inquiry on Education, which recommends, for instance, an introduction to the techniques of oral and written expression, one may reasonably assume that the majority of children under six years of age will not be ready — from many points of view — to enter the first year of the new elementary course.

iii. The average duration of elementary studies. As we shall explain later,¹ the elementary course will have an average duration of six years. Consequently, to admit children under the age of six to the first grade of the elementary course would mean that the majority of pupils would attain secondary school at the age of eleven or under. A child of this age is obviously too young, especially if one takes into account school regionalization and the complexity of the electives system which will characterize the comprehensive school of tomorrow.

Taking into account these considerations the Department of Education decided to fix at six years the age of admission to the first grade of the elementary course.

(c) Six years of age before the first day of October

Why does the regulation specify : 6 years before the first day of October? Let us note that all legislation of this nature arouses more or less lively reactions according to whether it works to the advantage or disadvantage of particular individuals. Let us consider, for instance, the Act granting eighteen-year-olds the right to vote, the Family and School Allowance Act, the Act establishing the legal rights of citizens, etc.

While keeping in mind what has been said concerning the advantages of the child's having attained the age of six before he begins his elementary studies, let us examine two new factors which justify more precisely the date specified : six years before the first of October.

¹ See Chap. II, Part 5, p. 50.

1. AN ALTERNATIVE SOLUTION WHICH COMPENSATES FOR THE RIGIDITY OF THE REGULATION

If, as the Department has reason to believe, a more specific determination of the group admissible to kindergarten and first-grade classes of the elementary school is to bring about an intensive development of the pre-elementary sector, five-year-old children whose dates of birth are situated between June 30 and October 1st will then be in a better position than they are under the system presently in force in the majority of school boards. They will, in fact, be able to attend kindergarten classes which are better adapted to their psychical development, equipped in consideration of their needs, and hence more likely to facilitate their adjustment to the elementary school and their preparation for formal studies.

2. A COMPROMISE BETWEEN THE PROVISIONS OF THE EDUCATION ACT AND AN ESTABLISHED ADMINISTRATIVE TRADITION

Thus, in fixing a specific date, it was necessary to take into account the situation presently existing in a number of school boards, as well as a new, but fundamental, principle of school organization. The first of October thus appeared to be a valid compromise between the provisions of the law and an established tradition; such a compromise also made it possible to transform the present system without causing too great a disruption.

(d) *To be admitted to the first year of the elementary course*

The term "year," in Section I, designates the child's year of study. A child admitted to the elementary school, for the first time, begins the **first year of his elementary course**. At first, his studies are limited to the **subjects** included in the school programme for the first grade; but it may happen that, even in his first year of study, the child is capable of tackling *subjects* at the second and even at the third-grade level.¹ Thus, the programme content for a child who is beginning the *first year of his elementary course* does not necessarily correspond to the content of the first-year programme offered by the elementary school.

B. CONDITIONS GOVERNING THE APPLICATION OF THE PROVISION ADVOCATED

One may wonder why the Department of Education has adopted the second clause of Section I: "During the school years 1965/1966, 1966/1967 and 1967/1968, however, it will be permissible for a school

¹ See Chapter II, Part 2, for details pertaining to the terminology used here. For a better understanding of Regulation I, it is important that a clear distinction be made between the *year of study* and the traditional *grade-year*.

board to admit to the first year a pupil who will have attained the age of six years before the first of January." If the measures advocated are valid, one might say, why then allow school boards to postpone their application?

The Department of Education's attitude might be justified in a number of ways. A number of reasons of a sociological, administrative, pedagogical or financial nature might be set forth. Let us stop to consider the three following considerations, which amply justify the transitional period provided for in Clause 2 of Section I, namely : the pupil-transfer phenomenon involving the enrolment in kindergarten and Grade I ; the necessity of recruiting and training a competent personnel ; the planning of financial investments in the development of kindergarten classes.

I. THE "PUPIL-TRANSFER" PHENOMENON

The phenomenon of pupil transfer must first of all be analysed. The immediate application of Clause 1 of Section I would bring about the following effects :

— With regard, on the one hand, to the present provisions of the Education Act, it would increase the elementary school population by the number of children who attain the age of six years between June 30th and October 1st ;

— With regard, on the other hand, to the tradition established in certain school boards, it diminishes the enrolment in the first year of the elementary course by the number of children who attain the age of 6 between October 1st and January 1st.

For the province as a whole, some 35,000 children would go from kindergarten classes, or from their home, to the first year of the elementary course, or would be put back from the first year of the elementary course to kindergarten classes, or to their home.

A great deal of caution must be exercised in dealing with such a phenomenon. What must be avoided, on the one hand, is the radical application of measures which would give parents the impression that they are being treated unfairly whereas, in fact, the provisions of the regulation have been adopted to bring about an improvement of the school system.

On the other hand, school boards must be given the necessary time to plan the development of a school organization which will make it possible to progress from present conditions to those which will exist in the future, while arousing the least possible amount of disturbance in the social practices of the various communities.

The situation currently existing among school boards, with regard to kindergarten and first-year enrolment, varies from one region to another, from one school board to another. No measure could be applied uniformly to regularize at one stroke, such a state of affairs.

II. THE RECRUITMENT AND TRAINING OF TEACHING PERSONNEL

The training, in sufficient numbers, of a personnel specialized in pre-elementary education, demands a certain period of time. Before we are ready to develop a complete system of public kindergarten classes, it will be necessary to provide advanced training for a number of in-service teachers and to prepare an imposing number of new teachers. A brief analysis of present needs makes it possible to estimate at more than 2,000 the number of pre-elementary teachers who will have to be found or trained during the next three years.

The progressive establishment of kindergarten classes throughout the province will create a labour market which should inevitably affect the enrolment in advanced courses for in-service personnel, or in specialized courses for those presently in teacher-training institutions.

It was thus preferable, according to the Department of Education, to provide for a three-year delay in the application of Clause 1 in order, precisely, to prepare in sufficient numbers the personnel responsible for kindergarten classes.

III. THE PLANNING OF SCHOOL BOARD INVESTMENTS

Supposing, even, that the problem of recruitment of qualified personnel had not existed — which is evidently not the case — it would still have been necessary to plan the financial investments which the establishment of kindergarten classes entails.

This economic aspect of the problem is a real one, even though it will be possible to reduce its importance to a partial extent through the application of certain provisions of the Regulation, particularly that which makes obligatory the promotion to the secondary course of children aged 13 or over.

Whatever the case may be, from the three points of view pointed out above, the three-year lapse provided for by the Regulation rendered less drastic the change proposed in the first clause of Section I.

It is thus probable — and perhaps even desirable — that school boards will wish to extend their plan for the establishment of a system of kindergarten classes over a period of three years. In this case, they will be able, each year, to change the date by which the child must attain the age of six years to be admitted to the first year of the elementary course. They might, for instance, establish the following rule :

- September, 1966 : 6 years before the first of December ;
- September, 1967 : 6 years before the first of November ;
- September, 1968 : 6 years before the first of October
(i.e., the date stipulated by the Regulation).

This decision will normally be accompanied by the organization of a sufficient number of classes to admit the group which is gradually being pushed back to the pre-elementary level.

From the point of view of the Department of Education, two attitudes would be equally unwise, on the part of school boards :

— Applying Clause 1 of Section I to the letter, if they are already admitting children having attained the age of six years on January 1st — without providing an alternate solution for children attaining the age of six between the first of October and first of January.

— Taking advantage of the latitude which Clause 2 of Section I gives them, only to find themselves faced, in September 1968, with the entire problem of creating a complete system of kindergarten classes.

Part 2

A NEW CONCEPT OF THE COURSE OF STUDY

SECTION II

Clause 1

The elementary course of study shall extend over six years.

The term **course of study** appears only once in the four sections pertaining to the elementary course : "The elementary **course of study** shall extend over six years" (Section II, Clause 1). If one were to take this statement literally one might believe that the reform relative to the elementary course consists in extending over six years a course of study presently extending over seven years.

However, this measure, which is partly justifiable for reasons which we shall explain below, constitutes only an accidental aspect of the reform advocated. Essentially, this reform extends to the very concept of "course of study". Regulation 1 does not set forth explicitly what the term "course of study" means, but an analysis of Sections II, III and IV obliges us to revise the traditional meaning of this term. In the paragraphs which follow :

A. We shall first of all attempt to isolate the essential aspects of the concept of course of study (or programme) ;

B. We shall then analyse the *traditional concept* of course of study and isolate the definition of the term *course of study (or programme)* which underlies all the measures advocated by Regulation 1 ;

C. We shall finally justify the first clause of Section II : "The course of study shall extend over six years."

Certain of these considerations may seem somewhat abstract. They are, nevertheless, necessary in order to establish certain fundamental distinctions and to establish the meaning to be given to terms or expressions of which a constant use will be made in the chapters which follow, for instance :

- Course of study or programme offered by the *school* ;
- *School* course of study ;
- *Inventory-type programme* and *general framework-type programme*.
- Course of study or programme taken by a *pupil* ;
- Student's *course of study* or *programme* (elementary or secondary) ;
- *Individual* course of study, or programme.
- Duration of *school* course of study or programme ;
- Duration of *pupil's course*.
- *Subject areas* ;
- *Subjects*.

It is evident that this document furnishes only operational definitions, that is, definitions which have been agreed upon and which make it possible to carry on an intelligent discussion of a problem. In a period of profound transformation such as that in which we are living, it is important that the Department of Education clearly indicate the meaning it gives to the terms and expressions used in its official documents.

A. GENERAL CONSIDERATIONS ON THE CONCEPT OF COURSE OF STUDY

A school course of study may be defined with reference to the aims which it pursues, to the means which it proposes for the attainment of these objectives, and to those responsible for its preparation. Let us explain briefly these fundamental distinctions.

I. THE COURSE OF STUDY DEFINED WITH REFERENCE TO ITS OBJECTIVES

A school course of study may be defined with reference to the objectives which it pursues or which the institution offering it seeks to attain. Thus, for instance, it is perfectly logical to answer the question, "What is the programme of the Conservatory of Music of the Province of Quebec?" as follows: "The programme of the Conservatory of Music consists in training professional musicians." This objective constitutes the purpose of the institution as well as that of the course of study offered by the institution.

Immediately, any modification of the objectives assigned to an educational institution implies a corresponding modification of the con-

cept which one had formed of the course of study of this institution. Thus, if the elementary and secondary schools of today and of tomorrow are to meet a new purpose, we shall be obliged to revise the definition which we have traditionally given to the expressions : *elementary course of study and secondary course of study*.

II. THE COURSE OF STUDY DEFINED WITH REFERENCE TO THE MEANS EMPLOYED TO ATTAIN THE OBJECTIVES PURSUED

The definition of a course of study with reference to its purpose does not, however, furnish all the elements necessary for a detailed description of this programme.

To come back to the example given above, it is, indeed, not sufficient, in drawing up the programme of the Conservatory of Music, to know that the purpose of this institution is to train professional musicians. One must also know what means the school is to employ in order to achieve its purpose. In other words, we must know *of what*, that is, of what elements, it is to be composed and *how* these elements must be arranged, in relation to one another, so as to constitute an orderly sequence of means. Let us explain this proposition further.

(a) *Of what ?*

Of what is a school programme composed ? In view of the fact that the educational institution is ultimately designed for the welfare of the *disciple*, that is, of the pupil working under the direction of one or of several teachers, one might answer the question asked by saying : "A school programme is made up of the body of *subject areas* which the *learner* ("disciple") must acquire and master in order to attain the objectives aimed at by the programme itself and by the educational institution. Thus, French, History, Geography, Physics are *subject areas*.

In view of the fact, however, that the acquisition or the mastery of the various **subjects areas** takes place in *time*, it is necessary to divide each subject into parts which, throughout this document, are designated by the term **subject**. Thus, the group of principles in geography or physics prescribed in the part of the programme offered by the secondary school at the 9th-year level constitutes the *subject matter* in geography for the ninth grade or the *subject matter* in physics for the ninth grade.

The division of a subject area into parts — here known as *subjects* — while necessary when one looks at it from the point of view of preparation of the programme offered by an educational institution, must not, however, destroy the essential unity of the subject area.

This is why we must find *how* the various subjects appearing on a school course of study must be arranged, in such a way that the essential unity of the subject may be maintained, and the continuous progress of students ensured.

(b) *How?*

How, taking into account the demands of a healthy school organization and of the subject areas themselves, can the *parts* or *subjects* of a course of study be set, in relation to each other, in such a way that the continuous progress of the learner ("disciple") towards objectives determined by a course of study may be ensured.

Two answers might be given to this question, according as one thinks first of the **system** or of the **child**.

— If one thinks first of the *system*, because of the normal tendency to utilize the simplest administrative procedures, the *parts* or *subjects* are arranged according to a rigorous order, and regrouped into clearly identifiable, self-contained blocks which must be studied by all, at a set time in the programme offered by the educational institution.

— If one thinks first of the *child*, because one aims at ensuring the continuous progress of each pupil, the *parts* or *subjects* are arranged in such a way as to make it possible to detach them partially from a more or less voluminous whole, and to include them in the pupil's individual programme, at a time deemed opportune, and in the light of a certain number of factors depending much more on the welfare of the pupil than on that of the system.

III. THE PROGRAMME DETERMINED WITH REFERENCE TO THOSE RESPONSIBLE FOR ITS PREPARATION

The definition of the concept of programme, with reference to the objectives pursued and with reference to the means, points to *those responsible* for the preparation of a course of study. Here again, certain distinctions must be made :

— If one thinks first of the *system*, the responsibility for establishing a school programme rests almost exclusively with the educational institution, or more exactly with the authorities responsible for the educational system. One can then speak strictly of a *school programme*.

— If one thinks first of the *child*, the authorities must still maintain a certain responsibility in the establishment of programmes, but this responsibility is no longer exclusively theirs. In fact, if the programme is to promote the continuous progress of every pupil, it must possess such a degree of flexibility that each student, by making a selection from the subjects included in it, can make up his own *individual course of study*. This is equivalent to saying that the pupil must be able — to a certain extent — to plan his individual course of study.

Now that these fundamental notions have been clearly dealt with, it is possible for us to formulate a definition setting off the full value of the term *course of study*, as it is used in Regulation 1.

In Section II (and also in Section VII)¹ the term *course of study* means :

1. *An orderly body of means*, that is to say, of subjects areas, or of subjects ;
2. *An orderly body of subjects*, that is to say, of subject areas divided according to a sequence, in conformity with the fundamental principles of child development, and of the administrative requirements of the educational system ;
3. *An orderly body of subjects* the main characteristic of which is its *flexibility*, that is, that particular quality which makes it possible at the same time
 - To establish a *school programme* to be offered to all pupils, and
 - To establish, for each student, an *individual programme* so designed as to guarantee his continuous progress.
4. *An orderly and flexible group of subjects* which ensures the pursuit, by the *school* and by the *pupil*, of the objectives of the elementary course (or of the secondary course).

To sum up, the term *course of study* in Regulation 1, refers to an orderly and flexible group of subjects enabling educational institutions and pupils to pursue, in a continuous manner, the objectives of a given level of studies.

B. THE NATURE OF THE SCHOOL COURSE OF STUDY AND OF THE ELEMENTARY COURSE² — YESTERDAY — TODAY — TOMORROW

I. DEFINED WITH REFERENCE TO THE OBJECTIVES

The general objective which the school sought to achieve, yesterday, will continue to be pursued, but a novel, undeniable, fact has become obvious : in the future, no child will be content with having completed his elementary course.

Yesterday, in addition to its general purpose, namely, the physical, intellectual, emotional and social development of children, the elementary school had to pursue a very definite objective : to prepare the masses of children to earn a living. Tomorrow, even to a greater extent than today, the elementary school will be freed of this particular aim. It will have to assume another : that of preparing children to undertake secondary studies.

¹ See Chapter III, Part 2, p. 68.

² The course of study (or programme) of the elementary *school* designates the course of study (or programme) offered by the educational institution, that is, the *school course of study or programme*. The programme of the *elementary course* designates the pupil's course of study, that is, his *individual course of study or programme*. This distinction must be noted in order to understand certain problems dealt with in the pages which follow.

This new, specific, objective is obviously having repercussions on the conception and constitution of the elementary school programme as well as on its internal organization. Schematically, one might describe the situation as follows (see table below) :

OBJECTIVES	YESTERDAY	TODAY and TOMORROW
1. GENERAL	To achieve the balanced development of the child from the following points of view : — physical — intellectual — emotional — social — etc.	To achieve the balanced development of the child from the following points of view : — physical — intellectual — emotional — social — etc.
2. PARTICULAR	TO PREPARE THE MASSES OF CHILDREN FOR LIFE	TO PREPARE THE MASSES OF CHILDREN TO BEGIN SECONDARY STUDIES
CONSEQUENCES : This new particular objective will have repercussions on : — The conception of the course of study, — The drawing up of the course of study, — The internal organization of the elementary school.		

II. DEFINED WITH REFERENCE TO THE MEANS

(a) "Yesterday" and "Today"

1. IF ONE LOOKS AT IT FROM THE POINT OF VIEW OF THE SYSTEM

The elementary course of study (or programme) of yesterday is defined as an *orderly body of subjects* rigorously divided into 7 *grades*.

The programme for each *grade* is composed of a block or group of subjects identified by a number.

The fact that this group of subjects is generally the object of a complete *year* of studies makes it possible to identify the course of study for a given *grade* by the corresponding year of study. Thus, one generally

says that a child is in the third grade when he is studying the course of study (or programme) for the third grade. It may very well be, however, that a group of pupils have reached their fourth *year of study* at the time when they begin the course of study for the third grade-year ; inversely, during their fourth year of study, children may actually begin the fifth *grade-year*.

In fact, the place which the system occupies in our thinking is such a predominant one that we refer to a child's progress in his course by using the terminology created by, and for, the system itself.

2. IF ONE LOOKS AT IT FROM THE PUPILS' POINT OF VIEW

Today, the course of study offered by the *elementary school* constitutes, in fact, the programme of the *elementary course* of each and every one of the pupils at this level. It presents, at first sight, a range of organically structured subjects. This quality, however, is neutralized by the rigidity of the distribution of subjects by grades, and by the fact that each child is obliged to study only the *subjects* prescribed on the course of study for the *grade-year* in which he is enrolled.

A child is obliged to study all of the subjects — and only these — which make up the programme for the grade level in which he is enrolled.

The child must acquire a specific notion at a specific moment, this moment being determined by the place which this notion occupies on the programme rather than by the position of the child in relation to this notion.

Thus, at present, the elementary programme introduces the study of elementary science in the third, fourth, fifth and sixth grades ; in so doing it establishes a *strict order* to be followed in studying the various topics, without taking into account the actual interests, needs and aptitudes of the individual child. Consequently, the child's curiosity or thirst for knowledge must adjust itself to what is being offered to him by the programme for the grade in which he is enrolled.

A school programme thus conceived leads to a categorized, stereotyped, book-ridden instruction. No matter how good the intentions which inspire it, such a course of study impedes, to a certain extent, the individualization of education and the implementation of the activist school.¹

These few observations prove that an educational reform has not much future if it merely states general objectives, without going on to propose an internal reorganization of the elementary school and of its course of study.

This is why the Department of Education, in Regulation 1, places so much emphasis on the establishment of the concrete *conditions* which will enable each school community and each school to determine the

¹ Programme d'études des écoles élémentaires, 1959, pp. 4 and 5.

means of ensuring the child's continuous progress through the elementary grades.

(b) "*Tomorrow*"

In the context of Sections II and VII of Regulation 1, the term *course of study* designates an "*orderly*" and "*flexible*" body of subjects :

1. THE SUBJECTS ON THE SCHOOL COURSE OF STUDY

The programme offered by the elementary school will still consist of a certain amount of concepts and skills to be acquired, that is to say, of subjects to be assimilated or mastered. From this point of view, the modification of a course of study can hardly be based only on accidental aspects — important as these may be — such as :

— The more or less extensive body of knowledge to be included in the school course of study ;

— The nature and the more or less extensive number of skills to be included.

However, the new specific objective of the elementary school will make it possible to relieve the present course of study of a certain quantity of *subjects* which had been inserted with the intention — a legitimate one, in fact — of increasing the stock of knowledge of young people, the majority of whom were likely to be leaving school at the end of the seventh grade. The school programme of the elementary school of tomorrow will comprise only *subjects* which are strictly elementary.

2. THE ARRANGEMENT OF THESE SUBJECTS

From now on, one can no longer conceive a course of study cataloguing the various *subjects* by *grades*, in as rigid a fashion as has been done up to the present time. Henceforth, since the very purpose of Regulation 1 is the establishment of a school organization centred in the continuous progress of each child, the primary characteristic of the course of study offered by the elementary school will be its *flexibility*.

However, between a detailed and rigid distribution of the subjects in an *inventory-type programme* published by the Department and the complete lack of instructions originating from the school authorities, there is room for a *general framework-type programme* establishing certain main lines which may serve as a guide to the teacher and thus ensure the efficient operation of schools.

In the perspective of a far-reaching educational reform, the Report of the Royal Commission of Inquiry on Education states : "It is essential to avoid the formulation of a programme of studies overburdened with detail, which would seem to reduce education to a mere transmission of precise and carefully catalogued information. Once the main lines have been laid out, a certain latitude must be given the teacher in his treatment

of a subject, thus encouraging him to prepare for his classes in a more personal way, one better suited to his particular group of pupils. It is not an *inventory type of programme*, but a *general framework programme* which will correct the abuses of the book-ridden and stereotyped instruction we have known in the past.”¹

The elementary school course of study recommended by the Parent Report, which will serve as an inspiration to the Department in its revision of the present elementary school programme makes provision for two *main stages* corresponding, in substance, to the phases observed in the mental development of the child :²

— The first is devoted to learning the techniques of expression : reading, writing, language, arithmetic, art ;

— The second, while continuing the task already undertaken, is devoted to the systematic exploration of the child’s physical and human environment through the study of history, geography and science.

As for physical, civic, moral and religious training, it must naturally take place throughout these two stages, according to a very *flexible* programme, even more so because these subjects often lend themselves very little to divisions, even those intended for guidance only. The teacher’s appreciation of a child’s progress in such subjects can be expressed only in qualitative terms.

It will thus be possible, still, to proceed to a certain division of subject areas into *subjects* and to arrange these subjects according to a logical sequence. The purpose of such a division, however, will not be to impose artificial divisions on the child’s progress in his studies, but rather to make it possible to determine each child’s position with regard to the body of concepts or skills which a normally-gifted pupil must acquire within a period of time set down in units of varying lengths.

One might compare the role of this division of the course of study to that of a thermometer : the scale of the thermometer does not attempt to *regulate* the rise and fall in temperature, but to determine the extent of such rise or fall, according to a conventional scale.

Without the existence of a *general framework-type* course of study, teachers would be unable to divide children into groups — for any one subject — since they would have no common standard, and the administration of the system based on group teaching would be practically impossible.

III. DEFINED WITH REFERENCE TO THOSE RESPONSIBLE FOR PREPARING IT

Henceforth, it will be possible for every child to be the co-author of his course of study during his entire elementary course (or secondary course, Section VII).

¹ Report of the Royal Commission of Inquiry on Education, Volume 2, No. 170.

² *Ibidem*, No. 171 ff.

We say *co-author*, in the sense that *every child*, with the help of his teachers and of his parents, will be able to make up, choosing from the subjects which the school authorities have included on the general framework-type course of study prepared for pupils of a given level, an individual course of study which will take into account his aptitudes and his motivations. A framework-type programme, making it possible to draw up individual courses of study, is the means which Regulation 1 proposes to ensure the continuous progress of every pupil at his own rate.

* * *

Following these considerations it would appear that Regulation 1 gives the term *school programme* a radically new meaning. Parents, teachers, school administrators will have to take note of this, so that the internal organization of the school may conform to it.

C. THE DURATION OF THE ELEMENTARY SCHOOL COURSE OF STUDY

Clause 1 of Section II states : "The elementary course of study shall extend over six years." Before justifying this provision of the Regulation, it would be advisable to dispel a certain misunderstanding.

It is obvious that Clause 1 concerns the duration of the *school course of study*, that is, of the course of study offered by the elementary school and not the duration of a particular child's elementary studies, that is to say, the duration of the elementary course completed by a given pupil.

The duration of the elementary *course* for a child will be of 5, 6 or 7 years, as Section V stipulates, while the general framework-type, or school programme, of the elementary school extends over six periods or six stages of a duration of one year each, these stages being subdivisible into shorter units, according to the requirements of the continuous progress of the pupils.

Since the majority of the pupils will take six years to complete these six stages, or, in other words, since the duration of the *school course of study* offered by the elementary school and the duration of the elementary *course* completed by the majority of children are expressed by the same unit of measurement, the text of the Regulation combines these two ideas into one statement.

The fact that the elementary school programme extends over six years is justified, particularly, by the new objectives of elementary education, by the age of admission to the first grade of the elementary school and by the normal age of admission to secondary school.

I. THE NEW OBJECTIVES OF ELEMENTARY EDUCATION

From now on, as has already been explained, elementary education must lay the foundations for a training which will extend beyond the elementary level. It must furnish the tools necessary to the future development of the child. Thus, its role is not — as it may have been historically — to dispense the greatest possible amount of knowledge, in the greatest possible number of subjects. It must aim toward a *fundamental education* rather than an *encyclopedic education*, toward *formation* rather than *information*.

According to the Royal Commission of Inquiry on Education, the present elementary education is too slow. Due, no doubt, to the nature and to the multiplicity of supervisory controls over teaching, to the misappreciation or to the ignorance of the new specific objectives of the elementary school, education at this level is full of repetitions, of reviews, of examinations, of exercises which tradition explains but which modern psychology and pedagogy do not justify.

Similarly, a revision of the programme and a better understanding of it, a reaction against encyclopedism and formalism will make it possible to give elementary education a more rapid pace, one which is more stimulating for both pupil and teacher. Under these circumstances, it is certainly possible to reduce the elementary course to 6 years.¹

II. THE AGE OF ADMISSION TO THE FIRST YEAR OF THE ELEMENTARY AND SECONDARY SCHOOLS

The duration of the school programme of the elementary school is determined also by other considerations which pertain, this time, to the age of admission to the first year of the elementary course, and to the age of admission to the secondary school.

In the comments on Section I, the observations of the Royal Commission of Inquiry on Education were taken into consideration in justifying the establishment, in Clause 1, of an age of admission to the school system.

We called attention to the fact that the formal study of the subjects appearing on the course of study for elementary schools demands an intellectual, emotional and social maturity which the majority of children under six years of age do not possess.

We also pointed out that the *normal* duration of the elementary course would be of six years for the majority of pupils, the consequence of this being that children would gain access to secondary studies at the age of twelve.

¹ Report of the Royal Commission of Inquiry on Education, Volume 2, No. 173.

Although this justification of the duration of the school programme of the elementary school is a valid one, it is nevertheless not the only one. It must be recalled that the atmosphere which prevails in the secondary schools established by school regionalization limits the possibility of reducing the duration of the elementary course. It is difficult to see how ten and eleven-year-old children might be forced to spend whole days away from their families, in schools the equipment and operation of which has been conceived in terms of the adolescent. But there is a point where the intellectual advantages properly speaking, of a given situation are nullified by the physical and psychical drawbacks resulting from the same situation.

In the opinion of persons who have studied the problem, this limiting point, as far as the age of admission to regional comprehensive secondary schools is concerned, is found to be at the age of twelve years for the great majority of pupils. Considering the age of admission to the first grade of the elementary course, this implies that the normal duration of the school course of study of the elementary school must be established at six years.

Part 3

A NEW METHOD OF GROUPING

SECTION III

Clause 1

In each school, at the beginning of the school year, pupils shall be classified according to age.

Clause 2

They shall then be divided into groups according to criteria determined jointly by the members of the academic staff of the elementary course in the school.

The balanced development of the child demands that he be able to progress intellectually, emotionally and socially, at his own rate, without engendering any feeling on his part or on that of his classmates, of his parents or of his teachers, that his relative slowness or rapidity in learning, as the case may be, gives cause for either disgrace or distinction.

In the past, attempts have always been made to reconcile this objective with the demands of the group teaching which constitutes the very basis of our educational system.

In the paragraphs which follow, we shall attempt to demonstrate how the organization of the ungraded elementary school, advocated by Regulation 1, makes it possible to overcome the opposition which seems to exist between the demands of group teaching and those of an individualized education.

A. GRADE-CLASS/SUBJECT-GROUP

I. "YESTERDAY" AND "TODAY" : THE GRADE-CLASS

(a) *How the System Operates*

Due to the nature of the course of study in force in the elementary school of yesterday, and even in that of today, the pupils are grouped

together in a *grade-class*, that is, in a physical setting identified by a group of pupils which is, itself, identified by the programme for a given *grade*. When, for instance, in a particular school, someone says : "This is the third grade!", he is referring to the area set aside for 30 or 35 pupils who, during the school *year*, will attempt to assimilate the programme for the third *grade*, as well as the group of pupils accommodated here.

What criterion has served in grouping in the one area these 30 or 35 pupils? At the present time, the main — if not the only — standard utilized in the grading of pupils at the beginning of the school year is the *over-all result obtained* in the examinations taken during, and at the end of, the preceding school year.

1. This method of grading pupils *presupposes*, in practice, that all pupils in the same grade-class have assimilated, in an almost identical way, all the subjects on the course of study for the preceding grade-year and that they will be able to assimilate, in a comparable manner, the subjects on the course of study for the grade-year they are undertaking. Using a more figurative language, one might say that this method of grading proposes public conveyance from point A (at the end of the third grade, for instance) to point B (at the beginning of the fifth grade, for instance), during one school *year*. Yet, there is almost nothing in common, from the point of view of knowledge acquired, between a *fourth-grade-pupil* who completed his *third grade* with an average of 90% and a *fourth-grade-pupil* who completed his *third grade* with a bare pass, especially if the latter has previously repeated a year. Thus one can see that the rigorous application of such a broad criterion in grouping pupils leads to the creation of school "cells" which are more or less artificial if one considers the position of each pupil with regard to the various subjects appearing on the programme for a given grade.

2. Moreover, this method of classification disregards a number of other criteria which should necessarily be taken into account if one really wishes to provide *each* child with a complete education.

One can obviously note, between any two pupils in the same grade, a considerable number of differences from the point of view of their academic achievement in any one subject ; the same two children may also be considerably different from the social and emotional points of view, especially if one of them is nine years old and the other, eleven or twelve.

3. Finally, this method of grouping implies that in the majority of cases, pupils grouped in the same *grade-year* remain together all the time and will have to work under the direction of only one teacher for a whole year.

(b) *Compensation for Disadvantages Noted*

The present method of dividing pupils into grades entails serious disadvantages which it is impossible to nullify completely without under-

taking far-reaching reforms. Educators have sought, in the past, to compensate for the disadvantages of the grade-year by establishing parallel classes, homogeneous classes and special classes.

1. PARALLEL CLASSES

The system of parallel classes consists essentially in distributing, in relatively identical proportions, in each of two or more classes at the same grade-level, pupils classified (on the basis of their academic achievement) as "advanced," "average" and "below average." The result hoped for is that, when comparing one class to another, the over-all pupil achievement is almost equivalent and the teachers' work load, comparable. The advantage anticipated is that weak pupils will be motivated by the average and advanced groups.

2. HOMOGENEOUS CLASSES

The procedure involved here consists in regrouping in a given class pupils whose general achievement is above average ; in another, pupils whose over-all results are about average ; in another, pupils whose over-all results are below average.

3. SPECIAL CLASSES

Finally, in certain educational institutions, special classes are sometimes formed for the purpose of encouraging certain forms of remedial teaching, or of grouping together pupils who are obviously incapable of following the regular programme proposed for so-called "normal" pupils.

In certain very well organized school boards, classes are formed not only on the basis of academic achievement, but also on the basis of results obtained in aptitude and intelligence tests.

* * *

The guiding purpose of the adoption of these various measures is a valid one : To organize the academic system in such a way as to enable pupils to progress at a rate which is their own. If, however, this purpose stops short along the way, it is not necessarily due to the lack of initiative on the part of the academic personnel, but due, rather to the rigidity of the *school programme* of the elementary school, and to the periodic controls exercised over teachers' work.

II. "TOMORROW" : THE SUBJECT-GROUP

The application of Regulation 1 is of such a nature as to abolish the *grade-class*, that is, the group of pupils, almost constant in number

which, throughout the entire school year, studies subjects at a given (level or) grade-level, under the jurisdiction of only one teacher.

What alternative solution does Regulation 1 provide? A flexible system of *regrouping* of pupils which will entail the progressive implementation of the ungraded elementary school.

It will be possible to carry out this solution, due to the flexibility of the framework-type programme of the elementary school which we have mentioned in Part 2, and to the use of a number of standards for the formation of groups designed to replace the traditional class.

The fundamental difference between the present system and the proposed system resides in the fact that the latter no longer attempts to constitute *at the beginning* of, and *for the entire* school year, a class consisting of pupils who, whatever their age may be, are relatively comparable from the point of view of academic achievement and intellectual aptitudes. The system advocated aims at encouraging the formation of groups of pupils *of the same age*, such grouping taking place *as often as the progress of the pupils may require*, and being based on criteria which take into account the necessity of providing the fullest possible education for every child.

These working groups are therefore *unstable*, in the sense that they are not formed *once and for all* and that they are not constantly composed of the *same pupils*.

The objective is no longer to lead grade-class X from point Y on the course of study to point Z on the same course of study, within a given period of time, but rather to place groups of children under conditions which enable them to learn at their own rate, by making the organization of the elementary school as flexible as possible while maintaining its habitual function.

The anomalies and disadvantages to which the present system gives rise may be classified under the following types :

— In the *grade-class* system, a nine-year-old child, for instance, is normally in the third grade. He is, however, in the majority of cases, surrounded by pupils whose ages range from 7 to 11 or 12 years, sometimes more.

— During the ten months of the school year, all of these pupils, whatever their individual aptitudes or their personal motivation may be, must attempt to assimilate the same subjects, that is, the pre-determined portions of the school programme.

— Depending on their intelligence quotient or on their individual abilities, some must mark time, others must run ; all must keep in step with the group of "average" pupils.

— The academic achievement of all pupils is measured with the same yardstick : some are then said to be ready to undertake the next grade-year ; others, due to a weakness in some subject or other, are condemned to begin the same year-grade over again.

What concrete measures does Regulation 1 suggest to compensate for these disadvantages?

"In each school, at the beginning of the school year, pupils shall be classified according to age. They shall then be divided into groups according to criteria determined jointly by the members of the academic staff of the elementary course in the school." (Section III.)

This Section determines the fundamental criterion to be utilized in the grouping of pupils of the elementary course and provides, moreover, for the use of other criteria the selection and application of which are left to the discretion of the school's academic personnel.

(a) *Fundamental criterion*

CHRONOLOGICAL AGE

Theoretically, many criteria might be considered for the grouping of pupils for teaching purposes: chronological age, intelligence quotient, aptitudes for a certain subject, the sexes, religion, social status of parents, etc. Obviously, some of these criteria can not be utilized in a public system of education. In practice, the criteria generally considered are limited to the following: intelligence quotient and academic achievement.

Section III stipulates that, henceforth, the main criterion to be considered must be *chronological age*. What has guided the Department in the selection of this criterion?

1. First of all, the Department accepted as a fundamental postulate the fact that the harmonious development of the child demands that he be integrated with a group which exhibits the greatest possible number of common traits.

2. The criterion to be utilized for the formation of this basic group must, on the one hand, be easily identifiable and applicable; on the other hand, it must make it possible to form smaller sub-groups within the fundamental group, on the basis of other, more specific, criteria.

3. The criterion which makes it possible to constitute the basic group must be such that the common trait, which defines both the *criterion* and the *group*, does not conceal the traits characterizing smaller groups which are potentially present within the basic group.

Chronological age appears as the only criterion fulfilling these conditions. In fact, while it remains valid from the points of view referred to above, the initial use of all other criteria — particularly, academic achievement, intelligence quotient and results of various aptitude tests — taken in isolation or in combination, leads to the formation of groups whose apparent homogeneity conceals the *actual* diversity of the elements which compose it.

Moreover, it is apparent that the same criteria satisfy almost exclusively the demands of a purely intellectualistic concept of academic

education to the detriment of an integrated development which can now become an attainable objective of the elementary course.

(b) *Particular Criteria*

The regroupment of pupils by chronological age requires nevertheless, that, for teaching purposes, groups and sub-groups be formed within each age group, in consideration of traits common to smaller groups of pupils who might benefit from working together in a system of group teaching.

This is why Section III proceeds as follows :

" They (the pupils) shall then be divided into groups according to criteria determined jointly by the members of the academic staff of the elementary course of the school."

1. CRITERIA FOR THE FORMATION OF GROUPS

On what criteria must the formation of groups be based? The Regulation does not enumerate these. Several are well known and we have pointed out some of these in our comments on Section II, as well as immediately above, in our comment on the second clause of Section III.

However, the Department is planning, on the one hand, to publish a special guide on this subject and, on the other hand, hopes that the academic staff of elementary schools will experiment, question, and act of their own free will.

2. CRITERIA "DETERMINED JOINTLY BY THE ACADEMIC STAFF OF THE ELEMENTARY SCHOOL"

The pedagogical reform of our educational system depends ultimately on the "academic staff" of each school. What must be understood by the expression "academic staff" and what is the role of the latter in the context of Section III?

The expression "academic staff" designates the teaching staff properly speaking, the administrative staff and, generally speaking, all persons directly concerned with educational services within the school environment. We might note in passing that, in the present document, the term "teacher" is used in its broadest sense and designates, in general, all persons engaged in the process of educating.

The "academic staff" of each school is responsible for the joint establishment of criteria for the formation of groups within its school. While administrative requirements may make it necessary to adopt the same general standards for the formation of groups throughout all the schools controlled by the same school board, it seems desirable, however, that for purposes of everyday work, a greater amount of freedom be left to the staff of each school, with regard to the selection and application of

specific criteria taking into account the particular characteristics of the student body of each school.

The commentaries on Section VIII (Chapter IV of the present document) will provide further details with regard to the conditions governing such team work. Let it be sufficient for the time being to summarize the repercussions of the system advocated on the method of dispensing education.

B. ONE TEACHER/TEACHING TEAM

I. "YESTERDAY" AND "TODAY"

In the present system, the class teacher, sometimes assisted by several "specialists", is responsible for a grade-class.

He must, in spite of the disadvantages inherent in this, teach in a *parallel* class, in a *homogeneous* class or in a *special* class, as defined above.

Each of these grade-classes comprises pupils of varying ages, differently gifted and motivated, whose academic achievement ranges from a bare pass to a very high mark.

In most cases the one teacher divides the school programme for a given grade-year as he wishes, establishes his own timetable and that of the pupils and adapts his procedures and methods to the average capacity of the pupils entrusted to him.

Finally, the one teacher is almost constantly with the same group of pupils, for the full duration of the school day and year.

II. TOMORROW

The disappearance of the grade-class, in the elementary school, does not necessarily entail the disappearance of the class teacher. It does, however, demand that the conditions governing the work of teachers within the schools be redefined. The operation of the ungraded elementary school necessitates a large degree of cohesion on the part of the teaching staff, a cohesion which can be attained only if a true team spirit develops through the knowledge of, and respect for, the talents and aptitudes of each individual teacher.

There is no doubt that the choice of standards for the formation of groups, the determination of the respective tasks of teachers, the establishment of individual timetables for teachers and pupils, the implementation of a valid system for the evaluation of pupil achievement, etc., will demand a far-reaching transformation in the traditional attitudes adopted by teachers.

In fact, *the ungraded elementary school*

— Absolutely demands that teachers work as a team in the constitution of groups and sub-groups, the establishment of timetables and the assignment of teaching areas ;

— Demands that teachers be willing to work with a large number of pupils, either for instruction in certain subjects, or at any time during the school day ;

— Demands that, for one or several subjects, each teacher be constantly prepared to teach groups which are not at the same developmental level.

— Demands, finally, that every member of the teaching team entrusted with the basic group of pupils of the same chronological age adjust his methodology to that of the team and to the needs of the various groups and sub-groups with which he comes into contact.

The extent of the changes proposed by Section III is such, and their impact upon the life of pupils and teachers is so strong, that the Department of Education (in Section III as well as in Section VIII) has decided to make the implementation of the reform of the elementary school directly dependent on the collective involvement of the teachers of a given area. Nothing can be accomplished without their participation ; their collaboration makes everything possible.

C. ORGANIZATION OF THE UNGRADED ELEMENTARY SCHOOL

One might endorse the reasons invoked to justify the pedagogical reform in the elementary school and still remain puzzled with regard to concrete ways of setting up the ungraded elementary school from the point of view of courses of study, timetable, controls, regrouping of pupils, equipment, etc.

It is not our purpose here to banish all anxiety. Let us merely recall that the Department of Education intends to assist those concerned in various ways :

1. Through the publication of *guides* furnishing suggestions concerning the organization and operation of the ungraded elementary school ;
2. Through the organization of colloques (provincial, regional and local) devoted to the individualization of education and to the activist school ;
3. Through the assistance provided by technical advisers specially assigned to the task of helping school boards' personnel to solve problems inherent in the organization of this type of school.

Moreover, the Department of Education is dependent upon the active cooperation of various associations of professional educators to carry out the pedagogical reorganization of the elementary and secondary schools of Quebec.

Professional educators' associations can make a notable contribution to the progress of the work begun by the Department, particularly

through the organization of training and information sessions for their members, through the preparation and publication of documents and through the distribution of bibliographical notes.

One can never repeat too often that we are all, as a group, responsible for what will be accomplished here in the field of education.

Part 4

A NEW SYSTEM OF CONTROL

SECTION IV

"Not later than one month before the end of the school year, the Department shall conduct examinations in the subjects of English or French, as the case may be, and of mathematics for pupils who are completing the elementary course."

The severity with which the Royal Commission of Inquiry on Education condemns the abusive supervision of teachers and the examination system in force in the elementary school is common knowledge.

"The result of this system has been a book-ridden education dominated by concern for examination results and by fear of one's lords and masters. The teacher has clung to the letter rather than to the spirit of the programme of studies. Our elementary education revolves in a vicious circle. Because some teachers lack competence, all are kept under close supervision ; because all are under close supervision, they restrict themselves to such makeshift methods as are capable of producing easily verified results : examination marks and the approval of their superiors."¹

How can Regulation 1 rectify these serious shortcomings of our educational system ? This is what we shall now try to demonstrate.

A. THE ACADEMIC STAFF AND REGULATION 1

I. AT THE LOCAL AND REGIONAL LEVELS

It is certain that the application of Sections III and VIII of Regulation 1 is of such a nature as to achieve a far-reaching modification, on the one hand, of the nature of the relationship between the teaching

¹ Report of the Royal Commission of Inquiry on Education, Volume 2, No. 162.

staff and the administrative staff and, on the other hand, of the nature of the relationship between the academic staff (teaching and administrative) and school boards. (Section VIII.)

In conformity with the provisions of Section III, the teaching and administrative staff must work as a team in the determination of criteria for the formation of groups and, consequently, in the distribution of tasks, the preparation of timetables, the constitution of separate courses of study for the various groups.

In practice, this means that the various types of collaboration between the persons assuming joint responsibility ought normally to modify the traditional relation of authority: *principal-teachers*, because the actual centres of initiative and decision will be diversified and will no longer be identified necessarily with the person or persons constituted as an authority.

II. AT THE PROVINCIAL LEVEL

This is not the place to describe at length the policies of the Department with regard to the control which it must exercise over the education dispensed by teachers. Let it be sufficient to recall that the traditional function of school inspection has been redefined and that a new category of representatives of the Department has been created, that of *regional technical advisers*. The title itself clearly indicates that the role of the latter is one of assistance and not of detailed and finical inspection.

B. EXAMINATIONS AND REGULATION 1

"The most helpful step to be taken in the improvement of our elementary education will be a radical reform in the examination and inspection systems... But, as far as we are concerned, the key to the educational log jam lies in the examination system."¹

I. EXAMINATIONS : "YESTERDAY"

The system of examinations in force, yesterday, in the elementary school is based on the very principles which have led to the composition of the *grade-year school course of study* imposed on all, and which have given birth to the *grade-class*.

This system is based on the postulate that at a given *time x*, all pupils of the same grade-class must have assimilated a *predetermined portion* of the *school course of study* for a specific *grade-year*.

There is more to this. Very often, these examinations are uniform, not only for all the pupils of the same school, but also for all pupils of the same grade under the entire school board.

¹ Report of the Royal Commission of Inquiry on Education, Volume 2, Nos. 188 and 189.

In short, the pupil's school career is divided into fixed periods, the landmarks being uniform examination periods the results of which determine promotion.

II. EXAMINATIONS : "TOMORROW"

One can easily understand that the application of Sections II and III makes it impossible to administer examinations of the type of those which we have just briefly described.

The continuous progress of pupils within the framework of the ungraded elementary school demands that the traditional means of measuring academic achievement be completely revised. However, the operation of the ungraded elementary school does not remove the necessity of some form of examination. The diversity of individual courses of study, or of the programmes of the various work groups, will demand that teaching teams have a relatively precise knowledge of pupils' position on the path which they have to travel during their stay in elementary school. This is equivalent to saying that these teams must administer at a *convenient time*, to a given *work group*, one or more examinations dealing with that *part of the course of study* which this group is supposed to have assimilated.

The freedom which Regulation 1 grants teachers, with regard to "external" controls, is associated with a new and serious responsibility : that of setting up a system of control which will enable all those concerned to know as exactly as possible the major landmarks in each pupil's individual progress. Parents and teachers will need to engage in an open dialogue on this problem, a particularly crucial one for families.

C. EXAMINATIONS AND SECTION IV

"Not later than one month before the end of the school year, the Department shall conduct examinations in the subjects of English or French as the case may be, and of mathematics for pupils who are completing the elementary course."

One might legitimately ask two questions concerning this article :

— Why has the Department of Education decided to conduct examinations while the Parent Report writes explicitly : "Since the *elementary course* is not terminal, there is no reason for the Department to impose its own examinations on those who have reached the end of these studies" ?¹

— Why will Department examinations deal with the mother tongue and mathematics ?

¹ Report of the Royal Commission of Inquiry on Education, Volume 2, Nos. 188 and 189.

I. ANSWER TO THE FIRST QUESTION

The answer to the first question is found in another passage of the Report:

"The preparation and correction of all examinations should be surrounded with every safeguard that science or experience is able to supply, if only to render strict justice to the students whose future is dependent upon them."¹

It is in this spirit, a particularly novel one, that the examinations provided for by Section IV must be considered.

These examinations have, in fact, nothing in common with the former examinations for the Grade VII certificate. The primary purpose of the latter was to measure the quantity of knowledge acquired in all the subjects on the elementary school programme, by pupils completing their elementary course. For all practical purposes, they constituted the criterion for promotion to secondary school and they were used, too often, alas!, to establish the value of a teacher by the proportion of pupils achieving a passing mark.

The examinations provided for under Section IV will be exclusively for information and service purposes.²

(a) *Examinations for information*

In principle, these examinations will be typical examinations, models of examinations, constructed according to the rules of docimology. The study of the internal structure of these examinations as well as the analysis of the reports which will eventually be prepared from the statistical processing of the results obtained by pupils who have written them, will be such as to provide information to teachers concerning the nature of valid examinations and also concerning the relative validity of their own examinations.

These examinations will also enable teachers to compare the achievement of their various groups with that of other groups throughout the province who have completed their elementary course. In other words, these examinations will serve as reference criteria, for teachers as well as for administrators.

(b) *Examinations for service*

The examination referred to here must not serve as the exclusive, nor even as the major, criterion in the promotion of pupils to secondary school. It is with the specific intent that examinations may be considered by all as *one factor*, among others, which can serve in determining

¹ *Ibidem.*

² Cf. Examinations of the Department of Education, *Education Weekly*, Vol. 2, No. 42.

promotions, that Section IV stipulates that these examinations will be administered not later than one month before the end of the school year.

The opinion of the pupil's teachers regarding his aptitudes or academic achievement constitutes the major criterion for his promotion to secondary school, to the extent to which this opinion is based on facts and is confirmed by the pupil's personal record. In this perspective, the Departmental examinations can constitute additional data for the study of particular cases. It is in this spirit that they will be administered.

II. ANSWER TO THE SECOND QUESTION

The Department has retained the *mother tongue* (French or English) and *mathematics* as subjects for examination because these two subjects contain the *essential* elements of the school programme of the elementary school and thus justify precisely the name given to it. These elements are three in number : reading, writing and mathematics.

The term *element* denotes the matter of which something is composed and which remains part of it throughout its existence. Thus, for instance, bricks are the elements of a brick wall as long as it remains a wall.

It is in this *strict* sense that *reading*, *writing* and *mathematics* are the elements of the construction of a thinking mind, that is, of the *education* of a human being, and remain such throughout his school career and throughout his life.

It is in this sense also that we shall state later that the *mother tongue* and *mathematics* constitute the two *essential* subjects of the elementary course of study, since they enable the child to become familiar with the world of *conventional signs* : words and mathematical symbols, to master their use progressively and to equip himself, intellectually, with the instruments and tools necessary to the acquisition of all other knowledge. One must not conclude, then, from this statement, that all the other subjects appearing on the school programme of the elementary school are not *important* elements of the complete education of the child. They are essential parts of a well balanced educational programme, but they are not *elementary subjects* in the strict sense of the term.

NOTE : In conformity with Section VIII, it was intended that Section IV would apply to all schools, starting in 1965-66. The Department later decided to postpone the application of this provision. In May 1966, examinations in the mother tongue and in mathematics were given to a sampling of approximately 15,000 pupils. These examinations were of an experimental nature ; they will enable the Directorate of Curriculum and Examinations of the Department of Education, as well as the teachers, to establish forms of cooperation and appropriate types of examinations.

Part 5

A NEW SYSTEM OF PROMOTION

SECTION II

Clause 2

Promotion to the secondary course becomes obligatory after seven years.

Clause 3

Under exceptional circumstances, a pupil may be promoted to the secondary course after five years if he is deemed to be suitably qualified.

Promotion in the Elementary Course and Duration of the Elementary Course

A. YESTERDAY

I. PROMOTION

There is a real interdependence between the system of promotion and the system of examinations. Both, moreover, are related to the general conception of school organization. This is why our present promotion policy and our examination system reflect the school grade-year course of study and the grade-class. They share its rigidity and its disadvantages.

How is the promotion of pupils in the elementary school carried out today?

In the present system, children are obliged, each year, to follow the course of study for a given grade-year, in a grade-class, and to write, at the times, examinations bearing on a pre-established portion of this programme. The results obtained, particularly at the end of the year, condition promotion to a higher grade-year, in the sense that a pre-established over-all percentage divides the pupils of the grade-class into two groups : promoted and non-promoted.

This method of proceeding is equivalent to denying, in a general way, the existence of individual aptitudes and to ignoring, in practice, the fact that rates of development vary from one child to another and in the same child, from one period to another during his school career.

II. DURATION

At present, the progress of pupils, in the elementary school, may be compared to an "*obstacle race*"; every year, the hurdles are more numerous and more difficult to jump. The most agile can complete it easily but for the majority, the race involves a great many falls.

When we say that every year the hurdles are more *numerous*, we mean that the number of subjects — i. e., of examination material — increases. The fact that the pupil has to jump over all of these obstacles simultaneously makes the *race* more *difficult*, since stumbling over one hurdle is equivalent to stumbling over all of them. Failing an examination in history may mean : beginning the entire grade-year over again.

When we say that the most agile succeed easily, we mean that certain pupils who are well gifted in all subjects can complete, in five years, the seven stages provided for in the present course of study because they have succeeded at one time or another, in assimilating the programme of two grade-years in one year of study or the programme of three grade-years in two years of study, thanks to a palliation to the system of classification by grade-year, namely, homogeneous grouping, which has given birth to the so-called "accelerated" classes.

On the other hand, a considerable number of children fail and fail again throughout their elementary course because they meet with particular difficulties in one of the subjects appearing on the school programme. For, most of the time, a partial failure entails the obligation to begin a complete grade-year over again.

In short, the present elementary course may last only five years for a very small number of pupils, while for thousands of others, it lasts eight or more years. According to Department of Education statistics for 1965/1966, 19,842 elementary school pupils were fourteen years of age or over.

B. TOMORROW

I. DURATION

With regard to duration, Regulation 1 first of all presents the advantage of establishing clearly the minimum and maximum duration of the elementary *course*, at five and seven years, respectively, and the normal duration at six years.

Clause 2 of Section II clearly dissociates the *year of study* from the *grade-year*, in the sense that the number of years which it establishes represents the actual number of years a child must spend in the elementary school.

This advantage, however, was not sought for itself ; it is merely a marginal consequence of the reorganization of education with a view to ensuring the continuous progress of pupils throughout their elementary studies and to ensuring that all pupils receive a minimum education at the secondary level.

II. PROMOTION

(a) *General rule*

Taking into consideration the existence of kindergarten classes, the revision of the elementary school programme, the proportion of elementary school pupils who may be classified as "normal," one may state that the very great majority of children will complete the elementary course in six years even if, for each of their six years of study, the individual programme of each pupil is not made up of subjects at the same level. In fact, the internal organization of schools, as we have already explained it in our comments on Section III, will make it possible for so-called "normal" pupils to complete their elementary course in six years even if, at some time or other, they have fallen behind or have become advances in any one *subject area* as compared with their progress in such and such a *subject*. Consequently, the average age at which pupils will begin their secondary studies will be twelve years, which, to the majority of educators and psychologists seems to be a normal age.

(b) *A first exceptional group*

Children who are physically and intellectually gifted and emotionally stable, might eventually complete their study of the school programme (which normally extends over six years), in five or even in four years, especially if they begin their elementary course at the age of six years and a few months, after having attended kindergarten. Must we then deny them the right to enter secondary school after four or five years spent in elementary school? The answer to this question demands that distinctions be made and that certain principles referred to earlier in this document be recalled. While acknowledging the fact that the pedagogical organization of our schools must take into account — as far as possible — the individual rate of learning of each child, the Department of Education believes in the necessity of an enriched programme for certain groups of pupils or for certain individual pupils, and in a limited acceleration for others.

1. ENRICHMENT

Regulation 1 does not allow children to enter the comprehensive secondary school until they have completed five years of study in the elementary school, since it would be detrimental to the balanced development of the child to have to spend most of his time with twelve, thirteen

and fourteen-year-old youngsters when he himself has barely reached the age of nine or ten.

On the other hand, there can be no question of making promising pupils mark time. Means must be devised to develop their potentialities to a maximum through a more extensive study of certain cultural subject areas, whether or not they appear on the elementary school programme, and through participation in enriching creative activities.

It should be noted that this type of enrichment should not be limited to the final years of the elementary school. Enrichment must, on the contrary, be possible throughout the entire course, for all children who are capable of benefitting from it.

2. LIMITED ACCELERATION

Under exceptional circumstances — which is the exact expression used in Section II — a pupil may be authorized to begin his secondary course after five years in the elementary school.

The manner in which this clause of the Regulation is stated indicates very clearly the nature of the measure suggested. It is a question here of making a cautious judgment, hence a judgment which takes into account all specific circumstances which might prevail at a given moment for a given child, in a given situation.

Certain theorists maintain that the child's emotional and social development go hand in hand with his mental development. It may then happen that gifted children, placed in favourable conditions, do not suffer serious disadvantages in beginning their secondary course after completing their elementary course in five years, even if they are a little younger than their classmates.

However, the regulation sets forth a general policy in the application of which local and regional authorities will have to use discretion.

(c) *A second exceptional group*

For a great number of reasons, certain pupils will not be able to assimilate, in six years of study in the elementary school, those subjects — or at least a certain number of these — which are considered as essential to continuation to secondary school.

Regulation 1 authorizes them to devote an additional year of study, that is, a seventh year, to complete a preparatory or remedial year in the subjects in which they have encountered difficulty. After this additional year, promotion to secondary school becomes compulsory for these pupils who are now thirteen years of age.

What are the reasons which justify this last measure? To begin with, we should avoid having these pupils spend too many years with children who are younger than they. What, in the majority of cases, these children require, is a programme of studies consisting of a greater variety of subjects than that offered in the school programme at the

elementary level. Finally, it has often been proved that a change of school system and that new subject areas provide motivation for a regaining of lost ground more rapidly than might be achieved by authorizing the pupil to complete an eight or a ninth year of study in elementary school.

* * *

The provisions of Regulation 1 relative to educational organization in elementary schools are aimed at ensuring the continuous progress of pupils throughout their elementary course. The functional regroupment of pupils according to multifarious, flexible and constantly changing criteria, the administration of a programme which has been revised in terms of the new specific objectives of the elementary school, the operation of procedure for promotion in the essential subject areas at a time deemed opportune for each group of pupils ; such are the means of rendering the present system more flexible, and of adapting it to the individual characteristics of each pupil. In brief, the measures advocated are of such a nature as to ensure the continuous progress of each child throughout his school career.

Chapter Three

The Comprehensive Secondary School

The New Dimensions of Secondary Education

"In the first part of our report we indicated the sudden and heavy increase in the number of students in secondary schools. In our province, as elsewhere, a real educational explosion has taken place, especially at this level. Secondary enrolments have doubled in six years: between 1956 and 1962, they rose from 130,000 to 262,000. During this short period, the proportion of adolescents between thirteen and sixteen attending secondary and vocational schools increased from 44 to 65 per cent. In the nearest possible future, all young people must complete their secondary schooling. This will have to be an education devised for everyone, and no longer, as in the past, an education reserved for a minority. Compulsory school attendance, free education, family allowances, and the requirements of the labour market have all contributed to this expansion of secondary school enrolments. Indeed the legal obligation is no longer a major factor in persuading young people to continue their studies. Like their parents, students have grown aware of the need for more advanced training. It is widely realized that the society of tomorrow will be demanding; it will only integrate, with any ease, skilled workers and well-trained citizens. The scientific and technological revolution, as well as the transformation in living conditions, make it indispensable for all youth to make a sustained effort to acquire not only a better general training but also some degree of specialization. Therefore society has a duty to provide all young people with access to secondary education, for it is at this level that general training takes on real meaning and that specialization can begin. Hence we face a large-scale, much needed and happy extension of secondary education. But this is still a new phenomenon; the dimensions it will give our secondary education are, in number of ways, disconcerting."¹

¹ *Ibidem*, No. 206.

The Distinction between the Levels

"The dividing line between elementary and secondary education is not very sharp. In Sweden, the *Grundskole* gives a nine-year course and makes no distinction between these levels. The U.S.S.R. has eight and eleven-year schools in which the notions of elementary and secondary levels retain little importance. There is indeed something artificial about a conception of the school which separates elementary and secondary instruction into two different worlds. It has led to an over-selective secondary education and to over-emphasis on the differences in spirit, method and discipline between the two levels, so that the student's passage from elementary to secondary school is too abrupt, and requires him to make difficult readjustments. In some countries elementary and secondary teachers have nothing in common; they belong to different and sometimes even antagonistic professional associations. Thus is forgotten the close connection between these two levels of instruction, close if only because, from now on, both will be the birthright of every child, without exception. Elementary education is often defined as an education that will assure all men a minimum of preparation for life; this same definition will henceforth also apply to secondary education. For the workaday world of our time requires a more extensive stock of knowledge and more rigorous training than was needed in the past."¹

Basic Reasons for the Distinction

"Yet it seems to us that the elementary-secondary distinction still has merit. If it is retained almost everywhere in the world, the reason is that it corresponds to the findings of psychology and to certain requirements of academic organization. The pupil's passage from elementary to secondary school coincides with his change from childhood to adolescence. Intellectually and emotionally, a young person on reaching the age of twelve or thirteen changes his entire point of view. It is surely an advantage for him to discover, at precisely this time, an educational environment different in some ways from what he has known hitherto, and one more likely to make him aware of the new needs of his development. Moreover, the wide variety of programmes of studies and the multiplicity of services which then become necessary require, on the secondary level alone, a relatively large school population and teaching personnel. A school which seeks to be elementary and secondary at the same time, without sacrificing any of the needs peculiar to each level, would face too wide a range of different problems. Therefore the distinction between elementary and secondary seems valid to us."²

¹ Report of the Royal Commission of Inquiry on Education, Volume 2, No. 202.

² *Op. cit.*, No. 203.

Special Problems

"At the present time there is perhaps a special reason for maintaining what we call the secondary level and for defining its limits clearly. For this is the stage in education, during which the adolescent must make a choice and prepare either to take up employment or to go to higher studies, now assumes an organization of great variety and complexity. It is at this level that the demands of contemporary society will oblige us to depart the most radically from our traditional academic organization and to devise new solutions. Secondary instruction must impart the basic elements of a well-rounded education; it must help the individual to choose his vocation; it must instil in all who have chosen a given field of study respect for fields other than their own; it must make available an initial specialization to all immediately in need of it. This variety of goals assumes a complex organization, of a sort still unfamiliar to us."¹

The Need for Continuity

"Yet the need for an unbroken continuity between elementary and secondary schools must always be borne in mind. The end of the elementary should bear some resemblance to the beginning of the secondary, and the beginning of the secondary should not differ too markedly from the end of the elementary. In spirit, in methods of work and in discipline, the continuous growth of the human being must be respected from one level to the other. The elementary school should seek to prepare its pupils in such a way that, when the time comes, they may easily adapt themselves to secondary school work. Secondary institutions must accept students as they are and introduce them gradually to the differences between secondary and elementary education."²

¹ *Ibidem*, No. 205.

² *Ibidem*, No. 204.

Sections of Regulation 1 Concerning the Secondary Course

SECTION V

"A pupil promoted to the secondary course at the age of twelve years or more shall be enrolled either in subjects at the seventh year level or in preparatory subjects. A pupil at the age of eleven years may be promoted to the secondary course only if he is qualified to enroll in subjects which are exclusively at seventh year level."

SECTION VI

"Promotion in the secondary course shall take place separately in each of the subjects studied. As a general rule, the range in levels of the various subjects in which a pupil is enrolled should not exceed the equivalent of two grade levels."

SECTION VII

"The secondary course of study shall extend over five years."

"It shall not be divided into distinct sections or courses, but shall include all the subjects now provided by the programs in force for classes of the seventh to the eleventh year levels, and, in the case of French language, Catholic schools, for the special twelfth year commercial class. It shall not, however, include subjects of equivalent content which now appear in the course of study of several sections ; in this case, only one of these subjects shall be on the course of study."

Part 1

ADMISSION TO SECONDARY SCHOOL

SECTION V

Clause 1

A pupil promoted to the secondary course at the age of twelve years or more shall be enrolled either in subjects at the seventh year level or in preparatory subjects.

Clause 2

A pupil at the age of eleven years may be promoted to the secondary course only if he is qualified to enroll in subjects which are exclusively at seventh year level.

How are the provisions to ensure the continuous progress of each child throughout his elementary course going to operate when these pupils move on to the secondary school? In other words, what means must the secondary school adopt to integrate within its structure the pupils who have received diverse kinds of preparation for entry into the secondary course?

At present, in most instances, a pupil has to pass the Grade 7 examination successfully in order to be promoted to high school. The high school authorities then classify these pupils who have been promoted by referring in a general way to the results they achieved during their elementary course. Each pupil is thus placed in one of the following sections: general, scientific, classical.¹ This is done as if all the pupils who were promoted were equally prepared in all subjects to undertake

TRANSLATOR'S NOTE: Various structures to be described in the following pages apply chiefly to Catholic, French-language schools.

¹ Under some boards, a certain number of pupils are guided into the apprenticeship courses.

whatever programme the secondary school proposes or — occasionally — imposes.

How do we overcome the difficulties implicit in the decision to concern ourselves in the future with the actual situation of each pupil in relation to the general school programme offered by the comprehensive secondary school? This problem will obviously be more complex tomorrow than it is today.

An analysis of Section V, carried out in the light of Section II, will enable us to see how Regulation 1 proposes to resolve this problem.

A. THREE KINDS OF PROMOTION FOR THREE KINDS OF PUPILS PROMOTED TO THE SECONDARY SCHOOL

Section V distinguishes three kinds of promotion: automatic promotion, regular promotion, exceptional promotion.

I. AUTOMATIC PROMOTION

Every pupil who has spent seven years of study in completing, or in attempting to complete, the elementary *course* must be *automatically* promoted to the *secondary school*.¹

II. REGULAR PROMOTION

A pupil who has successfully completed all the *essential subject* ² in six years, together with *all* — or a *majority* of — the *other subjects* on the elementary school programme shall be promoted to the secondary school.

III. EXCEPTIONAL PROMOTION

A child who, after five years, has successfully completed all the subjects on the elementary school programme *may be* promoted to the secondary school.

It is thus apparent that a group of pupils arriving at the secondary school will have been prepared in a variety of ways to undertake the study of high school courses, as such.

Remembering that children are admitted to Grade 1 of the elementary course at the age of six years, it is obvious that there will be three age groups among those who are being promoted: the 13-year-old group, the 12-year-old group, and the 11-year-old group.

¹ See Chap. II, Part 5, pp. 52-54.

² The expression *essential subjects* should be given the meaning assigned to it in Part 4, Chapter II, p. 47.

(a) *13-year-old Group*

As a result of a *seventh year of study*, there will be in this group :

Some pupils who have completed *successfully* all the *subjects of the 6th year* which represents the final yearly division of the elementary school programme ;

Some pupils who have *partly* succeeded in completing the *6th year subjects* ;

Other pupils who have succeeded in passing *only fifth year level or less*.

(b) *12-year-old Group*

Most of the pupils in this group will have completed *successfully* all the subjects at the *sixth year level*, which is the final division, by years, of the elementary school programme.

Others will have *successfully* completed the *essential sixth year subjects*, but may have failed in certain *other subjects*.

(c) *11-year-old Group*

This will be a homogenous group and will include pupils who have passed *successfully all the sixth year subjects*.

To sum up, after leaving the elementary *school*, pupils admitted to the secondary *school* will be at different levels of preparation to begin the secondary *course*. In addition, they will be 11, 12 or 13 years old.

B. PREPARATORY SUBJECTS AND SEVENTH YEAR—FIRST YEAR HIGH SCHOOL SUBJECTS

To allow for this diversity in the preparation of pupils thus promoted to the secondary *school*, as well as for the subject promotion system set up by Section VI, Section V of Regulation 1 provides that a pupil in the secondary school may include in his individual programme both *preparatory subjects* and *subjects at the seventh year level*. What exactly do these two terms mean ?

I. PREPARATORY SUBJECTS

Though preparatory subjects are given in the secondary *school*, they are not subjects at the *seventh year level* or, in other words, they are not *first year high school subjects*. They must be included in the individual time table of pupils who, in spite of their age, *are not ready* to begin the secondary course.

Neither are *preparatory subjects* necessarily an exact replica of subjects at fifth or sixth year level of the elementary courses as set up in Regulation 1, or of the sixth or seventh grade of the course currently in force.

As their name implies, the essential purpose of these subjects is to allow some pupils to make up deficiencies in the training which they acquired during their six or seven years of study in the elementary school. The expression "during their six or seven years of study" has been used since pupils who have taken five years to complete their elementary course may not include preparatory subjects in their individual programmes.

Thus the *content* and *level of preparatory* subjects are determined by the relative preparation of each pupil, in comparison with the requirements for his future study. This content and level thus varies from one pupil to another and it is not possible to describe them either finally or accurately.

However, in order to meet the diversity of needs of the pupils for whom they are designed, it should be noted that the teaching of these subjects should involve a different approach from that which is typical of the methods used in the elementary school or those applying to secondary education. This approach should be of a supplementary or remedial nature.

II. SEVENTH YEAR SUBJECTS

The *seventh year subjects* include all the subjects in the first annual division of the *secondary school course*, as such ; namely the *first year secondary* subjects.

The content of *seventh year-first year high school* subjects is equivalent to that of the grade 8 subjects of the programme now in force.¹ However, these subjects are arranged in a system of options, as will be described in the discussion of Section VII.²

Some of these subjects, such as the mother tongue or mathematics, are a continuation of those which have been taken in the elementary course ; others, such as algebra or Latin, are completely new. In either case, they must be taught by methods which correspond to the capacity for work and the native intelligence which is characteristic of the level of development attained by pupils on the verge of adolescence.

C. THE THREE CATEGORIES OF PUPILS PROMOTED AND THE TWO CATEGORIES OF SUBJECTS

The inclusion of *preparatory subjects* in the individual programme of a pupil³ must be governed by the needs of this pupil and should be done *separately* for each of the subjects regarded as necessary for the continuation of study in the various subjects of the *grade 7-first year*

¹ Cf. Chap. III, Part 3, p. 79.

² Cf. Chap. III, Part 3.

³ Cf. Chap. III, Part 2.

high level. The preparatory subjects must not be made into a uniform course which some pupils would have to take *en bloc* before being admitted to the actual secondary course.

In their individual timetable, all pupils should be able to take the *seventh year-first year high* subjects for which they received sufficient preparation in the elementary course, or which represent a new discipline that does not require prior preparation. On the other hand, if a pupil is not ready to begin the study of a subject as *seventh year-first year high* level, due to the fact that this requires prior preparation, he will be required to undertake the necessary preparation at the secondary school.

I. THIRTEEN-YEAR OLD PUPILS

The thirteen-year old pupil has already spent seven years in the elementary school. Under Section II, he *must* be automatically promoted to the secondary school. In common with a certain number of twelve-year old pupils, he may have completed — to a greater or lesser degree — the various subjects of the elementary school course. Consequently, he may be able to begin the study of those subjects at *seventh year-first year high* level in which his previous preparation is sufficient or which do not require preparation, but he must include in his individual programme the preparatory subjects in all the disciplines for which he is improperly prepared.

Due to the *comprehensive nature*¹ of the future secondary school programme, it will be possible to offer these pupils a diversified choice of subjects at *seventh year-first year high* level. Pupils who are less adapted to prolonged theoretical work or are less motivated toward vocational studies of average length will be able to select a programme from among these which will be in accordance with their aptitude and ambitions.

II. TWELVE-YEAR OLD PUPILS

By Section II of Regulation 1, the elementary school programme extends over six years. As admission to the first year of the elementary school is set at six years, the *average* pupils should normally have completed his elementary course at the age of 12 years and be prepared to begin the study of *seventh year-first year high* subjects upon his admission to the secondary school.

It may happen, however, that a 12-year-old pupil will have failed in one of the non-essential² subjects of the elementary school. Since it would not be to the advantage of this pupil to repeat a whole year in the elementary school for this reason alone, he will be allowed to make up

¹ See Chapter III, Part 2, p. 71.

² See Chapter II, Part 4, p. 49.

existing deficiencies at the secondary school, and will be permitted at the same time to include in his individual timetable those subjects at *seventh year-first year high* level for which his preparation is sufficient.

III. ELEVEN-YEAR OLD PUPILS

The eleven-year-old pupil is promoted to the secondary course, as an exceptional case, if he is ready to follow an individual programme made up *exclusively* of subjects at the *seventh year-first year high* level.

If an eleven-year-old child has not completed his elementary course in *all the subjects at the sixth year level*, it is preferable for him to complete this course in company with children of his own age rather than to enter the secondary school for the study of preparatory subjects with children who are definitely older than he is. However, if an eleven-year old child has completed his elementary course in *all the sixth year subjects*, it hardly seems appropriate to force him to remain where he is for another whole year.

The following table illustrates the possible composition of an individual timetable for each of the three categories of pupils promoted to a secondary school which has been organized in accordance with the provisions of Regulation 1.

However, during a transitional period, which may be of a greater or lesser length in view of the freedom of choice given to school boards under Section VIII, it is apparent that the categories of pupils promoted (as defined by chronological age) will be more numerous than is dealt with in this publication. At the present time, there are actually pupils of 14, 15 and even 16 years of age in elementary schools.

The implementation of Section V will thus raise problems for which this document has no specific solution, since what applies to the promotion of the 13-year-old group may apply equally to pupils promoted automatically to the secondary school at 14, 15 or 16 years of age.

TABLE
SHOWING SUBJECTS OFFERED BY THE COMPREHENSIVE SECONDARY SCHOOL
TO DIFFERENT GROUPS OF PUPILS PROMOTED

GROUPS PROMOTED	SUBJECTS		
	AS DEFINED ACCORDING TO LEVELS AND ACCORDING TO THE TERMINOLOGY USED	DEFINED ACCORDING TO GRADE	
	A. In this book :	B. In Regulation 1 :	C. Programmes actually in force in the schools :
11-YEAR OLD PUPILS PROMOTED MUST INCLUDE IN THEIR INDIVIDUAL PROGRAMME	only subjects at grade 7- <i>first year high level</i>	only subjects at 7 th year level	only subjects at the present 8 th grade level

		A.	B.	C.
PUPILS PROMOTED AT 12 YEARS MUST INCLUDE IN THEIR INDIVIDUAL PROGRAMME :	a) either {	1. 7 th year-first year high subjects only	1. 7 th year subjects only	1. The present grade 8 subjects only
		OR	OR	OR
	b) or {	2. subjects at 7 th year-first year high level	2. 7 th year subjects	2. Grade 8 subjects
		and	and	and
		certain preparatory subjects excluding those having to do with the mother tongue or mathematics	certain subjects excluding those which deal with the mother tongue and mathematics	some of the present grade 7 and grade 6 subjects excluding those dealing with the mother tongue and mathematics

		A.	B.	C.
PUPILS PROMOTED AT 13 YEARS MUST INCLUDE IN THEIR INDIVIDUAL PROGRAMME :	a) either {	1. 7 th year- first year high subjects only	1. 7 th year subjects only	1. The present grade 8 subjects only
		OR	OR	OR
	b) or {	2. 7 th year- first year high level subjects and preparatory subjects deemed necessary as pre- requisites to high school.	2. 7 th year level subjects and preparatory subjects deemed necessary as pre- requisites to the high school course.	2. Subjects at the present grade 8 level and Grade 6 or grade 7 subjects or even grade 5 subjects deemed necessary as a pre- requisite to the high school course.
		3. nothing but preparatory subjects regard- ed as pre- requisite to the high school course.	3. nothing but preparatory subjects regard- ed as pre- requisite to the high school course.	3. nothing but current grade 7, grade 6, or even grade 5, subjects considered as pre-requisites to the high school course.
	c) or {			

Part 2

THE COMPREHENSIVE SECONDARY SCHOOL

SECTIONS V, VI AND VII

As has been noted in section 2 of chapter II, any modification of the objectives pursued at a level of study necessarily involves a *reorganization of the means* employed to ensure the pursuit of these new objectives.

As has already been observed, these *means*, with regard to intellectual training, are primarily the *disciplines* or the educational *subjects* which the school makes available to students so that, under the direction of their teachers, they may progress continuously toward the goals which they have set for themselves, in accordance with their aptitudes and their individual ambitions.

Thus, to understand the *why* of Sections V, VI and VII, it would appear necessary :

(a) To give a summary description of the new objectives of the secondary school ;

(b) To show what repercussions these have on the organization of schools at this level and on the courses which they must give.

Such comments would be designed to demonstrate the soundness of the measures advocated in Sections V, VI and VII and of the true extent of the reform to be achieved. These have been borrowed largely from the Report of the Royal Commission of Inquiry on Education in our province.

A. THE NEW OBJECTIVES OF THE SECONDARY SCHOOL

There are many reasons to justify a redefinition of the objectives of the secondary school. Perhaps it is sufficient to recall the following three :

1. The myth that general culture and specialized culture are opposed to one another — a myth which in our schools took the form of setting

up two kinds of parallel secondary programmes, and schools which evolved as closed circuits — has been done away with. A new concept of culture has come into existence which the secondary school must seek to transmit and develop.

2. From now on, all pupils must go on to secondary education if they are to adapt themselves to a society increasingly influenced by science and technology. The secondary school must thus try by all possible means to assure *for all young people* a training which will prepare them either to proceed to more advanced studies or to the practice of some occupation in the working world which will continue to be increasingly demanding with regard to the theoretical background which it requires.

3. The growing interdependence of all vocational groups within the society of today and tomorrow will oblige the school to develop a genuine spirit of collaboration and mutual respect among the pupils, each one being fully conscious of the contribution of others to the collectivity, and each one being cognizant of value of the knowledge possessed by others. The secondary school must therefore be so arranged that it will develop this truly social attitude.

B. MEANS FOR THE ATTAINMENT OF THESE GOALS

It is obvious that secondary studies cannot be the same for all. While everyone will proceed to the secondary school, not everyone will arrive there with the same talents, the same preparation, the same interests, or the same needs. Not everyone will go there to seek the same training. A certain number of adolescents will be aiming at further study (pre-university and vocational or university); other pupils will have an especial need of both a complementary general training and immediate preparation for the practice of a trade or an occupation.

What kind of school organization will allow each one to obtain the greatest good from his attendance at the secondary school?

I. REGARDING THE SCHOOL: "THE COMPREHENSIVE SECONDARY SCHOOL"

For a number of years now, one of the chief preoccupations of heads of educational systems has been the organization of a worth while secondary education for all. Everywhere, means have been sought to break down the impenetrable partitions dividing the different kinds of secondary education. The divisions between schools, between sections and between programmes in each section and in each school oblige pupils to make premature vocational decisions or involve the risk of restricting their intellectual horizon, whether this be through neglect of the disciplines of general training or in the excessive accentuation of specialized study, or in evoking to a spurious feeling of superiority among those who never come in contact during their period of training others who are receiving

their training by means of other methods or other disciplines. Thus, in recent years, we have seen the birth and development of new kinds of educational institutions which have been variously named "*cités des jeunes*", "*comprehensive high schools*", "*composite high schools*," etc.

In harmony with the recommendations of the Royal Commission of Inquiry on Education, the Quebec Department of Education proposes to set up the "*école secondaire polyvalente*" (comprehensive secondary school). The comprehensive secondary school is an institution which receives all pupils leaving the elementary school and ensures for them a *basic* secondary training. This training makes it possible for each one to discover his particular talents and preferences and offers to each an equal opportunity to continue his general training as long as possible and, if necessary, to prepare directly for entrance into an occupation in the working world. At the comprehensive secondary school there is available not only the so-called general cultural education but also a kind of education called vocational training at secondary level.

Pupils coming from various environments and moving toward various areas of human activity find at this comprehensive secondary school both the level of general training to which they can attain, according to their aptitudes, and a more or less advanced vocational training according to their needs, their desires and their abilities.¹

In the future, pupils leaving the elementary school will no longer be divided into sections or dispersed in schools providing a particular programme. They will all come together at the secondary school to obtain there, in common, a general education which will gradually become diversified under a system of electives. The comprehensive secondary school should make available to *all* pupils such things as libraries, science laboratories, language laboratories, manual training shops, art studios, gymnasias, guidance services, etc. The secondary school must offer to the school population as a whole a complete range of courses and services to meet the diverse requirements for the complete education of the pupils.²

The reorganization of secondary education and secondary schools will not attain the whole goal outlined above if we are content with a simple *academic* coordination of courses of study, classical courses, general courses, commercial courses, etc., or schools offering vocational courses, home economic courses, agricultural courses, etc. We must aim for an *organic coordination of the schools themselves*, and provide physical arrangements to make it possible for all pupils within the same school to live the kind of life which is comparable, in certain respects, to that of the society in which they will be living, tomorrow.

"Only a real integration of the various programmes of studies in comprehensive institutions will insure proper flexibility in

¹ Royal Commission of Inquiry on Education Report, Vol. 2, No. 215.

² Report of the Royal Commission of Inquiry on Education, No. 240.

our secondary education. But, in the student's interest, coordination or integration must be carried to the point where he will never be forced to make a premature choice, and where he may correct his choice along the way. Coordination of courses of study and flexibility within programmes will require either an expansion of the services available in existing institutions, or closer ties between, if not actual integration of, these institutions."¹

Therefore, if the comprehensive secondary school is to become a reality among us, all the institutions offering education at the secondary level will have to redefine their respective responsibilities, will have to proceed with the required reorganization, and will have to coordinate their action in a true spirit of service toward the student body and the whole Quebec collectivity.

II. REGARDING THE PROGRAMME

(a) *A Comprehensive School Programme*

The comprehensive secondary school will be able to meet the needs of all pupils only through offering to them the opportunity of acquiring a general and specialized education, both common and diversified, through contact, varying from pupil to pupil, with all the disciplines embodying culture.

"Thus all young people when they enter the secondary school grades should take language, science, art and technical courses. In consequence they will become aware of the main aspects of the knowledge and culture of their day. Mastery of their own mother tongue and some familiarity with one or two other languages will give them the elements of literary cultivation and a means of self-expression, of communication with others. Exploration in the field of mathematics and the sciences will reveal to them the main laws of the universe and their boundless possibilities of application. Initiation in the fine arts will shape their taste and sensibility and enrich their capacities for self-expression and creativity. And finally the opportunity to become familiar with technology will make them rediscover science in its applied forms, will develop their manual skills and supply them with additional means of self-fulfilment. It appears to us that henceforth the training of men will be inadequate, or even distorted, if it neglects any single one of these realms of knowledge and culture. It seems unthinkable that a student should finish secondary school without having studied literature and science; equally widespread should be the realization that the student who has been deprived of an introduction to the arts and to technology has been deprived of elements in his general training which we believe have now become essential. Hence we urge for secondary education a programme of studies which, especially at the beginning, will be common to all pupils, whatever their ultimate destination. Of necessity this common programme

¹ *Ibidem*, No. 208.

will delve more deeply in the case of a gifted group, less deeply for others, and it should gradually branch out. But we want all to have access to the same fund of knowledge, to the same well-rounded basic training."¹

This means that the *course of study* of the comprehensive secondary school must itself be *comprehensive*.

Instruction will have to be so organized that each pupil may be able to move forward in the areas which correspond to his aptitudes and his preferences, and at the same time avoid any exclusive and premature area of specialization ; it will have to provide the beginnings of specialization for those who have immediate need of it ; it will have to assure equal training, both general and specialized, for all ; it will have to cultivate in each student an attitude of respect and interest towards the disciplines, goals of study and vocations which lie outside his own personal choices.

"The principle is now accepted — and the needs are there to enforce its acceptance — that all young people have a clear right to receive an education of greater length than formerly, and adapted to new living conditions. If they are to have an understanding of the world in which they will live, if they are to remain clear-headed and to retain their independence of thought despite the pressures, the enticements, the currents and tides which can only gain strength with the passage of time, if they are to play a useful part in a more and more highly organized and exacting world, all the citizens of tomorrow, without exception will need a better-grounded and more thorough intellectual training. Each of them will need some knowledge of the realms of activity and of human culture he has not selected for his own. And all must be skilled and competent in his own field of action. Those who are not so equipped run the risk of being mere robots in a highly technical society and one more culturally complex than that of today."²

It is important that pupils in trades and apprenticeship courses receive their general training with the other children and that the vocational training shops be used also by other pupils in the secondary course who are planning to proceed to pre-university or post-secondary vocational studies. In this way premature and quasi-irreversible choices within the present system can be avoided, and we shall be able to retain longer in our schools a certain number of pupils with less aptitude for studies of a purely theoretical nature. Finally, we shall make it possible for all pupils to acquire, according to their several abilities, that general culture which is so necessary for an understanding of this age.

All the pupils, whatever may be their future plans, will have an opportunity to come together in the shops for certain optional courses. Since pupils in trades courses will normally exhibit greater manual and

¹ Report of the Royal Commission of Inquiry on Education, Vol. 2, No. 212.

² *Ibidem*, Vol. 2, No. 210.

artistic skill, this will tend to inhibit, on the part of both, the growth of a sense of either intellectual or social inferiority or superiority.¹ All will learn to respect the intrinsic value of the knowledge that the other possesses, as well as the need for the services that both are preparing to render to society.

(b) *A Programme of Graduated Options, Compulsory and Elective*

The programme of the comprehensive secondary school in the matter of arrangement of subjects will have to be very different from those to which we are now accustomed at this level. It must be a programme with graduated options, both compulsory and elective.

I. THE SITUATION TODAY . . .

"When he leaves the elementary grades, the student has public schools, classical colleges, trade schools and private specialized schools available to him. The public school programme alone offers six courses of study to boys and five to girls. But all this is truer in theory than in practice. In fact, two of the public secondary school courses are practically non-existent. Classical instruction in the public school system is in its infancy, especially for girls ; the trade and vocational school system cares for only a small fraction of the pupils it should properly enrol. Moreover, this division of secondary education among institutions of various kinds and the organization of the public secondary course into over-rigid compartments force students into a choice of courses which is often premature, or made for superficial reasons. The diversification of secondary education is still a goal to be attained, and it will considerably change the organization of programmes and courses."²

We should note that, at the present time, education is organized according to the *grade system* which, for all practical purposes, rules out the continuous progress of pupils and gradual, continuous guidance. There is also a kind of hierarchy in the different educational institutions, in the different sections, as well as in the student groups attending them.

II. THE FUTURE SITUATION

(i) *A Programme with Options*

The inherent nature of the *comprehensive programme* to be made available to all pupils by the establishment of comprehensive secondary schools enables it to correct the present organizational disadvantages of sectional programmes or separate courses ; the setting up of this pro-

¹ Report of the Royal Commission of Inquiry on Education, No. 88.

² *Ibidem*, No. 207.

gramme, according to a *system of options*, should remedy certain grave deficiencies in the *grade-year programme*.

The pupil of the comprehensive secondary school will no longer be *obliged* to study every *subject* appearing on the *school programme* for a given level of study. With the assistance of his teachers, he will have the personal responsibility of setting up an *individual programme* which will include subjects in each one of the four fundamental groups of disciplines : language-letters, science-mathematics, art and technology.

Under such a system

“the student is not forced to make any hasty decisions, and that any choice of courses ill-suited to his ultimate selection of a career is of no great consequence ; even if such mistakes should occur, he need only make up one or two subjects rather than repeat a whole school year. In addition, this elective system erects no barriers between various groups of students ; whatever courses they may elect, all students have their required courses in common and fraternize in group activities. This system of electives breaks down the rigidity of the “class” with its single programme and with all students compelled to receive the same instruction at the same time and at the same rate of speed.”¹

(ii) *A Graduated Options Programme*

There are many kinds of systems of options. However, we shall speak only of the one which the Department of Education plans to set up: the *graduated options* system. This may be described in the following manner.

At a *given level* (tenth-year, for example) and in the *fundamental disciplines* (mathematics, for example) the school programme will offer two or three *subjects* which will be differentiated with regard either to quantity or, perhaps, with regard to both. We therefore speak of *subjects* which are *graduated*, and since these subjects may involve *choice* on the part of the pupils we say that they are *graduated options*. The *graduated options* system does not lead to the growth of the idea of relative superiority or inferiority, among the various subjects offered in the school programme. Since the choice of subjects depends upon the pupil and upon his future plans, the element of necessity in this choice is determined by the goals pursued by the candidate.

The graduated options system abolishes the myth that some courses are intrinsically *better than others* and restores to each subject its value for itself, alone. It also does away with the feeling of compulsion which today accompanies a pupil's choice of a section, knowing as he does in advance that, come what may, the programme of this section must be followed exclusively and in its entirety. It thus permits all students, whatever may be their individual talents, to make at least a

¹ Report of the Royal Commission of Inquiry on Education, No. 214.

passing acquaintance with all the disciplines deemed necessary for the balanced training of an adolescent. For instance, it is unquestionably desirable that pupils intending to take *short vocational courses* (at secondary level) be able to choose two or three subjects within a general cultural discipline and include these on their individual programme ; it is just as desirable that pupils who plan to take *lengthy professional courses* (requiring a knowledge of disciplines of a theoretical nature) should be able to choose two or three subjects (within a discipline of a practical nature : artistic or technical) and include these on their individual programme.

In short, the *graduated options* system represents a bold venture in the individualization of instruction within a system of group education. It will change the traditional arrangement of courses of study in our secondary school, an arrangement which rests on the sense of security engendered by *grade-year* programmes, which are uniform for all and obligatory for each within hermetically sealed sections or institutions.

(iii) *A Programme of Compulsory and Elective Options*

The expressions *compulsory options* and *elective options* must be clearly understood. At first sight, they seem to involve either contradiction or tautology.

With regard to the *school programme*, it is not possible to say precisely *which subjects* (section or part of a discipline at a certain level) are compulsory or which are elective. One can say however that it will be *compulsory* for each student to choose *one or more subjects* (options) in *each* of the fundamental groups of disciplines : language-letters, science-mathematics, arts and technology. In this way, the danger so often referred to — of allowing students complete liberty in the choice of *all* subjects — may be avoided. Complete liberty of choice would almost inevitably lead to the cessation of study of certain disciplines needed for a well-balanced training, as pupils are inclined to select only the subjects for which they have a particular liking.

With regard to *individual programmes*, however, we may speak specifically of *compulsory options* and *elective options*, in other words, of subjects which the student must definitely choose and include in his programme in view of his future plans and the pre-requisites required for them. Thus it may be compulsory for a pupil to choose a certain optional subject in order to pursue his personal plans.

* * *

Comprehensive secondary school, comprehensive school programme, system of graduated obligatory and elective options are all expressions which signify new concepts and realities implicit in Regulation 1. This is what we are now going to attempt to demonstrate.

Part 3

THE SCHOOL PROGRAMME OF THE COMPREHENSIVE SECONDARY SCHOOL

SECTION VII

Clause 2

It (the course of study) shall not be divided into distinct sections or courses, but shall include all the subjects now provided by the programmes in force for classes of the seventh to the eleventh year levels, and, in the case of French-language, Catholic schools, for the special twelfth-year commercial class.

Clause 3

It shall not, however, include subjects of equivalent content which now appear in the courses of study of several sections ; in this case, only one of these subjects shall be on the course of study.

An analysis of Section 5 will show us that the programme of the *comprehensive secondary school* includes *preparatory subjects* and *subjects of the seventh-year-first year high level*. The secondary school will thus offer *remedial education* and education which is typically at *secondary level*. This is the special intent of Clauses 2 and 3 of Section VII.

In the following paragraphs, we are going

(a) to describe briefly the effect of these two clauses on both the *nature of the programme* and the *nature of the relations* which schools offering education at the secondary level must henceforth undertake ;

(b) and justify the relative **DESEGREGATION** of programmes as envisaged by Regulation 1.

A. THE MEANING OF CLAUSES 2 AND 3 OF SECTION VII

Section VII defines the role of the future secondary school in both a *negative* and *positive* manner. At the same time, it provides implicitly for the setting up of the *comprehensive* secondary school recommended by the Royal Commission of Inquiry on Education. Let us examine these two points.

I. THE SCHOOL PROGRAMME OF THE SECONDARY SCHOOL

(a) *Negative Definition*

The secondary school programme is no longer divided into distinct *sections* or *courses*.

This provision decrees, first, a total disappearance of the partitions between the programmes of classical, scientific, and general *sections*, which exist even within the same public secondary school such as we are familiar with today. It goes still farther than this since it also provides for the disappearance of distinct *courses*.

Actually, the regulation refers intentionally to both *sections* or *courses*. This is done so that no ambiguity may remain concerning the nature of the desegregation to be accomplished. The classical, scientific, and general sections are considered as distinct *sections*. However, for some reason, agricultural courses, home economic courses, trades courses, are not generally referred to as sections.

Thus Section VII stipulates that the secondary school programme will not be divided into *either* distinct *sections* or *courses*. It can no longer contain, as distinct and autonomous entities, the programmes of the classical, scientific or general sections nor the programmes of the trades courses, home economic courses, agricultural courses, etc.

Our examination of the comprehensive secondary school has enabled us to point out the disadvantages of our present secondary school system. Perhaps it will be sufficient to add here that it has become a kind of hierarchy, inimical to students, made up of general classical and scientific *sections* and the various general and vocational training *courses*. The child who transfers from one of the courses, regarded as superior, to another section or course, which is incorrectly regarded as inferior, feels that he has been downgraded. Still further, the pupil who chooses a certain section or course — or is placed in it — is unable to transfer from it

“It is absurd to confine students in air-tight sections or to place them in a section which is nothing more than a dead end. And in the contemporary world, it seems illogical to establish a different degree of esteem or varying requirements for classical and for scientific studies : workers fully as competent and persons fully as intelligent are needed in both fields. . .”¹

¹ Report of the Royal Commission of Inquiry on Education, Vol. 2, No. 48.

(b) *Positive Definition*

The secondary school programme includes *all the subjects* provided for in the programmes currently in force for grades 7 to 11, with the exception of subjects of equivalent content, in which case only one remains on the programme. This definition should be clearly understood.

The chief objective of Section VII is the *desegregation of programmes* now being offered by the various schools providing education at the secondary level, or which may be considered as doing this. This is the point of view which must be taken in order to interpret Section VII and visualize its whole meaning and breadth of application. The remarks on this section gain in clarity if we trace a parallel between all the *grade-years* which either are, or may be considered, as of secondary level and the *five levels* provided for by Section VII in the comprehensive secondary school programme. This table allows us to see the relationship which must be established between the *subjects* defined in the various existing programmes in terms of *grade-years* and the *subjects* defined in the comprehensive secondary school programme in terms of *levels*.

The entry into force of Section VII involves, first of all, the *disappearance*, pure and simple, of a large number of *subjects* which are being duplicated in the various programmes of schools offering secondary education. It also makes possible the *repatriation* to the secondary school programme of a certain number of *subjects* which are actually of secondary level but which, as a result of the lack of coherence in our educational system, are presently included in the programme of certain post-secondary institutions.

The implementation of Section VII makes it possible to prepare a school programme :

1. **Comprehensive**
2. **With options**
3. **With graduated options.**
4. **With compulsory and elective options.**

1. A COMPREHENSIVE SCHOOL PROGRAMME

The programme of the secondary school will form a **mosaic** of all the *authentically distinct subjects* appearing in the existing programmes of the various schools offering education at secondary level. It will thus integrate all the subjects which, up to now, have been regarded as specific elements of programmes of schools offering *limited vocational training*, that is, training at the secondary level.

To each pupil there will be offered *all the opportunities* of preparing for more advanced study or for a specific kind of employment. In a word, the school programme offered by the secondary school will be a *comprehensive* one.

TABLE SHOWING RELATIONSHIP
BETWEEN SUBJECTS

In terms of <i>LEVELS</i> in the comprehensive secondary school (Regulation 1)		In terms of <i>GRADES</i> , as in the programme now in force	
	PREPARATORY SUBJECTS (See Chap. III, Section 1)	7 th	GRADE OR UNDER 
7 th	YEAR LEVEL : or FIRST YEAR HIGH Includes all non-duplicative subjects in various programmes	8 th	GRADE : — general section — science section — classical section — etc. 
8 th	YEAR LEVEL : or SECOND YEAR HIGH Includes all non-duplicative subjects in various programmes	9 th	GRADE : — general section — science section — classical section — etc. 
9 th	YEAR LEVEL : or THIRD YEAR HIGH Includes all non-duplicative subjects in various programmes	10 th	GRADE : — general section — arts option — mathematics option — science section — literature option — mathematics option — vocational — family institutes — etc. 

10th	YEAR LEVEL : or FOURTH YEAR HIGH Includes all non-duplicative subjects in various programmes	11th	GRADE : — general section — arts option — mathematics option — science section — literature option — mathematics option — classical section — commercial — vocational — family institutes — etc.
11th	YEAR LEVEL : or FIFTH YEAR HIGH Includes all non-duplicative subjects in various programmes	12th	— preparatory course for higher studies (C. P. E. S.) — Fifth Year High — regular — special — First Year College — regular — special — regular commercial — pre-technical — family institutes — First year teacher training for A or B (Class I or II) licence — etc.

2. A PROGRAMME WITH OPTIONS

Each subject offered, following the desegregation of the different sections and course, will constitute a distinct entity. Thus no one subject will any longer form part of a *compulsory whole*, but will be a part of a *suggested whole* for each pupil.

Faced with mosaic of relatively *autonomous subjects*, what will the pupil do? He cannot enroll in a course belonging to a specific section.

since such a section no longer exists. He can no longer enroll in a general education school, or in a vocational or specialized training school, to follow a programme determined in advance. Such a school and such a programme will no longer exist.

The pupil will have then to make up an individual programme made up of the *subjects* for which he possesses both special aptitudes and interest and which he also needs to carry out his future plans, whether this be entry to the world of work or toward more advanced study.

Stated in another way, each subject in the school programme of the secondary school will offer an opportunity for personal choice on the part of the pupil. The school programme of the comprehensive secondary school will thus be a programme with *options*.

3. A PROGRAMME WITH GRADUATED OPTIONS

The subjects making up the mosaic of the school programme offered by the secondary school will, in effect, constitute *graduated options*. To understand this more clearly, let us consider the following example. When the various sections have been desegregated, if it is seen that the courses in algebra of the classical, scientific, general or trades sections — at grade 9 level, for instance — are now truly distinct subjects, either quantitatively or qualitatively, these *four subjects* will appear in the mosaic of subjects at the ninth year level as *four separate options* in algebra.

These four options will be truly graduated in the sense that they offer varying degrees of difficulty for the students either by reason of the comparative amount of principles to be mastered or by reason of their nature in which the emphasis may be on either the theoretical or the practical.

Briefly stated, such desegregation will make it possible to set up a school programme containing graduated options, *without making any change in the content of subjects*.

4. A PROGRAMME WITH COMPULSORY AND ELECTIVE OPTIONS

With regard to the school programme, as has been explained above,¹ it will be obligatory for each pupil to choose one of the subjects (options) in each of the fundamental subject areas, such as language-letters, science-mathematics, arts and technology. This is the only sense in which it can be said that certain subjects on the school programme are compulsory.

Regarding the individual timetable, however, certain subjects will be "*compulsory*," while other subjects will be "*elective*" depending upon the orientation of the pupil.

It can be readily seen that the requirements of pre-university and vocational institutions — or of professional corporations — will set the criteria which will serve to determine whether certain subjects on the

school programme will be compulsory or elective for a certain pupil. The educational institutions and professional corporations should gradually develop policies which will fit in with the new organization of secondary schools and define — at least periodically, if not regularly — the requirements for admission in terms of the specific *standing required*¹ for continuation in pre-university and professional studies, or for the practice of a certain profession or trade.

It is obvious, however, that these bodies will continue to demand prerequisites which will give a compulsory character to certain subjects on the secondary course.

Consequently, in the new secondary school there will be *compulsory subjects* but never compulsory, "package" programmes.

The table on the following page sums up the effects of the measures put forward in Clauses 2 and 3 of Section VII.

II. DESCRIPTION OF THE SECONDARY SCHOOL AS ENVISAGED IN REGULATION 1

Secondary schools may be defined in various ways, especially with regard to the type of programmes offered. Thus it is common to speak of trades schools, agricultural schools, classical secondary schools, commercial schools, etc., according to the programme offered by each school, which is considered as a *complete entity* in itself.

The implementation of Section VII will have the result of modifying this traditional concept. The disappearance of programmes for *distinct sections or courses* leads to the disappearance of the segregation of *different kinds of schools*. From now on, the different systems of schools offering education at secondary level can no longer be *isolated and self-contained entities*. Within the meaning of Regulation 1, these schools will all become parts of a greater whole : the *comprehensive secondary institution*.

By means of *integration or association*, the comprehensive secondary institution will be able to group together all the schools offering secondary education in any given territory.

Through the coordination of their action — on both educational and administrative levels — these various existing schools will be able to offer to the students of their region a completely comprehensive school programme at secondary level. Each one of them will undertake a part of the collective responsibility which will henceforth be assumed by comprehensive secondary institutions.

Consequently, an individual school will be defined by the role it plays with regard to the whole group of schools. More specifically, let us say that in this new context pupils will not attend a scientific secondary school or a classical secondary school or a trades school, etc.; they will attend a comprehensive secondary institution in which the various courses

¹ See Chapter III, Part 2, p. 75.

² See *Education Weekly* insert in Vol. 2, No. 42, March 11, 1966.

TODAY . . .	TOMORROW . . .
Various individual programmes (classical, scientific, trades, etc.) are offered in sealed-off sections and given in <i>schools evolving in a parallel manner</i>. In such a system the pupil studies <i>all</i> — and <i>only</i> — the subjects included in the programme for a given grade of the section or institution in which he is enrolled. All the subjects in this programme are compulsory. No programme offers a choice of subjects within the same subject area. This kind of system is relatively easy to organize and administer, but it limits the liberty of the pupil and interferes with his continuous progress.	A <i>comprehensive programme</i> made up of all the subjects, which are not duplicates, now included in the current programmes of various sections and various secondary institutions will be offered by the <i>comprehensive secondary institution</i>. In such a system, the pupil may make up his <i>individual timetable</i> with subjects which are not tied up with the programme of a grade or section of a course. The compulsory character or any subject is determined principally by the pupil's educational orientation. The school programme includes graduated options in the main subject areas. This kind of system is complex in its organization and difficult to administer, but it frees the pupil from numerous constraints and allows him to progress at his own rate.

are given in schools or buildings set up for this purpose on one campus. In any one school, at any given time, will be found pupils whose aptitudes and ambitions may be quite dissimilar, each of whom is there to do something required by his *individual timetable* at that time.

The creation of comprehensive secondary institutions will call for the establishment of an efficient manner of collaboration between different school systems, some of which may be under regional school boards, others under the Department of Education and still others under the control of public, semi-public or private corporations.

It is perhaps appropriate to note that there are legislative provisions which allow for the signing of agreements between the different types of schools offering education at secondary level. Further, to give greater scope to these provisions, a policy plan has been elaborated in consultation with the bodies concerned, the outline of which has been given in Document on Education No. 1 entitled : "Associated and Private Institutions," which was published by the Department on Education in April 1966.

B. WHY DOES SECTION VII AUTHORIZE ONLY DESEGREGATION OF COURSES?

Why has the Department of Education recommended only the *desegregation* of programmes without attempting to change the *subject content* of these programmes? Is it not running the risk of compromising the establishment of a *system of options*, at the same time as it is encouraging the introduction of these? At first sight, one might be tempted to think that this is the case. However, there are various reasons to justify the system which has been adopted.

1. To begin with, let it be said that the Department of Education recognizes the necessity for a revision of the subject content in the school programme of the secondary school, and is aware that this revision will be made possible by the desegregation of sections and courses. However, this revision will call for a lengthy operation which will have to be concerned with the internal coherence of subjects, the integration of new knowledge, the requirements of post-secondary educational institutions and those of professional corporations.

As may be readily understood, this is going to be a massive undertaking which will take a long time to accomplish. The question that arises is whether it is reasonable for the Department of Education to delay the introduction of a system of options in secondary schools until this work has been completed.

The truth is that the revision of subject content in the school programme of the comprehensive secondary school will never be completed. Today — with the growth of contemporary knowledge being what it is — no one can any longer imagine the preparation, *once and for all*, of a definitive programme of secondary studies. It would therefore be somewhat unrealistic to suggest that the Department of Education should wait for revision of subject content in the secondary school programme before initiating a system of options.

2. Thus, what may seem to be a faulty arrangement from a theoretical point of view, appears to be the only measure possible under existing circumstances.

The implementation of Sections VI and VII of Regulation 1, in their present form, will call for major changes in the mental attitude of parents, students and teachers alike. It will call especially for the progressive initiation of teachers to the techniques of drawing up individual and school timetables, together with a system of personal controls. It postulates a complete revision of school organization, with particular regard to the formation of work groups and the assignment of duties to teachers. It necessitates a definition of the various kinds of pupils attending the comprehensive secondary school and of the numerous physical changes to be made in the school environment.

Thus, the Department of Education will have to proceed with a considerable degree of prudence, since the desegregation of sections and courses is a complex operation, in itself.

3. Upon closer examination, the maintenance of the *present content of various subjects* affords certain advantages. To avoid ending up with anarchy and complete confusion, we must consider carefully such things as entrance requirements (required profiles)¹ in post-secondary educational institutions and in professional corporations, which, for some time yet, will be defined in terms of the *subject of known content*. These will be the subjects of existing programmes as, for example, grade 9 French, grade 10 algebra, grade 11 trigonometry, etc. According as the two levels of post-secondary study (pre-university and vocational, and university) are set up or rearranged, and as their programmes become better defined in relation to that of the comprehensive secondary school, it will become possible to modify — if not the whole programme of the secondary school — at least the content of individual subjects appearing on this programme.

4. Section VII envisages substantial changes in the programmes now in force at the secondary level, but it retains one constant factor: the *subject content* itself, identified by *grade* or *level*. This method of procedure will make possible the setting up of an *equivalence index* between the subjects which are now known and recognized and the subjects which will eventually replace them, in such a way that some *well-identified factor* will serve as a *criterion of reference* which will be understood by all concerned.

To sum up, the desegregation of the programmes of sections and institutions at the secondary level would seem to be the first and most important reform, at present, that the Department of Education can advocate. The revision of content in each subject, at the rate and to the degree which circumstances may dictate, will eventually complete this reform.

Finally, it should be noted that it is possible to proceed with the desegregation of sections, courses and institutions at the secondary level without waiting until all the sections of Regulation 1, dealing with the elementary course, have been put into force. Generally speaking, these two levels of education are *administratively* independent, and since the content of subjects has not been altered, the interdependence of these levels from an *instructional* point of view is therefore not affected.

¹ See Chapter III, Part 4.

NOTE: It seems important to emphasize here that Regulation 1 does not authorize school boards to make substantial changes in the *content* of subjects appearing in the various programmes currently in force at the secondary level. It is perhaps equally necessary to emphasize that every plan for the implementation of Regulation 1, in part or in whole, must be approved by the Minister of Education.

The Department of Education has the final responsibility for the coordination of the educational system of the province. Granted that the initiative in proposing certain experiments or projects devolves upon various educational organisms, the latter must understand that the necessity for the coherent functioning of the system demands that the Department of Education exercise a certain control in the interests of the common welfare of the educational collectivity.

Part 4

EDUCATIONAL ORGANIZATION IN THE COMPREHENSIVE SECONDARY SCHOOL

SECTION VII

Section VII sets up the *comprehensive secondary school*, the *comprehensive school programme* with *compulsory* and *elective graduated options*. A profound change in educational administration is thereby implied. For a clearer understanding of the differences between that which exists today and that which will exist tomorrow, we might set up a parallel between the following aspects of the two situations :

- A. THE GRADE-CLASS/THE SUBJECT-GROUP
- B. THE CLASS TEACHERS AND THE SPECIALIST/
THE SPECIALIST AND THE TUTOR
- C. THE CLASS ROOM/THE SUBJECT AREA ROOM
- D. THE CLASS TIMETABLE/THE PUPIL TIMETABLE

This parallel throws into relief certain problems which the implementation of Regulation 1 will raise in the secondary school, but it also shows how the educational system is attempting to create conditions conducive to the individualization of teaching. Finally, it helps us to understand that the administrative complexities are not desired in themselves, but that they are necessary for the good of the youngsters who attend our schools.

Pupils, parents, teachers, principals, directors of studies, or educational services will all have to become apprentices in the operation of the secondary school which Regulation 1 seeks to create.

This experience will call for the exercise of individual and collective initiative, at once both daring and prudent. Its success will depend very greatly upon the competence and the dynamism of teachers and administrators in the schools and on the collaboration and understanding of parents and pupils alike.

A. THE GRADE-CLASS/THE SUBJECT-GROUP

TODAY	TOMORROW
Students are grouped in definite classes defined by two factors : the grade (grade 10, for example) and the section (science-mathematics, for example). The <i>grade-class</i> unit is an artificial device for purely administrative purposes. It masks the actual differences in the individuals who compose it. The grade 10 science-mathematics pupil who has a 61% general average <i>is not</i>, except administratively, in the same class as the grade 10 science-mathematics pupil with 95%. The <i>grade-class</i> is set up for the whole school year. Its very stability may act as a serious disadvantage.	Pupils are grouped by <i>subject</i>. This group is made up of pupils who have reached the same level of advancement in a particular subject. The <i>subject-group</i> unit is a real one since it is founded on a homogeneity of aptitudes of the pupils which make it up, with regard to a certain subject or subject area. The <i>subject-group</i> may be set up for any given period of time which does not necessarily correspond to a school year. Its source of liberty lies in its very instability.

B. THE CLASS TEACHER AND THE SPECIALIST/THE SPECIALIST AND THE TUTOR

TODAY	TOMORROW
The term "class teacher" designates an "<i>omnivalent</i>" teacher assigned to one grade-class. In general, up to quite recent years, most of the various subjects were taught by the class teacher. This situation persists generally in grades 7, 8 and 9 but has practically disappeared in grades 10, 11 and 12. This system requires a class teacher to be competent in a great number of disciplines, a challenge which is difficult if not impossible to meet. Class teacher — in principle if not in fact — acts as a counsellor to the pupils of a class with which he works during the greater part of the school week.	The term "specialist" designates a teacher assigned to the teaching of a subject area in which he possesses particular competence. In general, from now on, at all levels of the secondary school programme most subjects will be taught by specialists. This system offers definite advantages with regard to development of the mind which is the main function of the secondary school. To promote a more balanced training of young people, teachers who have an aptitude for this role are given a special <i>group</i> of adolescents with whom they maintain a kind of relationship which makes this teacher something different from simply a teacher among other teachers.

C. THE CLASS ROOM/THE SUBJECT AREA ROOM

TODAY	TOMORROW
The words "<i>class</i>" and "<i>room</i>" refer both to the <i>group</i> of pupils and the <i>actual place</i> in which this group works during the greater part of its time at school. This physical area is identified as a room for a <i>grade-class</i>, for example : the grade 10 general course class room is on the second floor, to the left. This type of class room is unavoidably neutral in appearance since it is not possible to arrange it to correspond to the needs of the various subjects taught in it each day. We might note that the science laboratories represent an exception, since science teaching takes place in teaching areas which are usually of a "specialized" nature.	Under a system of options the class room, or teaching station, is defined in relation to a subject or a group of related subjects. This room is permanently set aside for one <i>subject area</i> and not for one <i>group of pupils</i>. The various subject groups succeed one another there according to a timetable set up from an analysis of individual pupil timetables. A subject room is a "specialized" room in the sense that it is arranged for a subject or related subjects and meets the specific needs of this subject (or subject area). There is thus extended to all subjects — according to their requirements — treatment which is comparable to that now given to the sciences.
NOTE : The <i>class room</i> (or <i>home room</i>) of a system in which the pupils rotate, is a more or less artificial entity set up for administrative purposes such as control of absences, daily announcements, preparation of reports, etc.	

D. THE CLASS TIMETABLE/THE PUPIL TIMETABLE

TODAY	TOMORROW
The grade-class timetable is the same for all the pupils in it. At any given time all the pupils in the grade-class are taking the same lesson from the same teacher. An hour before they were doing the same thing with another subject. The grade-class timetable does not vary during the course of the school year. The school timetable is relatively easy to set up, due to the permanence of grade-classes, the regular allocation of a certain class room to a certain grade-class, the assignment of a certain teacher to a certain grade-class, etc.	The timetable of the <i>subject-group</i> is the same for the <i>group</i>, but not for each individual pupil. The pupils who are together at a certain time to follow a certain course were probably dispersed in other groups during the preceding hour. The system of options requires each pupil to make up his individual timetable. The individual timetable varies according to the distribution of subjects throughout the day and throughout the year. The establishment of a school timetable is complicated, since it must take into account the options available, the options chosen by pupils, the availability of teachers at a certain hour, the number of pupils, the size and type of rooms allocated to certain subject areas, etc.

Part 5

INSTRUCTIONAL CONTROLS AND PROMOTION OF PUPILS

SECTION VI

Clause 1

Promotion in the secondary course shall take place separately in each of the subjects studied.

Clause 2

As a general rule, the range in levels of the various subjects in which a pupil is enrolled should not exceed the equivalent of two grade levels.

The school programme, formed by the desegregation of the programmes of various sections or various courses of secondary educational institutions, will be open to all the students of the comprehensive secondary school. Each one will be able to find there the subjects which correspond to his aptitudes and which are necessary for his future plans, whether these be with regard to more advanced levels of study or for entrance into the world of work. Each pupil will thus be able to set up an *individual programme* which will enable him to progress at his own rate along lines corresponding to his ambitions and aptitudes.

Section VI shows the manner in which each pupil will progress throughout his secondary course : "Promotion in the secondary course shall take place separately in each of the subjects studied." It seems appropriate :

- (a) To describe the *nature of the controls* which should operate in a comprehensive secondary school which has been organized according to the system of options ;
- (b) To explain what is meant by *subject promotion* ;
- (c) To point out a few *administrative consequences* of this new system.

A. KINDS OF CONTROLS IN A SYSTEM OF OPTIONS

The general setting of the official examinations — that is of examinations prepared, administered and corrected under the responsibility of the Department of Education — has been described in a previous document entitled "The Examinations of the Department of Education."¹ A description of this general system will not be attempted here.

However we should remember the long-term goals of the Department with regard to *final examinations* in the secondary course, as these policies have been determined with regard to the system of options which will be in force in the comprehensive secondary school.

"*Eventually*," the document states, "the Department will provide final examinations for all subjects from the Grade IX to the Grade XI level of the secondary course."

This will be necessary because the system of options and subject promotion authorized by Regulation 1 will enable a pupil to finish his secondary studies with an academic record showing some subjects completed at the Grade XI, some at the Grade X and some at the Grade IX level. It will all depend on the attainment required in each subject by the pupil's orientation, at the end of his secondary studies, towards further education or towards some employment.

A student *may* present himself for examination on any course that he has completed, but he *will be required* to take an examination only in a subject that is terminal with reference to his own orientation."²

As a *short-term* policy, the Department of Education is providing *official examinations* for the 11th and 12th years. It will decide, yearly, the steps to be undertaken for the realization of the long-term goals which it has set. What is important to remember here is the fundamental difference between past and current controls and those which will operate in the future.

The *official examinations* — in common with examinations prepared, administered and corrected under the responsibility of school boards — will deal with *subjects as separate entities*. Strictly speaking, a pupil will no longer take examinations in grade 10 science-mathematics or grade 10 general. He will take an algebra examination in grade 10 science-mathematics; a French examination in grade 10 science-mathematics, etc.; he will write a geometry examination at grade 10 general level or a French examination at the grade 10 general level, etc.

What needs to be clearly understood is that, from the point of view of the pupils' promotion, the results achieved in each subject are more important, in a way, than the over-all results in the whole group of subjects taken.

¹ *Education Weekly* insert in Vol. 2, No. 42, March 11, 1966.

² *Ibidem*, pp. 12 and 13.

Up to now, standards for the classification of pupils in various sections, and the criteria used in making promotions or in the transfer of a pupil from one section to another, have *customarily* been determined by the *over-all result*. In the future it will be necessary to use a system based on the *results in each individual subject*, so as to ensure the continuous progress of the pupil.

Until the system which the Department of Education plans to introduce in the next few years is completely in operation, the educational service of school boards will have to control the education given at secondary level along the guidelines set up in Department of Education publications with regard to *official examinations*.

B. PROMOTION UNDER A SYSTEM OF OPTIONS

I. THE EXISTING SYSTEM OF PROMOTION

Our existing promotion system obliges a pupil to obtain a pre-determined standard in *each* subject examination, as well as for the subjects *as a whole*. It frequently occurs, in consequence, that pupils are obliged to restudy all the subjects on the programme of a particular grade for a whole year because of a failure in one or two of these subjects. This system has many serious disadvantages and, at times, is a source of obvious injustice.

II. THE SYSTEM ADVOCATED IN SECTION VI

(a) *Promotion by Subject*

Clause 1 of Section VI specified promotion by subject. "Promotion in the secondary course shall take place *separately* in each of the subjects studied."

Obviously, such a system eliminates *total failure*; but it goes still farther in the sense that it modifies the traditional concept of success or failure in a given subject.

In practice, a pupil includes a certain subject in his individual programme in accordance with his particular orientation. The results of the examination which he writes in such a subject are regarded as a failure or a pass with respect to two factors which may vary from one pupil to another. These two factors are :

— The need, or otherwise, for a pupil to retain *this subject* on his personal study programme, taking into account his plans for the future ;

— The need, or otherwise, to obtain *a certain standing* in order to have the right to proceed to a higher level in this subject.

To sum up, the relative importance of a mark — pass or fail — depends upon the importance of this subject in the programme which the individual pupil has arranged with a view to his future progress. It can easily be seen that the mark in an examination on the history of literature has a very different significance for someone planning to proceed toward literary studies from what it would have for someone planning to become an electrician.

(b) *Limits in Subject Promotion*

Why does Clause 2 of Section VI lay down, as a general rule, that the difference in the levels of the various subjects in which a pupil is enrolled must not exceed the *equivalent* of two grades?

Stated more concretely, why has the Department of Education decided that a pupil's individual programme may not, in general, include, shall we say, *algebra* at the grade 8 level and *physics* at the grade 11 level?

A reply to this question would have to stress the two following points: To begin with, the margin of freedom given to the pupil under a system of subject promotion is considerably broader than that which is currently in effect; on the other hand, this margin of freedom must, for various reasons, be subject to certain limitations.

1. INCREASED MARGIN OF LIBERTY

The adoption of the system of subject promotion, as described above, clearly represents a broadening of the regulations governing promotions under our present system. In the existing system, a pupil is promoted if he passes a given number of examinations in the subjects making up the programme of a certain grade. Thus, ordinarily, a pupil in 9th-year science is promoted to 10th-year science only if he passes all the subjects in this grade; one or two relative failures, in one or more of the subjects examined, will sometimes allow this pupil to be promoted to the 10th-year general or commercial course. One can see what the consequences of such a system hold for the pupils involved.

In the new system which is advocated, the margin of liberty afforded to a pupil is broadened in the sense that he is allowed to register for examinations on subjects of *different* grade levels. He is not obliged to *repeat all the subjects* as a result of relative weakness in *one or two subjects*. Briefly stated, the necessary controls do not hold the pupil back in all subjects to the level attained in his lowest subject. Instead, he is allowed to progress in each subject according to his proficiency in it, this proficiency being chiefly a resultant of his learning capacity and of his personal motivation.

Section VI allows a pupil to arrange an individual programme made up of subjects which are separated from one another by one whole

grade level ; this is equivalent to saying that the subjects of the *lowest level* and those of the *highest level* may be two grades apart.

In exceptional cases, a pupil's individual programme may include subjects which are more than two grade levels apart, since Clause 2 begins with the words "As a general rule..."

Thus, we are correct in saying that the margin of liberty afforded by the subject promotion system is considerably increased in comparison with that of the system presently in force.

2. LIMITED MARGIN OF LIBERTY

Why, however, should the difference between the subject levels in a pupil's individual programme be limited to two grade levels ? There are two reasons to justify this provision in the regulation ; they have to do with both the *pupil* and the *system*.

(i) *With regard to the pupil*, we may say that, as a general rule, it is preferable for him to study with companions of his own age. But there is something further. The need for balance in intellectual training makes it necessary for a student to progress equally in subjects which make up his programme, particularly in the subjects where an interdependence is apparent. Consider, for example, the groups : *literature-language*, *science-mathematics*, *plastic and rhythmic arts*, *techniques*.

Though a three-year range in levels may be allowable, both in theory and practice, for subjects in the *literature-language* group and the *plastic and rhythmic arts* group, the same does not hold true for subjects within the *literature-language* group or the *science-mathematics* group.

It seems apparent that a pupil should advance as nearly as possible *at an equal pace* in each of the subjects which he has chosen within these two groups. It can be understood, too, that subjects in the *literature-language* group and *science-mathematics* group, taken as a whole, should be learned at approximately the same time in order to ensure a well-balanced training.

(ii) *With regard to the system*, the efficient operation of a comprehensive secondary school, offering a programme with options, requires that there be some limitation to the almost infinite multiplicity of course combinations which pupils may elect. To begin with, a school timetable is not infinitely extensible ; neither are timetables and classroom space unlimitedly available.

It might be noted that this provision in Section VI meets the objections raised by some to the system of options, particularly criticisms dealing with the supposedly anarchic manner in which pupils might proceed through their secondary course. Clause 2 of Section VI is designed to keep a gifted pupil with a special interest in subjects in the *science-mathematics* groups, for example, from neglecting subjects in the *literature-language* group.

C. ADMINISTRATIVE IMPLICATIONS OF A SUBJECT PROMOTION SYSTEM

The establishment of a subject promotion system creates heavy administrative demands. In particular, this system involves the preparation of a *cumulative individual pupil record* as well as a new definition of the expression "*conditions of admission*" to more advanced studies or to a position in the working world.

I. INDIVIDUAL PUPIL RECORD

The proper operation of a system of options and a subject promotion plan makes it absolutely necessary for teachers, parents, guidance counsellors, directors of study, etc., to obtain information which will be useful for the vocational and educational guidance of pupils, whenever this may be necessary.

Cumulative pupil records — kept constantly up-to-date — is even more necessary in the new system than in the old. In practice, the very numerous possibilities for combinations of subjects which a pupil may select in his system of options, the changes in the groups which are brought about through grouping pupils according to subject, and the constant mobility of all elements of this system oblige schools to adopt complex methods of control. The essential working tool of an administration which wishes to be effective in this area is thus the *cumulative pupil record*.

Particular things this record ought to contain are :

- Psychometrical, physio-biometrical information, etc. ;
- The results of locally conducted examinations ;
- The results of *official examinations* and duplicates of the various *statements of marks* issued by the Department of Education.

(a) *Psychometrical information, etc.*

It should be noted here that the *Guidance and Vocational Counselling Bureau of the Department of Education* is a body responsible for assisting school boards to establish a suitable psychometrical information system. It is its duty to suggest the kind of information which should be put in the individual student record, the various types of tests to be administered, the methods to be used for entering the results of these tests, etc.

(b) *Examination Results*

Until a plan for *official examinations* has been completed, schools will be responsible for the administration of examinations to pupils of the 7th, 8th, 9th and 10th-year levels¹ and shall also be responsible for filing

¹ Terminology used in Section VII of Regulation 1.

these results in the pupil records. One can see that for the proper operation of a system with options, the schools will have to use an appropriate system for recording the results of pupils, and that this system should be based on methods used by the Department. They will have to take particular pains to see that the terminology used in the description of the results of each pupil will make it possible to identify clearly the content of the subjects in which he has written the examination.

The student record will also serve as the instrument whereby the pupil may establish his position with regard to the programme as a whole ; it will also be the means whereby institutions will be able to evaluate pupil *profiles*.

It cannot be too strongly emphasized that the individual pupil record is the chief defense against confusion and anarchy during this period of rapid transformation in our secondary education.

II. "CONDITIONS OF ADMISSION TO..."

It should be noted that the expression "*conditions of admission to...*" takes on a completely new meaning within the context of a system of options and subject promotion.

Up to now, "*conditions of admission to...*" have been defined with reference *either to a section or to a vocational institution*. We still say : "For admission to a trades school..., for admission to grade 10 science-mathematics..., a student must have... or... have obtained... or... hold..." ; the actual conditions are usually described in terms of total results obtained in the examinations on the block of *subjects* making up the programme of a certain section or course.

In comprehensive secondary schools organized under a system of graduated options and subject promotion we will no longer be able to speak of *conditions for admission to a given section or course* since the divisions between sections and courses will have ceased to exist.

From then on, the expression *conditions for admission...* can indicate nothing other than the requirements specified for advancements to a *higher level*, or the requirements specified for the practice of a trade or a specific working occupation.

These conditions of admission will be thus defined in terms of statements of marks or of the results required by the orientation of the pupil.

Seen in this light, the conditions for admission actually constitute the *profile required* of a candidate for continuation of study or the practice of a trade. The *required profile* can be imagined as a *kind of mosaic* in which one may compare the various subjects taken by the pupil in order to arrive at an equitable verdict with regard to his preparation for further study, or for a position in industry.

The *profiles required* for a certain kind of study at the pre-university and vocational level or for some position in industry necessarily differ

from one another. They may even be redefined without upsetting the school programme as a whole.

* * *

Clause 1 of Section VI, concerning subject promotion implies, in fact, an extensive reorganization of the existing system. Its implementation will demand from all — pupils, parents, teachers, school administrators — clear-sightedness, daring and prudence.

Part 6

DURATION OF THE SECONDARY COURSE AND OF THE SCHOOL PROGRAMME

SECTION VII

Clause 1

The secondary course of study shall extend over five years.

For a complete understanding of this measure, it will be necessary to recall the distinction that we have already made between the *duration of the school programme* offered by the elementary school and the *duration of a particular pupil's course*.

The school programme of the elementary school extends over six years ; the duration of the elementary course — that is to say, the time which a student may take to *complete* this programme in order to finish his *course* from the first to the sixth level — will be 5, 6, or 7 school years.

Similarly, the school programme offered by the comprehensive secondary school extends over 5 years, which means that it provides *5 yearly stages* for pupils whose progress is normal. If these stages are compared to increasingly difficult assignments which the pupil has to master, we may say that the programme of the secondary school includes *five successive levels* demanding increasing ability, but which a pupil of average ability should be able to complete in five years.

It can be understood however that in a system of graduated options, superimposed on a subject promotion system, the duration of secondary studies, or the duration of the course of pupil X may be different from that provided by the school programme.

Contrary to what has been done in the elementary course, Regulation 1 does not set either a minimum or maximum length for the *secondary course*. It sets only the length of the *school programme*. A pupil

may thus take more or less than five years to complete his secondary course, as this length will depend upon his individual aptitudes, his motivation, his ambitions, as well as the programmes offered by the secondary institution which he is attending.

Finally, it may be said that just as the secondary school has to include *preparatory matters* in its programme for some pupils who will not have completed all the subjects of the elementary course, so will the pre-university and vocational schools have to offer certain preparatory subjects to students who would profit from upgrading their proficiency in a subject before continuing further in it.



Chapter Four

Degrees of Implementation of Regulation 1

SECTION VIII

Section IV shall apply to all schools as from the school year 1965-1966.

The other provisions may be applied, in whole or in part, in any school where the proper authority, after consultation with the academic personnel concerned, has obtained authorization to this end from the Minister, under such conditions as may be determined by him.

Regulation 1 deals with an essential element of the educational system : the instructional organization of schools. To the degree that it is implemented, the instructional organization of elementary and secondary schools will be altered and life within these schools will undergo profound change. The career of a child from his entry to the elementary school to his exit from the secondary school will be very different from what it is today.

An undertaking of such breadth can be accomplished only through the active collaboration of all those involved. No law or regulation has ever changed a school overnight. Regulations have never been anything other than instruments in the hands of those who make up the school : teachers, parents, pupils, local and regional school authorities.

In this chapter we shall :

— Show the general meaning of Clause 2 of Section VIII ;

— Illustrate the particular function of the Department of Education and of local and regional school boards in the implementation of Regulation 1 ;

— Describe the role of teachers and parents in the planning and implementation of the regulation ;

— Explain the reasons justifying the decision to defer the implementation of Clause 1 in 1965-1966.

A. GENERAL EFFECT OF CLAUSE 2 SECTION VIII

Clause 2 of Section VIII contains three significant measures : the option of applying the regulation in whole or in part, and by stages ; the requirement that a plan for the implementation of the regulation be developed in concert with the academic personnel in the schools concerned ; the necessity to obtain from the Department of Education the authorization to proceed with the execution of the plan.

I. THE OPPORTUNITY OF APPLYING THE REGULATION, IN WHOLE OR IN PART, AND BY STAGES

Regulation 1 deals with such a diversity of elementary and secondary educational aspects that it is difficult to see how it could be applied immediately, everywhere and by everyone.

Not only do elementary and secondary schools differ in their ability to proceed immediately with the sweeping changes proposed by the regulation, but even those with the personnel and facilities required may deem it necessary to proceed with prudence.

One school board may prefer to begin with one aspect, while another school board may prefer a different one. This kind of procedure is by no means abnormal. Very much on the contrary, Section VIII provides the opportunity for the partial or complete application of any section of the regulation, for the setting of the successive steps of this application or, generally speaking, for each school board to determine the procedure for implementation which will be most in keeping with the circumstances obtaining in its area.

II. REQUIREMENT THAT ACADEMIC PERSONNEL BE CONSULTED IN THE ELABORATION OF A PLAN FOR ACTION

Even though the school board must ultimately make the decisions relative to a plan for the implementation of a part or the whole of Regulation 1 in any one of its schools, it can only take such action after consultation with the academic personnel in its schools, which means the administrative and teaching personnel. Among the academic personnel this consultation should be in the form of workshops or working groups.

References in the Parent Report to the importance and the nature of the role of teachers in the educational renewal of our elementary and secondary schools have led the Department of Education to "*institutionalize*," as it were, the part to be played by teachers in the reorganization of education. Section VIII provides that the competent authorities *will have* to consult with the academic personnel in order to apply any one of the provisions of the regulation.

The immediate competent authority of the school is obviously the school principal. However, his authority is not absolute. The school principal is under the authority of the director-general of schools and he, in his turn, is subject to the school board. Thus, in the long run, it will be the school board which will be called upon to make the final decision with regard to the plan to be submitted to the Minister, for approval.

III. OBLIGATION TO OBTAIN AUTHORIZATION TO EXECUTE THE PLAN FROM THE MINISTER OF EDUCATION

It is unquestionably desirable that local and regional authorities together with the teaching personnel should have the greatest possible freedom in planning their project for educational reorganization. However, it is the Minister of Education who has to take final responsibility for educational activity in the province and it is therefore extremely important that he be kept completely informed concerning changes which are taking place. These two considerations account for the requirement that the express authorization of the Minister be obtained for the execution of any plan.

In view of what has been said above, it may be taken for granted that authorization will be given by the Minister wherever the application establishes that all the aspects of the plan in question have been thoroughly gone into and that the interests of the children involved have been well safeguarded.

To simplify the preparation of application by local and regional *education authorities*, the Department will publish a *guidebook* giving all the information needed for the development of a plan for action to be presented to the Minister.

B. SPECIFIC ROLES OF THE DEPARTMENT OF EDUCATION AND LOCAL AND REGIONAL SCHOOL BOARDS IN THE IMPLEMENTATION OF REGULATION 1

I. THE ROLE OF THE DEPARTMENT OF EDUCATION

In its promulgation of Regulation 1, the Department traced the outline of the renewal of our elementary and secondary education. It still remains to furnish the artificers of this reform with the tools which

they must have and the technical aid which they will need when they reach the decisive stage of implementation of the regulation.

(a) *Publication of Guidebooks*

The assistance to be given by the Department will first be in the form of a series of *guidebooks*, where teachers, principals of schools, directors-general of schools and school boards will find information designed to assist them at various levels of study and during the successive stages in the implementation of the regulation.

The documents which will be made available to all who are interested will deal especially with the following subjects :

- Study and activity programme of educational workshops ;
- The school programme of the ungraded elementary school and the comprehensive secondary school ;
- The individual programme in elementary and secondary schools ;
- The school timetable and the individual timetable ;
- The programming of courses ;
- Functional grouping of pupils ;
- Controls, promotions and the pupil record in ungraded elementary and comprehensive secondary schools ;
- Outline of the plan to be submitted for approval to the Minister of Education.

(b) *Organization of a Study Session for Directors-General of Schools and Immediate Associates*

As will be explained at greater length in the guidebook on the organization of *educational workshops*, the implementation of Regulation 1 depends essentially on the teamwork of teachers in the elementary or secondary school.

Doubtless, the dynamism and competence of teachers will be equal to the task of setting up study groups to prepare plans for action which will accurately reflect their views on the extent of the changes which should be carried out in a particular school. However, unless such activities were coordinated by the directors-general of schools, they would run the risk of being exerted in different directions, and thereby lose much of their effectiveness.

The Department feels it to be of extreme importance that the collaboration of directors-general be secured for the coordination of local and regional plans which will be prepared as a result of Regulation 1.

Thus directors and their immediate associates will be invited to take part in a special study session which will deal specifically with an

analysis of the part which they will be called upon to play in the implementation of the regulation.

(c) Assistance from Regional Technical Advisers

Within the general context of the recently announced regionalization of governmental administration, the Department is now in the process of setting up inter-regional bureaux in which will be grouped all the technical advisers of a particular territory. The services of these advisers will thus be made available to school boards, regional school planning committees, teaching personnel, etc., to assist in the implementation of Regulation 1.

(d) Study and Approval of Applications

Finally, the Department will study the applications which have been submitted and, where the situation warrants it, the Minister will grant the approval requested, specifying at the same time the conditions under which each plan submitted will be given effect.

(e) Formation of a "Mission" (task force)

With a view to a province-wide coordination of the various separate undertakings, the Minister will set up a "mission" early in the 1966-1967 school year which will have the task of advising the Minister concerning the various matters having to do with the implementation of Regulation 1.

The composition of the mission will reflect the cooperative nature of the proposed undertaking. In it will be included representatives of school boards and other educational institutions, school administration personnel teachers, parents and the Department.

II. THE ROLE OF LOCAL AND REGIONAL SCHOOL BOARDS

It will rest with each school board to formulate a request to the Minister of Education for authorization to proceed with its plan for the implementation of Regulation 1. To elaborate this plan, regional or local school authorities will need to :

- Invite the teaching personnel of all the schools involved to study the regulation and its implication from a teaching point of view ;
- Provide for and, if necessary, conclude agreements with various elementary and secondary school systems in their territory ;
- Provide for the active collaboration of parents in *ad hoc* committees and make certain that they receive all the information required for an understanding on acceptance of the plan to be proposed ;

— Prepare a specific and realistic plan in accordance with the instructions contained in the guidebook on the submission of a plan of action.

The submission of this plan to the Minister of Education will crown a series of undertakings in which teachers, parents, school board members, will all have contributed in different ways and at different times.

C. THE ROLE OF TEACHERS AND PARENTS IN THE DEVELOPMENT OF A PLAN FOR IMPLEMENTING THE REGULATION

I. THE KEY ROLE OF TEACHERS

The aims of Regulation 1, as described in the first chapter of this pamphlet, fully justify the use of the word "key" in explaining the teacher's role.

The teacher is always the chief agent in any educational renewal.

Thus, Regulation 1 recognizes the role of teachers to be of primary importance, not only in carrying out plans for educational renewal but in the very preparation of these plans.

The acceptance of responsibility such as this calls for a thorough understanding of every aspect of the question and a total commitment to the service of the school and its children.

Among the chief elements of the teacher's role may be mentioned:

(a) A study of Regulation 1 as a whole, and of the implications of this regulation.

(b) A decision concerning the sections that can be applied immediately in the school and the preparation of a calendar for the progressive implementation of the various sections.

(c) Consultative conference with the school board.

(d) A study in depth of each of the sections in the order in which they appear on the calendar for implementation :

— The principles or the educational psychology on which each section is based ;

— The possible degrees of implementation ;

— Probable effects on :

— Organization and school life,

— Relations with other schools,

— Teaching loads,

— Educational equipment and materials,

— Educational and financial administration,

— Etc.

(e) Meetings for consultation with parents.

- (f) Development of a definite plan of action with regard to :
 - Drawing up the plan ;
 - Presenting it to the school board.
- (g) Implementation of the plan as approved by the Minister with regard to :
 - Setting up the necessary machinery and facilities ;
 - Meetings to inform parents.

II. THE PARENT'S ROLE

If the situation were to demand it, the academic organization in schools, as envisaged by Regulation 1, could be accomplished without the active cooperation of parents. If this were to happen there would be very little need to wonder whether the results achieved through the joint efforts of the Department, local authorities and the teachers would be adversely effected. Obviously, they would be of less value than they might have been had the parents given their full collaboration in an undertaking which is predominantly their concern. For it is their children who will benefit from the advantages offered, or who will suffer, to the degree that the various provisions of Regulation 1 are well or badly administered.

"Parents have hitherto had the impression that the school did not go out of its way to welcome them. From time to time it invited them to meetings of an informative nature ; but it never went so far as to associate parents with its plans, or to enlist the help of those who would have been available from time to time to participate in staff discussions or to take part in certain school activities. Yet this is what should happen. Interested parents must be asked to help, for this is the best way to reach those who are indifferent. The school must try to convince parents that educational reform needs them ; it can find no better means to accomplish this than by having a certain number of parents share in the study of school problems and in the application of suggested solutions."¹

Therefore, insofar as is possible, parents must be given an opportunity to :

- Study Regulation 1 ;
- Take an active part in meetings for consultation ;
- Learn to overcome the difficulties which they will experience in adapting themselves to the changes which will come about.

Regulation 1 offers students much greater mobility and freedom of choice. As an inevitable consequence, this freedom calls for the exercise

¹ Report of the Royal Commission of Inquiry on Education, Vol. 2, No. 193.

of much greater personal responsibility and an infinitely greater involvement in the planning of their own education.

From the description of each person's role, it may have been noted that the various duties described — far from being independent of one another — are closely connected and interdependent. Thus, it might easily occur that a duty assigned to teachers, for example, can only be completely discharged if the Department or the local authorities have fully carried out their own.

It is therefore indispensable that all act as partners, each of whom is responsible for a vital part of the renewal and thus, as a partner for the reform as a whole. If only one of the constituent groups were to be lacking in its task, the success of the whole undertaking could be gravely compromised, no matter how perfectly the others might perform their role.

Even as the Department stands ready to offer assistance to the fullest extent of its powers, so must it depend on the cooperation of all.

D. REASONS SUPPORTING DECISION TO SUSPEND THE IMPLEMENTATION OF CLAUSE 1, SECTION VIII, IN 1965-1966

Clause 1 of Section VIII reads as follows: "Section IV shall apply to all schools as from the school year 1965-1966."

The examinations provided for in Section IV are *examinations for information and service*, that is, "measuring instruments to be developed by the Department of Education in cooperation with the schools and made available for them with a view to the constant improvement of the courses of study and of education in general."¹

To develop these measuring instruments, it is necessary to conduct experiments with chosen sample groups of pupils. The Directorate of Curriculum and Examinations selected the year 1965-1966 to conduct experimental examinations with some 15,000 pupils in the 5th and 7th years.

This experiment will make it possible to test the examinations prepared for these categories of pupils and to try out methods which will later be applied to all pupils reaching the end of their elementary course.

¹ See *Education Weekly*, Vol. 2, No. 42, p. 12.

Conclusion

Far from being all there is to reform in education, Regulation 1 is but one phase. But it is a phase of supreme importance not only by reason of the profound changes that it immediately sets in operation, but still more so because of its effects upon the future.

Under Regulation 1, the *collaboration of everyone* becomes the essential condition for the evolution of educational organization in primary and secondary schools. It is the embodiment in fact of a principle which must henceforth know widespread and continuous implementation. The organization and the evolution of education from kindergarten to university will depend from now on upon the lucidity and the dynamism of all Quebec society. Education can never again be the business of a few.

In setting up a new kind of school organization for elementary and secondary schools, Regulation 1 opens the way to transformation which will inevitably encompass other educational levels. It thus takes on particular importance in that it infuses into the educational world a movement which must extend however long and far common welfare of our society may demand.

Regulation 1 does not seek to crystallize the academic organization of schools for all time, no more than it aims to incite the people of Quebec to sanction, once and for all, this kind of organization. Its ultimate goal, transcending by far the limitations of the structures for which it was designed, is to create conditions favorable to the exercise of true autonomy within our schools ; conditions which will set in motion a constant improvement in our educational system.

Through its proposal for a new kind of school, THE CO-OPERATIVE SCHOOL, Regulation 1 has challenged the whole of Quebec society.



Table of Contents

<i>FOREWORD</i>	1
<i>INTRODUCTION</i>	5
<i>CHAPTER ONE — THE SPIRIT OF REGULATION I</i>	7
A. — A CHILD-CENTRED REORGANIZATION OF TEACHING	8
I. THE BALANCED DEVELOPMENT OF THE CHILD.	8
II. ADAPTATION TO INDIVIDUAL DIFFERENCES	9
B. — AN EDUCATIONAL REFORM BASED ON THE COMPETENCE AND DYNAMISM OF THE TEACHING STAFF	10
<i>CHAPTER TWO — THE UNGRADED ELEMENTARY SCHOOL</i>	12
* The importance of elementary education	12
* Recent developments	13
* The need for reform	13
* Sections of Regulation 1 relative to the elementary school	14
<i>PART 1</i>	
<i>NEW CONDITIONS OF ADMISSION TO THE SCHOOL SYSTEM</i>	15
SECTION I — Clauses 1 and 2	
A. — AGE OF ADMISSION TO THE SCHOOL SYSTEM	16
I. FROM THE POINT OF VIEW OF THE SYSTEM	16
II. FROM THE POINT OF VIEW OF THE CHILD	16
(a) <i>A chronological age as a basis for admission to the first year of the elementary course</i>	17
(b) <i>A chronological age for admission set at 6 years</i>	18
1. General considerations	18
2. Particular considerations	18
i. The development of a system of kindergarten	18
ii. The nature of the elementary course of study	19
iii. The average duration of elementary studies	19
(c) <i>Six years of age before the first day of October</i>	19
(d) <i>To be admitted to the first year of the elementary course</i>	20

B. — CONDITIONS GOVERNING THE APPLICATION OF THE PROVISIONS ADVOCATED	20
I. THE PUPIL-TRANSFER PHENOMENON	21
II. THE RECRUITMENT AND TRAINING OF TEACHING PERSONNEL	22
III. THE PLANNING OF SCHOOL BOARD INVESTMENTS	22

PART 2

A NEW CONCEPT OF THE COURSE OF STUDY	24
--	----

SECTION II — Clause 1

A. — GENERAL CONSIDERATIONS ON THE CONCEPT OF COURSE OF STUDY	25
I. THE COURSE OF STUDY DEFINED WITH REFERENCE TO ITS OBJECTIVES	25
II. THE COURSE OF STUDY DEFINED WITH REFERENCE TO THE MEANS EMPLOYED TO ATTAIN THE OBJECTIVES PURSUED	26
III. THE PROGRAMME DETERMINED WITH REFERENCE TO THOSE RESPONSIBLE FOR ITS PREPARATION	27
B. — THE NATURE OF THE SCHOOL COURSE OF STUDY AND OF THE ELEMENTARY COURSE — YESTERDAY — TODAY — TOMORROW	28
I. DEFINED WITH REFERENCE TO THE OBJECTIVES	28
II. DEFINED WITH REFERENCE TO THE MEANS	29
(a) "Yesterday" and "Today"	29
1. If one looks at it from the point of view of the system	29
2. If one looks at it from the pupils' point of view	30
(b) "Tomorrow"	31
1. The subjects on the school course of study	31
2. The arrangement of these subjects	31
III. DEFINED WITH REFERENCE TO THOSE RESPONSIBLE FOR PREPARING IT	32
C. — THE DURATION OF THE ELEMENTARY SCHOOL COURSE OF STUDY	33
I. THE NEW OBJECTIVES OF ELEMENTARY EDUCATION	34
II. THE AGE OF ADMISSION TO THE FIRST YEAR OF THE ELEMENTARY AND SECONDARY SCHOOLS	34

PART 3

A NEW METHOD OF GROUPING	36
--------------------------------	----

SECTION III — Clauses 1 and 2

A. — GRADE-CLASS/SUBJECT-GROUP	36
I. "YESTERDAY" AND "TODAY" : THE GRADE-CLASS	36
(a) <i>How the system operates</i>	36
(b) <i>Compensation for disadvantages noted</i>	37
1. Parallel classes	38
2. Homogeneous classes	38
3. Special classes	38

II. "TOMORROW" : THE SUBJECT-GROUP.....	38
(a) <i>Fundamental criterion: Chronological age</i>	40
(b) <i>Particular criteria</i>	41
1. Criteria for the formation of groups.....	41
2. Criteria "determined jointly by the academic staff of the elementary school".....	41
B. — ONE TEACHER/TEACHING TEAM.....	42
I. "YESTERDAY" AND "TODAY".....	42
II. "TOMORROW".....	42
C. — ORGANIZATION OF THE UNGRADED ELEMENTARY SCHOOL.....	43
PART 4	
A NEW SYSTEM OF CONTROL.....	45
SECTION IV	
A. — THE ACADEMIC STAFF AND REGULATION I.....	45
I. AT THE LOCAL AND REGIONAL LEVELS.....	45
II. AT THE PROVINCIAL LEVEL.....	46
B. — EXAMINATIONS AND REGULATION I.....	46
I. EXAMINATIONS : "YESTERDAY".....	46
II. EXAMINATIONS : "TOMORROW".....	47
C. — EXAMINATIONS AND SECTION IV.....	47
PART 5	
A NEW SYSTEM OF PROMOTION.....	50
SECTION II — Clauses 2 and 3	
PROMOTION IN THE ELEMENTARY COURSE AND DURATION OF THE ELEMENTARY COURSE.....	50
A. — YESTERDAY.....	50
I. PROMOTION.....	50
II. DURATION.....	51
B. — TOMORROW.....	51
I. DURATION.....	51
II. PROMOTION.....	52
(a) <i>General rule</i>	52
(b) <i>A first exceptional group</i>	52
1. Enrichment.....	52
2. Limited acceleration.....	53
(c) <i>A second exceptional group</i>	53
CHAPTER THREE — THE COMPREHENSIVE SECONDARY SCHOOL.....	55
* The new dimensions of secondary education.....	55
* The distinction between the levels.....	56

* Basic reasons for the distinction	56
* Special problems	57
* The need for continuity	57
* Sections of Regulation 1 concerning the secondary course	58

PART 1

<i>ADMISSION TO SECONDARY SCHOOL</i>	59
--	----

SECTION V — Clauses 1 and 2

A. — THREE KINDS OF PROMOTION FOR THREE KINDS OF PUPILS PROMOTED TO THE SECONDARY SCHOOL	60
I. AUTOMATIC PROMOTION	60
II. REGULAR PROMOTION	60
III. EXCEPTIONAL PROMOTION	60
B. — PREPARATORY SUBJECTS AND SEVENTH YEAR — FIRST YEAR HIGH SCHOOL SUBJECTS	61
I. PREPARATORY SUBJECTS	61
II. SEVENTH-YEAR SUBJECTS	62
C. — THE THREE CATEGORIES OF PUPILS PROMOTED AND THE TWO CATEGORIES OF SUBJECTS	62
I. THIRTEEN-YEAR-OLD PUPILS	63
II. TWELVE-YEAR-OLD PUPILS	63
III. ELEVEN-YEAR-OLD PUPILS	64

Showing subjects offered by the comprehensive secondary school to different groups of pupils promoted	65
--	----

PART 2

<i>THE COMPREHENSIVE SECONDARY SCHOOL</i>	68
---	----

SECTIONS V, VI AND VII

A. — THE NEW OBJECTIVES OF THE SECONDARY SCHOOL	68
B. — MEANS FOR THE ATTAINMENT OF THESE GOALS	69
I. REGARDING THE SCHOOL: "THE COMPREHENSIVE SECONDARY SCHOOL"	69
II. REGARDING THE PROGRAMME	71
(a) <i>A comprehensive school programme</i>	71
(b) <i>A programme of graduated options, compulsory and elective</i>	73
1. The situation today	73
2. The future situation	73
i. A programme with options	73
ii. A graduated options programme	74
iii. A programme of compulsory and elective options	75

PART 3

<i>THE SCHOOL PROGRAMME OF THE COMPREHENSIVE SECONDARY SCHOOL</i>	76
---	----

SECTION VII — Clauses 2 and 3

A. — THE MEANING OF CLAUSES 2 AND 3 OF SECTION VII.....	77
I. THE SCHOOL PROGRAMME OF THE SECONDARY SCHOOL.....	77
(a) <i>Negative definition</i>	77
(b) <i>Positive definition</i>	78
1. A comprehensive school programme.....	78
2. A programme with options.....	80
3. A programme with graduated options.....	81
4. A programme with compulsory and elective options.....	81
II. DESCRIPTION OF THE SECONDARY SCHOOL AS ENVISAGED IN REGULATION 1.....	82
B. — WHY DOES SECTION VII AUTHORIZE ONLY DESEGREGATION OF COURSES?.....	84

PART 4

<i>EDUCATIONAL ORGANIZATION IN THE COMPREHENSIVE SECONDARY SCHOOL</i>	86
---	----

SECTION VII

A. — THE GRADE-CLASS/THE SUBJECT-GROUP.....	87
B. — THE CLASS TEACHER AND THE SPECIALIST/THE SPECIALIST AND THE TUTOR.....	88
C. — THE CLASS ROOM/THE SUBJECT AREA ROOM.....	89
D. — THE CLASS TIMETABLE/THE PUPIL TIMETABLE.....	90

PART 5

<i>INSTRUCTIONAL CONTROLS AND PROMOTION OF PUPILS</i>	91
---	----

SECTION VI — Clauses 1 and 2

A. — KINDS OF CONTROLS IN A SYSTEM OF OPTIONS.....	92
B. — PROMOTION UNDER A SYSTEM OF OPTIONS.....	93
I. THE EXISTING SYSTEM OF PROMOTION.....	93
II. THE SYSTEM ADVOCATED IN SECTION VI.....	93
(a) <i>Promotion by subject</i>	93
(b) <i>Limits in subject promotion</i>	94
1. Increased margin of liberty.....	94
2. Limited margin of liberty.....	95
i. With regard to the pupil.....	95
ii. With regard to the system.....	95

C. — ADMINISTRATIVE IMPLICATIONS OF A SUBJECT PROMOTION SYSTEM.....	96
I. INDIVIDUAL PUPIL RECORD.....	96
(a) <i>Psychometrical information, etc.</i>	96
(b) <i>Examination results</i>	96
II. "CONDITIONS OF ADMISSION TO....."	97
PART 6	
DURATION OF THE SECONDARY COURSE AND OF THE SCHOOL PROGRAMME.....	99
SECTION VII — Clause 1	
CHAPTER FOUR — <i>DEGREES OF IMPLEMENTATION OF REGULATION 1</i>	101
SECTION VIII	
A. — GENERAL EFFECT OF CLAUSE 2 OF SECTION VIII.....	102
I. THE OPPORTUNITY OF APPLYING THE REGULATION, IN WHOLE OR IN PART, AND BY STAGES.....	102
II. REQUIREMENT THAT ACADEMIC PERSONNEL BE CONSULTED IN THE ELABORATION OF A PLAN FOR ACTION.....	102
III. OBLIGATION TO OBTAIN AUTHORIZATION TO EXECUTE THE PLAN FROM THE MINISTER OF EDUCATION.....	103
B. — SPECIFIC ROLES OF THE DEPARTMENT OF EDUCATION AND LOCAL AND REGIONAL SCHOOL BOARDS IN THE IMPLEMENTATION OF REGULATION 1.....	103
I. THE ROLE OF THE DEPARTMENT OF EDUCATION.....	103
(a) <i>Publication of guidebooks</i>	104
(b) <i>Organization of a study session for directors-general of schools and immediate associates</i>	104
(c) <i>Assistance from regional technical advisers</i>	105
(d) <i>Study and approval of applications</i>	105
(e) <i>Formation of a "mission" (task force)</i>	105
II. THE ROLE OF LOCAL AND REGIONAL SCHOOL BOARDS.....	105
C. — THE ROLE OF TEACHERS AND PARENTS IN THE DEVELOPMENT OF A PLAN FOR IMPLEMENTING THE REGULATION...	106
I. THE KEY ROLE OF TEACHERS.....	106
II. THE PARENTS' ROLE.....	107
D. — REASONS SUPPORTING DECISION TO SUSPEND THE IMPLEMENTATION OF CLAUSE 1, SECTION VIII, IN 1965-1966.....	108
CONCLUSION.....	109



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