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THE ADVISORY BOARD
IN THE DEVELOPMENT OF PUBLIC SCHOOL EDUCATION
IN MANITOBA

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CHAPTER ONE

THE GROWTH OF EDUCATIONAL ADMINISTRATION

IN THE CANADIAN PROVINCES

Introduction

Purpose of the Study.— In April, 1937, the Legislature of Manitoba passed an "Act respecting the Department of Education". This Act culminated a series of changes in the educational organization of this Province, and represented a decided change in the central administration of the public school system. For the period of forty-seven years prior to the passing of this Act, educational control had been vested in two separate bodies, an Advisory Board and a Department of Education. The Department of Education had been, throughout this period, in charge of a responsible Minister of the Crown,— the Provincial Secretary from 1871 - 1908, and a Minister of Education subsequent to this date. The Act of 1937 provided for the centralization of educational control in a Minister of Education and the Department under his immediate jurisdiction.

Most Canadian provinces have had at some period of their educational development a provincial board in control of Education. Quebec still retains this method of educational control. Manitoba had board control of certain aspects of education from 1871 - 1937, a period of fifty-six years. Prior to 1890, the board was dual and denominational; but subsequent to that date, the board was unitary and was

statutorily designated the Advisory Board.

The Advisory Board was, by statute, given power to some extent, to initiate and to formulate educational policy. It will be the purpose of this study to trace the various changes made in the system of educational organization in Manitoba, and to note the part played by the Advisory Board in the development of the Provincial School System.

Method and Scope of the Study.- Chapter One presents a brief analysis of the growth of educational organization in the Canadian provinces. This chapter serves as a basis of comparison with similar developments that took place in Manitoba. Chapter Two contains a brief history of the development of education in Manitoba prior to 1890, including a review of the growth of voluntary education to 1871, and a short study of administration of the separate school system under the dual board of education, 1871 - 1890. Chapter Three deals with the Education Act of 1890, and the control assumed by the Advisory Board over educational policy from 1890 - 1908. Chapter Four analyzes the new developments in educational administration as a result of the Education Act of 1908. Chapter Five is a study of the new Education Act of 1937. This Act placed educational control in a powerful Minister of Education and a strengthened governmental Department (of Education). The Advisory Board now became "advisory". Chapter Six and Seven are a review of the activities and contributions of the Advisory Board during the forty-seven years of its "regime".

It is hoped that these last two chapters will have some historical value.

Sources of Data.- Data concerning the development of educational organization in Manitoba and the remaining Canadian provinces has been obtained from the Legislative Statutes and from various histories of education. The reports of the various Departments of Education furnished guidance and supplementary information.

Data concerning the activities of the Advisory Board has been obtained by studying the Minutes of the Board from 1890 - 1939. The Annual Reports of the Department of Education yielded additional information regarding the work of the Advisory Board and the Department of Education. Supplementary and related materials were obtained from numerous books, pamphlets and reports. These sources have been listed in an appended bibliography.

Definition of Terms.-

Legislative,- This name is applied to the organ or organs of government which make laws. A legislative act is one which makes a law or laws, and is distinguished from an executive or a judicial act.

Executive,- An executive body is one which carries the laws or regulations into effect, thus securing their due performance. Any executive act pertaining to management and execution is an administrative act. An executive body is therefore an administrative body.

Judicial.- A judicial body is one which interprets and applies the laws.

Law.- A law is that which is laid, set or fixed,- like a statute.

Regulation.- Regulations are rules or restrictions prescribed and enforced by some constitutional authority for the sake of order, uniformity or discipline. Regulations will be taken to mean minor laws, and the body making them will be regarded as a legislative body. The governmental body putting these regulations into effect will be deemed executive or administrative.

Manitoba

The second half of the nineteenth century found the Canadian provinces developing distinctive central administrative organizations for the promotion of their newly-established governmentally-supported public schools. Quebec, Ontario and the Maritimes provided patterns which were copied to some extent by the newer provinces in the West and on the Pacific coast. It will be the purpose of the remainder of this chapter to trace the significant steps in the development of educational administration in the different Canadian provinces. This analysis will be used as a basis of comparison for a more comprehensive study of the changes made from time to time in Manitoba. Since a more detailed analysis of the growth of educational organization is made in Chapters Two to Five, this section will treat very briefly the developments in the province of Manitoba.

Manitoba's first schools were voluntary and denominational. Up to 1871, all the schools established were controlled by the local authorities in charge of each district. There was no central governmental control because the Governor and the Council assumed no financial responsibility for education.

When Manitoba was established as a province, it became the responsibility of the provincial government to provide for a system of public school education. Accordingly, in 1871, the Provincial Legislature passed an Education Act which made statutory provisions for the organization of a provincial system of public schools. This Act centralized certain aspects of educational control in a dual board of education, each section of which had, as chief executive official, a superintendent of education¹.

The Education and the Public Schools Acts of 1890 abolished denominational schools, and provided for a uniform system of schools controlled by the newly-organized Advisory Board. The centralized aspects of administration was vested in a Department of Education in charge of the Provincial Secretary. An increase in the work of the Department resulted in its re-organization in 1908. The Education Act of that

1.

The board was organized into two separate sections --- Protestant and Catholic.

year provided for the appointment of a Minister and a Deputy Minister of Education. The administrative powers and duties formerly vested in the whole Department were now transferred to the person of the Minister of Education. The Advisory Board was continued with the same statutory control over educational policy as had been granted it by the Act of 1880.

By the Education Act of 1937, the Advisory Board was re-organized and its former statutory powers transferred to a Minister of Education and a strengthened Department. Educational control was then centralized in a responsible Minister of the Crown.

Quebec

Quebec had served, in part, as an educational pattern for Manitoba prior to 1890 and will be given first attention.

In that province, a French parish school system had developed prior to 1763. This, along with a Protestant parish school system which grew up subsequently, formed the basis for a dual denominational public school organization. The duality in the school system was governmentally recognized at the time of the union of the two Canadas in 1841, and again in 1846 when the parish schools became public schools supported by local taxation as well as by contributions from the Legislature. The Act of 1846, divided educational control

2.

The parish school system was reaffirmed by the Fabrique Act of 1824.

among the following bodies: the School Commissioners (in each municipality), two Boards of Examiners (one in each of the cities of Quebec and Montreal), and a Superintendent of School (in charge of a department of education).

The municipal school commissioners, elected by the rate-payers, acted as a general municipal school board. They built schools and took care of school property. Besides these duties, the commissioners exercised control over courses of study, textbooks, examinations, inspection and other related matters. ³ The two Boards of Examiners were given control over the examination and certification of teachers, and over the ⁴ prescription of textbooks. A Superintendent, appointed by the Governor, distributed the legislative grants, made administrative regulations, advised as to the management of schools, and prepared for the Legislature annual reports concerning the ⁵ state of education in the free common schools of the Province.

3.

"To regulate the courses of study to be followed in each School, to provide that no other books be used in the Schools under their jurisdiction but those approved and recommended by the Board of Examiners hereinafter established, and to establish general rules for the management of the Schools... to fix the time of the annual public examination and to attend at the same....."

4.

(Statutes of Canada, Upper and Lower Canada, 1846.)
 "And be it enacted, That there shall be in each of the Cities of Quebec and Montreal, a Board of Examiners composed of fourteen persons chosen in as fair and equitable a manner as possible from among the different religious denominations, the members of which Board shall be appointed by the Governor in Council through the Superintendent of Schools, and of whom one-half shall consist of Roman Catholics, and one-half of Protestants, and who shall compose a Board of Examiners, to examine Teachers and to deliver or refuse to each, as the case may require, a license or certificate of qualification after due examination; and the said Board shall be composed

(continued on page 8)

By 1859, this dual denominational system of control was accepted as a workable and a practicable scheme of educational administration. That year, the two Boards of Examiners were abolished and the Council of Public Instruction was formed, consisting of eleven Roman Catholics and four Protestant members. The Council of Public Instruction became the controlling body in the educational organization, as the powers of the Boards of Examiners and most of the powers of the Commissioners were transferred to it.

Immediately prior to the passing of the British North America Act in 1867, there was considerable uneasiness among the minorities regarding the future of the denominational schools, but the Act contained a clause which permitted the continuance of ^{separate} schools in Quebec and Ontario. The Act definitely placed upon the provincial government of each province the control of and the provisions for education. Thus the province of Quebec was permitted to continue its denominational common schools, and to vest authority over educational matters in the hands of the Council of Public Instruction. That same year the department of education was placed under the control of a Minister of Public Instruction .⁶

-
4. (Continued)
of seven Roman Catholics, and the other of seven Protestants, each of which division shall separately perform the duties hereinafter imposed upon them....."
Ibid.
5.
"That the governor may, from time to time, appoint.....a fit and proper person to be Superintendent of Schools for Lower Canada....."
Ibid.

In 1869, the Council was divided into two Committees: namely, the Roman Catholic and the Protestant. At that time, the functions of the Committees were quite limited, and the Council remained the dominant body, in the formulation of educational policy. An Act passed in 1875 enlarged the functions of each Committee and gave both the right of independent action. Each Committee was henceforth to exercise all essential legislative control over education. For example, from that date the Protestant Committee controlled the organization, administration and discipline of the Protestant public schools; it arranged for certain aspects of inspection; it controlled its own textbooks, and arranged for the examinations on the courses of study; it certified teachers, and controlled the Normal schools, and it specified the holidays to be given to its own schools. The Protestant and Catholic Boards in Manitoba (1871-1890) exercised practically identical legislative powers as the separate Committees in Quebec, and were to some extent patterned after the organization in that province.

6.

Up to 1867, the Department of Education was controlled by a Superintendent of Education. In 1867, Mr. Pierre J. Chauveau who had been Superintendent of Education to 1867 became Prime Minister of Public Instruction. In 1873 Mr. Chauveau was succeeded in both these positions by Hon. Gedeon Guimet. Mr. Guimet was in turn followed by Hon. C. Roucher de Boucherville who was Prime Minister and Minister of Public Instruction in 1874-1875. In 1875, he ceased to hold the position of Minister of Public Instruction when Hon. Gedeon Guimet was appointed Superintendent of Education.

7.

*This (Protestant) Committee makes rules regarding the organization of Protestant schools, prescribes text-books and courses of study, determines under what conditions certificates

(continued on page 10)

In 1876, a further change in the Act concerning Public Instruction cancelled the office of the Minister of education, and strengthened the position of the superintendent by placing the department of education under his administration and control. Legislative control over education was left still more completely in the hands of the separate Committee of Public Instruction. The Act also gave each Committee the power to select and nominate all educational officers appointed by the government, such as Normal teachers, examiners and inspectors. This power the Committees later lost, and they were left merely with the powers of a minor legislative body.

7. (continued)

may be given to Protestant teachers, makes rules for the government of the Protestant Normal School, prescribes the duties of the school inspectors, and recommends the distribution of certain legislative appropriations. In short, it acts as a minor legislative body, and as such, deals for Protestants with all educational questions not determined by the Legislature....."

Canada and Her Provinces, Vol. 16, p. 475.

8.

"The Quebec Legislature, under the guidance of de Boucherville, passed a salutary law in 1876 which among many good points had two particular advantages: it divorced the school from politics, and sanctioned the autonomy of the different religious faiths in matters of education. The ministry of Education was put under the charge of a single superintendent. The law of 1876 was the last and one of the most remarkable stages in the educational legislation of Quebec. Since that time, the first disputes and quarrels, and to make it a self-governing department in the hands of disinterested men who have the development and progress of this essentially national work at heart....."

Ibid., p. 433.

9.

"The words 'Catholic Committee of the Council of Public Instruction' and 'Protestant Committee of the Council of Public Instruction' shall be substituted for those of the 'Council of Public Instruction' wherever these latter words are used in section 22 of chapter 15 of the Consolidated Statutes for Lower Canada."

Statutes of Quebec, 1876, C. 22, S. 7, p. 44.

The Act of 1876 has remained the basis for the Quebec school system to the present date. The amendments to this act have not made any essential changes in the administrative organization of the school system. Legislative control over the public school system still rests in the hands of the separate Committees of Public Instruction. Each Committee controls its own separate schools, thereby assuring that control over educational policy will be centred in a representative board of the same religious faith. There is no Minister of Education, so designated in Quebec, but the Provincial Secretary is the member of the Cabinet who represents the Department in the provincial Legislature. The Department of Education and the Department of the Provincial Secretary are quite distinct from one another, and in practice the Department of Education is controlled by a non-political head, the Superintendent. In his exercise of administrative control, the Superintendent is assisted by two secretaries acting as deputy heads. In both legislation and administration, there has been an attempt to keep education apart from politics.

Both prior and subsequent to the Act of 1875, educational control in Quebec was characterized by a division of the powers into separate legislative and executive branches. That province tended to dissociate the legislative and executive aspects of educational administration by leaving legislative control to the Committees and by entrusting the executive aspects of education to a provincial department of education under the control of a responsible Minister of Education prior to 1875, and under the jurisdiction of a superintendent after that date.

The departmental officials were not responsible to the Committees of Public Instruction exercising legislative control over educational matters ¹⁰. The Committees of Public Instruction were granted little financial or administrative authority to enforce their regulations; nor had they an administrative personnel responsible directly to them for the discharge of their executive duties. It will be shown in Chapters Three and Four that this tradition of separating the legislative and the executive aspects of educational control was followed in Manitoba from the organization of the Advisory Board in 1890 until its re-organization in 1937.

It is rather significant to note that in time the Department of Education in Quebec assumed more and more control over the educational policies of the two Committees. The continuity and the length of tenure of officials, the absence of financial and executive control by the Committees, the centralization in the Department of the direction over the personnel, all tended to magnify the importance of the Department and its officials ¹¹.

10.

"In most of the Provinces this control (over the school system) is exercised by the government of the day through a member of the Cabinet who is designated Minister of Education. Quebec followed this plan from 1844 - 1875, and during the last eight years of this period the Provincial Prime Minister held the portfolio of Minister of Education....."

W. A. F. Nephurn, Report of Protestant Education Survey, 1938.

11.

"Notwithstanding the fact that the committee (Protestant) had a secretary of its own, the business of this body naturally gravitated to the department (of Education) and was done by the English secretary to such an extent that in 1886 Rexford, (Departmental Secretary) was made secretary of the committee. This dual position has been occupied by his successor as well... and....administration has been more direct, consistent and harmonious....."

Ibid., page 26.

A committee making a survey of Protestant Education in 1928 found that the Protestant Committee had been unable to develop a systematic educational policy because of its lack of financial and administrative control. In its recommendations, it proposed that the Committee should be endowed with authority to enforce its regulations, to disburse all grants, and to control inspectors, normal teachers and educational directors .¹²

Ontario

Ontario developed a distinctive educational system of its own, based fundamentally on the American public school system. Although there was some educational legislation in that province in the first two decades after 1800, no central organization for education was established until 1823 .¹³ In 1923 there was appointed, by the Governor, a Board of Education which exercised a certain amount of control over education in the colony. The board was abolished in 1832, but it had

12.

"The greatest modification of present practice which we recommend is in the executive functions of the Protestant Committee. We believe that the Committee, which has always acted as a minor legislative body competent to draw up regulations for the conduct of the Protestant schools, should now be endowed, under reasonable safeguards, with authority to enforce its regulations. The need to make this change has persuaded us to recommend that the Committee should receive and disburse all moneys available for Protestant education, which hitherto have been disbursed by the Superintendent. (Furthermore, the Survey Committee would have the Protestant Committee appoint and determine the tenure and the conditions of service of a secretary treasurer, a chief director, district directors, inspectors, organizers and supervisors.)

Ibid., p. 29.

demonstrated the usefulness of a central authority to give leadership and direction to an educational scheme. During the stormy struggle for responsible government, no educational legislation was passed, and it was not until the Hincks Act of 1843 that definite provisions were made for the establishment of a system of public education. This act, the first of a series of frank limitations of American school laws, placed educational control in the hands of a chief superintendent. This official was the Provincial Secretary, a cabinet minister with definite affiliations and responsibilities to the members of the Legislature. An educational expert was to assist the superintendent as an assistant superintendent.

In 1846 "An Act for the better establishment and maintenance of Common Schools in Upper Canada" made important changes in educational administration. A non-political superintendent, responsible only to the Lieutenant-Governor-in-Council, was appointed to control the educational system .

13.

An Act in 1807 permitted the organization of Secondary School districts. An act, passed in 1816 provided for the formation of local school districts.

14.

Dr. Ryerson. ".....and that the said Superintendent shall be subject to all such lawful orders and directions in the exercise of his duties, as shall from time to time be given by the Governor of this province."

Statutes of Canada, 1846.

"Conscious, perhaps of the personal hostility of certain political leaders, and fearful of the effects of such hostility upon educational legislation, Ryerson, who was to become superintendent, sought to place the superintendency beyond the reach of political influence."
Canada and Her Provinces, Vol. 18, p. 305.

To assist and to advise the superintendent in certain matters, provision was made for the appointment, by the Governor-in-Council, of a Board of Education consisting of seven persons. 15
 Except in the matter of texts, the powers of this Board were purely advisory to the Superintendent.

For thirty years, almost complete educational control was exercised by one semi-independent superintendent, whose aggressive policy extended the school system of Ontario quickly and efficiently. Because the superintendent's office lay outside the domain of politics, he was able to enlist the support of both political parties. The legislative, administrative, and financial aspects of educational control became centralized in his own person. He controlled money and apportioned the legislative grants; he issued report blanks, advised local trustees concerning buildings, encouraged uniformity in texts, developed school libraries, controlled the Normal Schools, and acted as the general head of the whole public school system.

15.

".....that the Governor shall have authority to appoint not more than seven persons, (of whom the Superintendent of Schools shall be one) to be a Board of Education, who shall hold their situation during pleasure,...and whose duty it shall be, in conjunction with the Superintendent of Schools----

First: To adopt all needful measures for the establishment and furnishing of a Normal school for Upper Canada-- to make from time to time all needful rules and regulations for the management and good government of such School---

Secondly: To examine and recommend or disapprove of all books, plans or forms which may be submitted to them with a view to their use in Schools-----

Thirdly: To aid the Superintendent of Schools with their counsel and advice on all questions, and on all measures which he may submit to them for the promotion of the interests of Schools, and for the diffusion of useful knowledge among the people of Upper Canada..."

Statutes of Canada, 1846.

Many of these powers were added to his person by virtue of the accepted practise of centralizing administration in one strong personality.

The Act of 1876 abolished both the office of the Superintendent and the Board of Education. The rights and powers of the Board passed under the control of a responsible Minister of Education ¹⁶. At the same time there was established a Department of Education over which the Minister of Education exercised undivided control. Thus there was effected in Ontario the practice of centralizing all educational control in the hands of one individual,-- prior to 1876 in the Superintendent; after 1876, in a responsible minister of the Crown.

While Quebec placed educational control in the hands of two quasi-independent Committees because of the fear that the interests of the minorities might be jeopardized, Ontario felt very strongly that the system of examinations should be controlled and administered by an independent body of educationalists lest there be a lowering of standards. Accordingly, the Act of 1876 provided for a central committee

16.

"The functions of the Council of Public Instruction are hereby suspended, and all the powers and duties which the said Council now possesses or may exercise by virtue of any statute in that behalf, shall devolve and are hereby ~~by~~ devolved upon the Education Department which shall consist of the Executive Council or a Committee thereof appointed by the Lieutenant-Governor; and all the functions and duties of the Chief Superintendent of Education are hereby vested in one of the said Executive Council, to be nominated by the Lieutenant Governor and to be designated "Minister of Education".

Statutes of Ontario, C. 16, S. 1, p. 86...1876.

of examiners whose duty it was to administer the Departmental examinations. This committee, composed of teachers, inspectors, college professors and other educationalists, controlled the examinations under the supervision of the Minister. The committee also had advisory duties in respect to other educational matters. Twenty years later, the committee was changed into an Educational Council, and to it was delegated complete control over all examinations. In 1906, this Council was renamed the "Advisory Council". Except for examinations, the powers of this body were purely advisory .

There has been very little change in the system of educational administration since the change in the Education Act in 1906. The acts of 1876 and 1906 form the bases of the central provincial educational organization. Complete control

17.

"5. There shall be established an Advisory Council of Education composed of twenty members.....

6. (1) The said Advisory Council shall be a consultative committee to confer with the Minister of Education on such subjects as he may submit to it from time to time. Such subjects may include the departmental regulations affecting the courses of study and the textbooks for all classes of provincial schools, continuation classes, manual training departments and school gardens, the qualifications of teachers and inspectors, and the departmental examinations.

(2) The said Advisory Council shall exercise such executive powers in connection with the appointment of examiners....and the conduct of such examinations and the settlement of the results thereof as may be conferred upon it by the Department of Education and the Senate of the University of Toronto respectively." Statutes of Ontario, 1906, pp 425-426.

over all aspects of the school system is centralized in the person of the Minister of Education. The Minister presides over the Department, and is assisted by a Deputy-Minister and a Registrar who are appointed by the Lieutenant Governor in Council, but who are directed in their duties by the Minister. A widely-representative Council, elected by the different educational bodies or institutions, may be called by the Minister for consultation and advice. The Ontario pattern was to be copied by the three prairie provinces, and to a lesser degree by British Columbia.

The Maritime Provinces

Prior to 1850, all educational provisions in the three maritime provinces were voluntary in nature. Free, non-sectarian, public school systems began to be established in the last half of the nineteenth century. Prince Edward Island passed its Free Education Act in 1852, and appointed its first superintendent in 1853; Nova Scotia provided for a superintendent in 1850, but the Free School Act did not come until 1864; and New Brunswick gave legislative grants to schools soon after 1847, appointed its first superintendent in 1852 and established free non - sectarian schools in 1871.

18.

Saskatchewan and Alberta in 1901, while still organized as the North West Territories; Manitoba in 1937.

19.

Prince Edward Island, Nova Scotia, and New Brunswick.

A feature of the educational organization in these provinces was the centralization of control in some form of a board of education²⁰. These boards generally consisted of the Cabinet members, assisted by certain appointed educationalists. A study of the statutes establishing the Boards showed that all essential educational control was vested in them²¹.

In each province, the executive official of the Board was a superintendent who was appointed by the Lieutenant-Governor in Council. Usually he acted as secretary of the Board, and in Prince Edward Island he was fully qualified member of the board. The superintendents administered educational law, directed the inspectors, and managed the public schools. In Nova Scotia, the superintendent was the immediate assistant to the Provincial Secretary who acted as the Minister of Education.

20.

In Nova Scotia, this board was termed the "Council of Public Instruction". It was established in 1864, when the Free School Act was passed.

In New Brunswick, the Free Schools Act, with the Board of Education as at present constituted was passed in 1871 and went into effect January 1st, 1872.

In Prince Edward Island, the first Board of Education was organized in the year 1830. Various Acts have changed the composition of the Board since.

21.

The powers of the Board of Education in Prince Edward Island will serve to show the extent of educational control vested in the Boards. The Prince Edward Island Board of Education controls: the regulation of the boundaries of school districts and inspectorial divisions; the organization, government and discipline of schools; the physical plants; the prescription of courses, textbooks and equipment; the direction and discipline of teachers and inspectors; the

(continued on page 20)

A form of educational control was developed in each
 22
 of the maritime provinces . In Prince Edward Island and in
 New Brunswick, this principle was carried out by the appoint-
 ment to the administrative and legislative board of some
 leaders in education. In Nova Scotia there was established
 a separate Advisory Board of educationalists whose duties were
 to advise the Council of Instruction and the superintendent
 in respect to certain educational matters on which expert
 23
 educational advice was necessary .

The main features of the school systems in the Maritimes
 24
 were well developed prior to 1900 . An examination of the
 statutes of Nova Scotia in 1884, of New Brunswick in 1903
 shows administrative organizations practically identical with

21. (Continued)

control of teacher training and the granting and cancellation
 of licenses; regulating the spending of the legislative
 grant, etc.

The Public School Act, Prince Edward Island, 1920, Sec. 2 and 3

22.

Control by expert educationalists.

23.

(a) In Prince Edward Island, the Board of Education consists
 of all the members of the Treasury Board together with four
 other persons appointed by the Lieutenant-Governor in Council.

(b) In New Brunswick, the Board of Education is made up of
 the whole executive council and the Chancellor of the
 University, and the Superintendent of Education.

(c) In Nova Scotia, an amendment to the School Act in 1908
 provided for the appointment of an Advisory Board, "The duties
 of such Board shall be to advise the Council and the
 superintendent in respect to the following matters:

a, Textbooks... b, Qualification and examination of teachers;
 c, Courses of study for the public schools... d, the
 classification, organization and discipline (of schools)...
 e, Other educational matter."

Statutes of Nova Scotia, 1908.

24.

Except the Advisory Board of Nova Scotia, 1908.

those of the present date. In these provinces it has been the practice to unify educational control in a board composed mainly of the members of the executive council --- a board political in nature, and directly responsible for its activities to the Legislature. There has been a tendency on the part of these boards to delegate their duties and their powers to one member of the Cabinet who acts as a Minister of Education. Thus, although in theory the Minister of Education shares his powers with other members of the Cabinet, yet in practice the Department of Education and the superintendent are under the control and jurisdiction of a responsible minister of the Crown . In all three provinces, administrative control has been delegated to superintendents carrying out their duties subject to the instructions of the boards of education. Responsibility of the superintendents to the boards make their position much stronger than that of deputy ministers who have been directly responsible to ministers of education.

25.

In Prince Edward Island, the first Minister of Education was appointed in 1931.

In Nova Scotia there is no separate Minister of Education. The Department is represented in the Legislature by the Premier, who is chairman of the Council of Public Instruction.

In New Brunswick the first Minister of Education was appointed in April 1936.

Alberta and Saskatchewan
(North West Territories prior to 1905)

In the North West Territories, as in certain other parts of Canada, pioneering in education was done by the Catholic and Protestant missionaries. The governmental authorities were not in a position, at first, to undertake any financial responsibility for the support of education. As in Manitoba, the first schools were voluntary and denominational.

The North West Territories Act of 1875 contained a provision whereby a system of separate denominational schools could be established, but the government provided for no central administrative organization until the Ordinance relating to education was passed in 1884.

The Ordinance of 1884 kept intact the dual denominational schools already organized, and provided for the organization of a board of education to control and to manage all educational interests in the North West Territories. This Board consisted of five members,- two Roman Catholics, two Protestants and the Lieutenant-Governor as chairman. In addition to the lieutenant-governor, two of the board's members were to be representatives of the North West Council. The board was to have joint jurisdiction over the purely public schools whenever these were established, while the Protestant and Catholic sections each exercised distinct control over their schools. For the schools under its immediate supervision, each section of the Board regulated the training and the licensing of teachers, controlled the inspection of schools, and prescribed the

courses to be studied and the books to be used .²⁶

The North West Territories, with a duality of denomination , followed the example of Quebec and Manitoba in setting up a denominational school system, administered by a dual board of education. This duality, although recognized, was modified by provisions in the ordinance, for the establishment of public schools control over which was exercised by the whole board meeting in single session. Furthermore, whereas Manitoba and Quebec appointed a board with no definite connection with the government of the day, the North West Territories provided a definite political connection through the provision that the majority of its members were to be representatives of the North West Council.

This tendency to modify the dual system is seen in later amendments to the school Ordinance of 1884 which "transferred the appointment of inspectors, the examining and licensing of teachers, from the separate sections to the full board....."²⁷ . Matters concerning the curriculum, text-books, and the cancellation of teachers' certificates were left to the separate sections of the board. At the same time, there was a trend towards centralizing educational control in the hands of the government. In 1891, the lieutenant-governor in council was made responsible for the examination and the licensing of teachers, and the appointment of inspectors.

26.

Note: Canada and Her Provinces, Vol xx, pp. 154-155.

27.

Canada and Her Provinces, Vol.xx, p. 456.

"In 1892, the system was reorganized. The government of the day became directly responsible for the management of the schools. The board of education was abolished, and a council of public instruction, consisting of the executive council with two Protestants and two Catholics without votes administered the system through a superintendent."²⁸

Thus, while Manitoba was continuing the tradition of leaving educational control in the hands of a non-political board (the Advisory Board of 1890), the North West Territories were developing a system similar to that in the Maritime provinces by centralizing educational control in a board made up of the cabinet ministers. Provision was being made for the appointment of a trained superintendent as an executive official. The practice of co-opting representative educationalists to assist the board in an advisory capacity had its beginnings in 1892.

The next step was to delegate the powers of the executive council to one of its members, as its time was devoted to other affairs of government. In 1901, "the executive council undertook the administration of the school system through one of their number. The advisory appointees were thrust into an educational council with purely advisory powers with regard to text-books, courses of study, licensing of teachers, and inspection."⁽²⁹⁾ The same ordinance safeguarded any rights already possessed by the different denominations with respect to separate schools, and religious instruction in them.

28.

Ibid.

29.

Ibid.

Educational control was henceforth to be exercised by a Department of Education controlled by a Commissioner (minister) of Education. A superintendent became the permanent administrative official. All teachers were to be trained, examined and certificated by the Department. Prescription of the courses of study and the authorization of textbooks were to be the duties of the Department. Over all secular matters relating to education, the Department was given complete and undivided control.

30.

"3. There shall be a department of the public service of the Territories called the Department of Education over which the member of the Executive Council appointed by the Lieutenant-Governor in Council under the seal of the Territories to discharge the functions of the Commissioner of Education for the time being shall preside...

4. The department shall have the control and management of all kindergarten schools, public and separate schools, normal schools, teachers' institutes, and the education of deaf, deaf mute and blind persons.

5. The commissioner shall have the administration, control and management of the department and shall oversee and direct the officers, clerks, and servants thereof.

8. There shall be an educational council consisting of five persons at least, two of whom shall be Roman Catholics to be appointed by the Lieutenant-Governor in Council; who shall receive such remuneration as the Lieutenant-Governor in Council shall determine.

2. On the first constitution of the council three of the members shall be appointed for three years and two for two years; and hereafter each member shall hold office for two years.

10. All general regulations respecting the inspection of schools, the examination, training, licensing and grading of teachers, courses of study, teachers' institutes and text and reference books shall before being adopted or amended (by the Department) be referred to the council for its discussion and report.

11. The council shall consider such matters as may be referred to it as hereinbefore provided, or by the commissioner and may also consider any question concerning the educational system of the Territories as to it may seem fit and shall report thereon to the Lieutenant-Governor in Council."

Ordinance of the North West Territories, 1901, An Ordinance respecting Schools, C. 29.

In 1905, a section of the North West Territories was organized into two new provinces, Saskatchewan and Alberta. Educational issues played an important part in the negotiations with the Federal Government, and there appeared to have been strong political influences at work determined to perpetuate the separate school system through some form of a guarantee in the Saskatchewan and Alberta Acts. However, the two new provinces were given complete autonomy in the development of their educational systems. The only safeguard provided was a promise to continue the separate schools already in existence, and to permit religious exercises in schools where the ratepayers desired them. In all other respects, both provinces were free to develop their own provincial school systems.

Both Saskatchewan and Alberta continued the same central organization of education as was provided for by the Ordinance of 1901. An analysis of the present school acts of both provinces shows that they are based on the Ordinance of 1901³¹. In both provinces, the first cabinet lists contained the names of the new commissioners (ministers) of

31.

Note the Revised Statutes of Saskatchewan, C. 100, 1909, and the Revised Statutes of Alberta, 1922. Both school acts have the important sections respecting the powers of the minister of education, the department of education, and the duties of the Educational Council, directly copied from Chapter 29, Ordinance of the Territories, 1901.

education. Both commissioners controlled the Departments of Education. Educational policies were to be determined by the Minister in each province as all legislative, financial and administrative authority was vested in the person of each minister. In the centralization of educational control in a minister and a department, Alberta and Saskatchewan followed the tradition of Ontario. Both provinces organized educational councils and thus provided for educational control of a purely advisory and consultative nature. This was in keeping with the practices in Ontario and in Nova Scotia.

32.

Powers and duties of the Minister of Education in Saskatchewan

1. The Minister shall have the administration, control and management of the Department and shall oversee and direct the officers, clerks and servants thereof. (The Department is to control and manage all schools)
2. The Minister, with the approval of the Lieutenant-Governor in Council, shall have power:
 - (a) For the classification, organization, government, division into grades, examination, supervision and inspection of all schools.....
 - (b) For the construction, furnishing and care of school buildings and the arrangement of school premises.
 - (c) For the examination, licensing and grading of teachers and for the examination of persons who desire to enter professions or who may wish with certificates of having completed courses of study in any school.
 - (d) For a teachers' reading course and teachers' institutes and conventions.
 - (e) For giving instruction in agriculture, school gardening, manual training, industrial training, domestic science and physical training.
 - (f) To cause to be prepared and distributed recommendations and advice on the management of schools and districts for trustees and teachers.
 - (g) To prepare suitable forms and give instructions as may be required for making reports and carrying out the provisions of the School Act.
 - (h) To report annually to the Legislature upon all schools with such statements and suggestions for promoting education generally as he deems expedient.....
 - (i) To provide for the collections of fees.
 - (j) To appoint persons for inquiring into appeals, complaints or disputes in the school system.

(continued on page 28)

British Columbia

The first move to establish a system of public schools in British Columbia was made in Vancouver Island in 1865. In that year, the legislative assembly of Vancouver Island passed its first school act, setting aside certain sums of money for the support of public schools and providing for a system of educational organization to control and administer the new public schools. Prior to this date there had been a few private schools in Vancouver Island. They were termed colonial schools, and charged fees.

The School Act of 1865 provided that the public school system was to be controlled and administered jointly by the governor and a general board of education. The government was given authority to appoint this central board, a superintendent, the teachers, and the school boards if he should think it expedient to do so. The central board of education composed of nine members, had the powers of a department of education and a general trustee board. It was a body corporate which established school districts, owned the school property of the Island, and purchased and distributed

32. (continued)

(k) To suspend or cancel any certificates granted by the Department. (These are the more important powers of the Minister, as adapted from the School Act, 1936, sec. 5-8.)

33.

Actually this practice was developed in the two Prairie Provinces in 1901, and therefore preceded similar developments in Ontario and Nova Scotia, which came in 1906 and 1908 respectively.

books. Besides, the board reported to the governor on the state and condition of the public schools, prescribed the courses of study, selected and prescribed text-books, listed the duties of the teachers and generally made regulations for the conduct of the schools. The administrative official of the board was the superintendent. He was to visit the schools, and to report on their work according to the instructions given him by the general board. Financial control was vested in the board, and all expenses relative to the school system were to be paid by it. The board, therefore, was the dominant factor in educational control.

The mainland of British Columbia was in the pioneer stage, and prior to its union with Vancouver Island in 1866, did not provide for any organized system of public schools.

In 1869, three years after the union there was passed by the Legislative Assembly "An Ordinance to establish Public Schools throughout the Colony of British Columbia". This Ordinance is interesting because it transferred educational control from the board of education to the governor-in-council, which henceforth exercised legislative, executive and financial control over all aspects of education. Regulations pertaining to education were to be made by this body, and even teachers were to be appointed and dismissed by it . The chief executive officer was to

34.

The governor-in-council was given power to:
 "describe school districts....to hear and determine all
 (continued on page 30)

be the inspector, whose duty was to inspect the schools, and to see that they were functioning successfully³⁵. In addition, the governor-in-council appointed an examining board of three to five persons, whose duties were to examine school teachers and to grant them certificates of qualification. It seems that this council was too busy with other governmental duties to be able to spend time and effort on what after all were the more technical aspects of education requiring the attention of trained educationalists, because after three years of trial this plan was abolished. The main defect of the Act of 1869 was that schools were not supported by compulsory taxation. This resulted in a complete closing-up of schools in Victoria in 1870, when the ratepayers refused to vote a local school tax which was to supplement the grants of the Legislature.

34. (continued)

applications for grants of public money for the assistance of common schools, and to apportion the sums of money granted by the legislature for that purpose.....to appoint teachers to the common schools.....to remove the same or appoint others in their stead; to provide for the examination of teachers; to provide that the text-books used in the schools should be of a proper and non-sectarian character; and to provide for the visitation and the inspection of schools....."

Canada and Her Provinces, Vol. 22, pp 418-419.

35.

The inspector appointed was to be an official "whose duties were to visit and inspect the common schools and to report for the information of the governor-in-council regarding the management, efficiency and general conditions of the schools; the character and qualifications of the teachers; all complaints that might be made regarding the condition or management of any school; and lastly the text-books in use in the school....."

Ibid. pp 421-422.

In 1870, British Columbia entered Confederation. Improved economic conditions gave a new lease of life to educational development. "An Act respecting Public Schools," passed in 1872, established a strengthened administrative organization for controlling the school system. From that time schools were to be non-sectarian, supported by taxation, and conducted on the highest moral plane. The Act of 1872 provided for the province of British Columbia an educational organization somewhat similar to that established in Manitoba by the Act of 1871. Both acts vested control of the public schools in boards of education. In British Columbia, the board was composed of only six members acting as one unified body; in Manitoba, the board contained fourteen members separated into two denominational committees.

Except for giving to the Lieutenant-Governor in Council the power of creating new districts and apportioning the legislative grants, all educational control over the schools of British Columbia was vested in a non-political board of education with a superintendent as its executive official. The duties and powers of this board were very extensive as it acted as a legislative authority, a department of education, and a general school board for the whole province . At this time, the government was paying for the

36.

The powers and duties of the board were:
 --To adopt all lawful means in its power to advance the interests of the public schools.
 --To prescribe a uniform series of text books and to authorize the purchase and distribution of these books among the public schools.

(continued on page 32)

total costs of the schools, and consequently control of the school system was highly centralized in a board of education appointed by it. A superintendent was appointed by the lieutenant-governor in council. He was an ex-officio member of the board, and acted as its administrative official. He was made responsible for the administration of the public schools act, and for the proper inspection of the schools .

36 (continued)

- To appoint the teachers in the several school districts, to fix their salaries and upon good cause to remove them.
- To examine and give certificates of qualification to the teachers.
- To take charge of all apparatus to be used in the schools and to distribute this among the schools on the application of the trustees.
- To establish separate schools for the females.
- To establish high schools.
- To appropriate a fund of forty thousand dollars (leg. grant) to pay the salaries of teachers, to create and repair school-houses, and to pay other expenses of the school districts.

Adapted from the Statutes of British Columbia, 1872.

37.

The duties of the superintendent were:

- To visit and inspect schools in order to find out about their progress in learning, kind of instruction, and the character and condition of buildings.
- To see that the schools are conducted according to law and that no unauthorized texts were used.
- To encourage parents and teachers to improve the character and the efficiency of schools.
- To make an annual report about the state of the schools in the province.
- To prepare suitable forms for making all reports.
- To investigate complaints.

Adapted from the Statutes of British Columbia, 1872.

The first superintendents were educationalists promoted from the ranks of the teaching profession. To assist the superintendent in his administrative work a deputy-superintendent of education was appointed in 1876.

Educational control in the hands of a board of education lasted for only seven years. A change in the government brought a change in educational policy, and with it a new administrative reorganization. In 1879, there was passed a new public school act. The act abolished the board of education, and transferred the duties formerly belonging to it to a superintendent. Educational control now became very highly centralized in the hands of this official. He was given complete control over the teaching personnel, over the courses of study and the textbooks, over the apportionment of the legislative grants, over the establishment of new schools, and generally over all matters of educational concern. The Cabinet was to appoint the inspectors, and to control the examination and the certification of teachers³⁸. This new development paralleled the system prevailing in Ontario from 1846-1876, during which time the superintendent was the dominating factor in the educational organization in that province.

Beginning with 1888, the provincial government of British Columbia began the slow process of shifting part of

the costs of education to the municipalities and local school districts ³⁹. This resulted in a gradual decentralization of educational authority, as the powers to establish new schools and to appoint and dismiss teachers passed into the hands of the local authorities which were now being requested to contribute an increasing share towards the financial support of the schools.

In 1891, the powers of the Cabinet with regard to education were greatly increased. That year, the Cabinet was designated the Council of Public Instruction ⁴⁰. Control over the courses of study, the training and certification of teachers, the authorization of text books, the appointment of examiners, and the establishment of all types of schools, passed from the superintendent to the Council. Thus a Council of Cabinet ministers and not the Superintendent became the controlling body in educational matters. However, as in the Maritime provinces, the powers of the Superintendent in British Columbia remained quite extensive. He became the secretary of the Council of Public Instruction, and exercised wide administrative powers subject to the final control of the Council. He became the permanent head of the office of Education which came under the Provincial Secretary. In addition, the Superintendent was made the "persona designata" for carrying out certain specific acts

39.

Prior to 1888, all the costs of education were met directly out of the provincial treasury.

40.

Statutes of British Columbia, 1891, Chapter 40.

referred to in various sections of the Public Schools Act.

There has developed, also, a strong central body in charge of educational administration, the Department of Education. The reorganization in the office of Education came in 1920⁴¹. Jurisdiction over the Department was then vested in a Minister of Education, and the Superintendent was made the Deputy Minister by executive action. The Minister became the responsible head of the Department; that is to say, technically he was responsible to the Legislature along with the rest of the Cabinet. Since the Act did not say anything about the powers of the Minister of Education, educational control remained in the hands of the Council of Public Instruction.

41.

Statutes of British Columbia, 1920, Chapter 82.

Summary of Educational Administration

as at 1938

Prince Edward Island.-

- (a) Minister of Education: Directs the Department of Education, and exercises educational control together with other Cabinet ministers.
- (b) Board of Education: (Minister of Education and other members of the Treasury Board together with four educationalists) Has essential control of all aspects of educational policy and practice vested in it.
- (c) Department of Education: Acts as the permanent central administrative body.
- (d) Permanent Officials: Chief superintendent.

Nova Scotia.-

- (a) No minister of education as such: The premier is the chairman of the Council and represents the Department of Education in the Legislature.
- (b) Council of Public Instruction: (Members of the executive council) Essential control of educational policy and administration is vested in this body.
- (c) Department of Education: Acts as the permanent central administrative body; under the jurisdiction of the superintendent.
- (d) Permanent Officials: Superintendent of Education; Registrar.
- (e) Three Individual Advisers: Advise the Council on educational matters. (42)

New Brunswick.-

- (a) Minister of Education: First appointed in 1936.
- (b) Board of Education: (Members of the executive council, the President of the University of New Brunswick, and the chief Superintendent of Education) Controls educational policy and administration.

42.

*Our Board of Advisory (of 1908) was abolished some years ago, and in its place we have three individual advisers who are the heads of the Department of Education in the three largest universities. These advisers are consulted occasionally by the Superintendent... Most of the initiative for educational reforms comes from the office of the Superintendent of Education?
 (Communication to the writer, Mar. 18th, 1939, the Assistant Superintendent of Education, Halifax, N.S.)

- (c) Department of Education: Acts as the permanent central administrative body, under the direction of the Minister and the chief Superintendent.
- (d) Permanent Officials: Chief Superintendent of Education--Director of Educational Services.

Quebec.--

- (a) No minister of education: (Represented in the Legislature by the Provincial Secretary)
- (b) Council of Education: (Catholic Committee and Protestant Committee,--widely representative) Educational policy is determined by the separate committees, which act as minor legislative bodies. The Committees have no financial or executive authority
- (c) Department of Education: Permanent administrative body under the jurisdiction of the superintendent in whom is vested all executive authority.
- (d) Permanent Officials: Superintendent of Education (chief executive official, responsible only to the Lieutenant-Governor in Council); two Secretaries who act as the deputy heads for their sections of the Department.

Ontario.--

- (a) Minister of Education: Controls all aspects of education.
- (b) Department of Education: The permanent administrative body for the whole province--under the jurisdiction of the minister of education.
- (c) Advisory Council: A widely representative body of educationalists acting in a purely advisory capacity to the Minister and the Department.
- (d) Permanent Educational Officials: The deputy minister of education--immediate assistant to the minister.

Manitoba.--

- (a) Minister of Education: In control of all aspects of educational policy and administration, with the exception of religious and patriotic exercises.

- (b) Department of Education: The permanent administrative body of civil servants, under the jurisdiction of the Minister.
- (c) Advisory Board: A representative board, with advisory powers in all educational matters except religious and patriotic exercises.
- (d) Permanent Officials: The deputy minister and the superintendent of education--- the former concerned with administration, and the latter with educational policy(43).

Saskatchewan.-

- (a) Minister of Education: Controls all aspects of educational policy and administration.
- (b) Department of Education: A permanent administrative body of civil servants, controlled by the Minister.
- (c) Educational Council: A small representative body, with advisory powers only.
- (d) Permanent Officials: The deputy minister, acting as the immediate assistant to the minister.

Alberta.-

(The central provincial administrative organization is identical with that of Saskatchewan, both being based on the North West Ordinance of 1901.)

British Columbia.-

- (a) Minister of Education: Directs the Department of Education, and together with other Cabinet ministers exercises control over educational policies and practices.
- (b) Council of Public Instruction: (Minister of Education and the other members of the executive council) Essential control over all aspects of education is vested in this body of Cabinet ministers.
- (c) Department of Education: A permanent administrative body, controlled by the Minister and the Superintendent of Education.
- (d) Permanent Officials: The Superintendent of Education, an executive official responsible directly to the Council of Public Instruction.

CHAPTER TWO

EDUCATION IN MANITOBA PRIOR TO THE ESTABLISHMENT
OF THE ADVISORY BOARD IN 1890

The Dual Parish School System Prior to 1870

The early settlers in the Red River settlement seemed quite anxious that some form of schooling should be provided for their children; especially was this true of their leaders, both social and political. The missionaries of the four different denominations were very zealous in their attempts to provide both elementary and secondary education for their followers¹. All schools established during this period were church or parish schools unsupported by any form of public taxation². In a pioneer environment, voluntary provision of schools is characteristic,---concerted public action is possible only when communities are older and when government is well organized.

A dual parish system, similar to that in Quebec and Ontario, grew up to meet the needs of the Protestant and Catholic population in the Red River settlement³. To

1.

Roman Catholic, Anglican, Presbyterian and Methodist.

2.

"From 1818, for one half of a century, the story of educational development is set in the missionary enterprises of the Roman Catholic, Anglican, Presbyterian and Methodist churches at Red River, at outlying trading posts, and on the plain. These efforts received sympathetic support and, in part, monetary aid from the Assiniboia Council and Hudson's Bay Company....."

Dr. D. S. Woods, Education in Manitoba, Economic Survey Board, Feb. 1939.

emphasize this feature of duality in educational development, the writer submits a list of the various schools, their date of establishment, and their denominational character:

<u>Roman Catholic Schools</u>	<u>Protestant Schools</u>
1818 - Catholic Mission School at St. Boniface.	1818 - John Matheson's School in the Selkirk Settlement.
1823 - Secondary School at St. Boniface.	1820 - Boarding School at Ft. Douglas.
1827 - Schools at St. Francois Xavier, and on the plain.	1829 - Boarding school for girls
1829 - Girls' School at St. Boniface, (St. Joseph's Academy).	1831 - School at St. Andrew's.
1833 - Experimental schools at St. Eustache, etc.	1833 - School at Kildonan.
1855 - St. Boniface College.	1836 - Red River Academy -- St. John's College.
1860 - Girls' schools in convents at St. Norbert, St. Vital, and the White Horse Plains.	1844 - Nine schools in Protestant parishes, enrolling 485 scholars.
1871 - Twelve school districts under the jurisdiction of the Catholic Section of the Board of Education. (#1,5,6,7,9,11,12,13,14,15,16,17) (4)	1847 - School at Kildonan -- Presbyterian.
	1850 - Five more Protestant parish schools.
	1853 - School at Fortage la Prairie.
	1850-1860 Many private schools begun.
	1866 - St. John's College and College School.
	1871 - Manitoba College.
	1867 - 16 Protestant Schools at the Red River Settlement.
	1871 - 12 school districts under the jurisdiction of the Protestant Section of the Board of Education. (#2,3,4,8,10,18,19,20,21,22,23,24)

3.

"Two groups, one of the English-Protestant pattern, the other of the French-Canadian-Catholic pattern, undelayed by a heavy coloring of Indian blood and, in parts, something of Indian outlook, constituted the population elements in this newly forming settlement at Red River. There were two distinct groups; distinct in religion -- where such there
(continued on page 41)

Although education had progressed through the voluntary efforts of the different denominational groups, extensive development of the school system came subsequent to the organization of the Province and the establishment of a permanent provincial government .

The Red River Insurrection and its Effects on Education

It is not the purpose of this thesis to go into the details of the insurrection which preceded the formation of a new province called Manitoba. The unfortunate incidents connected with the uprising sharpened and widened the cleavage between the French-Catholics and the English-Protestants.

3. (continued)

was, in language, cultural background, moral code, community customs and habits of industry. In that community was developed a system of parish schools, each pattern guiding and directing in its own way the civilization of its flock of adherents."

Ibid., page 4.

4.

Statutes of Manitoba, 1871, Ch. 12, S. 15, 16.

5.

"On the formation of the province of Manitoba, there were schools, permanent establishments as well as many temporary undertakings, about the centre (Red River) and in far-flung parishes. The number of permanent schools was not large in relation to a population of 11,962 whites, 5,756 French Metis, 4,083 Scottish Metis and 558 Indians."

S. E. Lang, Canada and Her Provinces, Vol. XX, 1914, p. 422.

"The direction of that occurrence and some of the happenings associated therewith produced strong racial and religious feelings in what had been a very harmonious association of two communities subscribing to two different philosophies. The English-French breach created during this period of transition reacted upon future events, especially in the field of education." (6)

Throughout the rebellion, the French adopted a defensive attitude, wishing to see honored and preserved their cherished privileges of self-determination, especially in the cultural fields of religion and education. It was with this purpose in view that the Provisional Government of Louis Riel included in their settlement with the Federal Government a secret 'Bill of Rights' which demanded separate schools, according to the system of the province of Quebec where a similar duality of population and educational provisions prevailed.

The Manitoba Act of 1870, it was thought, provided a constitutional guarantee of French religious and language privileges hitherto enjoyed. The same guarantee was to pertain to the denominational schools of either a Protestant or Roman Catholic minority. This guarantee was contained in Clause 22 of the Act, which stated that:

"In and for the province, the said Legislature (of Manitoba) may exclusively make laws in relation to education, subject and according to the following provisions:

6.

Education in Manitoba, Part 1, Dr. D.G. Woods, 1938, p. 14.

1. Nothing in any such law shall prejudicially affect any right of privilege with respect to denominational schools, which any class of persons have by law or practice in the Province at the Union.
2. An appeal shall lie to the Governor-General in Council from any Act or decision of the Legislature of the Province, or of any Provincial authority affecting any right or privilege of the Protestant or Roman Catholic minority of the Queen's subjects in relation to education."

"It was but natural that the Manitoba Act and early legislative enactments pertaining to education should reflect the traditions of the societal structure prior to 1870. The Manitoba Act was planned to meet the needs of a population which was dual in both language and religion." ⁷ Consequently, the public school system first established in 1871, was dual and denominational.

Education under the Board of Education,

1871 - 1890.

It was logical to expect the educational provisions of the first Manitoba Legislature to be partly patterned on those of Quebec where a similarity of conditions prevailed, and where a system of separate denominational schools had been functioning quite satisfactorily since 1846. The first education act in Manitoba legislated for a dual public school system, separated respectively into Protestant and Roman Catholic sections governed and administered by semi-independent ruling bodies, the Protestant and the Roman Catholic Sections of the Board of Education. It was freely

7.

Ibid, page 15.

admitted at the time that it would not be possible to educate the Catholic school population and the Protestant school population in one and the same set of schools or with one and the same curriculum .

On May 3rd, 1871, the Lieutenant-Governor of newly-formed Manitoba assented to "An Act to establish a system of Education in this Province". The Act established the new provincial educational structure on the then current interpretation of the Manitoba Act . It provided for a state-supported system of education operating under a single legislative code, -- the Education Act of the Province. The system was to be dual as it provided for separate public schools. The Education Act made an earnest attempt to recognize the wishes of denominational groups in religious and educational questions, by its provisions whereby "minorities" could establish and control separate denominational public schools, and share in legislative school grants and revenue from local municipal taxation .

81

The Superintendent of the Protestant Section of the Board of Education made this interesting and pointed remark in 1872:

"Though personally altogether in favor of educating all our children without respect to denomination, yet inasmuch as the majority of Protestants and Roman Catholics never do, and I suppose never will, agree to have their children educated together in the same school, I would, under certain circumstances, allow 'separate schools'..."
Reports of the Board of Education, 1872, p. 12.

9.

Note: 'Education in Manitoba', Dr. D. J. Woods, 1938, p 162.

10.

Prior to 1890, educational authorities in Manitoba allowed the formation of a third group of denominational schools, the (German) Mennonite. These schools received
 (continued on page 45)

Under the provisions of the Act of 1871, control of the school system was vested in a Board of Education. The Board, as constituted, was to be a non-political body consisting of not less than ten, and not more than fourteen persons, and appointed by the government of the day. Membership on the Board was to be determined largely on a religious basis. Matters of general educational concern were to be decided by the whole board meeting in single session. At such sessions, the Board was to make regulations for the general organization of schools, to select text-books and other teaching materials to alter the separate school districts, and to make regulations for the plans and dimensions of school houses.

10. (Continued)

some legislative grants from the Protestant Section of the Protestant Section of the Board, and were inspected by a Mennonite inspector under the general direction of the Protestant Board.

Main Provisions of the Education Act of 1871
(Statutes of Manitoba, 34, vic. 1871, Chapter XII)

1. "The Lieutenant-Governor in Council may appoint not less than ten nor more than fourteen persons to be a Board of Education for the Province of Manitoba, of whom one-half shall be Protestants, and the other half Catholics."
2. "The Lieutenant-Governor in Council may appoint one of the Protestant members of the Board to be Superintendent of Protestant schools, and one of the Catholic members to be Superintendent of Catholic schools, and the two superintendents shall be joint secretaries of the Board."

Powers of the Whole Board.- (section 7)

1. "To make from time to time, such regulations as they may think fit for the general organization of the Common Schools."
2. "To select books, maps and globes to be used in the Common Schools, due regard being had in such selections to the choice of English books, maps and globes for the English schools, and French, for the French schools; but the authority hereby given is not to extend to the selection of books having reference to religion or morals..."

Most of the control over education rested in the hands of the denominational sections of the Board. These met separately in order to permit both denominations to retain control over matters which might possibly have endangered their racial and religious privileges. Each Section of the Board was given extensive authority over the management and discipline of its schools, control over the teaching personnel and inspection, powers to provide for the professional training of its teaching staff, powers of prescription of texts of a religious or moral nature, financial control over its own particular share of the Legislative

3. "To alter and sub-divide, with the sanction of the Lieutenant-Governor in Council, any School District established by this Act....."
25. "any School-House, erected under this Act, must be upon a plan and of dimensions to be approved by the Board of Education....."

Powers of Each Separate Section of the Board.- (section 7)

9. "They shall choose a Chairman. The Superintendent of Education shall be Secretary."
10. "Each section shall have under its control and management, the discipline of the schools of the section....."
11. "It shall make Rules and Regulations for the examination, grading and licensing of Teachers, and for the withdrawal of licenses on sufficient causes."
26. "The Trustees may engage a Teacher for the School, but they shall not be at liberty to employ any person who has not examined and licensed by the Section to which the School belongs...."
12. "It shall prescribe such of the Books to be used in the Schools of the Section as have reference to Religion or morals."
13. "From the sum appropriated by the Legislature for Common School Education there shall first be paid the incidental expenses of the Board and of the Sections, and such sum for the services of the Superintendents of Education, not exceeding \$100. to each, as the Lieutenant-Governor

(continued on page 47)

grants, and a measure of administrative control over its own school districts. These provisions in the Act made almost identical in Quebec and Manitoba the powers vested in the separate Protestant and Catholic committees.

When the educational system began to operate, it was found that the duties of the whole Board did not seem to warrant the necessity of the members meeting as a whole, and they rarely did. In practice, each separate Committee exercised complete educational control, a considerable share of which was transferred to the superintendents, who were

13. (continued)

in Council shall deem just, and the residue then remaining shall be appropriated to the support and maintenance of Common Schools, one moiety thereof to the support and of the Catholic Schools..."

18. "The monies at the disposal of the Section shall be appropriated among the Schools of the Section as the members of the Section shall deem best for the promotion of Education....."

19. "In an exceptional case, where the people of a School District shall, in the judgement of the members of the Section, be unable to contribute towards the support of a School, the Section may declare the District a Poor-School District, and give such aid as the circumstances seem to justify."

1862 - Both sections were empowered by the Legislature to establish Normal School Departments.

Sections 20-26 of the Act of Education - 1871 - authorize each Superintendent to call the annual meetings of the ratepayers of each district. These annual meetings could elect three trustees, decide how to raise money for the school, and erect school-houses.

27. "In case the father or guardian of a school-child shall be a Protestant in a Catholic School District, or a Catholic in a Protestant School District, he may send the child to the School of the nearest District of the other Section, and in case he contribute to the School which the child shall attend, a sum equal to what he would have been bound to pay if he had belonged to that District, he shall be exempt from payment to the School of the District in which he lives." (To meet the rights of the minorities in a single denominational school district.)

11

the administrative officials .

How the Separate Boards Functioned

Since many of the essential features of the educational organization of 1871 were continued when the Advisory Board was established in 1890, it would be well to show how the separate Sections of the Board functioned during those nineteen years. The Board of Education resolved itself into two factually-independent governing bodies under separate superintendents, each presenting to the Legislature a separate report of the educational activities at the end of every school year. Each Section of the Board exercised practically complete control over all phases of education

11.

"Les sections du Bureau d'Education devraient être fusionnées en un seul Bureau qui représenterait justement toutes les classes de la population. L'arrangement actuel n'a jamais été satisfaisant, et chaque jour, il le devient moins. En pratique, le Bureau Général n'a qu'un devoir à remplir, s'entendre sur l'erection et la subdivision de districts. Chaque section dirige ses propres écoles, examine ses instituteurs, et l'une ne connaît les opérations de l'autre, sur ces importantes matières, que par les rapports de surintendants...."

Report of the Protestant Section, Board of Education,
1874-1875, p 57.

12

in the schools under its immediate jurisdiction . The Board as a whole took very little concerted action as it seldom met.

Both Committees completely controlled inspection. They made regulations for the inspection of schools and then administered the regulations through the superintendent and the
13
inspectors . The inspectors were appointed, paid, controlled and disciplined by the respective sections of the Board.

12.

Some idea of the general control exercised by the two Boards over the schools may be obtained by listing the committees that resolved themselves into. In 1876, there were the following active Board committees:

- | | |
|-----------------------------------|--------------------------|
| 1. Rules and Regulations, | 3. Construction, |
| 2. Finances, | 4. Direction of Schools, |
| 5. Board of Teacher Examinations. | |

The Rules and Regulations adopted by the Protestant Section of the Board of Education in 1871, and revised in 1874, are significant as to the amount of control the Boards had over the internal functioning of the schools. These particular regulations ever covered the following fields:

- | | |
|-------------------------|------------------------------|
| 1. Exercices Religieux, | 3. Annee Scolaire, (Duree) |
| 2. Duree de la Classe, | 4. Devoirs des Instituteurs. |

13.

"I (Superintendent) inspected this school on the 29th of November. The school-house is inconveniently small. There were 30 children present. They all appeared to be bright, intelligent children, and are getting on nicely..."

After 1880, the superintendent was too busy to attempt to inspect personally, so the Protestant Board especially appointed its own field inspectors for whom it drew up regulations-----

"Regulations for the Inspection of Schools under the Authority of the Protestant Section of the Board of Education."

The committees took complete control over the curricular provisions for their schools. The programme of studies for each grade was prescribed, and the authorized texts listed. School districts which did not follow the prescribed course of studies or which did not use the prescribed course of studies or which did not use the prescribed texts were not eligible for their share of the legislative grant .

The physical conditions under which instruction was carried on also came under the administrative control of each separate committee. Originally a power of the whole Board, this privilege passed over to the more active Sections. These prescribed certain minimum standards pertaining to school plants and equipment. The regulations were made principally for the guidance of the trustees, and variations to suit the means of and the conditions in the school districts were permitted.

14.

The 1876 Report of the Protestant Section prescribed the following programme for grades one to six:
 Reading, Spelling, Writing, Arithmetic, Geography, Object Lessons, Grammar, Composition, History, Natural History, Bookkeeping, Algebra, Geometry, Mensuration, English Literature, Chemistry, Botany, Linear Drawing and Music.

The 1886 Report of the Protestant Section gave a complete list of authorized Text Books, and additional books for Collegiates and for preparation for Teachers' Certificates. (pages 31 to 33)

*Any school using unauthorized text-books shall forfeit its right to participate in the Legislative grant.--
 Regulation 1, Protestant Section of the Board, 1886, p 30.

The Superintendent administered these regulations, personally¹⁵ and through the inspectorial staff .

The training, the examination, and the control of the teaching personnel also rested in the hands of each Committee of the Board. During the first few years, each Section arranged for teachers' examinations on the successful completion of which the candidates were given teaching certificates eligible for its schools. The examinations were generally administered by the Superintendent in conjunction with certain appointed members of the Board. By 1876 it became the custom to leave this work to a 'Board of Examiners' appointed by the Section. After 1882, each Committee was given the statutory right to establish Normal schools and to exercise control over the admissions, the curriculum, and the teaching staff. Each Board had the necessary legislative and executive powers enabling it to provide a trained teaching personnel to meet the requirements of its own school system .

15. (a)

In 1886, the Protestant Board had definite regulations "principally for the guidance of rural school trustees". The Superintendent had to approve the plan of each new school house and its furniture. Any departures therefrom were to be reported to the Superintendent by the inspectors who were given copies of the plans. Specific directions and regulations were listed concerning windows, size of room, outhouses, furniture, size of desks, size of blackboard, maps, apparatus, etc.
Report of the Superintendent, Protestant Board.
 1886, pp 15-18.

- (b) In the 1887 - 1888 Report of the Catholic Board, the Superintendent, Mr. Elie Tasse, gave general instructions re: Ventilation, Lighting, School Architecture, Furniture, Forms and Tables, Platform, Blackboards, and Equipment.

The two sections of the Board were independent spending bodies as they controlled and apportioned the legislative grants¹⁷. They exercised control over the sale of debentures for capital school expenditures. Consequently, they had executive authority both to enforce their rules and regulations, and to make educational provisions which necessitated the expending of public money.

The chief executive officer of each Committee was the superintendent. He was the custodian of the documents; received from the Provincial Treasurer, and distributed for each Committee the grants to the schools; made other disbursements; prepared the Annual Report to the Lieutenant-Governor and acted generally as the secretary and the administrative official of the Section of which he was a member.

16.

- (a) In 1875, "Quinze aspirants seulement se présenterent (pour les examens) et quatorze reçurent des certificats"
Report of the Protestant Section of the Board of Education, 1875, page 7.

- (b) (Noting that there were many professionally untrained third class teachers, and realizing that some form of professional training should reach them..)
 "A change has therefore been made by the Board of Education in the regulations governing the Normal Schools by which the principal shall be employed half the year at various towns in the Province, in training third class teachers only....."
Report of the Protestant Section of the Board of Education, 1883, page 7.

17.

"After deducting from this sum (the Legislative Grant) the expenses of the Board of Education (Protestant Section) for superintendence, inspection of schools, examination of teachers, maintenance of Normal Schools and other purposes, there remained a sum of \$22,418.25 for aid to schools in operation....."
Ibid, page 5.

The analysis of the powers and the work of the two Sections of the Board show that they were constituted and acted as independent minor legislative and administrative bodies controlling all aspects of education within their jurisdiction. They were non-political committees of a representative nature regarded as competent to draw up all regulations for the management of the school system. Each committee was given administrative and financial authority to enforce regulations upon its schools and the authorities in charge of them. To discharge its business, each Section appointed officials --- a superintendent, the inspectors, and clerks.

It is true that by the Act of 1871, educational control had been legislated into the hands of separate bodies of men, who were appointed on a religious basis, and who were not directly responsible to the government in control of the Province. These two bodies had acted quite independently of the Legislature during the period of their control. The only definite link with the government seems to have been the fact that the members were appointed by the Cabinet. Since the Board members were appointed during pleasure, and since this meant that in practice, the members continued in office for a long time, it is clear that the government of the day could not be regarded as responsible for or influential in the acts of a personnel that most often it had not been responsible for appointing. This was, however, the exact

purpose of the Education Act of 1871, to delegate educational control to independent bodies, not likely to be influenced by any political developments which might tamper with the language and religious privileges of the different denominations.

CHAPTER 111

THE ADVISORY BOARDAND THE DEVELOPMENT OF EDUCATIONAL CONTROLIN MANITOBA
(1890 - 1908)

Reasons for the changes of 1890.

An important and far-reaching set of changes was made in education in 1890. By the Education Act and the Public Schools Act of that year, the dual system of separate denominational schools was abolished. Schools were henceforth to be non-sectarian and free. Teaching was to be conducted in the English language, although certain bilingual privileges were allowed the French and other minorities after the Laurier-Sifton Agreement of 1896. The dual Educational Board was abolished along with the offices of superintendency. Henceforth, public schools were to be controlled by an Advisory Board. Administration and financial control was to be vested in the hands of a sub-department of the Civil Service (the Department of Education), under the control of the Provincial Secretary. Education was to be tax-supported and compulsory. The dual and denominational system of school education so carefully worked out in 1870 in order to guarantee to the French what they had deemed as essential rights and privileges was abolished, and a non-sectarian and unified school system was set up in its place. Religious exercises, likely to be a source of contention, were to be subject to the regulations

of a widely-representative Advisory Board.

The system of education established in 1871 was intended to meet specifically the societal and political conditions of the time. When Manitoba entered Confederation in 1870, the French Catholics constituted approximately one-half of the total population, and the theory and practice of the time made it necessary to provide a guarantee of the religious and language privileges of French both in the field of government and in the field of education. It was not until 1878 that the French members in the Assembly found themselves in a decided minority, and the Norquay administration was obliged to fight an election on the issue of "double majority" in the carrying on of the affairs of the Legislature. A great influx of English-speaking settlers had changed the complexion of the population, and by 1890, the French population was decidedly in the minority.

The changes in the population brought a change in the respective numbers of Catholic and Protestant schools. In 1871, the two Sections of the Board of Education had each controlled and administered an equal number of school districts. During the two decades preceding 1890, the number of Catholic

1.

1870- 1,565 whites; 4,083 English-speaking; 5,756 French sp.,
 1881- 38,285 Eng. speaking; 9,949 French speaking, 8,652 Germans
 1901-164,259 Eng. speaking; 16,021 French speaking, 27,265 Germans
 1911-266,562 Eng. speaking; 30,952 French speaking, 34,530 Germans
 42,894 Ukrainians and Poles.

Adapted from Education in Manitoba, Part 1, Dr. D. S. Woods,
 Economic Survey Board, Feb. 1938.

districts increased from 12 to 90, an increase of 750%, but the number of Protestant districts increased from 12 to 629, or an increase of over 5,000%³. The English-speaking population controlling 86% of the school districts, naturally began to demand that the educational system should be patterned and suited to their views⁴. This English-speaking majority began to agitate for the abolition of the denominational system of education with its duality in educational provisions and educational control. It desired non-sectarian public schools, and a department of education

2.

"The following Districts, comprising mainly a Protestant population, shall be considered Protestant School Districts: Nos. 2, 3, 4, 8, 10, 18, 19, 20, 21, 22, 23, 24."

"The following Districts, comprising mainly a Catholic population shall be considered Catholic School Districts: Nos. 1, 5, 6, 7, 9, 11, 12, 13, 14, 15, 17 and 17."

The Education Act -- 1871, Sections 15 and 16.

3.

"In 1876 there were thirty (30) Protestant Schools with 1600 pupils enrolled, while the Roman Catholics had twenty-two (22) with an enrolment of 1134. In 1883 following a period of considerable immigration, there were forty (40) Roman Catholic schools with 1941 in attendance, and two hundred and seventy-one (271) Protestant schools with an enrolment of 10,851. By the end of the decade (1890), there were 90 districts under the Roman Catholic section of the Board, and 629 under the Protestant Section, or 719 in all." Canada and Her Provinces, Vol. XX, op.cit., p. 427.

4.

"The English-speaking group from Ontario, added to by immigration from the Old Country and the United States, was in the majority and sought without question to establish their cultural and educational pattern as the standard for Manitoba. They turned to the school as the most effective instrument to that end." Education in Manitoba, Dr. D. S. Woods, p. 20.

to provide for and to administer a uniform school system.

The dual system created dissatisfaction soon after its establishment in 1870, chiefly among the Protestant population. As early as 1872, the Protestant superintendent had found the dual organization of the Board of Education impractical and inefficient. This official advocated the adoption of the principle of compulsory attendance to compel a larger percentage of the school population to attend, as the proportion of children of school age actually attending school, compared to the number not attending, was too small. As a result of this dissatisfaction created by the dual system, the City of Winnipeg agitated for the establishment of non-sectarian schools. This resulted in the passing of the School Act of 1876, thereby granting it virtual educational autonomy.

In spite of this criticism, changes in educational administration had not been made because the control of public affairs was still in the hands of a generation that was closely connected with the traditions of the Red River.

5.

6.

"L'opinion publique a subi un changement, d'apres ce que j'ai pu voir, sur ce point, car bon nombre de gens, autrefois hostiles a l'education compulsive, plaident cette cause actuellement.....Si donc, nous sanctionnons le principe de l'education compulsive, nous ne ferons que suivre l'exemple de l'Angleterre, de l'Allemagne, de la Suisse, de la Suede, du Danemark, d'Ontario....."

A Mapleton, le nombre d'enfants assez ages pour aller a l'ecole s'elevait a 118 l'ete dernier, et la proportion de ceux qui y assistaient, etait ridicule... (53 attended)....."

Report of the Superintendent, Protestant Section, 1874,
page 59.

Furthermore, the Provincial government was busy asserting and establishing its rights as a province in its relations with the Federal Government, and in matters pertaining to purely provincial affairs. Besides, the educational system had functioned "with such conspicuous success politically that the results were cited as an example of 'wisdom, liberality and Christian Charity' in the co-operation of the different denominations for educational purposes....."

"After the defeat of the Morquay administration, and the withdrawal of 'disallowance', the predominantly Protestant party, led by Premier Greenway, found themselves unfettered by an urgent conflict with the federal government, and supported by a determined element in favour of a decisive settlement of the "school question". Reinforcements from Ontario, through immigration, through the powerful alliance of the liberal press, and through forensic support upon the public platform in Manitoba, welded the agitation into an avowedly political movement. There was much reluctance in precipitating the crisis; but the attorney-general Joseph Martin, forced the issue by an aggressive declaration against the use of the French language in courts and legislature, and against the system of separate schools. 'If the Constitution was against their abolition, public opinion was against their maintenance'. The administration announced their determination to abolish the dual Education Board and to make a department of the government directly responsible for the expenditure of educational funds." (8)

The Struggle for a Non-Sectarian

Public School System in 1890

Although it is not the intention of the writer of this thesis to go into the merits or demerits of the political

7.

Canada and Her Provinces, Vol. 19, page 125.

8.

Ibid., pages 125-127.

struggle for the establishment of the non-sectarian school system, some of the significant features of the bitter debates must be brought to light since they indicate certain new trends in educational administration and control.

With a majority of 28 votes in the local Legislature, the Greenway government felt that it had a mandate from the Province to institute the changes that it had been intermittently advocating.⁹ Relying on this substantial majority, the government proceeded to abolish the duality in the official language and in the educational system, even though these changes did not seem to be constitutionally justifiable.¹⁰ Nor did there seem to be any definitely organized public opinion in favor of drastic changes at that time.¹¹ The teaching body was opposed to the change about to be made.¹²

9.

".....the elections of 1888 resulted in a complete defeat of the local conservative party. In a house of 33 members, the Greenway administration commanded a majority of twenty-eight votes."

Ibid., page 121.

10.

"Mr. Martin said that some members of the house seem to fall upon the constitution with a view to clogging the wheels of progress and against that he protested vigorously, and he believed that after full and free enquiry a fair majority of any province is justified in so amending its constitution that it may be brought in line with the wishes of the majority....."

Pres Press Records of the 3rd Session, 7th Legislature, 1890, February 12.

11.

"The Premier acknowledged that he had never received any intimation from the public of a desire that separate schools should be abolished."

Ibid., Feb. 6th.

The Greenway administration changed the educational system by passing two related and supplementary Acts: the Education Act which provided for the abolition of the Board of Education, and the organization of an Advisory Board and a Department of Education; and the Public Schools' Act which provided a set of public school laws abolishing denominational schools, and making legislative regulations for the operation of schools which were henceforth to be non-sectarian.

The debates in the Legislature are interesting not because they were marked by concentrated bitterness of a sectarian strife, but because they reveal what was in the minds of the legislators when they established the 1890 system of school administration and control. The Acts were passed to realize a social purpose. This purpose must be inferred in part from the trend of social forces, and in part from the discussion of the Acts in the Legislature.

The issue was raised by the Hon. J. Martin, the provincial attorney-general. It was the attorney-general who guided through the Legislature both the Education and the Public Schools' Acts. In the speech which introduced the Educational Act for second reading, the Attorney-General

18.

"The Teachers' Association in Aug. 1889 was of the opinion that such transfer would be prejudicial to the educational interests of the Province."
Canada and Her Provinces, Vol 19, page 127.

said that there was now "proposed a radical change to place the schools in the hands of a responsible minister of the Crown.....". It was not proposed however to do so as completely as was done in Ontario by the Education Act of 1876¹³. It seems that only administrative and financial control over the school system was to be given to a responsible minister in charge of a sub-department of the government¹⁴. Legislative control over the educational and therefore more highly specialized aspects of the school system was to be given to a non-political body of representative educational experts, the Advisory Board. The government was made directly responsible for the financing and the administration of schools.¹⁵ Duality in

13.

The province of Ontario cancelled the system of school administration headed by a superintendent, and centralized legislative, administrative and financial control in the hands of the Minister of Education.

14.

The Provincial Secretary.

15.

(a) "There is now proposed a radical change and to place the schools in the hands of a responsible minister of the crown.....Among the Provinces of the Dominion there is only one which has a Minister of Education-- the Province of Ontario. In that province a system somewhat similar to that at present in force in this province was in operation for many years. Dr. Ryerson, in the early years of Canada, took charge of the educational affairs of Ontario and continued for many years to fill the office of Superintendent. The change in the school law of that province was made at the insistence of Dr. Ryerson himself. He made a report urging most strongly that the Government should change the system from that of an irresponsible head and from an irresponsible superintendent to that of placing the affairs of education under the direct control of the representatives of the people in the form of the Executive Council. It was right that the schools should be so placed under the control of the people...

(continued on page 63)

educational control as between the Advisory Board and the Department of Education was thus going to replace the denominational duality prior to 1870. This was a logical development of the educational system at the time. The sectarian and nationalistic (language) issues of the day were still so vital, that no government would have dared to place contentious educational matters such as religious exercises, text-books, examinations, teacher certification, and

15.(a)-- (continued)

It was urged that education should not be placed under the control of the Government simply because it was claimed that politics should not be brought into the schools....It had also been claimed that this system (with a Minister) which it is proposed to inaugurate here, had worked badly in Ontario, and that most of Mr. Kowats difficulties came from the administration of the Educational Department! Well, if the administration of education in Ontario is not fair to the people, it is right that the Government should be blamed. Under the present system everything may go wrong; may be conducted badly, and there is no one to blame. There is the Board of Education. What are they? Gentlemen who undertake arduous duties purely as a matter of honor and of good feeling. No one can be blamed. No doubt they have done their best. A government, on the other hand, may be blamed if they conduct educational affairs in an unsatisfactory way. Since he (Hon. Martin) had been in the House he had always felt--- and he was sure that other members had felt likewise--- the disadvantage of not having in the House someone competent to discuss the administration of the schools; competent to explain the purport and force of any proposed legislation.....It is the spirit of the constitution that the heads of the department should be on the floor of the House so that the office under their control should become a matter of discussion with a view to altering the law if it was found to work badly....." "In the bill respecting the Department of Education it is proposed that the Government shall undertake all executive acts; but, as far as special knowledge and training are required, they would still avail themselves of the skill and knowledge of the educationists of the province through the medium of an Advisory Board....."

Free Press Reports of the Legislative Sessions, Mar. 5, 1890.

the appointment of inspectors in the hands of one person---
 the minister of education, who would in all probability be
 Protestant and who would have certain political affiliations
 and obligations .

The educational organization of 1890 dividing
 responsibility between two separate bodies paralleled very
 closely that of Quebec after the Education Act of 1846, and
 was perhaps copied from it. In that Province, the government,
 faced with a French and English population, arranged that all
 executive acts connected with the financing, the administering
 and the inspecting of schools, was to be entrusted to a

15. (b)

"The principle of the (Education) bill before the House was
 that the expenditure of the public money should be
 under the control of those responsible to the people.
 The technical matters would, of course, be committed to
 specialists who shall be appointed for that purpose.

So (Mr. C. Sifton) defended the clause in the bill
 providing for an Advisory Board and regarded as fallacious
 that irresponsible men might be appointed or selected.
 Suppose, he said, the Board is made up of Dr. Bryce, Dr.
 King, and Dr. Sparling appointed by the executive council;
 the University of Manitoba elected the chancellor, the
 Metropolitan of Rupert's Land, and the other two are
 elected from among the prominent educationalists of the
 Province, he believed his friend from Dufferin would
 have nothing to complain of....."

Mr. C. Sifton, Tribune Reports of the Legislative Sessions,
 Mar. 10, 1890.

16.

"It may be well to remind members of this assembly that
 the original Education Department Act, passed in 1890,
 was frankly a compromise measure. Under this act the
 Advisory Board was created and apparently there were two
 important reasons for its creation:

First: It was thought advisable to take the question
 of religious instruction entirely out of politics,
 particularly in view of the fact that serious differences
 of opinion had arisen in regard to the matter. With this
 view we are entirely in agreement and the present bill

(continued on page 65)

Department of Education controlled by a responsible minister of the Crown, while legislative authority over education was to be delegated by statute, to a Board of Education, meeting generally in independent session as the Protestant and Catholic Committees¹⁷. In Manitoba, as in Quebec, the Department of Education was to administer the Public School Act. Although the changes in 1890, resulting in a division of educational control between its legislative and executive functions, seem to have been influenced by the system prevailing in Quebec, yet, in their insistence on ministerial responsibility, the changes were affected by the system then in practice in Ontario. The Manitoba Public Schools Act was practically a copy of the Revised Statutes of Ontario.

16. (continued)

preserves every power in this regard given to the Board in the original act.

Second: The Board itself was a compromise on the part of a government facing a very difficult and vexed question. The government apparently wished to assume governmental responsibility for the schools and for education but circumstances did not permit them to do so at that time. A reading of the debates of 1890 will clearly convince members that in theory at least the legislators of that day desired to introduce the principle of ministerial responsibility for education. But while this radical change was in mind they did not actually give effect to it as all legislative powers in regard to educational matters were assigned to the Advisory Board.
 Speech by the Hon. Ivan Schultz, K.C., in Manitoba Legislature, April 8th, 1937.

17.

In 1876, however, control of the Department of Education was taken out of the hands of a Minister of Education and given to a non-political and fairly irresponsible educational expert, the superintendent.

The multiple-language tradition in education was revived in 1896. The educational changes of 1890 resulted in litigation, court cases, and appeals on the part of the Catholics, who claimed that constitutional rights guaranteed them by the Manitoba and the British North America Acts had been violated. These were finally referred to the Privy Council, and a decision was made confirming the Education Act of 1890 as being constitutional. An appeal to the Conservative Federal Government brought a remedial order cancelling the acts of 1890. Greenway's government would not accept the decision of the Federal Government, and the people of Manitoba showed their agreement with this stand by re-electing his government with a pronounced majority. The Manitoba school question was settled by the provisions contained in the "Laurier-Sifton Agreement of 1896". This agreement left intact the acts of 1890, and provided that certain religious and language privileges be granted to minorities. This paved the way for bi-lingualism in the Manitoba school system, a feature characterizing our schools until 1916, at which time the bi-lingual clause in the Public School Act was repealed.

An Analysis of the Educational Organization
as Provided by the Acts of 1890

The first of these Acts, the Education Department Act, provided for the statutory establishment of a dual educational administration. Two separate and rather distinct bodies were organized to control the centralized aspects of educational administration. They were the Advisory Board and the Department of Education.

The former plan of leaving legislative control over matters of general educational import to a non-political board was continued by placing this authority in an Advisory Board of seven members¹⁸. Four of these members were to be appointed by the Department of Education, two were to be elected by the teachers, and one was to be appointed by the University of Manitoba. Both appointed and elected members were to serve for a period of two years. When the membership of the Advisory Board was increased to nine, six out of the nine were to be appointed by the Department of Education¹⁹. The provision that a majority of the members

18.

Statutes of Manitoba, 1890, C. 37, an Act respecting the Department of Education.

4. There shall be a Board constituted as hereinafter provided, to be known as the Advisory Board.

5. Said Board shall consist of seven members. Three members shall constitute a quorum for the transaction of business.

6. Four of the members of the said Advisory Board shall be appointed by the Department of Education for a term of two years.

7. (1) Two of the members of the said Advisory Board

(continued on page 68)

were to be appointed by the Department of Education gave some assurance that a certain measure of governmental control could, at all times, be exercised over the personnel of the Board²¹. Since the members were appointed for a term of only two years, the personnel of the Board was shifting rather than fixed. This precluded the possibility of having the government or the Department burdened with a Board appointed by some preceding administration, and therefore not in sympathy with their particular viewpoints on educational matters.

The Act of 1871 had vested the dual Board of Education with legislative authority over all educational matters; the Act of 1890 transferred this authority to the Advisory Board. The Act of 1871 had also centralized financial and administrative control in the same dual Board of Education; the Act of 1890 transferred this authority to the Department of Education and the Minister in control. The division of

18. (continued)

shall be elected by the public and High School teachers, actually engaged in teaching in the Province.

(2) The Department of Education shall, from time to time, divide the Province into two districts, so that the teachers in each district may elect one member of said Board.

13. The seventh member of said Board shall be appointed by the University Council, by ballot, from time to time, for a period of two years....?

19.

Statutes of Manitoba, Amendment to the Department of Education Act, 1897. The Act of 1908 raised the number to 10; a further amendment to the Act in 1910 raised the number to 12, 5 of which were to be appointed by the Department of Education.

authority is evident. The Advisory Board controlled the more educational aspects, and made laws and regulations regarding them. The Department of Education was the administrative body, and controlled all matters concerned with the expenditure of public funds for educational purposes.

A comparison of the powers of the Advisory Board with those of the Board of Education of 1871 will show to what extent the Act of 1890 followed the former tradition of leaving control of education in the hands of an independent board.

Table 1

Advisory Board of 1890	Board of Education of 1871
(The majority of the members appointed by the Department of Education; 3 elected by the teachers and the University.)	(All members appointed by the Lieutenant-Governor in Council.)
Made regulations for dimensions, equipment, etc. of school plants.	Exercised control over the plans and dimensions of School Houses.
Examined and authorized text-books.	Selected books, maps, and globes.
Determined the qualifications of teachers and inspectors, and determined to whom teachers' certificates shall be issued -- cancelled certificates also.	Examined, graded, issued, and cancelled teachers' licenses.

20.

It is important to remember, in this connection, that the Department of Education meant a committee of the executive Council in charge of a small staff of clerks and stenographers. Appointment by the Department meant appointment by the Cabinet ministers.

Table 1. (continued)

Advisory Board of 1890	Board of Education of 1871
Made regulations for classification organization, discipline, and government of Normal, Model, High and Public Schools. (Normal Schools were established and administered by the Dep't. of Education.	Made regulations for general organization of Common Schools; controlled, managed and disciplined the Schools; and, <u>established organized, and governed Normal School.</u>
Prescribed the form of religious exercises.	Prescribed books for Religious and Morale.
Determined the standards to be obtained for High School admission.	The Board of Education set up standards in <u>actual practice.</u>
Appointed examiners to prepare the examination papers, and also appointed the sub-examiners.	Dealt with all matters concerning the examinations in actual practice.
The Board was to make suggestions on matters referred to it by the Department of Education.	(No such tie-up necessary, as the Board of Education was the administrative body.)
To settle disputes and complaints not provided for by law. (A necessary provision at a time when the School Acts were being formulated.)	
<u>No Administrative Powers</u>	<u>Administrative Powers</u>
(vested in the Department of education.) No control over the personnel.	Altered and sub-divided School Districts.

Table 1. (continued)

Advisory Board of 1890

Board of Education of 1871

No Administrative Powers

(Even the officers necessary for the conduct of the business of the Board were to be appointed by the Department of Education.)
(21)

Administrative Powers

Controlled, allocated, and disbursed all legislative grants. (Financial Control)

Called the annual meetings of the ratepayers.

Established and Administered the Normal Schools.

Appointed, assigned, work, supervised and paid the inspectorial staff.

Controlled all borrowing for capital expenditures (debentures).

Although the Act of 1890 transferred administrative control, formerly exercised by the Board of Education, to a governmental department, the newly-formed Advisory Board was given a large measure of control over educational policy in Manitoba, and was not in any sense "advisory" as its name would imply. It was a statutory body which was given the legislative authority to make regulations for education. From these regulations there could be, technically, no appeal to the Court. The only advisory aspect to the set-up was the fact that the Board was given the privilege of

21.

"The Department of Education may appoint such officers, clerks and servants as may be necessary for the conduct of the business of the Department and of the Advisory Board."
Statutes of Manitoba, 1890, c. 17, s. 17.

deciding or making suggestions about any difficulties that may have arisen in the administration of the provincial school system²². Furthermore, the Board was constituted to act as an authoritative court of appeal for any educational matters needing adjustment. In these matters the Advisory Board had power not only to make suggestions, but to make settlement. In practice, this extensive authority the Board rarely exercised.

The theory of responsible government implies a definite measure of control over administration by the legislative body, in order to make certain that the spirit and the purpose of its enactments should be carried out²³. The absence of executive authority in the hands of the Advisory Board definitely limited the scope of its activity. Lack of administrative power has generally prevented legislative bodies from assuming a controlling position in a governmental organization, as the executive bodies with permanent staffs generally dominated the situation. It was natural therefore, that the executive officials of the

22.

Records of the Advisory Board bear out the fact that this privilege was rarely exercised.

23.

"If we observe the operation of modern government, regardless of any division of powers among different organs at all, we see that to a complete act of government two things are necessary: to resolve and to execute."

H. Finer, The Theory and Practice of Modern Government, Vol. 1, p 171, London, 1932.

Department of Education expected their opinions on educational matters to be consulted before changes in regulations were made by the Board²⁴. Thus, the Department of Education gradually obtained a measure of leadership and semi-administrative control over the policies of the Advisory Board itself. This tendency was apparent in other provinces of the Dominion where the superintendents or the deputy ministers became the dominant factors in educational organization.

In addition to this executive check, a form of control over the Advisory Board was also exercised by the Legislature. According to the Act of 1890, all regulations made by the Advisory Board or the Department of Education were to be laid before the Legislative Assembly²⁵. In the Act however, there was no statement covering the procedure to be taken by the House if the regulations submitted were deemed unsatisfactory or undesirable. The theory was that Legislature could have these cancelled, but the Act does not provide for such a contingency. It is doubtful whether such action would have been possible without disturbing the whole set-up

24.

Absence of friction between the legislating Board and the executing Department may be attributed largely to the fact that, from the early beginnings, it was the practice of the Advisory Board to have as its secretary the chief permanent official of the Department of Education.

25.

"Every regulation or Order-in-Council made under this Act or under the Public and High School Acts, by the Executive Council, the Department of Education and the
(continued on page 74)

of the Advisory Board. Furthermore, the fact that the concurrence of the Legislature was not necessary before the regulations were put into operation meant that its control over them was merely a matter of form, rarely if ever to be exercised. It was a powerful theoretical check, and conformed to similar control exercised by the Legislature over other departments, boards, and commissions. In practice, the Advisory Board acted almost as independently as had the Committees of the Board of Education prior to 1890.

The Department of Education.- The Act of 1890 provided for the organization of a Department of Education as the administrative body. It was to be under the supervision of a committee of the executive council, and under the direct jurisdiction of the Provincial Secretary. The Department was to consist of the chief clerk, and other officials necessary for the administration of education . The status

251 (continued)

Advisory Board, shall be laid before the Legislative Assembly forthwith if the Legislature is in session at the date of such regulation or Order-in-Council, and if the Legislature is not in session such regulation or Order-in-Council shall be laid before the said House within the first seven days of the session next after such regulation or Order-in-Council is made."
Revised Statutes of Manitoba, C. 37, S. 16, 1890.

"In case the Legislative Assembly, at the said session or, if the session does not continue for three weeks after any such regulation or Order-in-Council is laid before the House, then at the ensuing of the Legislature, disapproves by resolution such regulation or Order-in-Council, either wholly or partly, the resolution or Order-in-Council, so far as disapproved of, shall have no effect from the time of such resolution being passed."
Statutes of Manitoba, Cap. 17, Sec. 23, p. 72, 1898.

of the chief clerk was later raised to that of the deputy minister. By 1908, the Department consisted of the deputy minister and a staff of five.

The Department of Education was given statutory control over all officers, clerks and servants that might be necessary for the administration of the business of both the Department and of the Advisory Board. Control over the inspectors and inspection was exercised by the Department. The Department was expected to execute the regulations of the Advisory Board. Matters of an administrative nature were to be managed by the Department .

26.

The Organization of the Department of Education, 1895.

Hon. Thomas Greenway. Hon. Robert Watson.

Hon. Clifford Sifton. Hon. J. D. Cameron.

Hon. D. H. McMillan.

Chief Clerk-- E. A. Blakely (Also secretary of the Advisory Board.

Accountant--- Miss Mary F. Colby.

Stenographer- Miss M. C. Millan.

27. "The Department of Education shall have power:

(a) To appoint inspectors of High and Public Schools, teachers in Provincial Model and Normal Schools, and Director's of Teachers' Institutes. (b) To fix the salaries of all inspectors, examiners, Normal and Model School teachers and other officials of the Department. (c) To prescribe forms for school registers and reports to the Department. (d) To provide for Provincial Model and Normal Schools. (e) To prescribe for the proper examination and grading of teachers and the granting and cancelling of certificates. Certificates obtained outside the Province may be recognized instead of an examination. (Transferred to the Advisory Board by an amendment in 1891) (f) To prescribe the length of vacations and the number of teaching days in the year....

The Department of Education shall nominate one of its members to sign all certificates granted by the Department.

(continued on page 76)

The Division of Powers.- It should be stressed that the Advisory Board and the Department of Education were independent and sovereign entities in their respective fields, both separately responsible to the Legislature for their actions. This unnatural division of educational control into the administrative and legislative aspects arose partly because the Education Act of 1890 was largely a compromise measure to meet the political situation prevailing at the time, and partly because in leaving control of educational policy to a representative board, the Act of 1890 was following the tradition established by the Act of 1871.

This division of authority leads one to make interesting conjectures. Suppose the legislative policies of the Advisory Board had differed, radically, with the administrative policies of the Department of Education, and the Department had not executed the regulations of the Board. Suppose the ill-defined relationship between the Department and the Advisory Board had not been correlated by centering the secretaryship of the two bodies in a Deputy Minister of Education. Had a situation arisen in which the inspectors, responsible for the execution of certain rules and regulations of the Advisory Board, had been given conflicting instructions by the Department which appointed and dismissed them,- whom would the inspectors have obeyed? What would have happened to the organization

27. (continued)

The Department of Education shall report annually to the Lieutenant-Governor in Council upon the Model, Normal High and Public Schools, with such statements and suggestions for promoting education generally as may be deemed useful and expedient..."
 Statutes of Manitoba, 1890. C. 37. S. 2. 3. 15.

of 1890 if a Board with a very strong personnel had clashed with an equally strong personnel in the Department on matters concerning general educational policy. Being an executive body independent of the Board, and exercising undivided administrative authority over all regulations, it was natural that the superior tactical position of the Department of Education enabled it to become the dominant factor in the field of divided educational control.

It is interesting to note that the system of educational organization in Quebec today, has a duality in educational control similar to that which prevailed in Manitoba after the Act of 1890. In Quebec, all executive authority is vested in the Department of Education presided over by the superintendent and his two assistants. Legislative control over all essential school matters like text-books, certification of teachers, standards, etc. is in the hands of the separate Committees of Education comparable in constitution to the Advisory Board. The findings of the Protestant Education Survey under the chairmanship of W. A. F. Hephurn in this connection are very interesting:

28.

At the November meeting in 1894, the Advisory Board passed the following resolution: "That this Board submit to the Department of Education the written course of study in Agriculture with the recommendation that the Department provide instruction in the Provincial Normal School in such of the topics as can be covered during the remainder
(continued on page 78)

"The greatest modification of present practice which we recommend is in the executive functions of the Protestant Committee. We believe that the Committee, which has always acted as a minor legislative body competent to draw up regulations for the conduct of the Protestant schools, should now be endowed, under reasonable safeguards, with authority to enforce its regulations. The need to make this change has persuaded us to recommend that the Committee should receive and disburse all moneys available for Protestant education, which have hitherto been disbursed by the Superintendent." (29)

What Measure of Control

did the Advisory Board Actually Take

Over Education?

In actual practice, the Advisory Board exercised practically all the statutory powers that the Legislature had delegated to it by the Department of Education Act of 1890³⁰. The Act laid down in general principles the fields

28. (continued)

of the term, and that similar instruction be also provided for the third class teachers in the local Normal School and Teachers' Institutes which meet in 1895." What effect on this curricular provision would there have been if the Department had found it impossible or inconvenient to provide teacher-training for this new subject?

29.

Protestant Education Survey, 1938, W. A. F. Hepburn, p 29.

30.

The Board had power:

--To decide or make suggestions concerning such matters as may from time to time be referred to them by the Department of Education.

--To decide upon all disputes and complaints laid before them, the settlement of which is not provided otherwise by law.

These two privileges the Advisory Board rarely exercised. Complaints and disputes concerning administrative matters were usually settled by the Department itself.

in which the Board could legislate and make statutory regulations. Having done this, the Legislature left the Board with no further instructions as to regulations that it was to make. The important duty of determining educational policy was left to the discretion of the Board itself. It was understood however, that such educational legislation was to agree with the spirit of the school system set up by the Public School Act of the same year.

The powers granted to the Board provided that its rules and regulations should be mandatory on the educational system. The Board was given power "to make regulations", "to examine", "to determine", "to decide", and "to prescribe". Only in matters referred to it by the Department did it suggest, and even then it could "decide" if it so wished. As soon as passed by its members, all the Board's enactments had the power of statutory law and were put into force immediately if the Board so prescribed.

By legislative statute, the Advisory Board had power to make rules and regulations concerning the essential aspects of the educational organization in the Province .

31.

By legislative statute, the Advisory Board had power to make rules and regulations in the following fields:

1. School houses, school premises and equipment;
2. The curriculum to be taught;
3. Standards to be obtained;
4. Examinations, examiners, and sub-examiners;
5. Teacher-Personnel;
6. The qualifications of the inspectors.

In theory, this control over educational policy was extensive, but in practice, it was limited since the execution of all the Board's regulations was left to the discretion of the officials of the Department of Education. Besides, the Act of 1890 gave to the Department a measure of legislative control over educational policy by providing it with statutory authority to make regulations concerning certain educational matters, control over which had also been allocated to the Advisory Board. Thus the Advisory Board shared with the Department of Education its control of the examinations of the candidates for teachers' certificates, its prescription of the qualifications for inspectors, and its direction of instruction within the classroom³². Whether the regulations of the Department in these matters were to be merely

32.

"No person shall be eligible to be appointed an Inspector who does not hold a legal certificate of qualification as Inspector, granted according to the regulations of the Department of Education and the Advisory Board....."
Statutes of Manitoba, C. 38, S. 135, 1890.

"Every certificate to teach a public school shall be ranked as of the first, second or third class, and shall be issued under the regulations of the Department of Education and the Advisory Board, only to such persons as
 (a) furnish satisfactory proof of good moral character
 (b) and, if males, are at least 18 years of age, or if females 16 years of age, and
 (c) pass the examinations prescribed by the Department of Education and Advisory Board?"
Ibid, C. 38, S. 131.

"It shall be the duty of every teacher of a public school: To teach diligently and faithfully, all the branches as required to be taught in the school, according to the terms of his engagement with the trustees, and according to the provisions of this (Public Schools) Act, and the regulations of the Department of Education and the Advisory Board."
Ibid, C. 38, S. 127.

administrative or were actually to decide policy, it is difficult to say. It is clear however, that the regulations of either body were, by statute, to be of equal importance. In practice, the regulations of the Department in these matters were more effective as this body had the necessary executive and financial authority enabling it to enforce its own regulations.

Control over School Plants.— The minutes of the Advisory Board show that this body, very early, delegated to the officials of the Department of Education its authority over the school plants and their equipment. Control over school plants was an administrative function which was left for execution to the Department and its permanent staff. From time to time the Advisory Board made attempts to provide some form of general guidance and leadership in this field. When one considers that during the first twenty years of its existence, the Board laid down general regulations concerning school plants only on three occasions, namely, in 1901, 1902, and 1908, one can readily see that the continued responsibility for improving the quality of school houses, school yards and school equipment was left almost wholly to the Department of Education. The officials of the Department did find it convenient to refer to the Advisory Board requests for the waiving of any regulations made.

Control over the Curriculum and Textbooks.— The Advisory Board exercised complete control over the curriculum of the public schools of the Province. The different courses, and the different subjects in all the grades of the elementary, high-school, and teacher-training level were prescribed and regulated by the Advisory Board. This was in keeping with the then current opinion in Manitoba that the programme of studies should be regulated by a representative body of a non-governmental nature which would in all probability be most likely to safeguard the minority privileges of certain section of the population. All religious instruction was to be carried on according to the

33.

".....that the Winnipeg School Board be permitted to add Manual Training to the Course of Instruction from grade five upward."

Minutes of the Board, Dec. 1900, p. 36.

"That Household Science be placed on the Programme of Studies for Public Schools, the teaching of it being optional with school boards."

Ibid, April, 1905.

"That the report of the Committee on Botany and Agriculture be adopted and that the Department be requested to have the same printed and distributed to the schools; also that the Committee be continued and requested to submit a syllabus of work in Household Science in accordance with their recommendation as contained in the report."

Ibid, Oct. 1907.

"The Commercial Course in the Winnipeg Collegiate Institute was adopted as follows:

Arithmetic -- as for 3rd Class Certificates, with special attention to Commercial Arithmetic.

Algebra--Geometry -- as for 2nd Class Certificates, with knowledge of partnership and manufacturing business.

Pennanship--Shorthand--Geography--History--Literature--Composition--Grammar--Drawing--Law....."

Ibid, February, 1898.

34

the regulations of the Advisory Board . Not only were general regulations made regarding subjects and courses, but the Board drew up detailed syllabi concerning the more detailed materials of instruction . In the early years, the members of the Advisory Board took active part in the preparation of these syllabi, but the practice soon developed of leaving this more specialized business to expert educationalists, preferably teachers .

35

36

34.

"That until further notice the religious exercises in the Public Schools shall be:

(a) The reading without note or comment of the following selections from the Authorized English Version of the Bible of the Denay version of the Bible,

(b) the use of the following forms of prayer....."

Ibid., May 21, 1890,- being the first resolution passed by the Advisory Board.

35.

Re. Poetical Literature -- Teachers' Syllabus: "The object of the paper on poetical literature will be to determine whether the candidate understands and appreciates the author's meaning. Paraphrasing, the consideration of the characteristics of the author's diction, proper names and historical allusions, figurative language, and metrical form will all be considered solely from this point of view. The biography of the authors and the history of the period will be considered only in so far as they have affected the meaning and form of the texts prescribed. The candidates will be expected to have memorized the finest passages....."

Ibid., Oct. 14th, 1890.

Re. Physiology and Hygiene: "To have a general knowledge of the processes of digestion, circulation, and respiration, and of the eye, the ear, the brain, and the nervous system; to be acquainted with the laws of health and the effect of alcohol and narcotics upon the human system."

Ibid., Oct. 14.

(The minutes of the Board are full of references pertaining to the preparation of more or less-detailed syllabuses for the subjects taught in the schools under the Board's jurisdiction. Note minutes: August, September, 1890--- April, 1891---March, Aug. 1892--- May, 1893--- March, May, 1894, etc.)

The Board also controlled the authorization of all text-books used in these public schools which wished to earn the legislative grant. All texts were regularly prescribed and cancelled by the Board members for every grade in the school system. This still further centralized its authority as far as actual instruction in the school-room was concerned . Had the inspectors been under the supervision of the Board, and had they been instructed in their duties of inspection and supervision by it, then the Board's control over actual instruction would have been quite complete and undivided. As it was, the formulation of a curricular policy rested with the Advisory Board, but actual direction of classroom instruction was exercised by the Department and its officials. The only administrative control the Board had with respect to classroom instruction was its prescription of final departmental examinations.

36.

"Prof. Cochrane and K. Fletcher were empowered to prepare and to submit to the Board at its next meeting a new schedule of the work in Geometry, including provision for Entrance work in the subject."

Ibid., June, 1905.

37.

"That the subjects taught in the Schools be divided into six groups and that Committees be appointed to examine and recommend to the Board at least two suitable text books in each subject as soon as convenient....."

Ibid., August 2nd, 1890.

".....that Lang's Exercises in Composition be authorized until July 1st, 1896, in order that the advisability of introducing blank books in the various subjects may be tested."

Ibid., March, 1897.

"It was agreed that this chart (Bird Chart, Geo. Hendry & Co.) might be placed on the list of books recommended by the Board as works of reference for Public School teachers."

Ibid., May 26th, 1908.

During the early years of its "regime", the Board members directly controlled and administered these examinations. Through its final examinations the Advisory Board was able to determine the kind and quality of instruction in grades eight to twelve.

During this period, much of the teaching in Manitoba centred around the textbook. In actual practice, a textbook and the final examination on it predetermined considerably the instructional emphasis to be expected in a school subject. The importance, in teaching of the textbook was magnified, at this time, by the relative poorness of the academic and professional preparation of the teaching body. Consequently, through its prescription of textbooks, the Board was able to influence instruction in all grades of the school system.

Control over Examinations.— Instruction in the classrooms was conditioned considerably by the final examinations and by the standards of achievement prescribed by the Advisory Board. Having authorized the courses and the subjects to be taken, having outlined in detailed or semi-detailed syllabi the exact type of work to be done in each subject, the Board made certain that its instructions had been carried out by holding final promotion examinations and checking up on the results of the year's instruction. Success or failure for the pupils and even teachers was ascertained by the

examination results. The students concerned wrote final examinations prepared and revised by examiners who were members or appointees of the Board. Regulations concerning the administering and supervision of examinations within the classroom were made by the Advisory Board or under its direction. The examination papers were corrected and graded by sub-examiners appointed by the Advisory Board, and the standards for grading were prescribed by the same body. The successful pupils were granted certificates, while those unsuccessful were obliged to make up their deficiencies following definite procedures laid down by the Board. One can readily see how complete was the control of the Advisory Board over instructional results, and how much of a stranglehold on education this authority could have become had it been used in a reactionary manner detrimental to the interests of educational progress.

The Advisory Board made the regulations concerning the amount and the type of work to be covered by the students preparing for these final examinations . The

38.

Note reference re. examination paper on Poetical Literature, page 83.

(b) On pages 258-259, of the Board Minutes of May 6, 1893, there are detailed regulations which tell exactly what books and which parts of these books the Grade 8 Entrance papers were to cover.

(c) On May 29, 1894, a Committee was appointed by the Board to assign the amount of Botany to be taken for the Third Class Examinations.

(d) On Oct. 26th, 1898, a Committee was appointed to determine how much of the Fifth Reader would be examined on the Entrance Exam. in 1899. The report, adopted the next month, decided that the examination should be from page 228 to the end of the book, with special reference to ten listed selections.

The subjects to be examined were also determined by the Board ³⁹. The next step in the examination routine was the appointment of examiners who were to set the examination papers on subject matter already delimited by the Board. All the examiners were appointed by the Advisory Board ⁴⁰ members in full session. After preparing the papers, the examiners submitted them to the Board or to its committee ⁴¹ for revision and approbation. The revised papers were

39.

"Entrance Examinations to the Collegiate -- Papers will be set in the following subjects: Arithmetic, 3 hours; Grammar and Composition, 3 hours; History, 1½ hours; Geography, 1½ hours, English Literature 2 hours; Reading, (oral) Writing and Spelling on all papers."

Ibid., May 1893, page 251.

40.

(a) On April 21st, 8 examiners for the July Examinations were appointed,-- two of these were Board members.

(b) On June 16th, 1891, the Board appointed 2 examiners for the final examination at the close of the Third Class Normal Session.

(c) During the ten year decade ending 1900, the Advisory Board appointed 180 examiners for the different examinations, 57 of whom were Board members.

(d) "That the examiners for the Departmental Examinations be selected alphabetically from Principals of Intermediate Schools who have had at least three years' experience in an intermediate school....."

Ibid., May 1903, page 178.

41.

"That the revising committee consist of 511 Examiners and that the Examiner be advised that the papers must be in the hands of the Secretary by May 14th, the first meeting of the revising committee to be held on May 18th."

Ibid., April, 1904.

then sent to the Secretary of the Board, who was at the same time the chief administrative official of the Department. The actual printing and administering of the tests was done by the Department, according to the regulations of the Advisory Board. After being written, the examination papers were returned to the Department, to be marked and graded by sub-examiners appointed by and working under regulations prescribed by the Board. The reports of the sub-examiners were made to the Advisory Board, which body then arranged for the certification of the successful candidates. Regulations regarding failures and appeals

42.

"That sub-examiners be selected as formerly from the members of the Advisory Board, the Inspectors, Collegiate teachers and principals of the Intermediate Schools, as there are more of the latter than are required they be divided into two divisions to serve on alternate years." Ibid., April 1901, p 44.

The minutes of May, 1904, mention that two members of the Board prepared a list of sub-examiners. Sixty-three were appointed, including all the members of the Board, all the Normal School teachers, some University professors, and the remainder from the inspectorial staff.

The Board, at the Aug. 2nd meeting, 1890, recommended the addition of an extra 20% to the marks of the candidates in the Algebra and Geography papers because of a well-founded complaint that the papers were unduly long.

".....that the secretary arrange for the numbering of the papers, the division of the work among the sub-examiners, and for a member to take charge of the work." Ibid., June 1904.

43.

(a) In the minutes of Aug. 4, 1891, there is a notation to the effect that the report of the sub-examiners was received, and certificates to the successful candidates granted.

(b) On April 3rd, 1897, the report of the examiners of the Normal examinations was received and approved.

(c) On June 30, 1897, the report of the Examiners for the first Class Prof. Examinations was presented, and Rev. Dr. Bryce and Sup't. McIntyre were appointed a committee to issue certificates.

against of the sub-examiners were controlled by the Board, as was the provision of special examinations⁴⁴. Deficiencies in the examinations or in classroom instruction, as evidenced by the examination results, were noted by the Board and suitable recommendations were made to the persons concerned.

During the first two decades, control of the whole testing machinery rested directly in the hands of the Advisory Board. Later developments shifted a measure of this control to the Department of Education.

Control over the Teaching Personnel:- It will be the purpose of this section to show what measure of control the Board was able to exercise over the teaching personnel of the Province. The Advisory Board was able to assume this control by virtue of its powers of prescription of the teacher-training programme, and its control of teacher certification. The administration of this control was left largely in the hands of the Department to be exercised through the Normal School staff and the staff of inspectors.

44.

(a) Teachers' certificates were granted with a 34% pass on each subject and a 50% pass on the total.

Ibid., August, 1900.

(b) The report of the examiners was adopted, but Miss L. _____ was asked to take a special non-professional examination in Rhetoric and Composition.

Ibid., May, 1901.

(c) Beginning in 1891, the Board adopted the practice of appointing one or more members to reread protested papers. Usually these members presented their report to the Board in session.

(Note Oct. 3, 1893; Sept. 25th, 1894.)

(d) By 1900, the number of appeals became so great that the Board appointed from among its members or from the examiners a special "Board of Appeals".

Ibid., Sept. 1903.

The statutes of the Legislature gave little direction to the Board and the Department regarding the teaching personnel. The statutes directed that the certificates were to be of the first, second and third classes; that the teachers were to be of a good moral character and of a certain age; that they were to pass certain examinations of the Board and of the Department; and that they were to teach according to the regulations of the Public School Act. Further policies concerning the teaching body were to be formulated by the Advisory Board and the Department of Education.

In 1890, the Advisory Board and the Department inherited from its predecessors, the Committees of the Board of Education, a provincial teaching personnel consisting of 668 teachers, nine of whom had Collegiate certificates, seventy-one had First Class certificates, two hundred and seven had certificates of the Second Class, two hundred and fifty-eight of the Third Class, and the remaining one hundred and twenty-three had licenses and permits of various kinds. The school system was growing very rapidly at this time, and both the Advisory Board and the Department were busy providing for the training, the certification, and the inspection of a provincial teaching body.

There was a great influx into Manitoba, of teachers from other provinces. The Advisory Board controlled the licensing and the certification of these incoming teachers and it either arranged for examining the newcomers, or granted

then certificates and licenses on the strength of their training elsewhere. A great deal of this work was done at the meetings of the Board in the first two decades of its existence. The credentials of each of these candidates were carefully examined, and the amount of administrative work this necessitated was burdensome. In 1890, a total of 141 such certificates were issued by the Advisory Board; by 1895, the number was 170 per year, and by 1910 the number of such certificates annually granted was 200. Since the certification of all these out-of-Manitoba teachers was in its hands, the Board, through its examinations, and its provisions for extra professional training, definitely influenced the type of teacher Manitoba received from other Canadian provinces.

The Board also exercised a determining influence on the teaching personnel that was trained and certificated in the educational institutions of the Province. It fixed the amount of non-professional or academic training for the candidates wishing to train for the teaching profession. Through its power of prescription of the standards of admission to the Normal schools, the Board controlled the only available instrument whereby the academic training of the aspirants to teaching could be raised or lowered to suit the needs of the Province.

The Act of 1890 had given to the Advisory Board power to discipline, control, and classify all Normal Schools,

and to prescribe the qualifications of teachers.

Consequently, the Board undertook to prescribe the professional courses for all teachers-in-training. During the first decade, the members of the Board actually prepared the syllabi and prescribed the subject fields for the professional examinations⁴⁵. Examiners for the Normal Schools⁴⁶ were appointed directly by the same body. After 1900, the Board was content to leave the initiation of changes in the professional curriculum to the members of the Normal School staffs⁴⁷. Having delegated to the Normal School staffs

45.

A detailed syllabus for Teachers' Certificates was adopted Jan. 6th, 1891. It prescribed the courses and the text-books to be studied for the First, Second and Third Class Professional Certificates.

"That in the Examinations for Bilingual Certificates of the Third Class, the subject of German and French Literature and Composition be substituted for English Literature and Rhetoric." (A committee of 3 Board members was constituted to prescribe the texts and the selections to be studied.)

Minutes of the Advisory Board, 1898, p. 379.

"That Vertical Writing be taught in the Normal Schools and that candidates be required to write the vertical hand at the professional examinations."

Ibid, Dec. 1895, p. 335.

46.

"Rev. Prof. Baird and Mr. F. H. Schofield were appointed examiners for the Normal School and First Class Teachers' Professional Examinations."

Ibid, 1891, p. 61.

"The Report of the Examiners for Teachers' Certificates was received and adopted."

Ibid, July 31, 1895.

In Nov. 1903 the Board appointed as examiners for the Second Class Normals the principals of the Normal Schools and inspectors Rose and Maguire. The examiners were to report the results of the examinations to the Board.

Partial control over the professional courses and the examinations in the same, the Board supervised and guided this work. From time to time, the Board examined the results in teacher training; and at other times, made pertinent suggestions with a view to improving the calibre and training of the teachers to whom they issued certificates .

Regulations were made by the Advisory Board concerning the granting of certificates licensing the holders to teach. Except for the general specification of the Legislature that the certificates should be of three classes, and that the holders should be of a certain age and of good moral character, the Board was given complete control over the development of its own policy of certification. Until 1898,

47.

In Feb. 1902, the Board adopted the Syllabi for the First and Second Professional Courses as presented by Dr. M. McIntyre, principal of the Normal School. The subjects to be taken were: Philosophy of Education, History of Education, Psychology, Logic, Methods, School Management, School Law, Music, Drawing, Drill, and Manual Training.

48.

".....that all students while in attendance at Normal must have practical instruction in the keeping of the various records required to be kept in a school, and in the preparation of the various reports required."
Ibid., Dec. 29th, 1903.

"A revision of the Syllabus for the Professional Courses was submitted by the Normal School staff. After much discussion the following motion was passed: "That it is in the opinion of this Board that the Syllabus for the Third and Second Class Normal Courses should be simplified and greater prominence given to the practical side of the work, and that this syllabus be therefore referred to a committee....(of the Board)....."
Ibid., June 28th, 1907.

the Board granted teaching privileges to both the non-professional and the professional certificates; after that date, the Board required that all teachers certificated by it have professional training. The different types of certificates to suit the requirements of the Province were worked out under the initiative of the Board ⁴⁹. Having set the standards and regulations for the different certificates, the Board was guided in granting, raising, suspending or cancelling them by the recommendations of the Normal School staffs, the inspectors, ⁵⁰ or the officials of the Department of Education. In the

49.

"The certificates granted by the Advisory Board of Education for the public schools of the province of Manitoba shall rank as of the first, second, or third class. Those of the first class shall be sub-divided into Grades A and B; those of the second and third classes shall be each of one grade only. The first and second shall be valid during the pleasure of the Board; the third class certificates shall be valid for three years."
Ibid., Aug. 21st, 1890.

As circumstances required, the Board granted many other types of certificates; permits, specialists, principals' bilingual, collegiate, collegiate assistants', etc.

50.

Teachers' certificates were "granted to the students attending the Third Class Normal Sessions in Winnipeg and Brandon ending April 18th, according to the recommendations of the Normal Teachers."
Ibid., May 26th, 1890.

"That for the year 1909 all students in attendance at Second Class Normal be given certificates on the recommendation of the Normal School Staff without examination (set by the Board)....."
Ibid., Dec. 29th, 1908.

From the very beginning (1890), all certificates were made permanent on an application to the Board accompanied by a written recommendation by the Inspector.

(continued on page 95)

field of teacher-certification the powers that the Board exercised were legislative, administrative, and judicial; and limited only, by the fact that its control over the teachers-in-service was exercised through the inspectors who were actually responsible to the Department of Education. The very important matter of making the certificates permanent had to be delegated to the discretion and recommendation of the inspectors,-- the Advisory Board having no executive personnel that could examine and judge the teachers actively engaged in teaching.

Conclusion.-- The analysis of its statutory powers and its representative proceedings shows that at first, the Advisory Board exercised a controlling influence on all the educational functions of the public school system. It supervised the regulations concerning the improvement of the school plants; it prescribed the curriculum to be studied and the texts to be used; it influenced very greatly the type of teaching by its choice of textbooks; and it controlled the teaching personnel by regulating its training

50. (continued)

"Sec. 3 _____ applied for a professional Second Class certificate. Inspector B _____ has refused to give him the necessary recommendation. The Board decided to allow Mr. S _____ to teach in another Inspectorial Division so that another Inspector would have an opportunity to report on his teaching."

Ibid., April, 1897, p. 355.

and certification. However, the Advisory Board depended for the administration of its rules and regulations on the Department of Education and its increasing personnel. This personnel was the permanent factor in the educational system and much more closely in touch with the schools and the teaching body. Consequently, as time went on, the Board delegated more and more of its privileges to the Department of Education.

CHAPTER FOUR

THE ADVISORY BOARD

AND THE DEVELOPMENT OF EDUCATIONAL CONTROL

IN MANITOBA (1908-1937)

Changes Made in the Educational Administrative Organization in 1908.

Under the guidance of the provincial treasurer, Hon. G. R. Caldwell, an "Act respecting the Department of Education" was passed by the legislature in 1908. Besides giving statutory recognition to administrative changes that had already taken place in actual practice, the new Act made little change in the system of educational administration in Manitoba.

The Act of 1890 had established an Advisory Board to control educational policy, and a Department of Education to administer the Public School Act, and the rules and regulations of the Advisory Board. The Department had been made up of a committee of the executive council and certain permanent officials (clerks), with the Provincial Secretary acting as the Minister of Education. To the Department of Education, the Act of 1890 had given administrative powers.

With the influx of large numbers of settlers into the Province around 1890, the total size of the educational system increased tremendously. During the eighteen years following 1890, the total teaching personnel was trebled, and

the number of school districts in operation was increased to 1300. Consequently, the activities of the Department had increased greatly both in number and in scope. To handle this increase in administrative work, it was necessary to reorganize the Department on a more comprehensive basis, and to appoint a responsible head who would give his undivided attention to these matters. This had not been possible under the existing administrative organization of the government, as the Provincial Secretary had been the Minister of Education, and had divided his time between the two governmental departments.

1.

Hon. G. R. Caldwell, in introducing the Department of Education Act to the Legislature on Feb. 5th, 1908, said:

"The department of education required all the attention that could be given to it. The department controlled the primary or public schools, and there were 1,297 districts in operation, though more were organized, and over 1900 teachers employed. There twelve high schools, three collegiates, one Normal School, and one Model school in the province. There was also the Ruthenian training school in Brandon. These made up the educational plant of the province.

Previously the department had been under a committee of the council, but in future, it would be under a minister who was not yet appointed. The Advisory Board would be increased to ten members as they had more work to do. There were a deputy minister and a staff of five to carry on the work of the department....."

Winnipeg Free Press, Feb. 5th, 1908.

There was, in the Act of 1908, no thought of changing the educational organization as evolved by the Act of 1890. There was no mention made of the necessity of centralizing complete educational control in the hands of the new Minister. The changes made were purely for administrative purposes. It was evidently believed that the newly-appointed minister would have enough administrative responsibilities to keep him busy, and that matters of educational policy respecting courses, text books, teacher certification, final examinations and general government of schools had best be left with the Advisory Board. There was very little debate in the House over this measure,-- far less than there was concerning the move to introduce a compulsory attendance clause into the Public School Act.

The changes made by the Act of 1908 were not extensive. Actually what happened was that the powers of the Department of Education, formerly vested in a committee of the executive council, were transferred to a Minister of Education who was to devote all his time to the affairs of this department. Instead of one cabinet minister dividing

2. The attendance clause met defeat in the Legislature on Jan. 16th, 1908.

3. Statutes of Manitoba, 1890.
Powers of the Department
 (a) "To appoint inspectors of High and Public Schools, Teachers in the Provincial Model and Normal Schools, and Directors of Teachers' Institutes".

Statutes of Manitoba, 1908.
Powers of the Minister of Educ.
 (To be done by the Lieutenant Governor-in-Council.)

his time between two departments, that of education and that of the treasury, there were now to be two cabinet ministers each responsible for the work of his own department. The provincial treasurer who had been acting-head of the department was now made the new minister of education, and another Legislative member was made provincial treasurer.

3. (Continued)

Statutes of Manitoba, 1890.
Powers of the Department

Statutes of Manitoba, 1908.
Powers of the Minister of Educa.

- | | |
|---|--|
| (b) "To fix the salaries of all inspectors, examiners, Normal and Model School teachers, and other officials of the Department." | (To be done by the Lieutenant Governor-in-Council)
(a) "To determine the duties of public and high school inspectors." |
| (c) "To prescribe forms for school registers and reports to the Department." | (b) "To prescribe forms for school registers and for reports to the Department." |
| (d) "To provide for Provincial Model and Normal Schools.... and intermediate departments." | (c) "To provide for provincial Model and Normal schools and intermediate departments high schools,....etc." |
| (e) "To arrange for the proper examination and grading of teachers and the granting and cancelling of certificates. Certificates obtained outside the Province may be recognized instead of an examination."
(Note- An amendment to the Education Act in 1891, transferred the larger part of this power to the Advisory Board, which was henceforth "to determine to whom teachers' certificates shall be granted. Certificates outside the province may be recognized instead of an examination.") | (d) "To arrange for the examination of teachers, of candidates for commercial diplomas, and of candidates for admission to intermediate departments, high schools, collegiate departments and collegiate institutes, and to appoint presiding examiners for, and to make regulations to govern the said examinations |
| (This was done by the Department in actual practice.) | (e) "To arrange for the issue of entrance teachers', and other certificates. |

The power of appointment of inspectors, Normal teachers, deputy-minister, and other officials was taken out of the hands of the Department proper, and was left, in theory, with the whole Cabinet.⁴ The Act made provision for the appointment of a Deputy Minister. This official was to act as the Minister's immediate assistant, and to him was to be delegated a large measure of administrative control

3. (Continued)

Statutes of Manitoba, 1890
Powers of the Department

Statutes of Manitoba, 1908.
Powers of the Minister of Educ.

(f) "To prescribe the length of vacations and the number of teaching days in the year."

(This was done by the Department in actual practice.)

(f) "To prescribe the length of vacations and the number of teaching days in the year."

(g) "To arrange for the printing and publication of text books, copy books, maps and other requisites for all or any of the public schools, and for the free distribution of the same, or any part thereof, to the pupils of such schools."

3. "The Department of Education shall nominate one of its members to sign all certificates granted by the Department."

5. "All certificates issued by the Department of Education shall have the signature of the Minister of Education lithographed, and shall be countersigned by the Deputy Minister of Education."

6 & 7. The Department of Education was given statutory authority to build schools in unorganized districts and levy taxes for the support of the same.

15. "The Department of Educ. shall report annually to the Lieutenant Governor-in-Council upon the Model, Normal, High and Public Schools, with such statements and suggestions for promoting education generally as may be deemed useful and expedient."

21. "The Minister of Education shall report annually to the Lieutenant Governor-in-Council upon the model, Normal, High and Public Schools, with such statements and suggestions for promoting education generally as may be deemed useful and expedient."

over the functions of the Department. However, the Advisory Board was left with powers and duties practically identical with those granted it by the Act of 1890.

The Act of 1908 introduced nothing essentially new into the educational system; actually it gave statutory recognition to the developments that had taken place in educational practice since 1890. The cabinet minister, who had acted for the committee of the executive council in the capacity of minister of education, and the chief clerk, who had acted as the chief executive official of the Department, now had their relative positions statutorily recognized and strengthened by being made Minister and Deputy Minister of Education respectively. The Minister of Education henceforth presided over and had the management and direction of the

4.

- "The Lieutenant Governor-in-Council shall have power:
- (a) To appoint inspectors of high and public schools, teachers in Provincial, model and normal schools, and directors of teachers' institutes, a Deputy-Minister of Education and other officials of the Department.
 - (b) To fix the salaries....(of the above)....."
- Statutes of Manitoba, 1908.

5.

The Act of 1908, when compared with the Act of 1890, shows that only minor changes were made in the powers of the Board. This body was left with the same determining powers in education as it had enjoyed since 1890. Section 20, of the Act of 1908, lists the powers of the Advisory Board. It states that "the said Board shall have power to....."

- (a) Same as 1890, with the addition of "...for the arrangement and requisites of school premises."
 - (b) Same as 1890. (c) Same as 1890. (d) Same as 1890.
 - (e) Same as 1890. (f) Same as 1890, with the addition of "iii..which examiners shall report to the Department of Education." (g) "To appoint sub-examiners for the entrance, teachers' and other examinations, which sub-examiners shall report to the Advisory Board." (New---
- The Board had done this as in actual practice since 1890)

(continued on page 103)

Department. All the former privileges and duties of the Department, together with any new ones that it had actually acquired in practice, were now transferred to the Minister. The immediate subordinate of the Minister was to be the Deputy Minister. This official enjoyed an exceptionally strong position in the educational organization because he was as deputy minister, an executive official of the Department, and as secretary, a semi-executive official of the Advisory Board.

The same division between legislative and administrative control existed subsequent to 1906, as had existed prior to this date. The Advisory Board retained its control over the determination of educational policy, and continued to make regulations, to prescribe, to examine, to authorize, to determine, and to decide. The newly-appointed Minister of Education was given power to appoint to determine duties, to provide, to arrange, to issue, to report, and to prescribe in matters of administration.

Since financial and executive control was vested in the Department of Education, it was natural that the extent of the Board's determination of policy would be

5. (continued)

- (h) Same as (g), 1890.
- (i) Same as (h), 1890.
- (j) Similar to (i), as amended 1891.
- (k) Same as (j), 1890.

limited by the educational policies of the Minister and his Department. In other words, with the majority of the members of the Advisory Board actually appointed by the Minister of Education, and only for a limited period, it was natural that the average member so appointed should regard himself as a part of the Department, more or less obliged to carry out the wishes of the Minister and the Department. Although, in theory, the regulations of the Advisory Board were mandatory on the Department; in practice, the Board made no regulations that did not meet with the approval of the Minister or his Deputy. Furthermore, the Minister had a virtual check on the actions of the Board because he could initiate legislation, and because he could make suggestions for the improvement of education in his annual reports to the Legislature. Moreover, ministers of education could influence the Legislature to annul any of the Board's regulations deemed by them detrimental to the progress of the public schools. Had the Advisory Board during its forty-seven years of quasi-control of education fully exercised its privileges or undertaken policies that did not meet with the approval of the Minister of Education or the officials of the Department, the administrative organization of the educational system would have been modified and the Advisory Board would possibly have been abolished.

The Act of 1908 did not give to the Minister of Education direct control over the policy of the Advisory Board. Had he been made an ex-officio chairman, or at least a member of the Board, the Minister would have been placed in a position to exercise more directly upon the personnel of the Board, the leadership in education that was rightfully his, by virtue of the responsible position that he occupied. It was strange that the Minister actually had no place at the meetings of the Board, and came there very rarely,--generally on special invitation of its members. Furthermore, a departure from the theory of ministerial responsibility seems to have been made as the Minister was called upon to administer through the Department, regulations and rules over whose adoption he had exercised no immediate leadership or control. The Deputy Minister was more fortunate in this regard in that his usefulness to the Board had made him the Board's perpetual secretary.

An amendment to the Education Act in 1925 made the Minister and the Registrar ex-officio members of the Board. The Minister of Education did not however, choose to attend the Advisory Board meetings; the Deputy Minister and the Registrar did attend. These officials, with their

6.

According to the Minutes of the Advisory Board, the different Ministers of Education were present at the meetings of the Board on seven different occasions from 1908 to 1936. Hon. G. R. Caldwell attended on three occasions in 1908 and 1909; Hon. R. S. Thornton on three occasions in 1915 to 16; and Hon. R. A. Heey in 1935.

administrative experience, were able to take a very important and determining part in the Board's deliberations. In this sense, these two permanent officials had more direct control over the educational policy of the Advisory Board than did the Minister to whom they were both subject.

Comparison with Other Canadian Provinces.-- A comparison with other provinces of the Dominion, in regard to the administrative organization of the educational departments at this time, will enable one to see more clearly what was happening in Manitoba. In the Maritimes and in British Columbia, education was deemed to be a direct governmental responsibility, important enough to challenge the attention of the whole executive council. There, educational control was centralized in educational boards made up of the cabinet ministers. The boards determined educational policy, and at the same time, administered this policy through a superintendent appointed by the Cabinet. Later, the boards delegated and left to the attention of one cabinet minister what theoretically were the duties of the whole board. This tendency to magnify the position and importance of a cabinet minister and make him responsible for educational policy was not developed until 1920 in British Columbia and until the 1930's in Prince Edward Island and in New Brunswick.

In Ontario, the trend to centralize educational control in the hands of one individual was begun in 1846 by the appointment of one 'all-powerful' superintendent. In

1876, the powers and duties of the superintendent were transferred to a Department of Education, presided over by a Minister of Education responsible to the government of the day. The Minister was to be assisted in his duties by a central board of examiners. This body, composed of twenty elected educationalists, was to control the departmental examination system and to advise the Minister on any educational matters that he may have submitted to them. In 1906, this central committee was definitely constituted an Advisory Council of Education, to act in an advisory and not a policy-determining capacity. At the same time, this Advisory Council was delegated executive authority in the matter of final examinations. Thus Ontario was definitely committed to governmental responsibility for education, and to the principle of centralizing educational control in a minister responsible to the Government and to the Legislature.

Quebec most closely approximated the administrative organization of Manitoba. That province had established, in 1846, a scheme of denominational education under the control of Catholic and Protestant Committees of a Board of Education. Each separate Committee exercised the same type of control over educational policy as did the Advisory Board in Manitoba. In Quebec, as in Manitoba, executive or administrative authority was vested in a department of education. From 1846 - 1867, the department in that province

was controlled by a non-political superintendent; from 1867-1876 there was a responsible minister of education in control of administration; and subsequent to 1876 executive control was again transferred to a superintendent. Whereas Ontario, with a dual population and a separate school problem, placed the responsibility for educational policy and administration in the political arena by centralizing all educational control in a cabinet minister, Quebec dissociated from direct politics both phases of educational control by leaving to the Committee of the Board of Education the formulation of policy, and to a non-political superintendent and his department the administration of the educational system. Manitoba, on the other hand, placed the control of policy in a non-political Advisory Board, but centralized administration in a responsible Cabinet minister.

In Alberta and Saskatchewan, subsequent to 1905, education was organized on the Ontario model. Educational control was vested in departments of education presided over and managed by commissioners (ministers) of education. The departments were sub-departments, for each minister was in charge of at least another department of government.

7.

- (a) James Alexander Calder, the first commissioner of education in Saskatchewan was also the provincial treasurer.
- (b) Hon. Alexander G. Rutherford, the first minister of Education in Alberta, occupied also the portfolios of prime minister (premier) and provincial treasurer.

In British Columbia, at this time, educational control was centralized in the superintendent. A condition prevailed there similar to the one in Ontario from 1846-1876, where control of educational policy and administration was vested in Dr. E. Ryerson, the superintendent. In 1908, the superintendent in British Columbia was the executive head of the department of education, distributed and apportioned the legislative grants, made rules and regulation, controlled inspection, authorized texts and courses of study, and generally controlled all matters concerning the public schools of the province.

How the Educational Organization of 1908 Functioned.- Since the Manitoba Education Act of 1908 left the control of the legislative aspects of education in the hands of the Advisory Board, it will be interesting to know just how much active leadership the Board exercised in the determination of educational policy, how much cognizance the Board took of organized educational and public opinion throughout the Province, and what were its relations with the Minister of Education and the strengthened Department.

By statute, the Legislature of the Province had endowed the Board with specific powers enabling it to carry out certain duties with regard to education. Had the Board not exercised these powers, it would have meant that it did not fulfill definite obligations laid upon it by the Legislature of the Province. Records of the Advisory Board,

as contained in the Minutes, seem to indicate that the Board members were at all times very anxious and zealous for the progress of the schools. Chapter VII of this thesis records the advances made in education during this period (1908 - 1937). Many of these changes were made possible through the rules and regulations adopted by the Advisory Board. The Board had been granted the powers of determination and prescription in certain fields, and this authority it exercised to effect changes in education whenever it was convinced that such changes were desirable.

The time spent by the Advisory Board on educational matters gives one an indication of the amount of work done by this body. The Board generally met once a month, and in addition, there were special meetings of the whole Board as well as many committee meetings throughout the year. The figures for the ten year period immediately preceding the changes in the organization of the Board in 1937 are indicative of the amount of attention devoted by the members to the affairs of education :

5.

The figures given are approximate, as the Minutes of the Advisory Board do not record the exact amount of time spent at each and every meeting. These figures do not include the time expended by special committees of educationalists, of which there were many and to whom were assigned specialized duties concerning the revision of courses, the preparation of syllabi, the study of textbooks, and other similar matters.

Table 11.

Time Devoted by the Advisory Board
to Educational Matters

Year	Total Number of Meetings	Time Spent--Hours and Minutes		
		Whole Board	Standing Committees	Total
1927	15	17.15	13.30	30.45
1928	30	43.30	21.00	64.30
1929	14	31.05	5.35	36.40
1930	17	20.35	14.25	35.00
1931	19	18.45	22.35	41.20
1932	13	17.15	8.00	25.15
1933	6	12.05	1.00	13.05
1934	20	19.35	20.15	39.50
1935	29	22.20	35.20	57.40
1936	40	23.00	47.50	70.50

The figures would seem to indicate an increase in the activities of the Board in 1928, 1935, and 1936. In 1928 the Board was very busy with the revision of the Programme of Studies; in 1935 and 1936 there was considerable activity due to the preparation of the Practical Arts Programme, and at the same time there seems to have been a general tightening-up of regulations, especially in the field of certification. It is interesting to note that an increasing amount of work was being done by the various committees of the Board in 1935 and 1936.

A great deal of the work of the Board was done by its committees. Many of these committees were standing committees, organized from year to year. Thus prior to 1908, there were

four standing committees, Regulations Committee, Textbook Committee, Standing Committee, and a University Liaison Committee on Examinations. Extra committees for special purposes were organized whenever the need for them arose. These special committees were disbanded after completing their assignments and reporting to the Board. Frequently the Board organized committees of teachers and inspectors, especially when it came to a matter of changing courses or revising the subject-matter of courses already established.

The same organization of four regular Board committees prevailed after 1906 as before that date. In 1927, there was a reshuffling of committees, and five standing committees were regularly organized,- Committee of Certification and Standing; Committee on (Teacher) Discipline, Committee on Examinations, Committee on Texts and School Libraries, and a Committee on Related Institutions. In 1934, there were added two more committees to the Board's Organization; an Emergency Committee and a Normal Admissions Committee.⁹ In 1934, the Board arranged for the appointment of a committee of four to appoint sub-examiners and administer other examination details. The 1936 list of committees

9.

The Emergency Committee was to deal with matters arising in the interval between meetings of the Board, and requiring prompt attention. This Committee dealt with many license suspensions, granted special Principal's licenses, made extensions, dealt with cases of standing from the Normal sessions, and generally took over all special administrative work requiring immediate attention. The deputy-minister and the registrar had representation on this committee.

contains besides, representatives to the Liaison Committee re. the Faculty of Education and to the Joint Committee in charge of the Manitoba Summer School. The increase in the number and activity of small committees came as a result of the increase in administrative details that the Board was being called upon to perform¹⁰. The beginning of these smaller committees meant that many matters, formerly discussed by the whole Board were settled by these smaller committees. On these committees, departmental officials had representation and influence.

Throughout the period, the Board was very susceptible to the organized opinion of social and educational bodies. It may be said that the Board was especially considerate of the views and requests of organized educational opinion¹¹. The more important resolutions which came from conferences of inspectors, teachers or administrative officials were carefully considered, and a certain number of these were adopted. In fact, it would not be incorrect to say that,

10.

"Resolved that in order to save the time of the members of the Board at meetings, the Secretary be requested to send each member, three days in advance of each meeting, an agenda showing matters to come before the meeting, with copies of such committee reports as have not been already sent, and such supporting or explanatory data as may be necessary to an understanding of the various items of the agenda."

Minutes of the Advisory Board, March, 1936.

11.

Although very susceptible to the opinions of educationalists, and cognizant of the general public opinion, the Board never wished that its meetings be reported by the Press. Prior to 1902, no press representatives were admitted to any of the meetings; after that date, the Secretary was given permission to issue statements to the Press, but it was not until 1935 that representatives of the Press were allowed to attend the regular meetings of the Board.

during the last twenty years of its activities, the Board left to various educational bodies the initiation of changes in textbooks, courses of study, examinations, and other matters of educational concern. To the Board were directed requests for changes. The Board received these suggestions, studied or delegated their study to other expert bodies, deliberated from a general viewpoint on their relative merits, and then determined whether the suggested changes should be made. A study of the Minutes of the Advisory Board gave the impression that this body was permitting educational leadership to fall into the hands of the teachers, inspectors, and the Department of Education, while it acted as a sort of 'clearing house' and supreme arbitrator.

The Advisory Board and the Ministers of Education.- Between the executive head of the Department and the Advisory Board no differences of policy seem to have developed until recently. The duties of the first ministers were extremely onerous, and it seems that they were content to leave direction of the educational aspects of the school system to the Advisory Board. For the first two decades after the Act of 1908, the ministers were exceedingly busy with such matters as consolidation, organization of new school districts, and the building of new schools, provision of teacher training, teachers' pensions, bilingualism, consolidation of the administrative aspects of the statutes for the steadily-expanding school system, and other administrative matters of

a pressing nature. Then, a very busy premier was the Minister of Education. His successor was supposedly satisfied with the administrative organization as it existed for he never attempted to exert any considerable influence upon the policies of the Board. Thus it was that the Advisory Board continued to enjoy the same statutory control over education as it had prior to 1908.

The fact that the Minister enjoyed no direct control over the Board personally, often placed him in a situation somewhat anomalous with his position as minister. Questions involving educational policy were often discussed in the Legislature, and it was inconsistent with his responsible position that he should be placed in a position whereby he could not promise the House that a certain matter would be settled according to the wishes of the House. Thus, during 1926 session of the Legislature, the Minister of Education could not promise the members of the Legislature that he would see to it that the system of recommending Grade VIII pupils would be extended to include the intermediate schools and thus avoid the payment of examination fees. In this matter, the Minister had first to write to the Board and ascertain its views on the matter, and then present its opinion to the House,-- his opinion not necessarily being the same. How often similar cases came up, the writer was not able to ascertain.

In the twenty-nine years following 1908, the Minister attended meetings of the Board on seven recorded occasions. Its minutes only rarely contain references with regard to the Minister, and one may assume that the Board and the Minister's department were able to carry on their respective duties on what may be termed a 'partnership basis'. For example, in 1909, the Advisory Board had requested the Minister to suggest changes in the new Readers that were being prepared; whereas, in 1916, the Board, evidently with the concurrence of the Minister, prescribed the length of the Christmas vacation. In 1926, a petition to the Minister requesting the re-establishment of the Normal School at Brandon was referred to the Board for action, even though this was an administrative matter of purely departmental concern. On the other hand, in 1927, the Advisory Board requested the Minister to appoint some person or persons to act on his behalf and enquire into certain irregularities with regard to the Departmental examinations which were held under the authority of the Board. In 1936, a resolution of the Legislature instructing the Minister to take some action with regard to the establishment of Practical Arts Courses and the possible utilization of a Federal grant of approximately \$339,369.33, was referred by the Minister to the Advisory Board; whereupon, the Board spent a great deal of time and engaged a large number of educationalists to make a thorough study of the matter and report back to the Minister. Relationships of this type have the semblance of educational partnership rather than independent irresponsibility.

The Advisory Board and the Department of Education.- By the Act of 1908, the Department of Education was strengthened both in its organization and its personnel. The appointment of a full-time minister gave added importance to the department. This was increased by the fact that the status of the chief clerk was raised to that of a deputy minister. This inevitably led to the development of a departmental policy which naturally influenced the activities of the Advisory Board.

The departmental influence upon the Board was supervisory, limiting and initiative in character. With the regulations of the Advisory Board dependent for execution on the Department, it is safe to say that the Board was not likely to make any regulations or changes that did not agree in spirit with the policies of the Department. The guiding hand of a permanent and forceful Deputy Minister, acting as the Secretary of the Board, prevented any major differences of opinion that may possibly have arisen in a governmental organization in which the legislative body acted independently of the administrative body. The influence of the Department became still more pronounced around 1915 when its personnel consisted of three strong educational leaders, the Minister, the Deputy Minister and the Superintendent. Both permanent officials were represented on the Board, and took an active and leading part in its deliberations. Because of his long educational experience and his administrative contacts, the Secretary more frequently became appointed to committees

12

concerned with examinations, certification and standing . Having been made ex-officio members in 1935, the Deputy Minister and the Registrar acted from that date, as full-fledged members of the Board, moving and seconding resolutions in the regular meetings, and being conscripted for service on most of the Board's committees. In this respect, through its permanent officials, the Department of Education took an active part in the initiation of educational policy.

This increase in departmental influence is a natural development in all governmental functions. In departments controlled by changing ministers, it is natural to expect that they will assume their duties with but a limited knowledge of departmental administration, and will seek advice from their chief assistants. In most governmental departments, there are permanent officials, frequently of great ability, who have given their entire time to the continuous study of the problems of their office. What more natural than that these officials should exercise a determining influence on the policies of the Department and on the deliberations of legislative bodies, consisting of a shifting

12.

The Minutes of the Board, Sept. 1919, report the appointment of the Superintendent and the Secretary as a committee to act for the Board "to revise the regulations governing recognition of certificates from New Brunswick Nova Scotia.....etc."

Sept. 1920, "The Secretary was instructed to draw up a set of regulations to govern the granting of Commercial Specialists' Certificates and to submit the same to the Board....."

personnel similar to that of the Advisory Board.

Through appointment, the Board had become more and more an agent sympathetic to government policy, and therefore not in a position to exercise the place of leadership conceded to it by statute. Consequently, the Department of Education, with representation on the Advisory Board, exercised a determining influence upon its policies. It is reasonable to expect that had this departmental influence been absent, grave errors in judgment and policy would have been made in practice. It would seem that in the field of educational legislation, the Advisory Board has served somewhat as a medium for the initiation of the influencing of certain aspects of educational policy by the Departmental officials. Furthermore, it has acted as a useful buffer between the officials of the Department and the public, in the matter of special considerations and concessions with regard to standing, certification, textbooks, and certain other matters. For these officials it was very convenient to be able to say that a certain matter was the special concern of the Advisory Board and that no exceptions could be made.

CHAPTER FIVE

EDUCATIONAL ORGANIZATION IN MANITOBA

AND THE NEW ADVISORY BOARD

(1937-1939)

The story of the development of the educational systems in the different provinces of Canada shows that, as educational administration became more complex, and as the legislatures began to contribute larger sums of money to the support of the public schools, there was a tendency to centralize essential educational control in a department of the provincial government. This control the provincial governments exercised either through the Cabinet or through the person of one individual, a Minister of Education. When a Minister of Education was appointed, the Cabinet delegated to him much of the educational authority which it had formerly exercised in council. This was true of British Columbia, Prince Edward Island, and New Brunswick. In Ontario, Alberta, and Saskatchewan, the Minister of Education was vested with definite statutory powers giving him complete control of educational policy and administration. To the permanent officials of the Department of Education, the ministers delegated certain powers, chiefly administrative. Any other bodies or officials that may have exercised

1.

Manitoba followed the example of Ontario and the Prairie Provinces in 1937.

considerable authority before such changes were made were either abolished or left with advisory duties only.

Centralization of educational control in the Cabinet or in a Minister became the practice in the majority of the Canadian provinces much earlier than in Manitoba. A list, in table for; will indicate this trend more clearly:

Prince Edward Island-----	Cabinet, 1830; Minister 1931.
New Scotia-----	Cabinet, 1864;
New Brunswick-----	Cabinet, 1872; Minister, 1936.
Ontario-----	Minister, 1876.
Quebec-----	(Control of educational policy in Committees; control of administration in a non-political Superintendent.)
Manitoba-----	Minister, 1937.
Saskatchewan-----	Minister, 1901 (2).
Alberta-----	Minister, 1901 (2).
British Columbia-----	Cabinet, 1891; Minister, 1920.

To keep in step with trends in educational centralization throughout Canada and to make education a direct responsibility of the government of the day, the Minister of Education for Manitoba guided through the Legislature, in 1937, "An Act respecting the Department of Education". The new Act gave to the Minister of Education full control over educational policy, - a statutory control that is legislative, executive or administrative, and in part judicial. A re-organized Advisory Board was shorn of all its former

2.

This form of educational control was established by ordinance in 1901, when the two provinces formed a part of the North West Territories.

authority and was left with but advisory and consultative powers, except in the matter of religious and patriotic exercises.

For a better understanding of the changes made, it may be well to summarize the reasons for the re-organization, as advanced by the Minister of Education upon moving for the second reading of the education bill on April 8th, 1937.

The reasons given were:

1. Increasing complexity of educational administration has made ineffective a system of educational organization developed for the days of 1890 ³.
2. The new Act was to give effect to what was ostensibly the real purpose of the Act of 1890,---"to introduce the principle of ministerial responsibility" ⁴. The Act of 1937 was to place educational responsibility directly on the Legislature by vesting the Minister of Education with complete control over all aspects of educational policy and administration ⁵.

3.

"Educational administration was a comparatively simple matter (in 1890) compared to the complex problem it has since become under the changed conditions that have developed since 1890. It may be well be questioned if an act sufficient for the needs of that day can be expected to function with complete success under the altered circumstances of the present."

Speech by Hon. Ivan Schultz to the Legislature, Apr. 8, 1937.

4.

Mention has already been made that the originators of the Act of 1890 had expressed no avowed intention of placing all educational control in the hands of the government of the day. This would have constituted too great a break with educational tradition, and could not have been accomplished peaceably at the time.

3. A progressive educational policy was urgently needed for Manitoba, and the Advisory Board, responsible for drafting educational policies, was unable to do so effectively "because of certain inherent weaknesses present within the Board itself".⁶ Henceforth, the government of the day through the person of the Minister of Education, was to be responsible for the formulation of an aggressive educational policy.

5.

The new Minister of Education, strongly desirous for educational progress, and anxious to have undisputed authority necessary for initiating and executing certain needed changes in education, decided on centralizing educational authority in his person. He hoped that thereby education would receive more attention and more interest from the Legislature, since he felt strongly that the Legislature should take more interest in promoting the progress of the Provincial school system. Each succeeding Government was henceforth to have an educational policy.

"Is it not then a fact that there should be direct responsibility to the Legislature for this most important of all governmental activities?.....This is the only way in which this Legislature can exercise a direct control over the educational policy of the government; and that control is not only an inherent right of this House but a bounden duty.....In brief, everywhere in the world the need for educational re-organization is recognized; and it is recognized as a governmental responsibility that should not be delegated to any Board but should be assumed by the Government."

Speech of the Hon. Minister of Education, April 8th, 1937.

"The Minister outlined the reasons for the suggested changes, pointing out the responsibility which the Minister must carry before the country (for educational policy) but which in effect he does not possess under the present Act. Under the new Act the Minister will be directly responsible in a very large measure for the educational system.....(after much discussion)...it was finally arranged that any member wishing to make any further suggestions should submit them within the course of the next few days."

Minutes of the Advisory Board, March 23rd, 1937.

4. The new Act was to provide a means for a significant internal re-organization of the Department of Education. The abolition of the Advisory Board as the statutory body responsible for educational policy made it possible for the Minister to appoint a superintendent,--an expert educational leader who was to formulate a progressive school policy for this Province .

6. The weaknesses of the Board, as seen by the Hon. Minister of Education were two:

(a) "they have neither the time nor the opportunity nor the special knowledge of this Province as a whole that is necessary to considering questions of educational policy affecting the whole province. No co-ordinated unified policy can be developed under such circumstances."

(According to the Act, this was to be now the special duty of a Superintendent of Education, working under the guidance and supervision of the Minister.)

(b) "...representation on the Board from an academic standpoint has largely been urban in character."

(The Minister felt that the interests of rural Manitoba had not been best attended to in the field of education by the Advisory Board whose leadership had been assumed by urban representatives.)

7. "There is not now, and there never has been in this province, a man delegated with the duty of devoting all of his time to a thoughtful consideration of the educational needs of the Province and given executive authority with which to implement a developed policy. It is true that the cities of Winnipeg and Brandon have superintendents who supervise the schools, but these are civic employees devoting their time largely to administration. Assuming they are needed for that purpose, it is reasonable to suppose this Province requires a man qualified by education and training to work out and apply a unified and co-ordinated plan of education in this Province."

Speech of the Hon. Minister of Education, Apr. 8th, 1937.

Besides, it seems that some internal friction had arisen between the Advisory Board and officials of the Department of Education over certain aspects of educational policy. There was some dissatisfaction with the method of administering the final and special examinations in which field certain petty politics seem to have developed. The Minister of Education found it more convenient to change the administrative organization than to remedy these minor defects.

An Analysis of the Education Act of 1937

The Department of Education Act of 1937 continued the tradition of dividing the centralized aspects of educational control among four bodies: the Cabinet in full meeting, the Minister of Education, the Department of Education, and the Advisory Board. The Act, however, provided for a transfer of the major portion of this educational authority from the Advisory Board to the Minister of Education. The controlling factor in educational control, both factually and by statute, was now to be the Minister in charge of the Department of Education.

The Cabinet was left with the same powers that it had formerly exercised, namely, - the statutory privilege of appointing and fixing the salaries of the major educational officials; the Deputy Minister, the Superintendent,

the inspectors, the Normal teachers, the official administrator, the registrar, the assistant deputy minister, and any other officials and clerks in the Department of Education. The Minister was now to share with the Cabinet, the privilege of assigning the duties to these major officials. In practice, of course, these powers are left to the Minister for administration and control.

The Minister has had his statutory position greatly strengthened. In addition to the extensive administrative authority vested in him by the Act of 1908 and continued by the Act of 1937, the Minister has assumed practically all the powers formerly belonging to the Advisory Board. Many of the activities engaged in by the Department of Education as a matter of administrative practice were now made statutory rights of the Minister of Education. Furthermore, he has been granted a general enabling power to "make regulations respecting all matters having to do with education". Thus, the Legislature has delegated to a Minister of Education complete statutory control over all phases of educational organization .

5.

There has been a general tendency to increase the powers of the Ministers of the Crown. This tendency became so marked in Great Britain that, in 1932, a special investigation was made of this constitutional phenomenon. The Report stated:

"We do not agree with those critics who think that the practice (of delegating legislative power) is wholly bad. We see in it definite advantages....But in truth whether
(continued on page 127)

The authority of the Minister in the field of educational policy has been made subject to a dual restraint. The Advisory Board has been given the statutory power to review all ministerial regulations made concerning the academic side of education, and to give such regulations a three-months 'hoist'. Furthermore, all new regulations concerned with matters of educational policy are to be made public through the Manitoba Gazette. It is hoped that these provisions in the Act will prevent hasty and unreasonable legislation by the Minister or by his Department.

The centralizing of authority in a Minister of Education would result in increased control over general educational policy by the provincial Cabinet. Whenever any important changes are to be made in education, the general policy embodied in these changes will have been initiated by the Minister but determined by the whole Cabinet .

8. (continued)

good or bad the development of the practice is inevitable. It is a natural reflection, in the sphere of constitutional law, of changes in our ideas of government which have resulted from changes in political, social and economic ideas, and of changes in the circumstances of our lives which have resulted from scientific discoveries.... Our conclusion on the whole matter is that there is nothing radically wrong about the existing practice of parliament in permitting the exercise of judicial and quasi-judicial powers by minister."

Report on Ministers' Powers, 1932, Cmd. 4060, p. 4-5.

9.

"All these powers, prerogative and statutory, are exercised by the ministers; but the Cabinet controls the general policy. For example, though the Foreign Secretary may conduct the negotiations for a treaty and sign and ratify the treaty, the general policy embodied in the treaty is determined by the Cabinet. Similarly no substantial change in his policy in administering the Road Fund would

(continued on page 128)

The details of the educational policy will naturally fall within the orbit of the Department and its educational officials. It will depend on the individual aggressiveness of the future ministers just how much control the Department will assume over educational policy. One may conjecture whether, as in other governmental fields, the powers now assumed by a Minister of Education will not in due course lodge in the hands of the Department of Education. In actual practice, subordinate duties assumed by other Cabinet ministers have been sub-delegated to officials in the administrative department. One may ask, therefore whether the transfer of the privileges of initiating educational legislation from a widely-representative Board to a Minister of Education will not result in a strengthened legislative position of the Department of Education. Today, this may mean the Minister; but tomorrow, it may be the administrative staff.

9. (continued)

be taken by the Minister of Transport except after obtaining the approval of the Cabinet. Whether a matter is placed before the Cabinet depends entirely upon the Minister's conception of its importance. Whether a Cabinet does in fact discuss it depends upon the time available and the interest the members of the Cabinet have in it. The result is, however, to give the Cabinet a general control over the House of Commons, the Departments can, within the narrow limits of the time available, obtain what additional statutory powers they consider desirable. Since too, the ministers or their representatives are in the House of Commons, members of the House can ask questions and introduce debates in respect of the administrative functions of the Departments....the effect is to co-ordinate the legislative and administrative functions of the state. If there is any conflict between either the Cabinet or the House of Commons must go. The Cabinet can appeal to the electorate by means of the prerogative power of dissolution; but if that appeal fails, the Cabinet must resign. A new Cabinet will reverse the

(continued on page 129)

If the spirit of the Act as presented to the Legislature is carried out in actual practice, then the Department of Education will be directly responsible for the development of a departmental educational policy. This is to be done by the Superintendent, under the jurisdiction of the Minister of Education. The educational policies developed by this new official will be put into actual practice by the administrative personnel of the Department of Education. The purely administrative features of educational work are to be under the immediate control of the Deputy Minister. The Department is also to administer the five educational acts, and to supervise, control, and direct all schools in the Province.

The re-organized Advisory Board lost any real authority that it had formerly enjoyed. It is true, that in the past the authority of the Advisory Board had been considerably limited by the lack of executive powers, and by the fact that its powers were confined merely to the field of minor legislation concerning the more academic side of education. Yet, for a period of forty-seven years the Advisory Board had either formulated a definite educational policy of its own, as was its statutory obligation, or it had exercised a determining influence over the educational

9. (continued)
 policy, and new ministers will carry out the new policy."
The Law and the Constitution, W. I. Jennings, University
 of London Press, 1933, p. 175-176.

policies which the Department of Education had proposed. Under the new legislation of 1937, educational policy is to be initiated by the Department and the Minister, and the Advisory Board is left with the authority to determine practices for a very narrow field, that of patriotic and religious exercises. Any added educational influence that the Board may develop in the future will come not as a statutory right, but as a result of the calibre of educational leadership contained within its membership.

A comparison of the new Advisory Board in Manitoba with similar advisory bodies elsewhere in Canada shows that the powers of the Manitoba Board are more carefully worked out and actually more extensive. A summary of the duties and powers of the new Advisory Board will demonstrate the truth of this statement:

1. The Advisory Board has the power of absolute veto over textbook changes. (No other similar body has this power)
2. The Board is to act as a final court of appeal on cases of teacher discipline involving the loss of licenses or certificates. (No other similar advisory body has this power)
3. The Board is to review all regulations in certain academic fields, and may hold them up for a period of three months. (The Educational councils of Saskatchewan and Alberta have similar authority.)
4. The Board is to advise the Minister and the Department on any proposed educational changes. (All similar advisory boards have this power.)

5. The Advisory Board is to initiate research in education. (All advisory bodies have this power, and none have been given the funds necessary for the conduct of research studies.)

6. The Advisory Board in Manitoba is to make an annual report of its activities to the Minister. This provision, which is not found elsewhere, may have, in the future, a stimulating effect upon its activities.

7. There are nineteen members in the new Advisory Board, an increase of four over the personnel of the former Board¹⁰. The impact on the educational system of such a large educational body should be considerably greater than that of the Educational Councils of Saskatchewan and Alberta as these consist of only five members each.

8. The Board has been given power to prescribe all religious and patriotic exercises. Regulations for putting these into practice are of course within the jurisdiction of the Minister¹¹. (This is a privilege possessed by no other advisory body.)

10.

As at 1925, after the amendment of the Education Act, the membership of the Advisory Board was: The Minister of Educ., The Deputy Minister of Educ., the Registrar, eight Cabinet appointees, 3 teachers' representatives, and 1 inspector (15 members).

As at 1937, the new Advisory Board consists of: The Minister of Educ., the Deputy Minister of Educ., the Superintendent, eight Cabinet appointees, 3 teachers' representatives, 1 inspector, the President of the University and three trustees. (19 members)

11.

"As provided in Sec. 17, #1, a, of the 'Education Department Act' the Advisory Board prescribes the following form of patriotic exercises to be used in schools... (and) that regulations governing such exercises are matters of discipline and within the power of the Minister."
Minutes of the Advisory Board, Aug. 18th, 1937.

Trends in Other Fields of Public Administration

This short analysis of the changes effected by the Act of 1937 would not be complete without some reference to the tendencies noticeable in public administration in other than educational fields. The Education Act of 1937 provided for a virtual cancellation of a quasi-independent statutory board, the Advisory Board, and the transfer of all its powers to a minister of the Crown. The powers formerly exercised by the Board had been purely legislative in character, and limited in their scope to the more academic side of education,-- a more or less specialized field over which educationalists always will, in practice, assume leadership and control. Experience in Manitoba has shown that in the past, the leading educationalists, found in the Department or in the Advisory Board, have generally assumed a commanding place in the development of educational policy.

When the Legislature of Manitoba had passed an Act delegating to an "autocratic" body wide powers over certain aspects of education in 1940, this was done with a view to leaving matters of purely educational concern in the hands of representative experts¹². This Act has not been an isolated case of such delegation of legislative authority.

12.

Note, footnote 15, p. 64.

13

to a semi-independent statutory board . From time to time, the Manitoba Legislature has passed many ^{acts} which have created bureaucratic bodies or boards to which have been delegated certain phases of governmental responsibility. This tendency is not peculiar to Manitoba alone. It is noticeable throughout Canada, and throughout the whole of the British Empire. Experts regard this tendency as being one of the most outstanding constitutional developments of the present century .

14

A short analysis of the powers of a few contemporary statutory boards will serve to show that delegation of very important governmental responsibilities is common governmental practice in Manitoba. This delegation has been mainly along specialized lines, and has been based upon the theory that

13.

Actually the Advisory Board was the first of the many Boards to be set up some twenty years later.

14.

(a) "Parliament is every day withdrawing contentious matters from the jurisdiction of the ordinary courts and conferring jurisdiction over them upon its own delegates. One need only mention the Immigration Act and the various Workmen's Compensation Acts. These are matters of express gift by Parliament whose supremacy puts these re-allocations of function beyond question (of the courts)....."

J. A. Corry, Delegated Legislation, p. 358.

(b) "A score of examples could be cited (for G. Britain). The British Broadcasting Corporation was established by charter under statutory authority in order to be freed from political influences. Though the Postmaster-General has certain limited powers of control, he is not responsible for the Corporation's policy. It is not possible therefore, to ask questions in Parliament about broadcasting programmes for there is no minister to ask." The Law and the Constitution, W. I. Jennings, University of London Press, 1933, p. 193.

the Legislature has not the time nor the specialized training necessary for dealing with matters of a highly-technical nature. Many of these matters require constant attention by specialists along certain particular lines.

Workmen's Compensation Board.- The Workmen's Compensation Board is composed of a Commissioner and two directors appointed by the Lieutenant Governor-in-Council. They are appointed for life during the pleasure of the Lieutenant Governor-in-Council. This Board is constituted under the Workmen's Compensation Board Act being Revised Statutes of Manitoba, Chapter 209, and the Consolidated Statutes of Manitoba 1924, Chapter 209. The Board was created for the purpose of settling the damage action claims arising from industrial employment. All the employers who employ labour have to come under the Workmen's Compensation Act, and by paying the assessed premium each year their employees receive in case of accident, compensation during the period of convalescence. There are certain types of labour that are exempted.

The Compensation Board has very wide powers under the Act. It has the power to investigate the whole case when reported, summon the witnesses and allow or disallow the claim as it sees fit. It has the Power to assess the amount a person is entitled to for the injuries done to him and in one word, within the frame of the Act, its officials have the power to dispose of the case as they see fit. Since its creation there has been definite precedents established by

the Board's own rulings from time to time, so that the injured person can pretty well know what he will be entitled to in the given circumstances. The Board is not bound by its former rulings on any subject matter, but in practice they generally follow them. Its decision is final and there is technically no appeal. In practice however, the aggrieved person can reopen the case if he has sufficient evidence to do so.

The Board also, has the power to make regulations for the purpose of administering the Act in question, but these regulations have to be approved by the Governor-in-Council, to whom the Board is responsible. The Board tables its report annually before the Lieutenant Governor-in-Council, which in turn tables the report before the Legislature Assembly in Session. In actual practice the report is passed on without any question as the legislators have very little knowledge about business of this nature and take the report for granted. If there was any question about the report however, the Lieutenant Governor-in-Council is responsible for the same to the Legislature and the people. That however, would not help individual cases that were adjudged by the Board. If an injured party considered himself aggrieved because the Board refused to grant compensation, that party has absolutely no recourse. If he appealed to the Minister, the Lieutenant Governor-in-Council would have

to ask the Board for a reconsideration of the matter. If the Board refused to reconsider the matter, the Lieutenant Governor-in-Council could not force the Board to do so unless they dismissed the Commissioner and the two directors.

Municipal and Public Utility Board.— This Board was constituted under the Municipal and Public Utility Act, being Statutes of Manitoba, 1926, Chapter 33, and the amendments thereto. It was formed for the purpose of administering the public utilities such as power, light, gas, Busses, tramways, etc. The Board consists of the Commissioner and two directors with power to grant or refuse a license to operate any of the utilities mentioned above. The officials have the power to make regulations, subject to the approval of the Lieutenant Governor-in-Council, to set the license fee, to assess the rates to be charged in public services of this nature. They are responsible to the Lieutenant Governor-in-Council through the Municipal Commissioner, who is a member of the Cabinet.

The Board may grant or may refuse license to operate utilities. A person aggrieved can ask for a rehearing of his application and if the Board deems it expedient, will grant the hearing on the same matter. If the person is not satisfied with the ruling of the Board, he may appeal to the Court of Appeal in Manitoba. Subject to this appeal the Board has absolute power to adjudge as it sees fit on any matter arising under this act. The members of the Board

are responsible to the Executive Council of the Government, but the Minister has no power to over-rule their decisions. Under the Act, the Minister has no power to dictate to the Board or to veto its acts; in practice, the Board would not disregard the opinion of the Minister.

Milk Board.— Statutes of Manitoba, 1937, C. 29.— The Milk Board has authority over the production and the sale of milk, and, subject to the approval of the Lieutenant Governor-in-Council, this body can make such regulations as it sees fit. Its ruling is subject only to the appeal to the King's Bench Judge. Otherwise, the powers of the Milk Board in its own sphere are much the same as those of the Utility Board.

Government Liquor Control Board.— This board was created for administering and regulating the liquor traffic. It also has power to make regulations subject to the approval of the Lieutenant-Governor-in-Council. In one word, the Commission or Board has, within the frame of the Act, authority to do everything it sees fit. Licenses may be granted or refused at the discretion of the Board, with no recourse as its decisions are final. This Board is under stricter supervision of the Government than are other boards.

Debt Adjustment Board--Statutes of Manitoba, 1932, C.8.-

The Debt Adjustment Board was created by the Provincial Government during the depression for the purpose of protecting home owners and the farmers residing and working on the land. Before a creditor can foreclose on the home owner or a farmer, he has to obtain permission from the Debt Adjustment Board. The Board has the power to make such regulations concerning the payment of the debt as it sees fit without approval of the Lieutenant Governor-in-Council. As a matter of fact, in many cases, the Board will not grant permission to the creditor to sell the home or the farm as long as the owner thereof pays the interest on the loan. There is an appeal to the County Court Judge from the decision of this Board.

General Characteristics of these Boards.-

1. These boards are delegated very wide powers over limited and specialized fields of governmental business. They can make regulations and they have the executive authority to enforce them.
2. These boards are, by statute, not responsible to the minister but rather to the whole Cabinet. In practice, a board does not disregard the opinions of the minister if he chooses to intervene, but policies are not developed or controlled by him.
3. The boards report annually to the legislature in session.

4. There generally is an appeal from their decisions to the higher courts of the Province.
5. Were the boards composed of the wrong type of personnel, they could, within their definite field, exercise a very large amount of absolute autocratic control, quite dictatorial in character. A benevolent personnel is absolutely essential to their proper functioning.

How the New Advisory Board has Functioned

A study of the Minutes of the new Advisory Board would seem to indicate that this body is now undergoing a process of re-organization and a recrystallization of purpose and function. The new Board has not yet "found its feet", and it will take a few years for it to function normally again. The Act of 1937 did leave the Advisory Board with certain powers, and when this body functions to the full limit of its statutory authority, it will have a significant contribution to make to future educational progress in Manitoba .

15

15.

This contribution will be made in the following fields:

- (a) Review of new regulations,- lest ill-advised changes be made;
- (b) Initiation of significant educational study and research,- no funds have been granted to the Board for these purposes;
- (c) Advisory leadership,- It may be better for education in Manitoba if the ministers receive well-considered advice from a widely representative Advisory Board than from small committees of Departmental officials. Ministers will need to be advised, and if the Advisory Board will not offer such advice on its own initiative, the Ministers will get it from their immediate assistants.

During its first year (1937), the new Advisory Board had five meetings. One of these meetings was concerned with the organization of the Board for business; two meetings were taken up with addresses made by the Minister and the Superintendent; and the remaining meetings dealt mainly with the prescription of patriotic exercises for the public schools of Manitoba. Since all initiative now rested with the Minister and his newly-appointed superintendent, the Board acted as a receiving and a recording body. The Board did make a general suggestion urging that some action be taken by the Minister to provide for the early establishment of a Practical Arts Course for the Province.

16.

(a) "Hon. Ivan Schultz spoke briefly indicating the co-operation the Department expected to offer the Board, and the advice and assistance he hoped to receive from the Board....and outlined the general course he expected to follow in submitting matters to the Board for their consideration and advice....He also dealt with some phases of education requiring attention."
Minutes of the Advisory Board, June 3rd, 1937.

(b) "Hon. Ivan Schultz outlined some of the things the Department hoped to do, and gave some idea of the plan to be followed, promising to keep the members posted by supplying them with minutes of meetings of committees or synopses thereof, such information to be considered confidential."
Ibid, Aug. 13th, 1937.

(c) "The Superintendent reported in a general way on the plan in hand for a revision of the curriculum....that the Superintendent be requested to submit these plans in writing for the consideration of the members to the end that the members may offer such suggestions as may occur to them."
Ibid, Dec. 20th, 1937.

(d) "The Superintendent reported that the certificate of this teacher had been cancelled by the Minister as from Dec. 31, 1937...Moved...(and) seconded....that the report be received and filed."
Ibid, Dec. 28th, 1937.

a resolution arising out of the excellent report made by
 the old Advisory Board early in 1937¹⁷. The Minister of
 Education was present at two of the five meetings.

During the second year (1938) only two general
 meetings were held. These were called after some
 criticism had been made by the chairman concerning the
 inactivity of the new Advisory Board¹⁸. At the first
 meeting, regulations were made for the use of the prescribed
 patriotic exercises, changes in regulations already in force
 were received and approved, and pending changes in

17.

The Practical Arts Committee had been organized under
 the jurisdiction of the old Board. No action had been
 taken re. its recommendation, made after much study.
 "Now therefore the Board recommends to the Minister that
 he forthwith take such steps as he deems advisable to
 fix a standard of special skills and academic knowledge
 of those who will be authorized to give such (practical)
 instruction, and arrange for the selection and training
 of those who wish to enter this field; and also
 generally encourage and facilitate the work of those
 who are now in training; also to the end that the
 inauguration of the Practical Arts courses may not be
 unduly delayed by lack of a trained teaching personnel."
Minutes of the Advisory Board, June 3rd, 1937.

18.

"My reason for writing Dr. Fletcher on August 26th, was
 that I felt the time had come when the members of the
 Advisory Board should have a meeting so that they might
 decide as to the future course of the Board's activities..
I have assumed that there is very little to be
 gained in trying to dig up work for the Advisory Board
 to do, such as making special studies, etc. in view of
 the fact that Dr. Etter, with the co-operation of the
 Minister and the other departmental officials, is
 making such a comprehensive study of the curriculum and
 other educational responsibilities. It has seemed to
 me that it is best for the Advisory Board to sit back
 and help Dr. Etter all it can when its assistance
 is requested."

Memorandum for Members of the Advisory Board,
Minutes of the Advisory Board, Sept. 23rd, 1938.

regulations were discussed. At the second meeting more regulation changes were approved by the Board. These changes dealt with the Normal Admission, and the Board recommended that they be made applicable to the students in the First Year of Arts and Science in the University of Manitoba.

It would seem that complete co-operation and co-ordination between the Department of Education and the new Advisory Board is yet to be attained. Increased conscription of the Advisory Board would justify its existence and would enable it to make those contributions which a widely representative body of persons interested in education has made in the past.

CHAPTER SIX

ACTIVITIES AND CONTRIBUTIONS

OF THE ADVISORY BOARD (1890-1908)

A perusal of the Minutes of the Advisory Board shows the interest and attention that its members gave to educational matters. Bringing to their task a high level of ability, culture, and experience both in social and educational fields, the members gave freely of their time and ability in order that the system of public education should progress and become yearly more efficient. The Advisory Board, as a whole, acted conservatively. However, whenever it was persuaded of the necessity and of the value of needed changes in education, the Board proceeded to make its own regulations, or to offer suggestions to the Department of Education as to the changes thought advisable. The Board never seemed to be in any way reactionary in its attitude, and it did try to keep the educational system expanding and improving, having in mind the wishes and needs of the population of the Province, and the economic conditions prevailing at any given time.

1.

Making an analysis of the Advisory Board membership prior to 1915, the Deputy-Minister of Education wrote: "one-third have been engaged in the various departments of educational work, the others representing the learned professions, commerce, and agriculture."

Report of the Department of Education, 1915-1916, p. 26.

The activities and contributions of the Board for the eighteen year period prior to 1908 will be grouped under the following heads:

- (a) Improvement of school plants and equipment.
- (b) Organization of schools and classification of pupils.
- (c) Curriculum and texts.
- (d) Examinations and standards of proficiency.
- (e) The quality and training of the teaching-personnel.
- (f) Other significant activities and contributions.

The Improvement of School Plants and School Equipment

The Advisory Board was directed by the act of 1890 "to make regulations for the dimensions, equipment, style, plan, furnishing, decoration and ventilation of school houses, and for the arrangement of school premises".

The reports of the inspectors seem to show that, in this field, the Advisory Board did not exercise the leadership one would have expected. During the first ten years little was done. In 1901 - 1902, plans for rural schools were prepared under the immediate jurisdiction of the

2.

"It would be a very great advantage to all concerned if the Advisory Board would make regulations for the dimensions, equipment, style, plan, decoration and ventilation of school houses, and for the arrangement and requisites of school premises.....There ought to be regulations strictly governing the erection of new buildings....."
Report of the Department of Education, 1898, p 26.

"Action on the part of those (Advisory Board) charged with the duty of raising the standard of school architecture is more and more necessary as time goes on...Further there is great need of specific instructions to trustees regarding the choice of school sites, the laying out of the grounds, the placing of outbuildings and kindred matters....."
Report of the Department of Education, 1900, p 25.

3
 Advisory Board . In 1908, the Advisory Board prepared and approved certain general regulations dealing with minimum equipment . The Board took no other concerted action in this field.

In actual practice, the Advisory Board left the control of school plants to the direction of the Department of Education . The Departmental officials prepared the detailed regulations and specifications as they were a permanent central body, in touch with the local conditions found in the various school districts.

Considerable improvement of school plants was effected by the field work of the inspectors working under the direction of the Department of Education. The inspectors administered the Departmental regulations, inspected the physical conditions existing in each school, reported to

3.

"A Committee of Three was appointed to consult with an architect on question of preparing plans and specifications for rural schools."

Minutes of the Advisory Board, Feb. 1901.

"That the Report of the Committee on Plans for Rural Schools recommending plans submitted by architect S. Hooper be adopted, and that the Architect be instructed to submit specifications to accompany them....."

Ibid, June, 1902.

"That the Committee also report on laying out and beautifying of grounds....."

Ibid, Oct. 1902.

4.

".....a committee to prepare a recommendation re minimum equipment for a school."

Ibid, Dec. 1908.

the Department and to the local school board on any deficiencies, and then used their genial influence to effect the necessary improvements in school plants and in the beautification of school premises.

In the last analysis however, final control over the type and quality of the school plants rested in the hands of the local school boards and the ratepayers gathered in annual meeting. The zeal, the progressiveness and the wealth of the average school district determined the kind of school building it had. All that the Department was able to do was to make general regulations, encourage improvement as circumstances warranted, and withhold grants when the minimum requirements were not complied with. The Advisory Board did very little as it did not control grants and did not direct the work of the inspectors.

Organization of Schools and Classification of Pupils

The control and the administration of the internal organization in the schools rested in a large measure upon the decision of the Department and the inspectorial staff. The age of entrance to the schools, the length of the school day, the duration of the school year, and the school

5.

"The schools built during the past year give evidence of a desire on the part of the trustees to build in accordance with the regulations of the Department of Education as regards ventilation, lighting, etc....."
Report of the Department of Education, 1902, p 68.

holidays were prescribed by statute in the Public School Act which was administered by the Department. Consequently the organization of classes and the classification of pupils depended upon the policies of both the Department of Education and the Advisory Board.

The Board exercised a large measure of control over the organization and classification of classes through its power of prescription of the courses of study for each grade⁶. The subjects to be studied, the type of textbooks to be used, and the nature of results expected on the final examinations predetermined very largely how the classes would be organized and how the school work would be carried on. In the first seven elementary grades, the Board fixed no examinations, and within the narrow limits of the prescribed curriculum, the teachers and the inspectors were given some latitude in classifying pupils and organizing classes to suit the local conditions in any particular school.

Under the influence of Ontario, Manitoba had developed prior to 1890, a graded system of school organization. The Advisory Board accepted and confirmed this method of class organization. The prescription of the curriculum grade by grade, and the annual final examinations

6.

At a regular meeting held in September 1906, a discussion arose as to the rights of students to pass from one grade to another. The Board appointed a committee of two members "to draft a regulation re. the classification of pupils in our schools". (There is no available record as to what this regulation was.)

in the higher grades, fixed the standard traditional grade system of classification on the schools of Manitoba. The grades were divided into two traditional levels -- the elementary grades one to eight; and the collegiate grades nine to twelve. The only change made in the grade levels had been the addition, in 1901, of Standard (Grade) nine to the Collegiate or High School Course. It was not until 1920 that any significant change was made in this accepted classification when the curriculum was adjusted to give opportunity to organize Junior-High Schools.

The Advisory Board helped to fix on the educational system of the Province the examination tradition that had been copied from Ontario soon after the setting up of the public school system in 1870. The Board provided for final examinations for all grades above grade seven, in order to standardize the educational efforts and results of the various schools. This was a natural and logical move at the time, as the teaching personnel was uncertainly trained and highly mobile. Nor was there a sufficient number of trained teachers available for the schools until approximately 1920. The examination tradition thus established has dominated educational thinking until recent years.

Curriculum and Tests

To the Advisory Board, the Act of 1890 had delegated control over the curricular provisions. The Board was assigned this duty to give assurance to the minorities that

the prescription of the curriculum would not be left to some one individual. The Board members determined what subjects the children of Manitoba studied, and what texts they used.

During the first decade, the Advisory Board actively initiated changes in the public school curriculum. The Board members were progressive, and much had to be done as this was a period of reorganization into a unitary school system. During this period there were five revisions of the programmes of studies. The first revision of subjects was made in 1890.- committees of the Advisory Board prepared courses of study for the public schools and for the First, Second, and Third Class Certificates (Grades 10-12). Two years later there was another revision of the Collegiate courses, and a Programme of Studies for the Cities and Towns was prepared. In 1894, a committee of three Board members made further changes in the courses of studies for grades eight to twelve. In 1900, the Advisory Board moved that "Mr. W. A. McIntyre be requested to revise and elaborate the Programme of Studies for Public Schools", and two years later, a committee of five members again revised the curriculum of the Public Schools.

As a result of the programme revisions, the Advisory Board broadened the school curriculum by the addition of new subjects and new courses. Since the Advisory Board

desired to retain the established subjects even though it added new ones, the extension of the school curriculum resulted in a multiplicity of subjects. This elaboration may be indicated by listing the subjects studied in table form.

Table III.

Subjects of the Public School Curriculum

1890	1891	1893	1894
Reading	Reading	Reading	Reading
Spelling	Spelling	Spelling	Spelling
Composition	Composition	Composition	Composition
Grammar	Grammar	Grammar	Grammar
Arithmetic	Arithmetic	Arithmetic	Arithmetic
Bookkeeping	Bookkeeping	Bookkeeping	Bookkeeping
Writing	Writing	Writing	Writing
Geography	Geography	Geography	Geography
Eng. History	Eng. History	Eng. History	Eng. History
Physiology	Physiology	Physiology	Physiology
	Morals	Morals	Morals
	Literature	Literature	Literature
	Algebra	Algebra	Algebra
	Physics	Physics	Physics
		Can. History	Can. History
		Botany	Botany
		Euclid	Euclid
		Music	Music
			Agriculture
			Temperance
			Drawing

Nature Study, 1895.

Once the curriculum had been organized and firmly established, the Advisory Board was content to leave the initiative for curricular changes to educationalists or to organized public opinion. Delegations representing various

national, religious or social groups often asked for curricular changes. The Winnipeg School System, through its superintendent, initiated many curricular changes, not only because the needs of its urban population were different and at times more urgent, but because the strength of educational leadership in the Province rested in the personnel of the city system more than in all its other parts. The teachers, organized in conventions, exercised a considerable influence upon curricular changes as their combined expressions of opinion upon school courses received careful attention by the members of the Board. Thus, rather than aggressively initiating changes in the curricular provisions and furnishing continuous leadership in this field, the Board soon adopted a policy of waiting until outside influences sought changes. This practice became increasingly evident after 1900.

When a request for a curricular change was made, the Board first considered the matter in its relation to the needs of the system as a whole. Then it sought an expression of opinion from the inspectors and the teachers. If

7.

(a) May 2nd, 1893 --- A communication from Melita asking for the authorization of a text in agriculture.

(b) Sept. 25th, 1895 - A deputation from the local Council of Women request that Plain Sewing be added to the Programme for the Public Schools.

satisfied that such curricular changes were desirable and acceptable, the Board made regulations to that effect. The syllabi were generally drafted by an appointed committee of educationalists. Before official authorization, the syllabus was reviewed by the Board members in session, sometimes cursorily and at times in detail. When this was done, then the Department would be authorized to place the new course or subject on the school programs, and to supervise the teaching of this subject according to the Board's regulations.

Evidence seems to indicate that the Advisory Board was never reactionary in its attitude towards experimentation within school districts or within individual schools. There did not appear to be any open encouragement of experimentation, but whenever the authorities of some school or some experienced teacher approached the Board with an expressed desire for experimenting with some new subject or some new text, the permission to do so was generally given and some arrangement for crediting was made. This was not true of grades eleven and twelve because the standards for these grades were set in conjunction with the University of Manitoba. The extent of experimentation was very limited; the bulk of these experimental innovations came after 1908.

In addition to prescribing courses within definitely set limits, the Advisory Board, in keeping with the practices of the educational authorities both in Canada and in the

United States, adopted the policy of authorizing one text per subject and specifying the pages or topics that were to be studied in it ⁸. This resulted in an over-emphasis of the text-books, magnified the importance of the necessity of memorizing, and limited teaching efforts.

The Advisory Board exercised care and attention in prescribing textbooks. The amount of work entailed was so great that a standing committee was appointed yearly to handle all the details regarding this matter. This Text-book Committee had no power to issue in the matter of textbooks, but reported to the whole Board ⁹.

Requests for textbook changes came from various sources. In the case of Readers, the Board generally took the initiative, and this was true also whenever it made changes in the courses of study ¹⁰. The publishing houses were always very active, and subjected the Board and its

8.

On June 30th, 1897, the Board authorized for Composition the text, "Composition from Models", and specified that pages 1 to 184 were to be studied by students of the 3rd Class, and pages 249 to the end of the book were to be studied by students of the 2nd Class.

9.

"The report of the Textbook Committee recommending that the Board consider the advisability of authorizing a series of Exercise books for the several subjects for which such exercise books are prepared....moved....that the report be received and Lang's Exercises in Composition be authorized until July 1st, 1898, in order that the advisability of introducing blank books in the various subjects may be tested."

Minutes of the Advisory Board, March 1897, pp 351-352.

10.

(a) On Dec. 26th, 1898, the publishers were invited by the Advisory Board to submit a series of new readers by July 1st, 1899.

(continued on page 154)

Textbook Committee to a constant barrage of new texts in
 whose authorization they were commercially interested ¹¹ .
 Teachers and other educationalists often prepared text-
 books, and then exercised their influence to have such
 books authorized on the grounds that they were written
 especially for the children of Manitoba ¹² . From time to
 time, the more progressive teachers located new books, and
 through the medium of conventions pressed the Board for
 a change of texts. To all this pressure, the Board adopted

10. (continued)

(b) "His Grace, (the chairman) introduced the subject of
 Grammar and the present textbook for public schools.
 The discussion showed the book to be unsatisfactory from
 the teachers' point of view."

Minutes of the Advisory Board, Oct. 27th, 1908.

11.

(a) Out of the thirteen Board meetings held in 1895, the
 Minutes of four of these record the time taken up by
 the Board either in reading communications from publishers,
 or listening to representatives of publishers regarding
 new texts that they wished the Board to authorize.

Ibid, May 29th, June 26th, Sept. 26th, Aug. 28th, 1895.

(b) Re. Publishers:

Meeting of March 27th, 1906-- 4 letters from Sorang & Co.
 re texts they had for sale.

June, 1906-- 3 letters from publishing houses re. texts.

April 1904-- 5 letters from publishing companies
 about textbook changes.

Oct. 1903 -- 7 books submitted by the publishers to the
 Textbook Committee.

12.

(a) On Jan. 30th, 1895, the Minutes record a "communication
 from Mr. Hugh McKellar re. authorizing his Pamphlet
 on the Geography of this Province".

(b) Sep. 29th, 1908, Approve Freehand Practice Copy
 Books of Dr. McIntyre to replace the Vertical System.

Oct. 27th, 1906, Authorize Elementary Science,
 Hodgson and McIntyre at retail price, 50 cents.

an unhurried attitude of interested attention. The Text-book Committee studied, or appointed teachers or inspectors to study the texts submitted, and it recommended the authorization of some of these new texts if it felt that such changes were worthwhile.

During the first decade of the Board's administration, many textbook changes were made because the public school curriculum was undergoing a process of extension and elaboration. Considering that the average life of each text authorized was about 12 years, it does not seem that the Board ever abused the privileges vested in it, or became too unduly influenced by the constant pressure for textbook changes ¹³. Rather did the Board act conservatively in this regard, and change texts only when they seemed to have outlived their usefulness or to have been outmoded by the changes in education that a period of ten years can often bring.

The Advisory Board was reasonably careful in its policy of textbook authorization. No textbooks were authorized without careful examination and revision ¹⁴. The revisions of texts represent the Board's attempt to have the books meet local conditions prevailing in the

13.

Note: Appendix, Table

14.

The Minutes of the Board meeting of Sept. 29th, 1897, record the receipt of a communication from Ginn and Co. The company was interested in the authorization of their Primary Geography which they were having revised by local Manitoba men. The Board regretted that it was "not in a position to authorize even conditionally a text book of which the general plan and subject matter not been submitted to them."

Province. A large number of texts authorized were American editions written for American schools, and the Board insisted that they be revised to meet Canadian interests and conditions . From time to time, texts were submitted to educationalists for expert opinion, and to teachers for experimentation in the classroom . Inspectors were frequently approached for advice or opinion. In the case of Readers, the Advisory Board drew up fairly-detailed lists of specifications which it submitted to the publishers and on the basis of which it desired the Readers to be prepared . At times, the Board bargained with the

15. Changes in Texts to Meet Canadian Interests.

(a) "The (Arithmetic) Books 4 - 8 inclusive were authorized on condition that they be thoroughly revised to make them Canadian Books."

Minutes of the Advisory Board, April, 1901.

(b) "A History of England....be authorized....provided that the account of the Boer War be made satisfactory to the Textbook Committee....."

Ibid, Jan. 1903.

(c) That "the Royal Shilling Atlas would be a suitable atlas if maps of Manitoba, Maritime provinces, Ontario, Quebec,were added".

Ibid, April, 1903.

(d) "That the Publishers of Duncan's History of Manitoba be asked to the possibility of adding to or incorporating in the work a statement of the part played by the Religious Denominations in the development of the country up to 1870."

Ibid, November 1902.

16.

On May 6th, 1893, the Board moved that the opinion of principals be circularized re. text books on Agriculture used in Ontario, and to be authorized for Standard Four.

On Oct. 3rd, 1893, the communication re. Copy Books on the Vertical System be laid over until the Board gets a report from the Port Hope School where this system is being tried.

Ibid.

publishers over the prices, but usually this administrative feature was left to the Department which made the contracts. The Board exercised supervision over these contracts "to protect the educational interests of the Province" .

Although the Board adopted a policy of authorizing one text per subject, it did attempt to encourage the schools and the teachers to buy supplementary reference books. This tended to minimize somewhat the danger that the conception of the teachers and the pupils would be limited to the narrow treatment of the subject found within the compass of one book. The first provision concerning reference books was made in 1891, when "on application of any School Board...(the Board may) authorize supplementary reading.....provided that such application shall be

17.

- (a) "That Publishers be invited to submit series of Readers by July 1st, 1896.
 1st: That there shall be abundance of easy and interesting reading matter in the earlier books.
 2nd: That the earlier books shall be adapted to the Phonic method.
 3rd: That the selections shall have many-sided interest and literary merit.
 4th: That prominence shall be given to Canadian topics."
Ibid, Dec. 1895, p 354.

(b) In later years, the specifications became more and more detailed and exact. The specifications for the French-English Readers were eleven in number, and gave exact information on the cover, title page, preface, table of contents, lists of words, etc.

Ibid, Oct. 15th, 1902

18.

(a) The Minutes of Apr. 7th, 1891 and April 19th, 1892, contain references to the Board's interest in the prices of the texts.

(b) Oct. 1899, The Minutes record the presence of the Secretary of Gage & Co. who reported that discount of 25% and 15% more on gross lots would be allowed on the New Canadian Geography.

(c) The Board gave permission to Morang & Co. to use a lighter paper and to reduce the weight of the book from 36½ oz. to 33 oz.

(continued on page 158)

accompanied by the Inspector's certificate that he has examined such reading matter and found it in all respects suitable for the requirements of the school....." ¹⁹

Little use was made of this provision so, in 1908, the Board decided to give direction and stimulus to this idea by having prepared, under its supervision, a suitable supplementary reading list for use in the public schools.

At the same time it recommended "to the Department of Education that grants be made towards the establishment of school libraries and that annual reports re. the library be required, the form to be prescribed by the Department ²⁰ . This suggestion was acted upon, and led to the establishment of school libraries throughout the Province.

Examinations and Standards of Proficiency

Over the elementary grades one to seven, the Advisory Board did not exercise any practical control as to the way the curriculum prescribed by it was taught. Nor did the Board ascertain the relative proficiency of the pupils in

18. (continued)

(a) The Board deemed that the price of the Elementary Science Book was too high, and it asked the publishers for the costs of production. (Sept. 29, 1908)

Ibid.

19.

Ibid., November, 1891.

20.

Ibid., December 29th, 1908.

these grades. This authority was exercised by the Department of Education through the inspectorial staff. Both the Department and the inspectors co-operated very closely with the Advisory Board in an attempt to have the ideals and the spirit of the Board's curricular provisions put into actual practice in the schools.

Through its statutory right to "determine the standards of admission to High Schools", and through its control over the examinations, the Advisory Board had extensive control over the standards of proficiency in grades eight to twelve. The educational results obtained in these grades were governed largely by the regulations of the Board, and by nature of the final examinations prepared by its examiners.

It is not the purpose of the writer to enter into a discussion of the relative merits or demerits of the examination system as developed by the Advisory Board. It is impossible to evaluate, without proper research, the type of papers set or the method of their correction. The final examinations standardized educational results. This both improved and limited educational effort.

It is interesting to note how the Advisory Board administered and controlled the examination system. The Board was careful in its regulations concerning standards of admission to the high school. Through the grade eight examination, it attempted to make certain that the pupils

would enter the high school reasonably well grounded in elementary knowledge. The regulations concerning 'Entrance to Collegiates' were usually prepared by committees of the Board, heavily representative of the teaching profession. The Board's committee on examinations prescribed the subject matter to be examined, and set the standards to be attained on these examinations. For a long time, the standard set was a 34% pass on each subject, and an average of 50% on the whole examination. During the first few years, no supplementals were allowed. Newly-introduced subjects were not examined immediately after their inclusion on the curriculum, but were counted on a pupil's grade standing as soon as the Board felt that reasonable time had been given to school boards and school teachers to provide for efficient instruction in the same. In certain individual cases, permission was given to pupils to proceed to grade nine on the recommendation of the principals. This was not an accepted practice, and was done only on a motion of the Board in session ²¹.

All control over the examinations was centralized in the Board. The Board determined which subjects would be

21.

An interesting attempt to break with the examination tradition was made in 1907. A deputation from the Secondary School teachers waited upon the Board and urged upon it the adoption of the accrediting system in order to allow for a greater elasticity in the High School courses, and an opportunity for elective subjects. After much discussion, and considerable communication with the University Registrar, the Board recommended "the adoption of the principle of the accrediting system for a term of three years in connection with the three Collegiate Institutes of the Province, provided that the University Council can arrange for efficient inspection of the schools accredited".
Minutes of the Advisory Board, Jan. 31st, 1908.

examined, controlled the type of papers that were to be set, appointed the examiners and made rules and regulations concerning standards and marking. The sub-examiners were appointed on motion of the Board. Before the examination papers were handed over to the Department for printing and distribution, they were revised by the Board or by a committee appointed by it for this purpose. The reports of the presiding examiners in the classrooms were under the supervision of the Board. Irregularities pertaining to examinations were investigated by the Board members, and any necessary disciplining was administered by them. Appeals against the decisions of the sub-examiners came to a special "Committee on Appeals" which reread the papers in question, and then reported to the Board. The reports of all examiners and sub-examiners, together with any deficiencies in teaching or in the textbooks as made apparent by the results, were submitted to the Board by the Secretary and then brought to the attention of the teachers of the Province. All special examinations were prepared by appointees of the Board .

As the Advisory Board directly controlled and guided the system of standardized examinations, it rendered for the Province a valuable educational service. At a time

22.

During the early years, special examinations were held at any time throughout the year to suit the convenience of the individual concerned.

when schools and teachers were of unknown quality, the Board established standards of achievement of a uniform nature. Standards were reasonably high, and deviations were not allowed. Favoritism did not seem to exist, and appointments were spread among the teachers, the University professors, and the members of the Advisory Board.

As the school system grew in size and the administrative details connected with the examinations increased in number and in complexity, it was natural that the Board should delegate the actual control of certain aspects of the examinations to some official of the Department of Education directly in contact with the teaching personnel. The Secretary of the Board, who was at the same time the chief clerk of the Department vested with a large amount of executive authority, was the natural permanent official to whom such an important duty could be delegated. In the first decade after the turn of the century, it became the accepted practice of the Board to ask this official to prepare the lists of examiners and sub-examiners, allocate to them their particular duties, and generally to administer the examinations. The Board contented itself with general guidance and supervision.

The quality and Training of the Teaching Personnel

Before attempting to appraise the efforts of the Board to improve the quality and the training of the teachers in Manitoba, it is important to take cognizance of the conditions under which this improvement in teaching personnel was to take place. Due to the immigration into Manitoba of settlers coming from Ontario, the Maritimes, United States, and Northern and Central Europe, the period immediately following the establishment of the Board in 1890 was marked by a phenomenal growth in the population of the Province. For these incoming settlers, schools had to be built by the hundreds, and the Department had to employ special organizers to assist the settlers in the formation of school districts and in the building of new school houses. For years, there were not enough trained teachers to go around, and year after year the Department reported of the difficulties encountered in the training or locating of a sufficient number of teachers with at least a modicum of professional training²³. The large numbers of special permits granted yearly to untrained teachers serves as a reminder of the practical difficulties the Board faced before even commencing on an ambitious scheme of teacher improvement.

23.

"In my experience of twenty-one years in the Department, this was the first year that we had at all times a sufficient supply of teachers available."
Report of the Deputy Minister, Department of Education,
Annual Report, 1923 - 1924, page 24.

The absence of executive authority over the remuneration of teachers prevented the Board from exercising the determining influence which in the last analysis impels teachers to get better training for the field in which they are to specialize. Furthermore it was not possible to effect any marked improvement in the professional and academic status of the teachers at a time when the Normals were training annually a large number of new teachers to take the places of those who had entered teaching for the "time-being" and merely as a sort of a "stepping-stone" to more remunerative professions .

Under the circumstances, the Advisory Board did what it could. It developed a very careful and zealous attitude towards teacher-training and teacher certification by prescribing and endeavoring to maintain what was then a set of high standards . Once prescribed, the standards were

24.

There was an economic leakage in the teacher-training programme of the Advisory Board and the Department, especially after 1900. In 1903, 1,113 new teachers were certificated at a time when the total teaching personnel in Manitoba was only 2,094; in 1910, Manitoba trained or certificated 1,902 new teachers at a time when the whole provincial teaching staff was only 2,774. Many of these Manitoba-certificated teachers moved into the West, where salaries were higher and conditions for advancement more probable.

25.

(a) The Advisory Board, from its first year, attempted to discourage permits to non-professionally trained teachers, and extensions or interim licenses to those who were only partially trained. The figures for the first few years are interesting and significant;

(continued on page 165)

administered quite strictly, and, the Minutes record occasion after occasion when the Board refused licenses, special certificates, or special permission to school boards to hire teachers with insufficient training. To the inspectors, the Board granted wide discretionary powers as to recommendations for special licenses, special extensions, and other matters of this nature. The Board and the inspectors co-operated to limit to a minimum the granting of special permits and licenses. This encouraged the professional training of teachers.

The teaching personnel may be improved by raising the academic standards for normal entrance. Prior to 1915 no significant move in this direction was made by the Board .

25. (continued)

Year	Interim Certificates	Extensions	Number Certificated
1889	123	171	417
1890	100	120	610
1891	40	60	687
1892	74	11	777
1893	53	-	723
1894	56	-	816
1895	34	-	886
1896	43	-	1017
1897	11	-	1133

(Adapted from tables in the Reports of the Department of Education, 1892 - 1897)

- (b) "The issue of permits in this (inspectorial) division has been for this year reduced to the lowest possible minimum." Report of the Department of Education, 1895, page 25.
- (c) "The Regulations preventing inexperienced teachers from teaching until proper professional training had been taken are having a desirable effect. The matter of permits is limited to a few instances where peculiar conditions exist"
Ibid., 1899, p 43.

The Board did elaborate the Non-Professional courses by the addition of new subjects ²⁷. The Third Class Course (Gr. X) became so extensive that in 1901, it had to be divided into two years of study, namely, grades nine and ten, with grade eight then becoming the grade of entrance to the high school. The Advisory Board did little else. It is difficult to say whether much more could have been done. The demand for teachers was so great and the supply of trained teachers so limited that until 1898 the Board was obliged to accept a Non-Professional Certificate as a permit to teach. Thus, teachers with no professional training taught in the schools, and the Board had to exercise great care lest permits to such teachers be extended for indefinite and long-lasting periods.

The yearly shortage of teachers hindered the improvement of their professional training. In 1902 six Normal schools were in operation ²⁸. Normal courses lasted

26.

"In 1915, a resolution was passed by the Advisory Board requiring Grade Eleven standing for entrance to Normal schools instead of grade ten."

Ibid., 1920, p 8.

27.

To the nine subjects on the Third Non-Prof. Course of 1890, were added the following subjects: Physiology and Book-keeping in 1891, Spelling in 1892, Agriculture in 1895, Drawing in 1898, and Music in 1899. In 1893 Euclid replaced Botany and Physics. In 1901 the Third Class Course was divided into two parts, each requiring one year's work. (The 1890 subjects were: Reading, Grammar, Composition, Literature, History, Geography, Arithmetic, Algebra, Physics.)

28.

Normal sessions were held at Gretna, St. Boniface, Winnipeg, Portage la Prairie, Manitoba, and Brandon.

three or four months and gave little professional preparation. As late as 1905, the Third Class and the Second Class Professional courses were completed in thirteen and in eighteen weeks respectively. The Second Class course, the stronger of the two, gave some introductory training in Philosophy of Education, History of Education, Psychology, Logic, Methods, School Management, School Law, Music, Drawing, Drill and Manual. This was an extensive course to cover in eighteen weeks, but it represented an enrichment on the course of 1891, for which the Advisory Board had prescribed only three professional subjects: The Science of Education, the Art of Education and the History of Education. In 1891, the First Class Professional also contained the above three professional subjects, but under the leadership of the Winnipeg Normal School staff, the First Class course was enriched, and by 1902, included Philosophy of Education, Psychology, Logic, School Management, History of Education, Child Study, Methods, and Educational Classics. This course gave the teacher a First Grade B certificate which could be raised to a First A by taking one of the prescribed courses in English, Mathematics, Natural Science, Modern Languages or Classics.

The Advisory Board strengthened the professional training of teachers in 1907 and in 1908. When the Normal School staff presented its syllabi for the Third and Second Class courses, the Board members adopted them but recommended an

increase in practical training for both courses . At this time the Advisory Board took the first steps towards the supervision and control of the physical health of the teachers-in-training. The Board passed a resolution which ordained "That any teacher-in-training may be required to present to the principal of school a certificate of fitness to enter upon or continue the work of the session, or the office of teaching,--such certificate to be furnished by the physician named by the Department of Education".

The quality of the teaching personnel depended not only on the Board's teacher training programme but also on its policy of certification. It is important to remember that although the Board drew up the general regulations concerning certification, the persons actually responsible for granting the certificates were the Normal teachers and the inspectors . Suspension and cancellation of certificates on the grounds of immoral conduct or general inefficiency was

29.

(a) "That it is the opinion of this Board that the syllabus for the Third and Second Class Normal Courses should be simplified and greater prominence given to the practical side of the work, and that this syllabus be therefore referred to a committee...(of the Board).....".
Minutes of the Advisory Board, 1907, June 28.

(b) "That all students while in attendance at Normal must have practical instruction in the keeping of the various records required to be kept in a school, and in the preparation of the various reports required."
Ibid, Dec. 29th, 1908.

30.

Ibid, January, 1907.

31.

The Normal teachers recommended the students for interim certificates; the inspectors recommended that the interim certificates be made permanent. These two bodies worked in close harmony with the Board.

done on motion of the Board, but on the recommendation of the inspectors. Permits were granted and Third Class certificates were extended whenever the inspectors so advised. Through their recommendations the inspectors controlled the raising of First B certificates to First Class A. Control of teacher training actually rested in the Normal school staffs; administration of certification was vested in the inspectors, and the Advisory Board merely exercised a general guiding influence.

The statutes of 1890 directed the Board to grade the certificates into the First, Second, and Third Class. The exigencies of the times necessitated an elaboration of this classification. For over thirty-five years, due to the scarcity of trained teachers, the Advisory Board was obliged to issue permits to professionally-untrained teachers. Progress in education brought several classes of special certificates. Thus in 1902, two new certificates were authorized, a special certificate for Music and another for Household Science³². Special certificates were also given in languages, Drawing, Elocution, Calisthenics, Kindergarten, etc. A minimum list of requirements for obtaining each such certificate was prescribed by the Board. The willingness of the Advisory Board to provide special certificates rendered an educational service in that it made possible the inclusion of new subjects on the curriculum.

32.

Minutes of the Advisory Board, January, 1902, p. 66.

The Board served as a useful buffer between the teachers and their inspectors. Especially was this true whenever the inspectors recommended the cancellation of certificates or refused a recommendation for permanency. In most cases of this kind, the Board either interviewed the teachers involved, or gave them permission to teach on trial under another inspector. It was not until two inspectors had reported unfavorably that the Board refused permanency or cancelled a certificate already granted.

Mention has already been made of the great scarcity of teachers in Manitoba during the first twenty-five years of the Board's regime. Since the Province could not train a sufficient number of teachers to meet the yearly demand, it had to rely on the steady influx of teachers from the eastern part of Canada. These newcomers came to the West because they were attracted by the relatively high salaries and the increased opportunities for advancement. It was the duty of the Advisory Board to certificate all these incoming teachers.

The Board's services in this respect merit recognition. There was a great deal of administrative detail connected with the granting of certificates to the incoming teachers. The average number of certificates granted to incoming teachers for the twenty year period after 1890 varied between 150 - 200 per year. Each such applicant had to be considered as an individual case. Within a few years this work became

too burdensome for the whole Board and special committees were appointed to deal with its numerous details. From these newcomers, the Board requested academic and professional training equivalent to that in Manitoba. The Board acquainted itself with the academic and professional training in provinces and countries most likely to furnish this Province with teachers. Provincial certificates from Ontario and certificates from the British Isles were recognized at par; those from the Maritimes, Quebec and North West Territories were exchanged for certificates of lower value in Manitoba; district and county certificates whose exact value could not be assessed were not recognized. The Board did not encourage the entrance of teachers trained outside the British Empire and these applicants were generally refused license.

In 1893, the Board passed a regulation which stated that "of those who present certificates obtained in other Provinces, none but holders of First and Second Class Professional Certificates shall be licensed to teach in this Province" (33). At a time when the Board was itself licensing Third Class teachers, it was deliberately endeavoring to choose only the better teachers from the other Canadian provinces. The Advisory Board's insistence on equality, and preferably superiority of qualifications prevented the entrance into the Province of teachers of inferior training.

33.

Ibid., May 2nd, 1893, p 256.

In addition to demanding equal academic and professional training, the Board generally prescribed for these newcomers two weeks of professional training in the Normal Schools of Manitoba . The inspectors were requested to examine them on Manitoba School Law and the Manitoba Programme of Studies . These additional safeguards were valuable as they made certain that these immigrant teachers would become partly familiar with the Provincial school system before being granted certificates.

A short summary shows, that from 1890 - 1908, the Advisory Board made the following contributions toward the improvement of the teacher personnel:

1. The Board adopted and continued the policy of making permanency of certificate depend upon satisfactory teaching.
2. It attempted to limit the issuing of licenses and low-class certificates.- (The Third Class Certificate was not accepted as a permanent certificate.)

34.

The period of training was very short, for it lasted only two weeks. Even these short two weeks applicants wished to avoid.

- (a) "The request of.....to have his Ontario Third Class Certificate endorsed in Manitoba so that he might not have to attend a short session of Manitoba Normal School was not granted."
Ibid, Oct. 7th, 1890.
- (b) ".....granted First Professional Grade A, on B. A. degree from McGill Academy Diploma---subject to two weeks attendance at Normal in accordance with the regulations.."
Ibid, Aug. 25th, 1908.

3. It carefully certificated hundreds of immigrant teachers.
4. It moved to increase the amount of practical training in the Normal schools.
5. It provided special certificates when these were needed.
6. It protected the teachers from hasty disciplining by the Department of Education or its officials.

Other Contributions

The Advisory Board was instructed by statute "to prescribe the forms of religious exercises to be used in schools". As was natural in a period of transition from a denominational to a public school system, there were grave fears on the part of certain sections of the population, that public schools were going to be 'godless' schools. The passions aroused by the fight over the abolition of the separate school system had to be allayed by the Advisory Board through the prescription of religious exercises of a non-controversial nature.

The first meeting of the Board, held on May 21, 1890, was devoted to a careful formulation of the religious exercises that the Board approved for use in the Manitoba public schools. The exercises proved to be so satisfactory, that they were re-adopted in 1897, and the "Department of

35.

Teachers from other provinces "to be required to present themselves at local centres for Examination by the Inspector of Schools on School Law and Programme of Studies within three months after beginning teaching here"

Ibid., Dec. 1908.

Education was requested to confirm this adoption if deemed necessary". These religious exercises have never been changed, and they form the basis of all religious instruction in the schools to-day.

CHAPTER SEVEN

THE ACTIVITIES AND CONTRIBUTIONS

OF THE ADVISORY BOARD

(1908-1937)

Influences Affecting the Educational Policy of the Advisory Board

The interest and attention given by the Advisory Board to educational matters prior to 1908 was continued after that date. The duties of the Board were not changed by the Education Act of 1908, and consequently the Advisory Board assumed the same responsibilities as formerly. From 1908 to 1937, the activities of the Board were increasingly influenced by the Department of Education, the teaching profession, the Winnipeg schools, the University of Manitoba, and other bodies representative of public opinion.

A strengthened Department of Education with a full-time Minister caused a gradual increase of its interest and control in educational policy, and conditioned more than formerly the line of action of the Advisory Board. The Minutes of the Board show that its actions were generally in complete accord with those of the Minister and his Department. The appointment, in 1913, of a Superintendent of Education still further increased Departmental influence; as did an amendment to the Education Act in 1925 whereby the Minister, the Deputy Minister and the Registrar were made

ex-officio members of the Advisory Board.

By 1910, Manitoba had achieved a certain stability of population and pioneer conditions were giving way to material permanency. Communities were more permanently established, and they were becoming more active in public affairs. Their influence in the field of education had led to the construction of the New Agricultural College in 1911, to the consolidation of school districts and to the abolition of bilingualism in 1916. This influence of interested public bodies also had a noticeable effect upon the policy of the Advisory Board.

Gradual improvement had been made in the academic and professional training, and in the experience of the teaching body. With a representation of three members upon the Board, teacher opinion became increasingly effective in the formulation of educational policy, especially after 1927 when the chairmanship of the Advisory Board passed successively to the Winnipeg superintendent and to a Winnipeg school principal.

In tracing the activities and the contributions of the Advisory Board during the period beginning 1908 and ending 1937, the writer will show, wherever possible, to what extent the changes made by the Board represented its

1.

From 1908 to 1927 the chairman of the Advisory Board was the Metropolitan of the Anglican church; from 1927 to 1937 the chairman was one of the members elected by the teachers of Manitoba.

acceptance of the opinions of the Department, the teachers, the University, the Agricultural College and other bodies interested in educational progress.

Improvement of School Plants and School Equipment

The prescription of the minimum requirements in the matter of school plants and school equipment had been left by the Board to the officials of the Department even prior to 1908². Improvement of school plants and school equipment was administrative work, practical control of which was handed over to the Department of Education with its permanent officials to administer regulations. Improvement in building and equipment depended, therefore, on the leadership of the Department³. To the Board were referred requests from local school districts asking that the Departmental regulations be waived. These requests⁴ the Board generally refused.

2.

The only definite mention in the Minutes of the Board concerning regulations re. school plants is in Nov. 1909, when the Board authorized the printing of "A desirable minimum of equipment" for the public schools.

3.

"In the matter of buildings, plant, and equipment, and number of workers, we (the Department) are making visible and evident progress. Viewed quantitatively, results are encouraging."

Report of the Department of Education, Deputy Minister, 1910.

4.

".....the Board decided to hear Mr. _____ of _____ school who appeared on behalf of the _____ School Board, to ask that the Board waive its regulations regarding the

(continued on page 178)

**Organization of Schools
and the Classification of Pupils**

Prior to 1908, the Advisory Board had effected a measure of standardization and uniformity in school organization by the continuation in Manitoba of the traditional grade system; by a uniform programme of studies together with authorized texts; and by the printing of approved school time-tables in the programmes of studies authorized by the Board. The final examinations had both directed and prescribed the teaching in the higher grades. These factors had resulted in virtually complete uniformity of school organization within the classroom and had limited the freedom of teachers in organizing classes and school work. This uniformity in school organization the Board continued after 1908. From time to time, changes were made resulting in a modification of this uniformity. The development of the Junior High Schools, the system of accrediting, the grouping of grades for instruction in certain subjects, and the organization of special classes constituted the major changes during this period. All these developments were made under the guidance and the general control of the Advisory Board.

4. (continued)

lighting of school buildings....and to allow the District to have windows on both sides of the class-room. It was moved....and seconded....that as the regulation referred to was adopted after very careful investigation, and after consultation with the best authorities in the matter of lighting, the Board does not deem it advisable to make any change in the regulation which is in accord with the best practice today in school building."
Minutes of the Advisory Board, Mar. 29th, 1912.

The traditional elementary and high school levels formerly accepted by the Board were continued as a feature of the school system until recent years. After successful experimentation by Stonewall and Winnipeg in 1918 - 1919, the Junior High School system was introduced into Manitoba. ⁵ The Superintendent's department of the Winnipeg schools prepared a Junior High School programme for its own schools. In the Advisory Board's curricular revisions of 1928 - 1930, changes in the school programme were made to permit the organization of junior-high grades. In the larger school systems, the classes are now organized into three school levels,- the elementary, the junior high, and the senior high. Where this is not possible, the traditional elementary and high-school levels still exist, but the curriculum within these grades has been modified to include some of the newer features characterizing junior-high school organization. These changes represent one of the outstanding developments in school organization in Manitoba during recent years.

The Advisory Board has not opposed the slow but gradual development of the accrediting system. In 1912, it permitted the high schools to accredit their pupils in certain subjects in Grades IX and X in order to lighten the

5.

The Advisory Board authorized both experiments.

6

the educational load of the teachers and students . In 1917 the teachers of the grade eight classes were allowed to accredit their students in three subjects . Henceforth, the Board allowed the teachers to recommend the pupils in some subjects, but arranged for final examinations in others. After the revision of the curriculum in 1928 - 1930, the policy of teacher-recommendation received the sanction of the Board, and in rapid succession final examinations were abolished for grades eight, nine, ten and (High School Leaving) eleven. Any departmental examinations administered at the present date are supervisory and inspectional in nature. The only limitation to this significant development is found in the Matriculation examinations for Grades eleven and twelve. The development of the accrediting system under the general guidance of the Advisory Board has given the principals and the teachers a measure of freedom in the organization of classes and in the instruction of the prescribed subjects.

The Manitoba curriculum has for years been characterized by a multiplicity of subjects . This

6.

Grade IX - Reading, Writing, Spelling, Literature, Composition
Grammar, Elementary school, Latin, French.

Grade X -- Literature, Algebra, Geometry.

Report of the Department of Education, 1912-1913.

7.

"The standing of candidates for 1917 in Drawing, Geometry and Bookkeeping is to be determined by an inspection of their daily work instead of an examination at the close of the term"
Ibid., 1917, p. 16.

8.

"Manitoba is far from being the only country in which there is a distracting multiplicity of subjects on the programme of studies."

Report of the Deputy Minister, Department of Education,
1917, p. 15.

multiplicity had developed as a result of the Board's extension of the curriculum prior to 1908. Additional subjects had brought a burden on the smaller schools with several grades in one room. The Advisory Board and the Department of Education recognized this burden by permitting teachers in such schools to group for instruction in certain subjects pupils in grades seven to ten. To more mature students the Board gave special permission to combine the work in grades seven and eight, and nine and ten, thus covering the courses in two rather than in the required four years⁹. During the last few years, the high school courses have been organized on a unit-basis in order to allow the teachers some freedom in grouping secondary classes¹⁰. But for these limited exceptions, classes are still organized on the accepted grade system.

The Board seemed to have somewhat hesitant in its encouragement of the establishment of special classes. If local school authorities expressed a desire to organize special classes or special courses, the Advisory Board gave approval and made arrangements for crediting. Despite a conservative attitude, the Board was not unsympathetic to

9.

These special permissions are frequently recorded in the Minutes during the years 1924 - 1933.

10.

This trend was especially marked in 1928 - 1933, at which time the unit idea was adopted as a basis of crediting High School pupils.

experimental endeavors even though the lack of financial control prevented the Advisory Board from openly encouraging experimentation. Inspectors and city superintendents have been more active in this field than the Advisory Board.

Curriculum and Textbooks

The Minutes of the Advisory Board afford ample evidence to show that the members were interested in providing the public schools with as satisfactory a curriculum as they deemed the circumstances permitted. A list of the curricular changes instituted or approved by the Advisory Board during the period beginning 1908 and ending 1937 is given in Table IV at the end of this section. A perusal of of this list shows that the Board was constantly active in the curricular field. During this period there were five major curricular revisions and considerable change in the subject matter of the established courses. Each year was marked by some growth and enrichment of the school curriculum. To the programme of studies have been added new subjects of social value -- Physiology, Hygiene, Music, Practical Science, Agriculture and others. New courses, especially those of a practical nature, were authorized from time to time.

Table IV shows the special courses organized under the local initiative of the school districts. The Minutes of the Advisory Board indicate that all requests for experimental courses were approved but in every case an

outline of the course had to be presented for examination and approval. Many of these experimental ventures were later incorporated into the school curriculum, outstanding among them being Practical Arts and the Junior High School Programme.

Beginning in 1909, the Advisory Board accepted the principle of granting options, chiefly in the high school courses. This practice was gradually extended. By 1938, the high school courses were organized on a unit-basis, and optional privileges were greatly increased. This represented an attempt on the part of the Advisory Board to meet more adequately the curricular needs of the various sections of the school population.

It has been the practice of the Board to appoint committees of educationalists to revise courses, prepare syllabi and choose text-books. The Board also considered suggestions and criticisms of teachers and inspectors concerning curricular matters. The curriculum has been, in its detailed aspects, developed largely by the teachers, the inspectors and the University professors.

Leadership and initiative in curricular changes was shared by the Advisory Board, the Department of Education, and the educationalists of the Province. School authorities, especially those of Winnipeg and Brandon, and the Manitoba Educational Association showed considerable activity in this regard. Table IV indicates that in the curricular field initiative tended to pass to the Department of

Education, to the teachers in convention, and to other bodies interested in educational progress. However, the Board was always interested in new curricular developments, and adopted them when time and conditions seemed opportune.

Table IV.
Summary of Changes in the Curriculum
Made Under the Authority and Supervision of the
11
Advisory Board

Date	Change	Source of Initiative
1908	Experimental establishment of the Combined Course.....	Advisory Board
1909	Committee of Three to revise the Public School Programme.....	Advisory Board
	Addition to the curriculum of Physiology and Hygiene.....	All People's Mission
	Temperance, Mental Arithmetic..	Advisory Board
	Instrumental Music.....	Winnipeg Schools
	The Three Year Cycle system in Literature.....	Advisory Board
	Revision of the First Class Non-Professional Course to allow some options.....	Advisory Board
	Practical work in Elementary Science prescribed.....	Advisory Board
1910	Spelling Course was revised.....	Advisory Board
1911	Leaving Course for Grade VIII....	Brandon Schools
	Physical Culture and Moral Instruction added to the elementary school programme...	Winnipeg Schools
	Reintroduction of practical work in the High School Sciences....	Advisory Board

11.

This list is based directly on the evidence found in the Minutes of the Advisory Board.

Table IV. (Continued)

Date	Change	Source of Initiative
1912	Revision of the High School Programme..... Revision of the History Course.... Technical Courses authorized.....	Advisory Board Advisory Board and University of Man. Winnipeg Schools
1913	Establishment of a Departmental Matriculation Course..... Organization of a Practical Arts Course for Girls.....	Advisory Board Winnipeg Schools
1914	Revision of Physics Course in Grade XI.....	Winnipeg Schools
1915	Revision of the Arithmetic Course. Authorization of Mechanical Drawing..... Revision of Matriculation Course..	Advisory Board Brandon University Board of Studies
1916	Geography added to Grade VIII programme..... Revision of Grade VIII programme.. Modern Languages made optional with History, Algebra, Household Science and Household Arts in the Teachers' Course.....	Inspectors Advisory Board Advisory Board
1917	Formal recognition of the Technical Courses..... Prescription of Domestic Science and Manual Training where instruction in them is provided Experiments with Conversational French.....	University Board of Studies Advisory Board Advisory Board

Table IV (continued)

Date	Change	Source of Initiative
1918	Household Science in Grade XI..... Encouragement of Boys and Girls' Clubs and a recommendation to the Minister that these be placed under the direction of the Department of Education.... Junior High School experiment..... Citizenship prescribed, and the Department requested to distribute pamphlets..... Practical Arts..... Practical Arts made optional with Agriculture.....	Virden Inspectors Stonewall Advisory Board Teulon and Dauphin Advisory Board
1919	Arrangements made for a one or two-language Matriculation Course..... Agriculture added to the Normal Course, Grades IX to XI..... Music option in High School..... Normal authorization of a Practical Arts Course for Boys..... Revision of the new subjects to make their requirements approximate the older and more standardized subjects..... Junior High School experimentation	Manitoba Educational Association Dep't. of Education Wpg. Music Teachers Advisory Board Advisory Board and the University Board of Studies Winnipeg Schools
1920	No action taken on suggested optional Religious Instruction for High Schools.....	Outside Opinion
1921	Junior High Courses approved..... General Science authorized..... Agriculture by the project method. Revision of the Canadian History Course.....	Winnipeg Schools Manitoba Educational Association Minitota Advisory Board
1922	Experimentation with a course in Agriculture..... Industrial History and Rural Economics in the Commercial Course..... New syllabus in History, Grade XI.	Advisory Board Minitota University of Manitoba

Table IV (continued)

Date	Change	Source of Initiative
1923	Authorization of extra-mural options for teachers.....	Advisory Board
	Revision of the subject matter in Physiology and Hygiene.....	Advisory Board
	Reviewing the content of the Programme of Studies.....	Man. Trustees Association
	Committee to study French Courses..	Manitoba Educational Association
1924	Complete revision of the elementary to curriculum and the preparation	
1927	of the "Elementary Curriculum, Grades I to VI". The elementary curriculum was printed in final form in 1927. (12).....	Advisory Board
1924	Revisions of the course in British History.....	Manitoba Educational Association
1925	Practical Arts in lieu of two Science subjects for the Normal Course..	Advisory Board
	Icelandic and Swedish as second language option in the Matriculation Course.....	Brandon College
1926	Revision of the prescribed Course in Latin Authors.....	Manitoba Educational Association
1927	Review Committee to revise the programme, grades VII to XI.....	Advisory Board
	First Aid and Rope Work options in Grade VIII.....	Department of Education
	The Board requested the Department to arrange for Temperance Knowledge.....	United Farmers and Farm Women

12.

This extensive work occupied the attention of the Advisory Board for several years. A central committee of 15 and numerous smaller committees were appointed by the Board to make this major curricular revision possible.

Table IV (continued)

Date	Change	Source of Initiative
1928 to 1930	Eight committees of educationalists revised the content of the courses for grades VII to XI (English, Mathematics, Science, Social Sciences, Commercial, Art, Music, French, Latin) The Board Minutes refer to the many discussions and reports during these three years.....	Under the guidance of the Advisory Board
1928	Economic Geography, option..... Provision of supplementary religious reading in Literature grades VII to IX..... Syllabus on "Civics and Citizenship"..... Music appreciation, grades VII to IX.....	Teachers Advisory Board Teachers Teachers
1930	Economics, grade XI.....	Teachers
1931	Revision of Latin Course.....	Manitoba Educational Association
1932	Modification in Music Course.....	Teachers' Convention
1933	Course in Salesmanship and Advertising..... A committee to study the Course in Literature, grades VII, VIII... Adoption of the "unitary" organization of courses	Winnipeg Schools Teachers' Convention
1934	An experiment in Functional English.....	Dauphin
1935	Revision of Courses in Elementary Geography and Grade XI Literature..... Optional Course in Agriculture....	Teachers' Convention Advisory Board

Table IV (continued)

Date	Change	Source of Initiative
1936	Arrangements for Health Education.. Extensive study of the extension of Practical Arts Courses, and the establishment of a Practical Arts Institute, (Report made in 1937).....	Health Committee and Advisory Board Advisory Board
1937	Committee to revise the whole course on the teaching of English, grades one to nine..... Three standing committees to study continuously the courses in History, English, and Mathematics..... Vocational Course.....	Manitoba Educational Association Manitoba Educational Association Pine Falls

Textbooks.- Certain statements were made in Chapter VI concerning the textbook policy of the Advisory Board prior to 1938. It was pointed out that the Board was reasonably careful in its policy of textbook authorization, that textbook changes were not made too frequently, and that the opinion of the inspectorial staff, the University professors or the teaching body was generally obtained prior to authorization. It was shown also that the initiative for textbook changes had usually originated with the teaching body, and occasionally with the inspectorial or the University staff.

A summary which is found at the end of this section indicates in greater detail the main features of the Board's

Textbook policy subsequent to 1908. This policy remained essentially the same as formerly. The Advisory Board continued to exercise great care in its authorizations. Initiative continued to come mainly from the teaching personnel, and texts were not approved unless they were acceptable to this body and to the inspectorial staff. There was a tendency to authorize texts which had been prepared by local educationalists. Certain difficulties arose in this connection as personal influences seem to have been brought to bear on the Advisory Board and its Textbook Committee by persons interested in the authorization of certain textbooks .

The summary, in table form, shows the main features of the textbook policy of the Board from 1908 to 1937. The influences underlying textbook changes are also indicated:

13.

"that it be an accepted rule of the Board that any person financially interested in any textbook as an author thereof should not sit on any committee appointed to recommend a text to replace such other text."
Minutes of the Board, April 3rd, 1937.

Table V

Policy and Practices Concerning
Textbook Changes

Noticeable Features	Date	Sample of Evidence from the Minutes of the Advisory Board
Textbooks were usually changed on the recommendation of teachers. The Manitoba Educational Association and other educational organizations were active in this respect.	May 1911	Pamphlet on Art authorized "as the general consensus of opinion of teachers... was that it would be of great assistance to the average teacher."
	Feb. 1922	Authorized the printing of an Anthology suggested and prepared by a teacher-committee.
	Apr. 1922	Latin Readers changed on request of the Manitoba Educational Association.
	Feb. 1924	Shakespeare's Dramas changed to meet the wishes of the Teachers of English.
Committees of educationalists making curricular revisions frequently suggested textbook changes to give effect to their recommendations. The revisions of 1924-1930 resulted in the authorization of many new texts.	Mar. 1928	Thorndike's Junior Math. authorized on recommendation of Committee on Mathematics.
	June 1928	"Nature Study Work Books"
	Jan. 1930	McArthur's Can. History recommended by the Committee on Social Studies.
Feb. 1930	"Latin for Young Canadians" by the Committee on Latin.	
The publishers subjected the Board and its Committees to frequent requests for textbook changes.	Jan. 1925	Several texts in Chemistry and Physics submitted by the publishers.
	Oct. 1930	Seven texts submitted.
	Jan. 1936	"that a special sub-committee of the Textbook Committee be appointed to compile information about all textbooks submitted from time to time by publishers"

Table V (continued)

Noticeable Features	Date	Sample of Evidence from the Minutes of the Advisory Board
Textbooks were carefully studied before authorization. Often they were experimented with in the classroom. The opinion of inspectors and teachers was obtained prior to authorization.	Feb. 1909	New Readers referred to inspectors.
	Mar. 1911	Drawing and Art, studied by inspectors.
	Sept. 1913	Drawing books, studied by teachers.
	Mar. 1915	Several texts referred to committees of teachers.
	Jan. 1923	Canadian Literature studied by teachers.
	Mar. 1926	Geometry for High Schools, studied by teachers.
From time to time the Advisory Board suggested changes in texts before these were authorized. There was a standing Textbook Committee to study texts. This Committee requested smaller teacher committees to examine new texts and suggest changes deemed advisable.	Mar. 1911	Readers; England's Story, Geography text.
	Jan. 1914	Drawing Books.
	Jan. 1922	Readers.
	Jan. 1925	All Submitted texts in Chemistry, and Physics were studied by a small committee of teachers.
	Jan. 1930	Canadian History.
Readers were specially prepared by the publishers on the detailed specifications of the Advisory Board. But for a Literature Anthology in 1922, no other texts were so prepared. In most cases, the Board could do little about the average text but ask for some minor changes.	Feb. 1909	Specifications regarding new Readers.
	Feb. 1922	Literature Anthology and Canadian Readers.
	1923 -	
	1934	Highroads to Reading.
The Advisory Board exercised a certain measure of control over textbook prices although the Dep't. made the actual contracts with the publishers. Both bodies co-operated to get texts as cheaply as possible.	Sept. 1909	The Board requested costs of production.
	Oct. 1908	Elementary Science-price set by the Board.
	May 1910	Rice's Spellers @25cents.
	Sept. 1919	Used a syllabus in Western School Journal, price too high on Drawing books.
	Feb. 1930	Authorization of Latin text withheld, price too high.

Table V (continued)

Noticeable Features	Date	Sample of Evidence from the Minutes of the Advisory Board
The Advisory Board allowed the use of none but the authorized texts,- optional texts are not allowed until 1930.	Mar. 1912	Forbid the use of an unauthorized text-- (School would lose the grant).
Although the Board showed a preference for books written by Manitoba authors, it attempted to select the best books found on the Canadian market.	Sept. 1919	Studied Geography texts from other provinces.
	Apr. 1921	Spellers.
	Nov. 1925	A policy to give special consideration to texts "which have been authorized previously elsewhere and found satisfactory".
	Jan. 1936	The Department and the Board requested a free hand to choose texts from the whole Canadian market.
Administrative details concerning the purchase, the distribution and the sale of books belonged to the Minister and the Department also printed and distributed special pamphlets authorized by the Board.	May 1910	The Board recommended to the Department the purchase of Spellers @ 25 cents.
	Mar. 1920	More adequate distribution of texts requested by the Advisory Board.
	May 1911	Pamphlets on Art.
	Sept. 1919	Syllabus in Drawing.
	May 1935	Spelling Lists, IX-X.

Examinations and Standards
of Proficiency

Trends in Control.- Prior to 1908, the Advisory Board had already developed the main features of its examination practices. Final examinations had been conducted in grades eight to twelve under its jurisdiction. The Board had been directly responsible for examination policy, and it had during this period, practical control over administrative matters concerning examinations. Some administrative details, such as the printing and distribution of examination papers, the appointment of presiding examiners and sub-examiners, had been controlled by the Department of Education. A tendency to delegate certain other administrative duties to a Departmental official had been noted ¹⁴.

After 1908, changes were gradually made in the control over examination policy and administration. The growth of the school system brought an increase in the administrative work connected with the final examinations and this caused the Advisory Board to request officials of the Department of Education to assume a greater measure of administrative responsibility over them. The gradual shifting of control in these matters is indicated by the following happenings recorded in the Minutes of the Advisory Board:

14.

Note: Chapter VI, pages 158 to 162.

- 1911 - The Deputy Minister was authorized to prepare a list of sub-examiners...and to notify those appointed.
- 1912 - The Deputy Minister appointed sub-examiners in conjunction with another Board member.
- 1914 - The Deputy Minister and the Superintendent of the Department of Education were given administrative control over the appointment of examiners and over cases of standing.
- 1915 - The Deputy-Minister cancelled irregular examination papers and then reported to the Board.
- 1917 - The Deputy Minister (as Secretary of the Board) reviewed the regulations governing the conduct of examiners. The Registrar was sent out to check on examination irregularities.
- 1921 - Registrar's department was established to handle, among other things, examinations and examination irregularities.
- 1923 - The Deputy Minister (as Secretary of the Board) reviewed the regulations governing the conduct of examiners. The Registrar was sent out to check on examination irregularities.
- 1925 - The Deputy Minister suggested committee preparation of examination papers.
- 1926 - The Deputy Minister prepared the plan for the Manitoba Examination Board. (The Registrar became the active secretary of the Examination Board, and handled all administrative details.)
- 1929 - Practical control over the administering of the examinations in the schools was exercised by the Registrar.
- 1931 - All sub-examiners were appointed by the Deputy Minister of the Department of Education.
- 1935 - The Registrar collected and administered examination records.

In 1926, there was made another significant change in the control of examinations. Under the leadership of the Department, the Advisory Board agreed to the establishment

of an Examination Board, to be composed of four members of the Advisory Board, four representatives of the University of Manitoba, and a chairman. Subject to the jurisdiction of the Advisory Board, this body was to exercise complete control over the Departmental examinations. It had power to frame and to administer regulations pertaining to examinations, to deal with all special cases and to appoint examiners and sub-examiners¹⁵. Policy concerning promotions was henceforth developed by the Examination Board, responsibility for which rested equally on the Advisory Board and the University of Manitoba. The Registrar was the secretary of this board and acted as its permanent administrative official. Being a Departmental official with administrative authority, he exercised considerable control over the entire examination procedure.

The Advisory Board remained, however, the controlling body in the development and in the administration of the examination system. All the work was done under its general supervision. Appointments made by the Deputy Minister or the Examination Board were subject to the approval of the Advisory Board and changes in examination policy were referred to it for approval. From time to time,

15.

As a matter of policy, the appointment of sub-examiners was left in the hands of the Deputy Minister.

the Advisory Board took an active part both in the formulation
 16
 of examination regulations and in their administration .

16.

- 1919 - The Advisory Board passed a resolution in favor of accrediting in grades 9 to 11.
- 1922 - The Board made regulations re. Normal entrance standing for First Year University students.
- 1923 - Controlled investigations into examination to irregularities. Disciplined teacher and pupils.
- 1936 (Oct. 1923, Nov. 1923, Aug. 1926, July 1929, Sept. 1934, July 1936) The registrar exercised considerable control in this regard.
- 1927 - The Advisory Board made regulations concerning the conduct of the examinations in the schools.
- 1928 - The Board appointed a committee to draw up a list of those eligible for sub-examinership. The Board adopted the suggestion of having two examiners, one of these be a teacher actively engaged in teaching the subject on which the examination was set.
- 1930 - The Advisory Board reviewed the regulations concerning standards and supplementals. The Board supervised the granting of standing to a Vacation School in Winnipeg.
- 1931 - It accepted a proposal to change the type of questions in the Grade IX examination papers.
- 1933 - The Board approved a redistribution of marks on the examination papers in Latin and Science.
- 1934 - Approved the recommendation of the Examination Board concerning accrediting of Grade XI students in Collegiate Institutes. Attendance taken into account in promotion -- the 175 rule.
- 1937 - Studied the failure rate.

(This list is based on the evidence found in the Minutes of the Advisory Board.)

Influence of the Teaching Body.- The teaching body has shared in the development of the examination system as the Advisory Board has been influenced considerably by expressions of teacher opinion. A list of changes in examination policy, as suggested by the teachers, will demonstrate this trend:

1923 - Printing marks on examination papers.

1925 - Special Examination Board.

1925 - Accrediting - Grades 8, 9, 10.

1925 - Papers to be set by an examiner, and an associate examiner who was to be a teacher.

1926 and 1927 - Revising the regulations

1928 and 1929 - New regulations concerning the reading of examination papers.

1931 - Change in types of questions - objective and essay-type.

1933 - Appreciation questions in the Literature examinations.

1933 - Teacher promotion for the High School Leaving Certificate.

1933 - Teacher promotion in Grades 9 to 10.

Influence of the University.- The Board of Studies of the University of Manitoba has also affected examination policy and practice. A sample list of changes influenced by the University will demonstrate this point:

1910 - The Advisory Board changed its examination dates to correspond to those of the University of Manitoba.

1914 - Arrangements were made for combined Matriculation Examinations with one half of examiners representing the University. Standing and supplementals were to be administered by the University.

1919 - The Advisory Board changed its policy of supplementary examinations to make it conform with that of the University.

- 1919 - The University agreed to Matriculation with one foreign language.
- 1920 - The Advisory Board desired to allow accredited Collegiates to promote their pupils in Grades 9 and 10,- the University demanded inspection privileges, and permitted the experiment for a three year period.
- 1922 - The Advisory Board raised the pass mark to 50% because this minimum had been adopted by the University.
- 1926 - When the High School Examination Board was established the University received equal representation with the Advisory Board. From this date the University has exercised a measure of direct control over the development of examination policy.
- 1934 - The policy of teacher promotion in Grade XI, High School Leaving Course, had to receive the sanction of the Board of Studies.

Developments in Examination Policy.- There has been a gradual raising of the standards of proficiency. In 1913, the pass mark in all subjects was raised from 34% to 40%. In 1919 Arithmetic was raised to 50%, Spelling to 75%, Grammar and Composition to 60%, and the remaining subjects were left at 40%. In 1922, emulating a similar step taken by the University, the minimum percentage for a pass in all subjects examined by the Board was raised to 50%¹⁸. A policy of granting part-promotions and of recognizing supplementals has been another feature in the development of standards by the Advisory Board¹⁹.

18.

Grammar, 60%; Spelling, 75%. In 1926 the standard in these subjects was lowered to 50%.

Minutes of the Advisory Board, March, April, 1926.

19.

Prior to 1919, the Advisory Board gave special examinations at any time during the year (Feb. 1919). Under the influence of the University the Board arranged for special supplemental examinations to be held in September and December.

The Board has from time to time modified its examination regulations to meet special needs. Prior to 1916, no "aggregate" standing was granted, and in cases of illness the Board arranged for special examinations. Subsequent to this date, the policy was adopted of granting standing on a doctor's certificate. During the World War, scarcity of labor prompted the Board to grant standing in Grade VIII and IX on a teacher's recommendation, provided the students attended until Easter ²⁰. Whenever individual schools experimented with approved new courses or new books, the Board waived its regulations and arranged for crediting the experimental work.

The Board has exercised reasonable care in its control of the examination system. Appointments of examiners were made by the Advisory Board prior to 1926, and by the Examination Board subsequent to this date. Sub-examiners were appointed by the Deputy Minister in his capacity as Secretary to the Board. Both the Examination and the Advisory Boards had the power to review and modify these appointments, but they rarely chose to do so. As the Department paid the examiners, the sub-examiners, and the clerks, it exercised administrative control over them. Any irregularities pertaining to their work were the immediate responsibility of the Department of Education.

20.

Minutes of the Advisory Board, March, 1916.

An important development has been a break in the examination tradition, and the gradual cancellation of the final examination as a condition of promotion in grades VIII to XI. The Advisory Board had accepted the accrediting principle as early as 1912, and again in 1919, but the lack of sufficient inspection had prevented its successful development at that date ²¹. Beginning with 1932, final examinations in the higher grades were abolished in rapid succession ²². By 1934, a pupil in the average graded school

21.

Teachers were given permission by the Board to accredit: Grade 9 -- Reading, Writing, Spelling, Literature, Composition, Grammar, Science, Latin and French.

Grade 10 - Literature, Algebra, Geometry.

Report of the Department of Education, 1912, 1913.

In Grade 8, Drawing, Geometry and Bookkeeping recommended on daily work.

Report of the Department of Education, 1917.

"On the appointment of a second high school inspector, the various high schools, collegiate departments, and collegiate institutes be placed on or removed from an accrediting list on the recommendation of the high school inspectors, and that all schools on the accrediting list have power to promote their pupils in Grades IX, X, XI, without reference to the Departmental examinations." Minutes of the Advisory Board, May 22nd, 1919.

"promotion from Gr. VIII to Gr. IX be left to the Inspector or Superintendent in consultation with the principal of the High School and the Grade VIII teacher in each case.

Ibid, Sept. 1919.

"that this Board agrees to extend the privilege of recommending students for promotion in Grades IX and X to all schools, if the Minister of Education is able to provide the additional supervision as suggested by the Secretary."

Ibid, Oct. 28th, 1932.

was able to progress from grades one to eleven without writing one final Departmental examination for promotion. This did not include Grade XI Matriculation in which promotion was granted by accredited schools only.

In 1935, regular attendance was made a condition for promotion. The new change was based on the assumption that the average pupil must attend regularly in order to accomplish successfully the work in his grade. In that year the Board passed its "175 day rule". Being a new departure and having a retroactive effect, the new regulation brought hardships to the schools. Protests were numerous, and finally in Aug. 1936, it was modified to allow promotion to students who had attended over 150 days during a school year. The inspectors have approved this new development, and it is in effect at the present time. The Board granted to the inspectors certain discretionary powers with regard to special cases.

22.

- 1932 - No final examination in Grade VIII.
- 1933 - No final examination in Grade IX, X.
- 1933 and 1934 - No final examination in Grade XI, High School Leaving Certificate.
- 1934 - No Matriculation examinations for Grade XI. Students with an average of over 67%, if in Accredited Schools.

23.

Manitoba has lagged behind provinces like Saskatchewan with respect to accrediting. The Secretary read a letter from the Commissioner of Education for Saskatchewan outlining the new arrangement for dealing with promotions from Gr. VIII to Gr. IX, Grade IX to Gr. X, and Gr. X to Gr. XI in that province. All these promotions now are left with the schools subject to the approval of the Inspector but the students must write on standard tests set by the Department of Education. The papers of the pupils are examined by the teachers concerned and a record of results kept in the schools. Further, the papers of the candidates may not be destroyed without authority of the Inspector." Minutes of the Advisory Board, Nov. 1931.

Quality and Training of the Teaching Personnel

In Chapter VI were outlined the main aspects of the Advisory Board's policy concerning teacher training and certification ²⁵. It was shown that improvements in the academic and professional training of the teachers were hardly possible at a time when the Normal Schools were obliged to aim more at quantity than at quality. Some progress had been made prior to 1908. Academic standards were not raised but the curriculum had been enriched by the addition of new subjects. Professional courses were extensive but in all cases the period of training had remained short. Certificates were carefully controlled and the Board had attempted to certificate only the better type of teacher entering Manitoba from other provinces. Special certificates had been granted when the need for them had arisen.

After 1908, there appeared to be no significant change in the policy of the Board regarding the training and the certification of the teaching personnel as it continued to pursue the same general practice of raising the academic and professional standards whenever possible.

24.

"We, the inspectors, believe that the average pupil under normal conditions cannot (successfully) accomplish work of any school grade with less than 175 days of actual attendance."

Ibid., Mar. 1936.

25.

Note: pages 163 to 173.

Beginning with the year 1915, the academic standards of admission to Normal were gradually raised. Within the next few years, the length of the term of professional training was increased to a full year. Shortly after 1923, when for the first time the supply of trained teachers was adequate to meet the demand, further attempts were made by the Advisory Board to strengthen the teaching personnel by more careful selection. Then in 1931, new regulations were made raising the standards of admission, providing for increased professional training, and arranging for selective admission of candidates. The organization of the Course in Education and the establishment of the Graduate Course at the University of Manitoba have been external developments which the Board accepted as accomplished facts.

Table VI, at the end of this section gives in greater detail the gradual improvements made in teacher training from 1908 to 1937. All changes listed were made under the guidance and supervision of the Advisory Board. Wherever possible, the source of initiative has been ascertained and indicated on the table.

Control over Teacher in Service.— The Board did, from time to time, attempt to exercise some measure of control over the teachers in service. If the behavior of teachers were unsatisfactory or if they were inefficient in the execution of their duties, then the Advisory Board or its Committee on Certification and Standing made appropriate suggestions to

the Department of Education. Action was taken on the recommendation of a member of the inspectorial staff, and generally after a careful investigation had been made by the Board. The sample cases listed in the footnotes below will show that the Advisory Board exercised its power of control over certification in order to obtain a teaching body which would be efficient, physically healthy, and exemplary both in behavior and in citizenship .

26

26.

- 1910 - The Advisory Board requested the Department to have a teacher examined by a doctor because his physical condition was unsatisfactory.
- 1911 - Teaching privileges were withdrawn because of poor use of English in the classroom.
- 1915 - The Advisory Board suspended the license of a principal and lowered his certificate.
- 1916 - The Advisory Board requested closer supervision by an inspector of a teacher whose teaching was poor.
- 1917 - Certificates were cancelled for breach of contract, for inefficiency in the classroom, and for breaking the regulations of the School Act.
- 1917 - The Department was requested to get further particulars concerning the habits of a certain teacher.
- 1919 - Unsatisfactory teaching,- the Board requested that this teacher take a special Summer Course, as outlined.
- 1919 - The Board investigated a teacher and three Normal Students about whose moral character and loyalty there was some doubt.
- 1921 - The Board deliberated on a plan which would enable it to eliminate teachers who were incompetent in the classroom.
- 1921 - Five certificates were cancelled for various reasons.
- 1929 - The behavior of several teachers was severely criticized and censured.
- 1930 - Thirteen cases concerning teacher failures were dealt with by the Board's Committee on Standing. Nine had their certificates cancelled and the remainder were asked to take further professional training.
- 1935 - The Board directed the inspectors to be more careful in their rating of the teachers in service.

(continued on page 206)

General Trends in Teacher Certification.--

1. The Departments of Education in the Prairie Provinces arranged common standards for second and first class certificates in 1919.
2. The low Third Class Certificate was never made permanent .
3. Careful control over the granting of permits to unqualified teachers was exercised by the Advisory Board and the Department of Education (28). Certain special licenses have been granted in exceptional cases (29)
4. The Advisory Board made provisions to encourage the improvement of the professional status of teachers. Summer and extra-mural courses were established in 1915. The professional status of the Manitoba teachers has compared favorably with that of teachers in other Canadian provinces (30).

26. (continued)

1936 - The Board studied the remuneration of the teachers and recommended to the Minister that certain steps be taken to improve teachers' salaries.

(This list is based upon the evidence found in the Minutes of the Advisory Board.)

27. Third class licenses were valid for three years. Extensions were often granted to five years.
28. "The necessity for issuing permits exists all over Canada, and in the United States, Manitoba having a lower percentage to the number of teachers employed than any other province of the Dominion."
Report of the Department of Education, the Deputy Minister, 1920, page 9.
29. "The Registrar submitted the case of _____ who had taught in the _____ schools of the Province for some twenty-six years but who never had held a regular license....."
Minutes of the Advisory Board, Mar. 16th, 1934.
- "Mrs. _____ was granted standing in Grades IX and X on credentials from the United States and has taught in the Province for several years on special license."
Ibid. Nov. 27th, 1931.
30. "British Columbia leads Canada with 18.3% of all teachers University graduates. Manitoba comes second with 11.5% and Ontario third with 9.8%."
Report of the Department of Education, Deputy Minister, 1931 - 1932, p. 15.

5. Permanent certificates have always been made subject to satisfactory service in the classroom. The inspectors were made responsible for eliminating teachers who were unsuccessful in their new vocation.
6. Experience and successful service have received recognition in the form of raised certificates (31).
7. Special certificates were granted when the need arose or when the Board received requests for them (32)
8. Special consideration has been given to applicants for certification under special conditions:
 - Returned men after the Great War.
 - Teacher returning to the profession after a long absence.
9. The Advisory Board has regulated quite carefully all cancellation and suspensions of certificates. All cases were reviewed by the Board or by its standing committee. After 1930 a special Committee on Discipline controlled cancellations and suspensions but its decisions were subject to the approval of the Advisory Board. The teachers' interests were thus well protected and arbitrary decisions were rarely made.

31.

Minutes of the Advisory Board, 1909, 1924.

32.

Special certificates were issued as follows:

Modern Language ---	1911;	Manual Training ---	1918;
Domestic Science ---	1911;	Household Arts ----	1920;
Commercial-----	1913;	Practical Arts ----	1921;
Home Economics ----	1914;	Industrial Arts ---	1922;
Agriculture -----	1916;	Drawing -----	1922.

Table VI

Improvements in Teacher Training

1908 - 1937

Date	Change	Source of Initiative
1910	<p>All Normal students were expected to show teaching ability prior to certification.....</p> <p>The Advisory Board approved new Third and Second Class Professional Courses as arranged for the four Western Provinces with the proviso that "at least one-fifth of the time of each teacher in training be spent in observation and practical work (33)....."</p> <p>The course for Kindergarten Assistants was revised;.....</p>	<p>Advisory Board</p> <p>Principals of Normal Schools</p> <p>Department of Education, (Deputy Minister)</p>
1912	<p>The professional training for the Bilingual Certificate was strengthened.....</p>	<p>Department of Education.</p>
1914	<p>An experiment was begun with a strengthened 18 weeks Third Class Course at Brandon. Its completion gave a Third Class certificate, valid for 5 yrs...</p> <p>A special course training teachers for the teaching of Home Economics was approved by the Board. It was a 9 months course given at the Manitoba Agricultural College. The Board studied the plan carefully and made changes prior to its authorization.....</p>	<p>Department of Education, (Superintendent).</p> <p>Manitoba Agriculture College.</p>
1915	<p>Teaching of Hygiene was added to the Third Class Course.....</p>	<p>Department of Education, (Superintendent)</p>

Table VI (continued)

Date	Change	Source of Initiative
1916	The academic requirement for entrance to normal was raised to Grade XI,- formerly it had been Grade X.....	Department of Education, (Superintendent).
	To get a permanent certificate, a candidate was required to take a full year's term of Normal Training.....	Department of Education, (Superintendent).
	Second Class students were required to take four weeks at the Agricultural College.....	Manitoba Agricultural College.
	A special course to train for teaching Agriculture.....	Manitoba Agricultural College
	All candidates, girls and boys, to be 18 yrs. of age,-(formerly 16 yrs. for girls).....	Advisory Board
1917	The Advisory Board recommended that professional examinations test the practical knowledge of subjects and the ability to conduct simple lessons.....	Advisory Board
	All teachers in training were required to take an oath of allegiance,- rescinded in 1933...	Advisory Board
1918	The Advisory Board recommended Summer Courses for professional training, to be held at the Normal School. (Established in 1920).....	Advisory Board
	Permits to unqualified teachers were not to be issued unless they had Grade XI standing.....	Ad
	Reading Courses for professional self-improvement.....	Advisory Board Committee.

33.

The courses consisted of: a, The Science of Education, (Pedagogy, School Organization, School Management), History of Education, Methods of Instruction, Observation and Practice, Academic Instruction in School Arts, and Special Instruction in New Subjects. The courses lasted 3 and 4 months, respectively.

Minutes of the Advisory Board, May, 1910.

Table VI (continued)

Date	Change	Source of Initiative
1919	Health examination of Normal students begun..... First Aid added to the Normal School Programme..... Second Class standardized to 35 weeks throughout the west..... First Grade A certificate to be granted to teachers with a University degree, or additional Academic training.....	Normal School Department of Education. Teachers
1920	The Board recommended to the Minister a First Class Professional course to train for secondary school work..... Household Arts Certificate provided for.....	Advisory Board
1921	Practical Arts Certificate and course. Teachers recommend Grade XII as minimum.....	Teachers
1922	Course in Drawing for a special Drawing certificate..... Home Economics and Industrial Arts Courses,- Grade 12 minimum..... Critics teachers first reported..... All teachers-in-training were to be medically examined by a Departmental physician.....	Winnipeg Board of Trade. Advisory Board Normal School
1923	Principal's certificate mooted and not accepted.....	Teachers
1924	Entrance to Normal was made subject to a clear pass with no failures University graduates were henceforth to attend one year to get a First Class certificate..... A definite regulation that all Normal students must pass in the practical work of teaching..	Normal School Advisory Board Committee. Normal School

Table VI (continued)

Date	Change	Source of Initiative
1925	<p>One year (40 weeks) was made the minimum professional training for any licence (henceforth no Third Class).....</p> <p>Normal Entrance testing was begun in English, Arithmetic, Geography and General Intelligence.....</p> <p>Preferences concerning admittance were given to University and to Grade XII students.....</p>	<p>Advisory Board</p> <p>Normal Staff</p>
1927	<p>Failures at Normal were not permitted to take the course again.....</p>	
1928	<p>Changes and extensions were made in the Reading Courses.....</p> <p>Medical examinations of all Normal students again recommended to the Department of Education. The Department adopted this recommendation.....</p>	<p>Inspectors</p> <p>Advisory Board</p>
1929	<p>Normal students with the exception of the University graduates were required to do two weeks' practice teaching in ungraded schools.....</p> <p>Regulated qualifications for inspectors.....</p> <p>Extra-mural privileges re. raising Second to First Class withdrawn -- Summer courses or extra Normal Courses were henceforth to be taken.....</p> <p>Regulations made re. Industrial Arts and Manual.....</p> <p>Training Certificates, - Grade XII academic minimum.....</p>	<p>Advisory Board</p> <p>Department of Educ. (Deputy Minister).</p> <p>Advisory Board</p>

Table VI (continued)

Date	Change	Source of Initiative
1930	<p>Prescription of professional courses at Manitoba Summer School to afford teachers opportunity to extend training.....</p>	<p>Department of Education, and Dr. D. S. Woods.</p>
	<p>"The Board was fixing one year of professional training as a minimum for teaching in all phases of school work". Even for University Graduates in special departments like the Home Economics, Agriculture, etc.....</p>	<p>Advisory Board</p>
	<p>The Board adopted a policy of selecting entrance to Normal on the basis of scholarships, application, and physical health.....</p>	<p>Advisory Board</p>
	<p>A standing Committee on Admission to examine and grade applications was established in 1933.....</p>	<p>Advisory Board</p>
1932	<p>The Board approved a special Summer School course to raise Second Professional to First on taking 6 professional courses.....</p>	<p>Advisory Board Committee.</p>
1933	<p>The Advisory Board raised the academic requirements to a 60% pass in Grade XII or Grade XI Departmental examination..... Grading of Normal applicants into Class I, Class II and rejected... Normal students who failed in their work were not allowed to repeat their training.....</p>	<p>Advisory Board</p>
1934	<p>The Advisory Board arranged for the certification of the students of the Graduate School of the University of Manitoba.....</p>	<p>University of Manitoba</p>

Table VI (continued)

Date	Change	Source of Initiative
1934	The pass mark in the Summer School Second Professional Courses was raised to 60%..... Completion courses in Education Faculty were arranged for those who held First Class Certificate then received a degree.....	Advisory Board Advisory Board
1935	Medical examination was re-instituted The Advisory Board dispensed with its second class Normal examinations. These were left to the Normal Staff..... Instructed inspectors to be very careful when recommending for permanency..... Accepted the established Graduate Course with certificates to be valid in grades I to III. (Set up an Admissions' Committee for this course also)..... The regular Admissions' Committee was becoming increasingly active (34).....	Advisory Board Advisory Board Advisory Board University of Manitoba Advisory Board
1936	Normal students found defective or backward in their work were interviewed by Board, and in certain cases advised to leave... Inspectorial qualifications were raised and ten years teaching experience required..... Standards for Principals' Certificate raised..... Second Class curtailed. Entrance to the First Class course required a standing of 60% for grade XII and 75% for Grade XI (35) (Grade XI students were to receive a Second Class certificate.).....	Advisory Board Advisory Board Advisory Board (Registrar) Advisory Board

Table VI, (continued)

Date	Change	Source of Initiative
1936	Applicants were to present certificates of fitness with regard to speech and personality.....	Advisory Board
1937	Second Class from other provinces is to be no longer accepted.....	Adv

Miscellaneous Activities and Contributions

1. The Advisory Board spent considerable time in making arrangements for bilingual curriculum, and in prescribing qualifications and issuing bilingual teaching licences. Bilingualism was first discussed in 1898. By 1910, the Board was busy arranging for teacher-training and Readers in French, German, Polish, and Ukrainian. The repeal of Clause #258 abolished bilingualism in 1916.
2. From time to time, the Department of Education requested the Board to make decisions concerning administrative details .

34.

In 1935, twenty-two out of 357 applicants were rejected. In 1936, 216 applicants were considered and 32 were rejected.

Minutes of the Advisory Board, 1935, 1936.

35.

"in view of changes taking place in other Provinces as brought out in discussion at the recent convention of the Canadian Educational Association."

Ibid, 1936.

3. The Advisory Board urged the Government to arrange a series of scholarships to assist students to train for the teaching profession³⁷. The Board was not able to make any practical provisions for establishing these as it exercised no control over the apportionment of the legislative grants.
4. The Advisory Board has co-operated with the University of Manitoba in order to provide for the establishment of a co-ordinated school system beginning with Grade one and ending with the higher training of the University. A permanent joint committee of the Advisory Board and the Council of the University was established in 1928 to make closer co-operation more easily possible.

36.

- a. Questions concerning school levy in a consolidated school-district.

Minutes of the Advisory Board, Jan. 30th, 1914.

- b. Use of schools for temperance rallies.
- c. Questions concerning the interpretation of the Board's regulations.
- d. Questions concerning the control and the discipline of pupils in the classroom.

37.

Ibid., 1918, 1922.

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Table 1ANALYSIS OF BOARD MEMBERSHIP (1890-1937)

<u>Member's Name</u>	<u>Address</u>	<u>Occupation</u>	<u>Dates of Service</u>	<u>Years of Service</u>
Most Rev.		Anglican		
Robert Macbray	Winnipeg	Metropolitan	1890-1902	12
Rev. Dr. Bryce	Winnipeg	Minister	1890-1899	9
Prof. R. Cochrane	Winnipeg	Minister	1890-1908	18
Mr. A. McLeod			1890-1891	1
Mr. J. D. Hunt	Carberry	Teacher	1890-1904	14
Dr. D. McIntyre	Winnipeg	Superintendent	1890-1930	40
Dr. B. Montgomery	Winnipeg	Medical Doctor	1890-1898	8
D. G. Coggin	Winnipeg	Principal	1891-1893	2
		Normal School		
D. McCalman	Winnipeg	Inspector	1892-1894	2
E. D. Wilson, B.A.	Winnipeg	Minister	1894-1899	5
Rev. S. Bertrand	Winnipeg	Priest	1899-1900	1
Rev. T. Hart	Winnipeg	Minister	1900-1912	12
Rev. John Graham	Winnipeg	Minister	1900-1906	6
Dr. J. R. Jones	Winnipeg	Medical Doctor	1900-1912	12
Archbishop Matheson	Winnipeg	Archbishop	1900-1927	27
Mgr. Cherrier	Winnipeg	Priest	1900-1928	28
J. A. Macbray	Winnipeg	Lawyer	1904-1905	1
D. J. Wright	Deloraine	Inspector	1904-1916	12
Hon. W. Montague			1908-1910	2
E. A. Carrett	Winnipeg	Principal	1908-1918	10
A. Hooper	Winnipeg	Inspector	1908-1914	6
C. K. Newcombe	Winnipeg	Department	1910-1920	10
Rev. S. D. Thomas	Brandon	Minister	1910-1914	4
A. M. Campbell	Winnipeg	Medical Doctor	1910-1911	1
W. Iverach	Isabella	Farmer	1910-1927	17
W. H. Bewell	Besser	Farmer	1911-1920	9
Rev. D. Christie	Winnipeg	Minister	1913-1929	16
W. J. Bulman	Winnipeg	Minister	1913-1915	2
Dr. J. A. McLean	Winnipeg	President	1914-1934	20
		University		
T. M. Maguire	Portage la Prairie	Inspector	1915-1919	4
A. E. Hill	Brandon	Merchant	1916-1923	7
A. J. Hatcher	Brandon	Inspector	1917-1920	3
Mrs. Stockwin	Holland	Homemaker	1917-1921	4
R. T. Hodgson	Winnipeg	Principal	1918-1920	2
J. W. Gordon	Manitou	Inspector	1920-1922	2
W. Gordon Scott	Brandon	Teacher	1921-1922	2
E. K. Marshall	Winnipeg	Teacher	1921-1924	4
J. E. S. Dunlop	Winnipeg	Inspector	1923-1927	4
Mabel Finch	Winnipeg	Un. Farm Women	1923-1927	4
C. K. Rogers	Carman	Inspector	1923-1925	2

Table 1, Cont'd

Member's Name	Address	Occupation	Dates of Service	Years of Service
S. J. Farmer	Winnipeg	M. L. A.	1924-1930	6
Irene Armstrong	Winnipeg	Teacher	1924-1925	1
Francois Huntley	Souris	Principal	1925-1927	2
A. C. Campbell	Winnipeg	Principal	1925-1927	2
Andrew Moore	Winnipeg	Inspector	1926-1928	2
S. Forrest, K.C.	Souris	Lawyer	1927-1935	8
J. B. Morrison	Brandon	Inspector	1928-1932	4
Mrs. E. Downing	Kellogg	Homemaker	1928-1932	4
W. A. Anderson	Virden	Teacher	1928-1930	2
Hector French	Stony Mtn.	Farmer	1928-1930	2
Wilfred Sadler	Winnipeg	Principal	1928-1936	9
H. G. Mingay	Winnipeg	Registrar	1928-1936	8
G. A. Wells	Winnipeg	Minister	1929-1933	4
Rev. Father Bourque	Winnipeg	Priest	1929-1936	7
Major D. M. Duncan	Winnipeg	Superintendent	1930-1934	4
Clarence Moore	Emerson	Inspector	1930-1932	2
A. T. Hainsworth	Deloraine	Farmer	1930-1934	4
J. R. Reid	Brandon	Principal	1930-1934	4
Mrs. Johnson	Arborg	Homemaker	1932-1935	4
W. J. Parr	Killarney	Inspector	1932-1935	4
C. W. Laidlaw	Winnipeg	Principal	1932-1936	4
Mrs. G. Armstrong	Hanitou	Homemaker	1934-1936	2
Sidney Smith	Winnipeg	Univ. President	1934-1936	2
Robert Durward	Winnipeg	Clerk	1934-1936	2
M. J. Stanbridge	Stonewall	Business Man	1934-1936	2
Mary B. Cannon	Brandon	Teacher	1935-1937	2
Lawrence Palk	Winnipeg	Sec. Wpg. Electric	1935-1938	3
Mrs. R. Jakeman	Hoblin	Homemaker	1936-1937	1
E. D. Parker	St. James	Inspector	1936-1937	1
Dr. A. Alford	Oakville	Medical Doctor	1936-1937	1
G. M. Churchill	Dauphin	Teacher	1936-1937	1
J. C. Pincock	Winnipeg	Superintendent	1936-1937	1
CHAIRMEN				
Archbishop		Archbishop	1890-1902	2
Robert Macbray	Winnipeg	Ang. Church		
Archbishop		Archbishop		
Matheson	Winnipeg	Ang. Church	1902-1927	25
Dr. D. McIntyre	Winnipeg	Superintendent		
		Wpg. Schools	1927-1930	3
Wilfred Sadler	Winnipeg	Principal	1930-1936	6
Secretaries				
Dr. E. A. Blakely	Winnipeg		1890-1900	10
W. P. Argue	Winnipeg		1902-1903	1
Dr. R. Fletcher	Winnipeg		1903-1937	34
Ass't. Secretary				
H. G. Mingay	Winnipeg		1934-1937	3

Table 1, Cont'd.Total Membership of the Advisory Board

<u>Period</u>	<u>No. of Members</u>	<u>No. Appointed by L. G. in Council</u>
1890-1897	7	4
1897-1908	9	6
1908-1910	10	6
1910-1925	12	8
1925-1937	15	8 (3 ex-officio officials of the Department of Education)
1937	19 members in the New Advisory Board	

Comments of the Deputy Minister
on the Board's Membership

(a) "An Advisory Board so constituted (i.e. widely representative) represents practically every shade of educated public opinion in respect to public instruction, and at the same time is able to give expert advice upon matters of detail in connection with the internal problems of educational administration."
Department of Education Report, 1912-1913, Deputy Minister, page 9.

(b) "Thus the Advisory Board now includes representatives of the elementary school teachers, secondary school teachers, the school inspection staff, the school trustees association, and other sections of the community according to the decision of the Department in making its appointments. The University Council no longer nominates a representative, but the Department has always seen to it that the University has had a direct representative on the Board."

"The Advisory Board at times has proved to be a very important buffer between the Department and groups of citizens urging that various subjects be introduced into the school curriculum as obligatory studies. The Board is non-partisan and non-political, and not likely to be swayed unduly by special pleadings. In its membership it really represents a fairly good cross-section of public opinion."
Memorandum Re. Advisory Board, Dec. 15th, 1932.

ANALYSIS OF CHANGES IN TEXTBOOKSAUTHORIZED BY THE ADVISORY BOARD (1890-1939)Table 11Elementary Text Books

Subject	Name of Text	Years used	Number of years in use	Average Years of Use (approximate)
Readers	Gage Readers	1880-1897	17	
	Victorian Readers	1898-1910	12	
	Manitoban Readers	1910-1922	12	
	Canadian Readers	1922-1934	12	13.25 yrs
	Highroads to Reading	1934-to date		
Spellers	(No text authorized) (1890-1904)			
	Rice Spelling Books	1904-1919	15	
	Public Sc. Spellers	1919-1921	2	
	Canadian Spellers	1921-to date	18	11.66 yrs
Writing Books		Prior to		
	Copy Books	1890-1896	6	
	Virtical System	1896-1908	12	
	Freehand Copy Books or Palmer System	1908-to date	31	16.3 yrs.
		In use prior to 1890		
Grammar	Mason's Grammar	1892-1896	4	
	Tweed's Grammar	1896-1910	14	
	Goggin's Grammar	1910-1925	15	
	Lang's Grammar			
	Eng. Gram. for Public Schools	1925-to date	14	12 yrs.
Geography	New Can. Geography	1890-1903	13	
	Earth as a Whole	1903-1911	8	
	The World' Relations	1911-1928	17	
	Public Sc. Geog. (V to VIII)	1928-to date	11	
	Book of Boys & Girls (IV)	1928-to date	11	15.4 yrs.

Table 11, Cont'd.

Subject	Name of Text	Years used	Number of yrs. in use	Average Yrs. of Use (Approximate)
History	(Edith Thompson's	1883-1895	12	14 yrs.
	British (Creighton's History	1895-1903	8	
	(England's History	1903-1930	27	
	(The English People	1930-to date	9	
	) Jeffer's Can. Hist.	1883-1898	15
Canadian) Clement's	1898-1904	6	13.2 yrs.
	) Duncan's	1904-1929	25
	) The Story of Canada	1929-to date	10
	) Pages from Can. Story		
	) (new subject) <u>V.VI</u>	1928-to date	10
Composition	(Generally no text authorized)			10 yrs.
	Syke's Composition	1901-1911	10	
Geometry	Hill's Geometry	1893-1900	7	9 yrs.
	MacLean's	1900-1904	4	
	(No Geometry)	1904-1911		
	Baker's	1911-1928	17	
	Thorndike's Junior Math.	1928-1936	8	
Music	Normal Music Course	1892-1904	12	11.75 yrs.
	King Edward Readers	1904-1913	9	
	Dominion Music R.	1913-1929	16	
	Progressive Music Series	1929-1937	23	
Drawing	Prang Drawing System	1895-1910	15	14 yrs.
	Applied Arts Series	1910-1914	8	
	Prang's Graphic System	1914-1937	23	
Physiology & Hygiene	Child's Health Primer	1891-1904	13	12 yrs.
	Conn's Physiology	1904-1912	8	
	Halpenny's	1912-1928	16	
	Can. Health Book	1928-to date	11	

Table 11, Cont'd.

Subject	Name of Text	Years Used	Number of years in use	Average Years of Use (Approximate)
Agriculture	Prairie Agric. Series	1899-1903	4	
	James & McIntyre	1903-1912	9	
	Hatch & Hazelwood	1912-1928	16	
	(Since 1928 no Agric.- replaced by Gen. Science)			
	General Science	1928-to date	11	10 yrs.
Bookkeeping	Dom. Pub. School Bookkeeping	1914-1928	14	
	(Bookkeeping dropped since 1928)			14 yrs.
Literature	5 different Texts	1892-1897	5	
	Victorian Readers	1897-1910	13	
	Beginning 1911 --- the 3 yr. cycle.			

Comment

An analysis of the above figures will show that since the establishment of the Advisory Board the average life of an elementary text-book has been more than twelve years.

Table III.

High School Text Books

Subject	Name of Text	Years Used	Number of yrs. in use	Average yrs. of use (approximate)
Spelling	Word Expositor	1906-1925	19	14.5 yrs.
	A Word Book for H.S. (No prescribed text since)	1925-1935	10	
Grammar	Ontario Public Sc. Gr.	1891-1897	6	12 yrs.
	West's Grammar	1897-1912	15	
	Intermediate Eng. Gr.	1912-1929	17	
	Eng. Gr. for Sec. Sc.	1929-to date	10	
Composition	Welch's Composition	1891-1901	10	7.71 yrs.
	Syke's Composition	1901-1903	2	
	Barrett Wendell's C.	1903-1913	10	
	Elem. Eng. Comp. IX, X,	1913-1919	6	
	Elements of Eng. Comp. (XI)	1913-1919	6	
	High Sch. Composition An Eng. Comp. for Sec. Schools	1919-1930 1930-to date	11 9	
Bookkeeping	H. S. Bookkeeping	1890-?		11.1 yrs.
	Nathional Bookkeeping	?-1913		
	(Subject dropped till 1929) Bookkeeping and Accounting	1929-to date	10	
Arithmetic		prior to		13.75 yrs.
	Hamblin Smith's Arith.	1890-1914	24	
	Dominion H.S. Arith.	1914-1929	15	
	Thorndike's - (Bk III)	1929-to date	9	
	Keast's Can. Bus. Arith. (Optional Course)	1932-to date	7	
Algebra		prior to		16.33 yrs.
	C. Smith's Algebra	1890-1907	17	
	Hall & Knight's Elem.	1907-1918	11	
	Crawford's Algebra	1918-to date	21	
Hart & Well's Algebra (optional)	1933-to date	5		

Table III, Cont'd.

Subject	Name of Text	Years Used	Number of yrs. in use	Average yrs. of use (approximate)
Geometry		prior to		
	Todhunter's Geometry	1890-1906	16	
	Baker's Theoretical	1906-1926	20	
	Ritter & Snyder's	1926-to date	13	16.33 yrs.
Sciences (IX)	Elementary Science	1908-1923	15	
	Special Handbook	1923-1930	7	
	Science Indoors & Out	1930-to date	9	10.33 yrs.
Botany		prior to		
	Spotton's Botany	1890-1906	16	
	Bergen's Elements of Botany	1906-1915	9	
	Beginner's Botany	1915-1923	8	
	Special Handbook	1923-1930	7	
	Biology & Human Welfare	1930-to date	9	9.8 yrs.
Chemistry	H. Sc. Chemistry	1906-1930	24	
	Evan's Elem. Chemistry	1930-to date	9	16.5 yrs.
Physics	H. Sc. Physical Science (part 1)	1906-1913	7	
	Hann & Twiss	1913-1920	7	
	H. Sc. Physics	1920-1930	10	
	New Practical Physics	1930-to date	9	8.25 yrs.
Physical Geography (XI)	Eclectic Phys. Geog.	1890-1904	4	
	High Sc. Geog. (Chase)	1904-1911	7	
	Dryer, Phys. Geog. (Subj. discontinued)	1911-1919	8	6.33 yrs.
Geography		prior to		
	H. Sc. Geography	1890-1906	16	
	Morang's Complete Geog. (& revised) (discontinued 1923)	1906-1923	17	16.5 yrs.
Physiology	Pathfinder Series	1891-1904	13	
	Martin's Element. Physiology (Subj. discontinued)	1904-1912	8	
	Human Phys. (Mitchie)	1929-to date	10	10.33 yrs.

Table 111, Cont'd.

Subject	Name of Text	Years Used	Number of yrs. in use	Average yrs. of use (approximate)
	<u>Grade</u>			
	IX, X Buckley's Hist. of Eng.	1891-1897	6	
	IX Clement's Hist. of Can.	1897-1912	15	
	IX Botsford's Gen. Hist.	1918-1929	11	
	IX Perkin's Gen. Hist.	1929-to date	10	
	IX Gammel's Hist. of Can.	1912-1919	7	
	X The British Nation	1904-1919	15	
History	X Botsford's Gen. Hist. (not new text-used in Gr. IX)	1919-1923	4	
	X Hist. of the Br. Empire	1923-1938	15	
	XI Green's Short History	1891-1901	10	
	XI Myer's General History	1901-1918	17	
	XI Botsford's Gen. Hist.	1918-1921	3	
	XI A Hist. of the Br. Empl	1921-1930	9	
	XI Hist. of Can for H. Sc.	1930-to date	9	10.2 yrs.
	Introductory Latin			
Latin Grammar	Latin Lessons for Beginners	1914-1925	11	
	Latin Grammar (Hamilton's)	1925-1939	14	12.5 yrs.
	French Grammar Frazer & Squair, High Sc. Fr. Grammar	1913-1932	19	
	Nelson's First Fr. Cr. (Nelson's Sec. Fr. Course adopted 1933)	1932-to date	7	13 yrs.
	German Grammar Vanden Gheissen & Fraser	1909-1925	16	
	Essentials of Grammar	1925-to date	14	15 yrs.

Comment

An analysis of the above figures will show that since the establishment of the Advisory Board the average life of High School text-books has been more than twelve years.

TABLE IV

AN ANALYSIS
OF THE ADVISORY BOARD COSTS

Year	Travelling Expenses	Salary (Secretary)	Curricular Reviews	Textbook Changes	Total Costs
1891	\$ 61.90				\$ 61.90
1892	108.90				108.90
1893	196.00				196.00
1894	259.20				259.20
1895	397.20				397.20
1896	283.80				283.80
1897	298.40			\$ 400.00	698.40
1898	282.40				282.40
1899	231.76				231.76
1900	144.10				144.10
1901	107.80				107.80
1902	133.18				133.18
1903	49.60				49.60
1904	33.60				33.60
1905	145.80				145.80
1906	140.10				140.10
1907	129.60				129.60
1908	167.40	\$ 900.00			1,067.40
1909	390.83	600.00			990.83
1910	448.00	600.00			1,048.00
1911	435.20	600.00			1,035.20
1912	472.90	550.00			1,022.90
1913	497.55	600.00			1,097.55
1914	366.44	1,000.00			1,366.44
1915	436.45	1,000.00			1,436.45
1916	535.30				535.30
1917	754.48				754.48
1918	530.30				530.30
1919	826.75				826.75
1920	709.80				709.80
1921	1,490.20	180.00			1,670.20
1922	1,181.99	135.00			1,316.99
1923	1,406.31	180.00			1,586.31
1924	670.25	120.00	\$1,188.53		1,978.78
1925	725.78	180.00	2,725.91		3,631.69

TABLE IV (Continued)
 AN ANALYSIS
 OF THE ADVISORY BOARD COSTS

Year	Travelling Expenses	Salary (Secretary)	Curricular Reviews	Textbook Changes	Total Costs
1926	\$ 649.70	\$ 180.00	\$ 2,325.17		\$ 3,154.87
1927	835.00	180.00	3,791.25		4,706.25
1928	1,101.31	680.00	5,057.89		6,839.20
1929	710.93	680.00	3,035.77		4,426.70
1930	1,018.30	730.81	1,696.00		3,445.11
1931	1,382.51				1,382.51
1932	1,296.33				1,296.33
1933	761.75				761.75
1934	1,551.46				1,551.46
1935	1,554.50				1,554.50
1936	1,218.19				1,218.19
Total	\$7,329.25	\$3,093.81	\$19,815.50	\$400.00	\$56,640.56
Average cost per year \$1,231.31					