

THE UNIVERSITY OF MANITOBA

THE BRANDON SCHOOL SYSTEM
A HISTORICAL SURVEY
and
TEN-YEAR DEVELOPMENTAL PROGRAM

BEING A THESIS SUBMITTED TO THE COMMITTEE
ON POST-GRADUATE STUDIES IN
PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR THE DEGREE OF MASTER OF EDUCATION

BY

CARL BJARNASON
1360 FOURTH STREET
BRANDON, MANITOBA

APRIL 1962



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This thesis is a short historical survey of the beginnings and growth of an educational system in a typical small urban community, Brandon, Manitoba, along with a projected developmental programme for the period 1962-1972.

The historical treatment comprises the major portion of the work. It commences with the events of 1881 prior to the arrival of the railway and describes the early and primitive attempts to supply pioneer prairie education. There then follows a detailed account of the evolution of Brandon schools through 1890-1919 and 1923-1963. The study considers such matters as staff, salary-schedules and working conditions, curricula-development, composition and policies of school boards, and the attempts at educational experimentation during these periods. Considerable attention is devoted also to the expansion of school buildings and the circumstances involved in their construction.

A separate section is given to the Brandon Teachers' Strike of 1922 when the city's entire teaching staff was dismissed in the middle of the spring term and thus occurred

one of Manitoba's most bitter educational controversies.

The recent formation in Manitoba of larger school units or divisions, is analyzed in the light of Brandon, where the elementary and high schools were split into separate units of administration. In conclusion, the investigator presents an analysis of the building requirements and financing over the next decade, a programme of specific educational objectives, and a suggested blue-print for the eventual re-union of the two school-boards.

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Finally the writer is deeply indebted to his wife Edna, for her infinite patience and help, for her numerous suggestions and her words of encouragement.

CHAPTER I

INTRODUCTION

The educational plight of small urban communities and the story of their growth or decay, have received less attention in recent years from the observers of educational problems, than have the affairs of more populous areas. Such matters as curriculum, methodology and psychology, commonly associated with educational study, presented in the perspective of large urban areas, have tended to overshadow the less spectacular and less exciting happenings of smaller school systems. Nevertheless, these less populated places exist; they have a history worthy of recording and in the years ahead, they will be confronted with problems, no less trying or real.

The historical roots of such communities and their schools: the erratic rate and manner of development, the recent construction and financial pressures arising from attempts to catch up with the past, the need to provide educational services comparable with metropolitan systems -- all contribute a small but important part to the educational story of our land, and from such a study lessons can still be learned.

No two smaller cities have identical educational problems, nor have they as a rule, tried to cope with them in identical ways. But all possess a tradition and history worthy of recording. Each is confronted with difficulties of construction, finance and the recruitment of competent staff. With varying success, the small city endeavors to chart a course that will correct past errors, and perhaps avoid their repetition. Such communities are often engaged in reconciling limited resources of money, personnel, and leadership with

the staggering needs of public education. All of this is accompanied by rising municipal debt and mounting demands for other municipal services. Because of the scope and prevalence of this problem, the study of a typical small urban system (including its historical background) is considered a subject worthy of note. For this reason, Brandon, Manitoba has been selected as a field of study.

Here is a locality with an historical background however short, a city involved in an early boom, two World Wars, depression and recent growth -- and which has had her share of the successes and failures, all an integral part of Canadian education.

Brandon is fairly typical of most small Canadian urban communities caught in the post-war explosion of student numbers, for which she like others was generally unprepared. Even now many persons remain unconvinced that the problems of school-growth and change really exist, or that the hands of the clock cannot be pushed back to the simplicity of pre-war days. Brandon is actually a large town, which has developed with the growth of the west. She has depended almost exclusively on the land and only recently has her development begun to branch out from the "Wheat City" and the implication that all activity was based on agriculture. Confronted as they were with a technical and social revolution, such places seldom sensed, until almost too late, that the economic and social patterns after two wars had been drastically altered and that there was no turning back. Small communities, if they wished to survive at all, found that they must recognize and adapt to the changing patterns of science, agriculture, production, marketing,

transportation and communications. A new set of conditions had arisen and these had to be accepted as facts of life.

For too long in the annals of Brandon and her schools, the winds of change had virtually gone unnoticed. This was a city of tremendous agricultural wealth, with an excellent location for marketing and for the processing of agricultural products; a city with considerable natural beauty, comparable to any on the prairies. But despite a tremendous potential for development and consequently for the development of her schools, the rush of events frequently found her citizens surprised, apathetic and unprepared. Only occasionally was there a real awareness by the public at large, that the very survival of small communities in an age of change, depends directly on the ability to recognize and anticipate events with their inevitable problems and dislocations; also realistically to plan ahead within the limits of the resources at hand. Many worthwhile achievements undeniably occurred in Brandon's growth and in the growth of her school system, and a surprising number of individuals associated with education and public life, served with dedication and competence; but the evidence will show that the full educational and economic possibilities of Brandon went partly unfulfilled, because of the City's reluctance to recognize the possibilities that were there, and the necessity to anticipate and plan for something other than agriculture. It is therefore in this perspective, that the present study will consider the story of the Brandon Schools, the nature and evolution of the existing system and will suggest a future short and long-range

program, with specific objectives adaptable to conditions or situations as they evolve in the years ahead.

Here then is our typical small urban community. The City of Brandon was incorporated in 1882, one year after the arrival of the railway. There followed a building boom that caused the population to jump within a few short years, from a frontier tent-town to a bustling little city of 14,000 souls. It is interesting and rather surprising that the population should hover around this figure for the next fifty years. With two exceptions, the same schools standing in 1910 along with a fledgling Brandon College, accommodated the entire school population until 1955. Class-rooms were occasionally crowded, but the facilities available during 1900-1925 continued, with only two additions, to provide class-room space until 1955.

Two world wars and an influenza epidemic caused shifts in population, but not until about 1943 did the Wheat City begin to feel the first serious impact of impending change. From 1945-1960, the population almost doubled. Housing, to accommodate new families, was badly needed as were roads and other expensive public services -- the latter all had to be provided with moneys obtained from borrowing, or levies on residential and business property already highly-taxed.

The cost of new schools to accommodate young families, added one more financial burden on a predominately residential community, which sorely lacks industrial tax revenues to off-set the residential real-estate tax-burden in meeting the costs of public services. Further, it must be recalled, that Brandon had undertaken almost no construction

of new schools for twenty-five years, prior to the 1950's expansion. To complicate the problem, the new congestion unfortunately occurred when the replacement of older school buildings was also becoming a matter of concern. But for neither of these contingencies had any realistic advance-planning been done.

The increased taxation, for schools, roads, sewers and other public services thus began to fall almost completely on residential property. This resulted in a somewhat abnormal tax base, with a high mill-rate aggravated by an absurdly low assessment. This high tax-rate in turn, had the added vicious-circle effect of discouraging the location of industry so badly needed for Brandon's economic growth.

Then too, Brandon experienced other educational problems not uncommon elsewhere. Shortage of class-room space and a construction program lagging behind the needs, necessitated the use of sub-standard accommodations, the questionable economy of portable schools, and the temporary renting of any available instructional space. Trained and competent staff have been difficult to procure and hold, in spite of the existence locally of a Teacher Training College.

Finally the year 1959 brought the establishment of Provincial School Divisions into Manitoba. This legislation hailed across Canada as an historic step forward in education and an equalization of educational opportunity, was an anomaly and a retrogression as far as Brandon was concerned. Here was a centre that had operated for almost sixty years, a unified and effective school system at all

levels -- Grades I to XII. Under the new legislation, Brandon was re-organized or divided into two separate authorities with two Boards of administration where before there had been but one. An Elementary School Board was assigned exclusive and independent responsibility for Elementary Instruction. A Division or High-School Board was to have the jurisdiction for High-School instruction in the city and through the surrounding rural community. A narrow rural belt provides less than 10% of the High School population, and even this area for many years prior to 1957, had been served almost entirely by the Brandon High Schools. The Legislation in respect to the establishment of School Divisions, was ostensibly designed to provide simplicity of operation and equality of educational opportunity. Elsewhere in Manitoba, it has been generally successful. In Brandon however, the Division reform has unhappily produced complexity, duplication and decentralization. This has occurred by setting up two units of administration, where before there had been a single Board and a single authority.

Thus it is the account of these events, with their causes, their results and a plan for future action, that will occupy the subsequent pages of this work. It is intended to deal at some length with the origins and development of the Brandon Schools from earliest times to the present day. In addition, some consideration will be given to a brief though sufficient treatment of the present school facilities in the light of probable future needs. On the basis of such data, an effort will be made to assess probable future requirements, and to

systematize such materials into a simple but workable program of construction and finance. It will further be the intent to provide a broader treatment than the mere historical or economic aspects of Brandon's schools. Insofar as may be practicable, consideration will be given to the philosophy that has pervaded the educational evolution of this city, and attention will be devoted to some of the factors likely affecting or resulting from it. With such an approach, it is anticipated that there may result an appreciation of the tradition and history of past events, that there will be made available data and information pertinent to the present needs, and finally that there will appear in a broad outline -- a framework and workable program for the future development of Brandon Schools during the period 1962 to 1972.

CHAPTER II

THE BIRTH OF A CITY AND THE BEGINNING OF SCHOOLS (1881-90)

In 1881 the present site of Brandon City was an empty prairie wilderness. At that time,

On either side of the Assiniboine, furrow-like buffalo-trails led across it to the saucer-like depression on the spot; here these monarchs of the plain had once lain down to rub themselves. In 1881, not even buffalo gave life to the empty stretch of soil. Here and there in the prairie grass, their horned skulls and heavy bones testified to the fact that the white man's guns had wiped their race from off the face of Manitoba. Now and again the tribes of Sioux, the Bungays, the Yellow Quills and the Bird Tails ambled across the site of the future city.¹

By 1882 all this was changed. Early the previous year, the advancing Canadian Pacific Railway abandoned its plan to build north-west via Edmonton. The rosy hope of Rapid City's bulging growth, as implied in her name, was consequently premature. The wild optimism of settlers, and land speculators was transferred to the settlement of Grand Valley, about three miles east of Brandon. Here by all outward signs, was evidently to be the Divisional Point of the advancing railroad.

By 1881 no less than four hundred people had settled in Grand Valley. It had eight general stores, two hardware, one drugstore, two liveries, two boarding houses, one hotel, and it boasted a doctor, a jeweller, a carpenter, a surveyor and a harness-maker. Real-estate in the ambitious little place, by a contemporary estimate was valued at \$100,000; all on land, that had been empty prairie when John Dougald McVicar had arrived only three years before.²

¹ MacDonald Coleman, The Face of Yesterday (Brandon: The Leech Printing Company - 1957) pp. 8

² Ibid pp. 11

But Grand Valley was to suffer a worse fate than Rapid City. Early in 1881 General Rosser who had the responsibility of selecting the railway's town-sites, indicated his company's interest in Grand Valley as a divisional point. However, when John McVicar, the owner of Grand Valley town-site, declined Rosser's offer of \$25,000 for the land and demanded twice that figure, Rosser abruptly halted negotiations. He simply pushed two miles to the west and there the site of the future City of Brandon was decided. Rosser's decision was probably based on more than financial reasons, for Grand Valley in the summer of 1881 was almost inundated by the flooding waters of the Assiniboine. Brandon, however, with its now obviously better location, escaped all signs of flooding, and straightaway entered upon an era of boom and expansion almost without precedent in the Canadian west. Brandon, the prairie wilderness, was chosen as the town site in May, 1881, and within one year, streets were laid out, lots were surveyed and this primitive pioneer town of wood and canvas had been incorporated as a city.

How fantastic the change must have been! In the fall of 1881 (with the arrival of railway steel) there had been about 200 people; in January of 1882 about 700 and now in April of 1882 they began to talk about 5,000³. These months in the Spring of 1882 were the time when Brandon did seem to grow like Jack's bean stalk. It truly was the wonder city of the North-West that had sprung like magic out of the empty wilderness.

With the population hovering at the 5,000 mark, Brandon which had never had time to incorporate as a village or a town, applied for a city-charter. On May 30, 1882 the Manitoba Government passed a bill incorporating Brandon as a city. All this, in only slightly

³ Ibid pp. 21

more than a year since the proposed site had been switched from the flood-ridden and abandoned remnants of Grand Valley, two miles across the Assiniboine to the east.

From its very beginning, education was foremost in the minds of Brandon settlers. By the close of 1881 the first school-board was elected:

TABLE I

TRUSTEES OF THE SCHOOL DISTRICT OF BRANDON 129 - 1882⁴

Ward I - J. E. Woodsworth, John Parker, William Winter
 Ward II - Dr. A. Fleming, Rev. J. Ferrier, Robert Phippen
 Ward III - W. J. White, Charles Pilling, Thomas Lockhart
 Ward IV - L. Buchanan, James Deacon, Ed. Head,

TABLE II

Ward I - Jas. Shillinglaw, John Parker, William Winter
 Ward II - Dr. A. Fleming, Wm. Barr, Robert Phippen
 Ward III - W. S. White, Charles Pilling, Thomas Lockhart
 Ward IV - Alex. McQuarrie, L. U. Fortier, Jas. Johnson,
 (Wm. Barr-Secretary-Treasurer.)

Brandon's first school teacher was Thomas Lamont. He conducted the first classes in 1882 in a building on Tenth Street, part of which, with additions, is still standing. In the spring of 1883 Miss Mary Wightman was added to the staff. The minutes of June 23rd, 1883 state that "the Board shall take steps at once for the organization of a Higher Department in the school and secure a teacher for such Department".⁶

⁴ Minutes of Brandon School District (Fly Leaf) 1882

⁵ Ibid

⁶ Ibid

By the summer of 1883 the staff were as follows:

Mr. E. S. Popham, B.A., Principal	-----	\$1,200
Mr. T. Lamont - Second Room	-----	800
Miss J. E. Crooks, Third Room	-----	600
Miss Jessie McDiarmid - Fourth Room	-----	500
Miss Sarah Lang - Fifth & Primary Room	---	400

Early school trustees as do their successors of today, also had problems with School By-Laws, Loans, Interest Rates and School Buildings. On December 16, 1882, a resolution authorizing the Brandon School Board to obtain \$15,000 by borrowing (at 6% interest and repayable in 10 years) was approved at a general meeting. The allowable interest was subsequently raised to 7%; the money was forthwith raised and the first public school was soon erected.

School-boards evidently were busy people with few matters too trivial for their attention. On February 8, 1883 they refused to raise the auditors' fees from \$5.00 to \$10.00 and the next month they accepted Chas. N. Jeffery's resignation when he appealed for a higher salary. At the same time a loan of \$200 was granted to Miss Ferries an early teacher, at 10% interest. The Secretary that month petitioned the City for \$3,800 and in January asked for the use of the Council Chamber. In June of 1883, School Inspector Boydell (whose salary was \$150 per annum) advised the Board to organize a "higher department", and the Board granted two more loans of \$2,000 at 10%. In September of the same year, children under six years were refused admission to school; Miss Popham was authorized to have report-cards printed; a school bell was procured at \$175 and the Board also purchased a new stove. By freeze-up of 1883, the school grounds were fenced and

gravelled: a wooden walk was provided leading to the door of the school from Tenth Street, and a special committee reported on the presentation of books for good student-attendance.

It should be noted that this was the Protestant School Board and on December 4th the claims of the Roman Catholic Trustees were referred to the Finance Committee, who the following month levied non-resident fees of one dollar per month. The School Board on February 12, 1884 like their successors of today, complained bitterly about a disparaging editorial in the Brandon Sun and approved the Secretary's salary of \$250 per annum.

It is interesting to observe that within a year of the establishment of a school-system, rather stringent government inspections were carried out. As indicated in the following tables these early inspectors checked on teacher certification, lesson preparation, teaching efficiency, music, testing procedures and school equipment. The inspector further examined the achievement of students in a surprising number of academic areas - including Linear Drawing, Botany, Natural History and Bookkeeping. Periodically the inspector actually submitted to the Board results of these examinations of student achievement, and a fairly complete evaluation of the school.

One of the first teacher-training attempts in Manitoba, was made on April 1st, 1884 when the Brandon Board agreed to hold Normal Classes in the school. On the same day it was deemed advisable to pay \$3.00 for each scrubbing of the school "when ordered to be done by the Property Committee," to have a new eave-trough placed on the porch; to

TABLE III

INSPECTOR'S REPORT - JULY, 1883
 The Protestant Public Schools of Manitoba.

MUNICIPALITY OF Brandon
 Inspector's Report for the CITY School,
 For the half-year ending - July 1st, 1883.

QUESTIONS	ANSWERS
Date of visit?	Thursday & Friday, June 14 & 15, 1883.
Time spent in visit?	Two School Day
Name of Teacher?	Thomas Lamonte
Certificate of Teacher?	1st B -
Name of each Assistant Teacher?	
Certificate of ditto ?	
Are Lessons prepared by Teachers?	Yes
Is the School Register properly kept?	Yes
Are Reports of Pupils' Standing sent to Parents, and how often? ...	None are sent but status is published
What is the general condition of the School as to (a) organization, (b) discipline, (c) efficiency?	(a) - good (b) - good (c) - efficient
Is Homework assigned and explained?	Yes
Are (a) Object Lessons, and (b) Vocal Music taught?	(a) (b) Yes
Are there any books in use in the School not authorized by the Board?	None
How is proficiency of students tested by Teacher?	By written examination and Review
Condition of premises (a) inside building, (b) outside	(a) Good (b) Fair
Are required (a) school accommodations (b) requisites, provided?	(a) More Desks - new (b) Maps needed
Provisions of School Law and regulations in force carried out and obeyed?	Yes - except in a few matters to be shortly remedied.
Name of Secretary-Treasurer of School District? ..	William Barr, Brandon

JAMES BOYDELL (INSPECTOR)

TABLE IV

STUDENT STANDARDS REQUIRED BY INSPECTOR - JULY 1st, 1883

Proficiency to be marked -

- | | | |
|--------------|---------|-------------|
| 1. Excellent | 2. Good | 3. Middling |
| 4. Inferior | 4. Bad | 6. Very Bad |

No. of pupils in each class? _____

Proficiency in - Reading _____

Spelling _____

Writing _____

Arithmetic _____

Geography _____

Grammar _____

Composition _____

History _____

Natural History _____

Natural Philosophy _____

and Physiology _____

Bookkeeping _____

Algebra _____

Geometry _____

Mensuration _____

English-Literature _____

Chemistry (Inorganic) _____

Botany _____

Linear Drawing _____

These entered on
Special Report
for each pupil.

remove the "closets as great a distance from the well as possible". Furthermore the trustees authorized the caretaker to purchase "a screwdriver, a hammer and such nails as may be required to keep the school in good order."

Crowding in the schools even then was known to Brandon Boards. When visiting the lowest department (grades 1 to 5) trustees discovered (June 3, 1884) that one hundred pupils were present in Miss Nichol's class-room. The teacher was understandably authorized to allow the attendance of three classes in the morning and the remaining two in the afternoon.

Early minutes do not explain clearly how the first trustees were elected but the records of December 3, 1884 do show that the city was then divided into four wards:

TABLE V
ELECTORAL WARDS CITY BRANDON - 1885

- Ward 1 - that portion of the City east of Sixth Street
- Ward 2 - that portion of the City between Sixth and Ninth Streets
- Ward 3 - that portion of the City between Ninth and Twelfth Streets
- Ward 4 - that portion of the City west of Twelfth Street.

By June 1885 the augmented school system was in financial straits. On June 16, teachers' salaries were slashed to \$600, \$500 and \$400 but with "preference to be given to present teachers."⁷ A week later a resolution was received from the City Council recommending that the Board discontinue the Collegiate Department as in

⁷ Minutes of Brandon Protestant School District 129 -
June 23, 1885.

the Council's opinion "The City of Brandon cannot afford to educate teachers for the Country Districts unless we can secure some revenue therefrom."⁸ To make matters worse, the City Fathers notified the Board "that owing to the depressed state of City Finances, it is impossible to grant the Schools the \$1,600 asked for by the Board."⁹ The Trustees had no alternative and notified the City Aldermen that "unless the said amount of \$1,600 is paid by the City Council, it will be necessary to close the Protestant School."¹⁰ The trustees then announced that no teacher would be engaged till such time as salaries and arrears could be paid. The Secretary Treasurer informed the Provincial Government that a special grant for the Collegiate Department was imperative and also warned teachers of the uncertainty of re-engagement. The gravity of the situation was evident from the almost lack of taxes collected in the early years. These were 1882 - \$3.55; 1883 - \$18.32; 1884 - \$128.95.¹¹

Early records do not indicate how this financial crisis was met but mention is made of bank loans, so it is presumed that financial assistance from City and government along with better tax collections, averted a major disaster. In any event, by 1885 the Brandon Schools received their Corporate name and seal from the Provincial Superintendent of Education.

8 Ibid

9 Ibid

10 Ibid

11 Minutes of Brandon Protestant School Board, July 7, 1885.

CORPORATE NAMES OF SCHOOL DISTRICTS. ¹²

Sir:

I beg to inform you that Clause 23 of the School Amendments Act, 1885, empowers each section of the Board of Education to assign a distinctive name and number to each school district under its jurisdiction.

The Protestant Section of the Board has accordingly assigned the name and number of your School District to be as follows:

THE TRUSTEES FOR THE PROTESTANT SCHOOL DISTRICT OF ... Brandon ...
NUMBER ... 129 ... IN THE PROVINCE OF MANITOBA.

As the above has now become the corporate name of your school board, you will please note that under that name only can the trustees hereafter legally enter into any contract or do any corporate action.

CORPORATE SEAL

All corporations must have a common seal, which should be attached to every engagement, contract or document signed by them or on their behalf.

Trustees not in possession of a metal stamp, may, by by-law, adopt a wafer or piece of colored paper with their corporate name and number written upon it, as their seal; and the use of such seal will be sufficient compliance with the law.

To facilitate the legal transaction of business, and to prevent litigation, trustees are requested to observe strictly the two conditions above noted in the transaction of their school business, viz:

1. The use of their proper corporate name;
2. The use of a corporate seal.

I would further advise that this letter be pasted upon the inside of the cover of the trustees' minute book or otherwise carefully preserved, as a certificate of their legal corporate name.

Your obedient servant,

J. B. Somerset,
Superintendent of Education.

Education Offices,
Winnipeg. 26 May 1885.

12 Ibid.

It is interesting to observe how closely the routine problems of 1885-1886 resembled those of today. The following incidents gleaned from the minutes might easily have had their counterparts in several Manitoba areas in recent years.

On September 8, 1885 the Board indicated that "outlying districts be required to support the High School" and the following month a resolution commends Mr. Popham for his excellent work and regrets not being able "to pay him a salary commensurate with his ability and status". On the same date, the Property Committee got the "School-house banked for winter". However in January 1886, it was recorded that "school has been dismissed without the knowledge and consent of trustees. The trustees wish all teachers to understand that the practice will not be permitted."

An interesting insight into the financial workings of the Brandon schools can be seen in the Financial Statement of 1886 as set forth in Table VI.

On March 2, 1886, the minutes show that "since we are obliged to borrow a ladder every time we take windows down, it would be well to get one made." The decision on the clock however was "laid over" and (as in 1963) "no money subscriptions be asked from pupils for any purpose whatsoever". The first schools apparently remained open during summer months for the minutes of August 16, 1887 state that "the school shall be closed two weeks from today, it being the 30th instant". Nor was the problem of discipline unknown. On October 4, 1887 the chairman was instructed to "visit the school and to intimate to the pupils in

TABLE VI
A B S T R A C T
of
Brandon Protestant Public School,
For the Year Ending 31st January, 1886.

RECEIPTS

Cash on hand Jan. 31st, 1885, as per audit	\$19.57
Government Grant	500.00
Taxes from City of Brandon	4,969.78
Grant, Municipality of Daly	30.00
Discounts, Merchants' Bank	<u>2,102.03</u>
	\$7,621.38

EXPENDITURE.

Printing, Stationery, Repairs, etc.	444.40
Salaries	3,311.00
Insurance.	87.50
Roman Catholic Trustees.	194.00
Debenture Interest	1,500.00
Fuel.	419.23
Merchants' Bank.	1,642.08
Balance Due by Mr. Lockhart.	21.24
Cash in hands of Sec.-Treas.	<u>1.93</u>
	\$7,621.38

ASSETS.

School Property, viz., Lots 9 and 10 donated, and 11, 12 and 13, Block 59, Section 23, (\$2,000 cost, say.	3,000.00
School Buildings	9,893.08
School Furniture	<u>2,000.40</u>
	\$14,893.48

Real Estate: Loan Mortgage, \$450 bearing 12½% interest.	\$450.00
Unpaid interest.	56.25
Uncollected Taxes from City of Brandon . .	12,106.64
Municipality of Cornwallis	<u>50.00</u>
	\$27,556.37

LIABILITIES.

Debentures, bearing Interest 9% due July 19, 1902	5,000.00
Debentures, bearing Interest 7% due March 1893	15,000.00
Balance due to teachers, 31st January, 1886	602.50
Balance of Appropriation to R. C. Trustees	<u>100.00</u>
	\$20,702.50

The above Statement is made without computing Interest due from City of Brandon on uncollected taxes, \$12, 106.64.

all the various departments, that the Board will require from all pupils implicit obedience to the commands of the teacher. All pupils guilty of insubordination must be expected to be dealt with promptly, and in a manner which will ensure, and if necessary compel, obedience."

In a similar vein the Head Master was to take "personal charge" of all stationery, and each teacher was to report to the Board half-yearly as to the quantity of stationery used. School-boards however, were not entirely impersonal: on December 7 the Secretary-Treasurer was instructed to pay Mr. Elliott the sum of three dollars and seventy-five cents for legal costs involved in his punishing a pupil. By December 6, the trustees must have relaxed somewhat from their ruling of October 4; for teachers were "instructed to make the punishment as light as commensurate with the offence, and where children are so incorrigible as to require severe punishment, such children shall be suspended until the matter is reported to the Chairman of the Board". Displaying more of this spirit of compassion, the Board gave approval on June 3, 1888 to "use Mr. Elliott's room for the Literary Society every Friday evening."

By the spring of 1888 the Tenth Street school was filled to capacity, and in early April, the Board was obliged to seek temporary quarters for additional school needs. These, they rented in the Knox Presbyterian Hall at fifteen dollars per month, and at the same time requested the City Clerk to procure all particulars for selecting a school site. By this date the budget was as follows:

TABLE VII

Budget, Brandon School District 129, 1889

Debenture Interest	\$1,500.00
Sinking Fund	1,000.00
Stationery & Printing.	100.00
Insurance (\$65) Fuel (\$650).	745.00
Teachers' Salaries	5,000.00
Janitor.	330.00
Secretary-Treasurer.	150.00
Furniture and Miscellaneous.	<u>700.00</u>

TOTAL \$9,525.00

Never again would the budget reflect figures like these for the first addition to the Brandon School System resulted from the decision of June 4, 1889 "that two Ward School Buildings be erected on suitable sites, one in the East End and one in the West End, capable of accommodating one hundred and twenty-five children". This building programme initiated in 1889 has never slackened since. Trustees of Wards 1 and 2 were assigned to select the East Site and Trustees of Wards 3 and 4, the West. The Board provided a total of \$6,000 for sites and construction.

A public meeting of ratepayers was called in the Council Chamber (then located at 7th Street and Princess Avenue) on July 19 and another on August 12. The authority to float debentures was approved. Architect Shillinglaw was commissioned to prepare plans and specifications, and the Secretary-Treasurer was to call for tenders with a "distinct statement for the proposed cost of putting in and excavating a stone basement."

Evidently the practice of exceeding original estimates is no modern failing for on September 23, 1889 the trustees decided on

"brick instead of frame", and settled on a "more adequate heating system". The tender price for the two buildings was \$7,436; the heating amounted to \$900. This with the architect's fees of \$260 ran the price up to \$8,779.50 exclusive of the cost of land.

The location selected for the East-Ward School was the north-east corner of Block 38. This is now the corner of 4th Street and Princess Avenue. The West Ward Site chosen was at the north-west corner of Block 21, now 15th Street and Lorne Avenue. The contractor, Mr. Cope, agreed to complete the schools by December 15, 1889, and thus by January 1890 Brandon was operating three small schools: the old Central School on Tenth Street with five classrooms, the East Ward School and West Ward School, each having four rooms; thirteen classrooms in all to meet the educational needs of a Brandon scarcely nine years old, but already with a population of 3,400 souls.

Marking the end of this first phase of Brandon's growth, a development occurred, (perhaps scarcely noticed at the time) which without a doubt, has profoundly influenced the educational development of Western Manitoba: On November 10, 1890 the Rapid City Academy under S. J. McKee decided to transfer operations to the City of Brandon. Here was the birth of Brandon College; one of those events, which from small beginnings, often set in motion future happenings of considerable magnitude and significance.

CHAPTER III

EARLY GROWTH ON SOLID FOUNDATIONS (1890-1919)

Two features characterize the evolution of Brandon Schools during the last decade of the 19th century and the earlier decades of the 20th: 1. a remarkable expansion in educational facilities from three small primitive schools of 1890 to the existence of six complete and modern schools, all of which are standing and in use today.

2. the introduction of numerous progressive educational practices, many of which have yet to be achieved by some educational administrators and school-boards in the Province today.

A. Buildings, Growth and Finance:

By 1890 the Brandon School Board must have realized that the East and West Ward Schools conceived in 1889 were nothing more than temporary stop-gaps, and that the decision to build on such a limited scale was inadequate indeed. By October of 1890 the School Board's Property Committee was authorized "to purchase Block 40 at a cost not to exceed \$4,500, and to undertake plans for the borrowing of \$40,000 for future construction." The trustees also suggested that the City should purchase the old Central School and its adjacent property for use as City Offices and a market place. This offer the City-Council apparently declined. Nevertheless, in July 1890, the Board agreed to take the plunge in their first full-size permanent type school, and forthwith authorized that a by-law of

\$45,000 be submitted to the electors.

The by-law to proceed with a fourteen to sixteen-room Central School apparently received the sanction of voters. The site selected after negotiating for other locations, lay between Fifth and Sixth Street and faced Lorne Avenue. Architects Marshall and Shillinglaw submitted plans; those of Mr. Shillinglaw were approved.

Tenders were called July 21, 1891 and on August 8th,¹ tenders opened were as follows:

<u>Tenders for Central School .</u>	<u>Completion Jan. '92</u>	<u>Completion Aug. '92</u>
Mr. Cope	\$30,750	\$29,250
Bell Brothers	35,450	33,950
Miller and Patterson	29,965	26,829

The tender of Miller and Patterson at \$26,829 for August completion was accepted, and the architect was advised to locate the school seventy-five feet south of Lorne Avenue in the centre of the block. At the same time the Board indicated a no-nonsense attitude in that the contractors were informed "that the Board will look to them for damages for every day over the time stated."²

The usual problems plagued the School-Board in its first major construction project: the banks refused to advance funds pending the sale of debentures; water pipes were placed six feet below ground level instead of nine, and this depth as any westerner knows, is scant protection from prairie frosts; also the heating system was at first unsatisfactory. Nevertheless the school was finished on schedule, and by September 24, 1892 the Secretary was

¹ Minutes of Brandon School District 129, August 8, 1891.

² Ibid

instructed,

that the Board would inform the Department of Education that we have now in Brandon the best school building in the Province, and take pleasure in informing the Department of Education that the Board has decided to adopt regulations for a Collegiate Institute, by furnishing all necessary accommodations in our new commodious building. We would therefore be pleased to have you place our school on your list of Collegiate Institutes entitled to grant.³

Seventy-two years later, the Board's apparent satisfaction and obvious pride now appear in retrospect, to have proven a certain prophecy and justifiable faith; for this same Central School, conceived, planned and completed only ten years after the birth of the prairie town, still stands as it did then with remarkably little change and in a surprisingly good state of repair. While obviously lacking the gloss and glamor of modern places of learning, Central School with luck and good management, may well be ministering to the needs of fifth or sixth generation Brandonites when the old building celebrates its hundredth birthday in 1992.

For the next ten years the new and old Central Schools, along with the East and West Ward Schools, were sufficient to absorb Brandon's swelling school population. But by August 1900 space and time were running out: enrollment stood at 961; 877 pupils were in Elementary classes and 84 in the spanking Collegiate Department of Central School. By June 1902 the registration had climbed to 1027, and the School Board was looking once more for property and sites. The following month it was decided to sell the Old Central building and to proceed with a six-room extension in the West Ward. Here was the second major con-

³ Ibid

struction project which was later to be known as Park School. The Board may have had some qualms, for in August 1902 they decided not to proceed with new schools. This hesitation was short-lived. The next month the principal reported that attendance was "much in excess of the previous year, and that the grade rooms were over crowded."⁴

In April, 1903, the Building Committee suggested building (a) At the North Flats, (b) An Addition to West Ward, (c) Two rooms in the South, (d) A separate Collegiate south of Central School.

This was the first suggestion of a separate Collegiate which did eventually appear as proposed. The trustees however, decided to give priority to elementary-school accommodations, for here the extent of student crowding gave greater cause for alarm.

It was agreed that a school on the north "flats" was inadvisable. The sale of Old Central School on Tenth Street and an addition to West Ward school seemed to be much more practical. Probably because Principal Finlay indicated a school population of 1216 and almost 150 at the Collegiate Level, the trustees decided to avoid the expediency of a mere addition to the out-dated West Ward School. They began to think in terms of a new eight-room building somewhere in the centre of the City, and possibly the addition of four more rooms to the third floor of Central School. But the principle of a separate collegiate building was pretty-well agreed upon. Its construction was therefore only a question of choosing a more suitable time.

The die was cast on October 12, 1903, and Park School,

⁴ Ibid - August 5, 1902.

Brandon's second major school building, was settled in the motion "that a West Ward School of ten-rooms be built and that a two-room frame school be built on the Johnson Estate."⁵

The plans for Park School as prepared by Architect W. A. Elliot were accepted. Additional property was acquired adjacent to the Old West Ward School and the following tenders for the construction of the larger school and also a two room structure were received:⁶

T. M. Harrington	\$35,591	(\$5,997 two-room)
Charles M. Hall	\$37,900	(5,500 " ")
Alex Struthers		(5,389 " ")

The tender of T. M. Harrington was accepted subject to the passing of the by-law, but the costs of heating were not included in the contract price. The two-room structure on the south-end "Johnson Estate" was laid over because of an opportunity to buy the old Baptist Church.

The concern and debate by Brandon Trustees over whether they should give priority to a south-end elementary school or a new Collegiate must have been long and heated, for the idea of a self-contained high-school was a fond dream from earliest times. The Board realized of course that Park School was more urgent, but the Collegiate always remained a part of the grand design. Less than one year after Park School's completion, the trustees met again "for the purpose of discussing a new Collegiate, separate from Central School,"⁷ and decided "to take action at once with a view to the erection of a Collegiate Building." With firmness and resolve, they impatiently urged "that the Property Committee move

⁵ Ibid - October 12, 1903

⁶ Ibid - April 26, 1904

⁷ Ibid - April 11, 1905

in the matter of a new Collegiate building, selecting sites, reporting on same; also on the purchase of more property."⁸ These obviously were no petty politicians involved in wrangling over inconsequential. They appear to have realized with amazing foresight that the future of Brandon lay in the strength of her education. As a matter of fact it will be seen later that the very pressures of time and the need for such rapidly expanding school services, imposed on these rather unusual men and women little alternative but to plunge forward; and it was this process of galloping construction and finance from 1892 - 1919 that prevented much long-range planning. Because of this pressure, many of Brandon's subsequent educational difficulties had their beginnings.

Be that as it may, the demand for a new high-school remained in the foreground. In 1905 it was all but settled, "that in view of the fact that it is advisable and necessary to build a new Collegiate building, be it resolved that it be built on the grounds at the rear of Central School."⁹ This location would be the first of several such mistakes, which generally stemmed from the failure to provide for possible future growth.

In February of 1906, Superintendent Rose reported an enrollment of 1317 and expressed grave concern over the crowding in the east-end. The trustees could wait no longer. The secretary was asked "to prepare a by-law, calling for debentures to the amount of \$80,000 for the erection of an eight room school in Ward 5, a one-

⁸ Ibid - June 6, 1905

⁹ Ibid - November 7, 1905

room school north of the Canadian Pacific Railway and a Collegiate,
the costs to be as follows:

8 rooms	\$25,000
Collegiate	\$40,000
North of Track	\$ 5,000
Repairs	\$ 5,000
Park School Balance	\$ 5,000 ¹⁰

Early in March, the Board examined sites for the Elementary School on the Johnson Estate. Within a month they appointed Architect Sinclair; they consulted with property-owners and residents and selected a location at College Avenue between Eleventh and Twelfth Streets. The name Alexandra School was approved and by May 29, tenders were received as follows:

T. Chambers	\$26,050
Brandon Construction	\$26,862
C. W. Hall	\$24,750
J. A. Twiss	\$27,348
T. J. Brockelbank	\$25,962
Bullock & Stedham	\$28,460
William Ashe	\$26,950 ¹¹

The successful bidder was C. W. Hall and the completion date was agreed as December 1, 1906.

With construction well in progress at Alexandra School, attention was again directed to the Board's favorite long-awaited Brandon Collegiate. Possible sites were re-studied, and for a time, a location at 18th Street and Victoria Avenue (immediately south of the Athletic Grounds and now occupied by Earl Oxford School) was seriously considered. This, as it turned out, would have been a more suitable spot, but the Board declined all offers of land, free as well as for purchase. They confirmed the previous choice - south of Central School. Here was a

¹⁰ Ibid - February 6, 1906

¹¹ Ibid - May 29, 1906

decision arrived at through expediency. The location chosen was conveniently located for Brandon, 1907, and admittedly the Board owned the proposed site. Whatever other reasons there may have been in 1907, they still did not justify such a short-sighted decision; for it set this splendid building on a site obviously cramped from the start. There was no provision for building expansion, nor for the growth of the City which obviously was coming. Plans were drawn for Brandon Collegiate by architect Elliot and tenders from contractors were submitted as follows:

Canada Paint	\$71,600
S. Brown	\$64,977
R. N. Willoughby	\$58,000
C. W. Hall	\$57,841
Brandon Construction	\$56,718
Thomas Chambers	\$54,500
McDougall & Ireland	\$47,876

The bid of McDougall and Ireland was accepted but because of an error in calculation, they asked to have their tender altered. The Board refused to do this, and called for new tenders. They awarded the contract on February 27, 1907 to C. W. Hall for \$50,200 (\$1,600 of this being allowed for a better quality pressed brick).

Thus by September 1907 Brandon had three modern well constructed elementary schools and now a splendid new Collegiate. To all of these buildings, the trustees could point with pride for they were comparable to almost any others in the Province. Nevertheless even with four new schools built within fifteen years, the congestion caused by the population explosion was far from solved.

On September 6, 1908, Superintendent White listed the classes in operation and the average registration per room was as shown:¹²

Park School	(10 rooms)	44 pupils per room
Central School	(13 rooms)	47 pupils per room
Alexandra Schoöl	(7 rooms)	45 pupils per room
Assiniboine School	(1 room)	40 pupils per room

It was also stated in 1910 that the enrollment at Brandon Collegiate (with a staff of seven) reached 269 students distributed in the following courses:

Teachers' Course -	117
Matriculation -----	112
Commercial -----	40

It was therefore not surprising that the mortar at Brandon Collegiate had scarcely set when in 1910 the trustees passed another by-law for \$50,000 to provide a fifth new school and to complete the Assembly-hall at Alexandra. Early in 1911 "the tender submitted by Brandon Construction Company for a reinforced concrete building on the school property east of First Street on Victoria Avenue"¹³ was accepted at the figure of \$43,256.00. Miss Parkinson was appointed Principal and on a motion of Cornell and Rankin the new East Ward plant was called King George School.¹⁴ Here then was Major School Project Number 5. The Board once more declined to purchase those lots adjacent to the school and while this land-lack was less serious here, it demonstrates again the failure to provide for elbow room and future growth. For such growth they had not long to wait. In 1913, extensions were added to Alexandra and in 1914 to King

¹³ Ibid - March 15, 1911

¹⁴ Ibid - July 4, 1911

George, both scarcely three years old.

The final significant episode in this period's expansion took place in the then sparsely populated west-end of the city.

By May 1914, the elementary enrollment exceeded 2,000. Therefore, in June the Board declared "that we now have plans prepared for the erection of a four room high-school on Twenty-Third Street, such to be built with a view to increasing to eight rooms."¹⁵

The plans for the future Fleming School set at six rooms, were so-designed that "by the addition of six rooms, the building can then be enlarged to twenty-four rooms and auditorium --- two rooms now to be erected to have dividing walls left out, to permit being used as an assembly hall; this unit to face Louise Avenue with finished side to face on Twenty-Third Street."¹⁶ The tender was let June, 1914, for \$36,185. This represents the first long-range attempt at planning a school by stages which would anticipate the expansion almost certain to follow. Unfortunately subsequent Boards chose to ignore this foresight. Had it been carried through in logical sequence, it would have given to Brandon a twenty-four room school unit, auditorium and adequate play-ground, comparable to any now in existence in the city.

One final enterprise remains to be mentioned: the erecting of a three-room frame school between Second and Third Street on Brandon Avenue. This comparatively modest venture was initiated May 22, 1916. It is of special interest and importance because it was named 'McLaren

¹⁵ Ibid - June 22, 1914

¹⁶ Ibid - June 29, 1914

School¹⁷ to honor Major James McLaren, a highly-respected physical-education instructor, who left the teaching staff and lost his life in the First World War. This three-room structure was demolished in 1926 and replaced by a fine new school, which continues to bear the illustrious name of Major J. McLaren. The minutes clearly indicate the void left in the Brandon Schools by the passing of Major McLaren.

The late Major McLaren entered the employ of this Board in 1904 as a public-school teacher and later turned his attention to Physical Training. He soon took full charge of this important branch of public instruction at the same time qualifying himself for a responsible position in the defense of his country; and when war broke out, the late Major McLaren, although scarcely convalescent from a serious operation, was among the first to go to the front, and while this Board deeply regretting his untimely death, will not soon forget the fine qualities which he displayed during that portion of his life which was spent in the community nor the heroic manner in which he met his death in the service of the Empire.¹⁷

Two years later it was moved by George Fitton and agreed by the Board "that the new South-End school be known as McLaren School."¹⁸

B. Financial and Administrative Operations of the Board:

The first section of this Chapter has dealt with the highlights of Brandon's School-construction and expansion programme during the period 1890 - 1919. Obviously the financial and administrative operations and the building of schools were all interrelated and interdependent. It is equally apparent that a primitive prairie town could scarcely complete six major building projects in slightly more than twenty years without financial stress and without incurring some wrath from citizens and civic representatives.

¹⁷ Ibid - May 10, 1915

¹⁸ Ibid - July 7, 1917

The tragic and bitter clash of teachers, Board and public - along with the dissensions and temporary breakdown of Brandon's educational system in 1921, will be studied in greater detail in subsequent chapters. However, much of the conflict that was to follow - and at least some of the Board's actions in the early twenties - had their origin in the financial pressures up to 1921. To understand the real significance of what was to take place, it should be noted that although the school population spiralled during 1890 - 1919, the adult population began to level off about 1890. It must also be recognized that school costs for staff and buildings had increased more than ten-fold. Tax revenues therefore fell far short of what was needed to meet these swelling costs for schools and public improvements. Here then was the beginning of the many future tensions between school trustees and councillors. This increasing public pressure for economy would cause future trustees to capitulate to the demands of civic representatives, whenever pressed and badgered for lower school taxes. In the process, Brandon was to experience a teacher-strike the like of which had never happened in Western Canada.

In 1890 Brandon was only nine years old. With three small schools in operation, the budget was modest indeed.

TABLE VIII
BUDGET BRANDON SCHOOL DISTRICT 129, 1890¹⁹

Debenture Interest	\$ 1,800
Sinking Fund	1,173
Stationery & Printing	30
Insurance	20
Fuel	1,000
Teachers' Salaries	6,200
Janitors' Salaries	618
Secretary-Treasurer	200
Furniture, Books and Maps	300
Contingencies	300
Rent	200
Total	<u>11,841</u>
Government Grants	<u>1,473</u>
	<u>\$ 10,368</u>

The following year the budget rose to \$17,834 and in 1892 School District 129 levied \$22,666. The City Council however apparently withheld these moneys or simply failed to collect them. The Board protested that the "City Council had failed to pay the interest on Board moneys held by the City and that they had arbitrarily reduced the budget requirements of the Board from \$22,666 to \$18,788."²⁰ By 1905 the requirements for school purposes had almost doubled and the costs of teachers' salaries were four times those of 1890.

¹⁹ Ibid - April 28, 1890.

²⁰ Ibid - September 24, 1890.

TABLE IX
BUDGET, BRANDON SCHOOL DISTRICT 129, 1905²¹

Teachers' Salaries	\$23,905
Caretakers	1,800
Debenture Interest	4,980
Expenses	1,200
Stationery	290
Fuel	3,000
Furniture	1,000
Laboratories and Libraries	200
Insurance	600
Sinking Fund	2,000
Purchase of Lots	3,000
	<hr/>
	\$41,975
Levy	42,200
Government Grants	7,000
Municipal Levy	35,200

From this date on, the rise of school taxes accelerated.

The levy in 1913 demanded \$97,310;²² in 1914 it jumped to \$105,500.

At this point, the trustees rebuked the City for daring to question the financial actions of the Board. It was thus agreed

that the City Clerk be notified that this Board has most carefully considered its estimates for the year before transmitting same to Council; that the average daily attendance in public schools for the first four months of the present year was 107 higher than for the corresponding period of 1914, and 291 higher than in 1913; while for the same period there has been an increase in the enrollment of 265 requiring additional accommodations and staff, that notwithstanding an even larger proportionate increase in the Collegiate enrollment, the estimates for 1915 are \$103,750 compared with \$105,500 for 1914, and that the Board cannot agree to any reduction whatsoever from the estimates submitted."²³

The trustees were nonetheless mindful of the load imposed by education on the public purse, for only two months after their tart refusal to the City, they agreed "that in view of the present financial

²¹ Ibid - August 7, 1905

²² Ibid - July 14, 1913

²³ Ibid - January 14, 1915

conditions and the obvious need for rigid economies in the management and operation of our schools, until said conditions show improvement, the teachers' salary-schedule to be suspended in respect to increases, and that there be no increases in salaries to teachers or other employees during the current year."²⁴ These gestures of economy however did not mollify the Council. By July it was necessary for the Board to take legal means to exact payment from the City. This produced temporary results, but once again in 1917, the School District protested that only \$100,000 of the \$113,400 levy had been paid. A letter from the City stated that they intended to levy only \$106,000, \$3,000 being the balance from 1916 and \$103,000 for 1917. The following motion of the School Board sets in clear perspective the pressures under which trustees worked, and certainly provides some understanding of the conditions which led to the tragic consequences of 1921:

"We beg to advise you that our levy for the current year as submitted, was \$113,400 and that according to paragraph h, sec. 116 of the School Act, you are required to levy and collect this sum. You will observe that this section says 'shall levy and collect this sum'. It does not give the Council any option in this matter.

This matter has been referred to the Department of Education and we have received this reply 'The School Act makes it very clear that the Council must levy the amount asked for, and must provide the full amount of your levy. It is the business of the School Board to manage the School Affairs, and the business of the Council to manage Council Affairs.'

We again request that you levy for the full amount as per our estimates. If our wishes are not complied with, we shall have to take such measures as are within our powers to maintain them."²⁵

The City then forwarded \$3,000 to the Board, who of course

²⁴ Ibid - March 8, 1915

²⁵ Ibid - July 27, 1917

demanded the full levy. In December 1917, the School District received another \$10,000. The struggle for funds continued into 1918, and after receiving \$93,000 of the 1918 levy, the Board accepted a check for \$6,672.21 on the last day of the year; not the full amount of levy but merely "being the amount collected for School-taxes in November."²⁶

But other, and perhaps more important events than the handling of public funds were taking place in these years of growth. By gradual but persistent effort the Brandon Board was welding itself into a body geared for action and change. In 1894 the Visiting Committee was changed to the Management Committee with Finance, Building and Supply added. The next year, Trustee Darrach introduced a by-law setting forth the rules of procedure for the Board.

During 1900 G. D. Wilson was the first member to die in office, followed later that year by T. F. Butcher. The Board then consisted of T. A. McDonald, T. F. Butcher, R. M. Matheson, William Alexander, A. D. Rankin, P. C. Mitchell and G. D. Wilson; but I. A. Christie, Trustee and Chairman since 1886 resigned after 14 years of service.

In 1893 the Board appointed its first Superintendent, Mr. A. S. Rose at a salary of \$1,600; Mr. Alfred White, was appointed as Music Supervisor in 1904. On February 3, 1908 a special meeting of the Board approved a three month's leave of absence for Superintendent Rose because of illness. This they extended for two months and then

²⁶ Ibid - December 30, 1918

granted him a pension. As Superintendent, Mr. Rose was succeeded by Mr. Alfred White. He in fact, can be credited for much of the energetic policy enacted by the Board in the period 1909 to 1921. By 1913 the Supervisory staff was as follows:

Superintendent of Schools	- Alfred White
Principal of Collegiate	- D. McDougall
Director of Physical Training	- Major J. McLaren
Director of Music and Drawing	- Miss J. E. Reburn
Supervisor of Domestic Science	- Miss W. Nairn
Supervisor of Manual Training	- J. H. Skene
Primary Supervisor and Assistant to the Superintendent	- Anna P. Graham

The Board at this time, consisted of five wards with two representatives from each. The first mention of George Fitton was in the minutes of January 5, 1916. This was the baptismal meeting of Mr. Fitton whose unequalled record on the school-board continued until his death in 1957. His initiation occurred when he reported that "two black-boards at Alexandra School required cleaning."²⁷

On May 27, 1907, Mr. J. B. Beveridge succeeded Secretary Wm. Walker, who had served since the earliest times. Mr. Beveridge continued as Secretary-Treasurer for almost fifteen years and on frequent occasions gave instruction in penmanship to high school classes. The first woman to stand for office and be elected was Mrs. Margaret Irwin.²⁸

The trustees usually supported the teacher whenever discipline disputes such as the following occurred with parents: "that in the matter of Durnin, the boy stands expelled at the pleasure of

²⁷ Ibid - February 12, 1917.

²⁸ Ibid - February 4, 1902.

the Principal, and that the Secretary advise Mr. Durnin accordingly."²⁹ But this blanket support of teachers in their handling of obstreperous students was not always so unqualified. Several years after the Durnin incident, the Board received a letter from J. M. Robertson regarding the punishment to his son administered by the Manual-training teacher, Mr. McDowell. Mr. McDowell resigned in protest and the Board accepted his resignation, after stating that "the lad deserved punishment but did not agree with the manner in which it was given."³⁰

Though more will be said later about the actions and composition of the Boards of Trustees, it is of interest here to compare and note some of the changing composition over this most crucial period.

TABLE X³¹
CHANGES IN BOARD COMPOSITION 1911-1921

BRANDON SCHOOL TRUSTEES 1911

Dr. J. Matheson	H. Speers
James Cornell	A. D. Rankin
J. A. McDonald	J. C. McChesny
H. Sampson	Dr. Harcourt
D. Shiriff	J. S. Maxwell

BRANDON SCHOOL TRUSTEES 1914

D. F. Creighton	J. S. Matheson
A. T. Condell	James Cornell
J. S. Maxwell	J. M. Robertson
W. L. Pickering	Clarence King
E. C. Beer	D. Shiriff

²⁹ Ibid - January 5, 1916

³⁰ Ibid - June 2, 1917

³¹ Ibid - Minutes of Inaugural Meeting as shown.

continued...

TABLE X³¹

BRANDON SCHOOL TRUSTEES 1918

David Creighton	R. J. Bullard
A. T. Condell	J. H. Matthews
J. S. Maxwell	Margaret W. Irwin
H. O. McDiarmid	R. M. Elliott
George Fitton	Rupert Magee

BRANDON SCHOOL TRUSTEES 1920

W. H. Marlatt	R. J. Bullard
A. T. Condell	J. H. Matthews
J. S. Maxwell	F. S. Spiers
W. N. Sutherland	James Wade
George Fitton	Rupert Magee

BRANDON SCHOOL TRUSTEES 1921

W. H. Marlatt	R. J. Bullard
A. T. Condell	D. F. Crieghton
J. S. Maxwell	F. S. Spiers
W. N. Sutherland	J. T. Norquay
George Fitton	Rupert Magee

C. Trail Blazing:

It is difficult to examine the account of the Brandon School Board without being impressed at the extent of change and educational development, for the record compares favorably with many of the challenging measures now being attempted in education. This was no body of western-rustics, bent on merely the rudimentary essentials of the three R's. These trustees and the people they employed recognized with almost prophetic understanding the real ingredients of education, embodying the desire for growth, change and individual initiative. True, they possessed meagre funds and at the outset provided nondescript buildings; but seldom did these trail-blazers resort to the nostalgic habit of looking backwards,

³¹ Ibid - Minutes of Inaugural Meeting as shown.



of making do, or of trying to perpetuate merely the rough-and-ready essentials of the pioneer town. On the contrary these hardy, first-generation Manitobans strove to nourish a tradition and a measure of culture. These they hoped would reflect the background which many of them had known in Eastern Canada or Europe. The early trustees were frequently professional people or men successful in business. For the most part they perceived above all, that the future of the raw, primitive, uncouth prairies depended on the development of education. Only with better schools could their children receive the opportunities now so far away, and only by education could the community enjoy a degree of culture, tradition and progress.

It is then not surprising, that there occurred in Brandon almost from its beginnings, an educational system geared to the same basic problems that most school boards encounter today. These trustees from 1890 - 1919 were determined to provide the essentials of education for everyone but they also wanted an academic rigor for those students with the ability and desire to absorb it. The course of study and the unswerving determination to provide a "Collegiate Institute" reflect this concern for the elite. Furthermore they saw, in advance of their time, the important role of vocational education, and the records disclose an almost modern approach to the recognition of individual differences. They were sensitive to the importance of citizenship, the development of health and recreational services. Familiar with options and different course offerings, they understood the necessity for good teachers in each subject-field ; hence there followed an era of high-school specialization. For the most part, the school-boards realized

that Boards in the name of quality, must pay salaries as high as could be afforded.

Thus in many ways, the early Boards of Brandon, pursued an educational methodology in advance of their times. In the light of accomplishments from 1890 to 1919, it was indeed an unhappy event that the strike of 1921 should impede this steady programme of progress. Now in retrospect, it seems most likely that Brandon by now may well have had an educational system unsurpassed in most cities of comparable size, if only the harmony and early educational enlightenment of the early era had not been strained in 1921 and restricted during the period between two wars.

Brandon was only ten years old when the Board established an enlightened policy in the Arts. In 1891 it was agreed "that the teaching of music in schools should be continued, but resources at present will not permit paying a music teacher the salary paid to a primary-teacher."³² The Board then pursued the normal modern practice of asking for additional grants from the Department of Education. By December they again indicated the importance of music in "that Miss Davidson be engaged to teach music in the schools at a salary of \$500."³³ Such music in the Board's mind, was more than mere form; it was also to include the experience of hearing fine music. Therefore in 1911 Superintendent White recommended "closing the schools to give school children the privilege of attending St. Paul's Symphony."³⁴ A few years later an orchestra operated in the public schools. The trustees

³² Ibid - September 3, 1891.

³³ Ibid - December 6, 1892.

³⁴ Ibid - April 4, 1911.

noted this achievement when "the Alexandra School Orchestra trained by Professor Williams, was a source of great interest, and work of this kind is worthy of every encouragement."³⁵ A short time later the entire question of musical training was turned over to the Cadet Committee and as a result, deficit of the orchestra at Alexandra was cheerfully assumed by the Board.³⁶

Nor did concern for the Arts stop at music. Even before a music teacher had been hired, the Management Committee was "authorized to engage Miss Sinclair as a teacher of the Prang System of Drawing, at a salary not to exceed \$225, and to purchase the necessary models."³⁷ The Prang System or Miss Sinclair were obviously successful, because in March, 1896, a daring motion "to employ a full-time drawing specialist"³⁸ was only narrowly defeated. A few years later, it was decided that "the Board should now begin to make a gathering of statuary and natural history exhibits".³⁹ Much of this statuary now adorns the auditorium at Brandon Collegiate, and lends an unusual classical dignity, not out of place despite its sixty years on display.

Physical Education was likewise a matter of serious concern in Brandon Schools. In 1894 Miss Ethel Paisley was engaged to assist in Physical Education and later the same year Mr. Bewell was appointed as a "drill instructor". Presumably the matter of physical-training continued through the years, and about 1905 James McLaren a regular teacher, showed particular interest and talent. The Board thereupon

³⁵ Ibid - January 12, 1914

³⁶ Ibid - May 11, 1914

³⁷ Ibid - September 7, 1890

³⁸ Ibid - March 13, 1896

³⁹ Ibid - June 6, 1905

sent him to Winnipeg at Board expense "for four days, to study their methods of drill instruction."⁴⁰ In 1910 the schools held their first field-day, with 28 events, and by 1913 it was agreed "that Mr. Carson be engaged for two weeks at \$50 per week, to teach boys of the City the art of swimming."⁴¹ Four hundred and fifty students enrolled; (352 boys and 98 girls). Three years later, Miss A. Yeomans, who instructed on the Normal School Staff for many years, was engaged to teach Physical Education to Girls at the Collegiate.⁴²

The importance of health and health education was in similar fashion, always of concern to trustees. Smallpox had been a scourge from the days of the first settlement. In 1900 the Board records refer to a principal complaining at the epidemic and having to close the rooms in Central School. By 1908 the school health services had been raised to the level that "every student should be given a special medical examination once each year."⁴³ This is an achievement not always attained in schools even at the present time. A short while later, teachers were made clearly aware that they were responsible for more than merely the minds of bright children. The instructions were specific: "teachers are instructed to please report, giving name, age, and grade of any conspicuous case of physically or mentally defective children:

(a) children who are quite dull mentally

(b) children with defective eyesight, uncorrected hearing,

⁴⁰ Ibid - November 7, 1905

⁴¹ Ibid - March 10, 1913

⁴² Ibid - September 11, 1916

⁴³ Ibid - February 4, 1908

children who are persistent mouth-breathers, or who have offensive breath, and children showing any abnormal weakness or peculiarity mental or physical."⁴⁴

Alexandra School reported 58 out of 328 students, including:

- 6 mental defectives
- 13 mouth-breathers
- 7 in poor mental health

The treatment recommended for the mouth-breathers is not recorded.

Again in 1911, at the Board expense, 100 boys were given free swimming lessons in the Y. M. C. A. pool for the purpose of health and water safety.

One of the significant forward steps in public health, took place in 1910: at the suggestion of Brandon Trustees a Public Health Officer was appointed for the City. Agreement was reached with the City, whereby the School District would pay one-third of the Health Officer's Salary, and his services thereafter were to be at the disposal of all schools on a definite pre-arranged schedule. This practice on a different financial basis, is still in existence to this day. Likewise is the provision of May 12, 1913 whereby "parents unable to purchase glasses for children, as requested by the Medical Health Officer" will be referred to the committee "with power to handle such cases."⁴⁵ Much of this excellent work was expanded even further when the Board in 1915, undertook the daring step of hiring their own school nurses.

One interesting phenomenon in this period of Brandon's develop-

⁴⁴ Ibid - December 10, 1910

⁴⁵ Ibid - May 12, 1913.

ment, was the School District's liberal and progressive attitude toward Teachers' conventions and teachers' self-improvement. In 1890 "Mr. Hearst was heard regarding Teachers' Association Meetings."⁴⁶ The following year they generously authorized "that the sum of fifty dollars be given to the Western Teachers' Association to be spent in entertaining visitors during their stay."⁴⁷ But this interest went far beyond mere entertaining. "It is the wish", said the trustees in 1902 "that the Principals of the Collegiate and Public Schools arrange to have a member of their teaching staff attend all teachers' conventions to be held in this province and Assiniboia and to read papers thereat."⁴⁸ In 1905 the conventions were modernized when Park School was wired especially for the convention.

Teachers' In-Service Training is nothing new in Brandon. Superintendent White reported that grade meetings were being held in 1908 "resulting in greater uniformity in work of the grade, as well as a stimulating effect." Leaves-of absence were approved if warranted. In 1913 Misses Rena Parker and Nora Pilling were granted "leave for one year exchange to New Zealand, and to be advanced on schedule one year on return."⁴⁹ The idea of the "Teachers' Retirement Fund" was supported by the Board in 1913 and it was noted that such participation would involve an expenditure of only \$250. In the same year, the trustees apparently mindful of good working conditions, even in

⁴⁶ Ibid - October 7, 1890

⁴⁷ Ibid - September 15, 1891

⁴⁸ Ibid - February 2, 1902

⁴⁹ Ibid - November 10, 1913

mundane affairs, approved "that a lavatory be put in the basement of Alexandra School for the teachers' use".⁵⁰ Certainly, too, teachers were encouraged in their attempts at professional improvement for the trustees agreed "to pay \$50 to teachers for recommended summer courses."⁵¹

Several other fields of Special Education reveal rather clearly the considerable progressiveness during this formative period of Brandon's School System:

(a) Manual Training

October 21 - 1901 Principal Finlay recommended to the Board that Manual Training be introduced.

January 4 - 1905 A deputation from the Council of Woman urged the adoption of a Manual Training Program.

October 6 - 1908 A Committee of the Board studied the entire field of technical education.

February 1911 The trustees approved the setting up of classes in Manual Training and Domestic Science.

May 23 - 1911 After reviewing the policies of Winnipeg, Calgary and Edmonton, the school district refused to submit to pressures for the discontinuance of Manual Training and Industrial Arts.

(b) Commercial Education:

May 20 - 1902 A request was received from the Board of Trade to establish a Commercial College.

⁵⁰ Ibid - February 10, 1913.

⁵¹ Ibid - June 10, 1918.

This was declined by the Board "in view of precedent."

April 6 - 1909 The Management Committee recommends Commercial Education:

whilst not in any way disparaging the quality of work being done in our Collegiate Institute, or desiring that it should be inferred that we consider it inadequate as far as the requirements of teachers or university students are concerned, we are of the opinion that it is too exclusively literary and professional in its aim and not closely enough identified with the life-work of that large proportion of students (40 - 50%), whose scholastic studies terminate there, and that it should be supplemented by a more thoroughly practical finishing or commercial course which might be made to include such subjects as: Commercial Arithmetic, Spelling, Writing, Book-keeping, Science, Commercial Law, Commercial Geography, Civics, English Literature and Composition, with Typing, Shorthand or Higher Mathematics and Optional Subjects.⁵²

June - 1909 Commercial Classes were approved by Board.

(c) Kindergartens:

Recent discussions in Brandon have spoken of the introduction of kindergartens on an "experimental basis." This impression that kindergartens are new or experimental is strangely at variance with the facts. Kindergartens, have of course been in operation elsewhere in Canada, in the United States and in Europe for many, many years. In Brandon, also, the idea of kindergartens is far from new. They have a history of inclusion and omission stretching over seventy years. As early as October 3, 1892, Miss Wickham

⁵² Minutes of School District of Brandon, April 6, 1909.

applied to the Board to have a kindergarten introduced. This was declined, but in the following year the Board acquiesced and advised "that the Secretary write to Miss Baker that the Board will be able to supply a room for kindergarten pupils from about April 1."⁵³

(d) Community Development:

It is often a mistaken impression that School Boards concern themselves exclusively with education, buildings and finance. In the early days of Brandon, trustees were responsible for "sparking" innumerable projects which served to better the community, quite apart from any direct benefits that might accrue to schools. A few of these broader interests are noted:

June 7, 1904 - A resolution was passed suggesting and supporting the building of a national armory.

May 20, 1902 - A protest from the Board was directed to the University, deplored that students above matriculation, had to be examined in Winnipeg.

November 7, 1899 - Students of the Baptist College were allowed "to take the work of Chemistry along with Brandon Collegiate Students - free of charge."⁵⁴ These it should be understood were not students for whom the Board had any responsibility.

February 6, 1906 - Brandon Trustees petitioned the Provincial

⁵³ Ibid - February 7, 1893.

⁵⁴ Ibid - November 7, 1899.

Legislature "to approve the action of Brandon College in applying for University powers."⁵⁵ This still remains a hope for the future.

November 1, 1910 - The School District "took up the torch" for the establishment of Teacher Training in Western Manitoba:

the time has now arrived when a thoroughly modern Normal School is urgently needed to meet the growing demands of this western and most thickly-populated and prosperous portion of the Province, and that Brandon with its already established reputation as a leading educational centre, and its central location, is the ideal point at which to establish a Normal School.⁵⁶

This resolution and a delegation of trustees went to Provincial Minister Coldwell. A fine Normal School was soon provided.

April 4, 1911 - The Brandon Trades and Labor Council with Mr. Heath as its spokesman, met the Board for the purpose of pressing for a Brandon Public Library. The support was given, and a public library became a reality shortly afterwards. Here was the origin of the fine new Public Library on Rosser Avenue organized partly by the efforts of local teachers in 1944.

February 10, 1913 - The Attorney General of the Province was urged to:

⁵⁵ Ibid - February 6, 1906.

⁵⁶ Ibid - November 1, 1910.

take the necessary steps during the present session of the legislature, in order that a prison farm be established at Brandon, thereby securing for this district an institution similar to that which has proved such an unbounded success in Ontario.⁵⁷

April 14, 1913 - Again the Trades and Labor Congress sought the collaboration of the Board in urging the City to erect a public swimming bath. Fifty years later the city still awaits the completion of this project, supported and suggested so long ago by the school trustees and organized labor.

March 27, 1916 - The Daylight Saving Time Movement sought the support of the Board. There is no record however of any positive action having been taken, by the trustees in this hotly disputed controversy of long years' standing.

December 10, 1917 - Outdoor skating rinks got a real boost in 1917, when the Property Committee was granted "power to act with Council for the purpose of making out-door rinks for children."

June 10, 1918 - Possibly one of the most progressive steps in the record of public-service was the Board's response to a petition from the Council of Women, suggesting that there should be supervised playgrounds in the City and "that the

⁵⁷ Ibid - February 13, 1913.

School Board take the initiative in appointing a Commission."⁵⁸ One week later, this was done. The Board appointed the following representatives to make up the Playgrounds Commission:

Dr. H. O. McDiarmid	Miss E. Ferguson
Kenneth Campbell	Alderman Cumming
Mrs. P. A. Kennedy	Rev. A. E. Smith
Mrs. Alfred White	Dr. Creighton
Mrs. D. F. Creighton	W. S. Maguire
George Fitton	Dr. New
J. H. Skene	Mrs. S. E. Clement
Mrs. Rupert Magee	Miss Taylor

The new body operated for one year. It established a summer recreational programme, making use of school grounds and school equipment. Apparently convinced of its usefulness and the extent of its success, the School Board later assumed all costs and maintained summer supervision for several years.

(e) Special Classes:

From 1910 to 1918 there were several significant attempts to recognize the need and to establish in Brandon the beginnings of Special Education. Mention has already been made of the promotion of Normal and Commercial Schools. Another vital problem area (and one that still exists in most schools) was that in which "the Superintendent referred to large numbers of pupils

⁵⁸ Ibid - June 10, 1918.

of the public schools, who do not reach the Collegiate,"⁵⁹ and suggested a modification of their programme. The Board urged him to continue his investigation in this area of "terminal education." Such action was taken and a course designed for Grade 7-8 students of limited ability, was approved by the Department of Education. One year later the Board supported the beginnings of a Guidance Programme by allowing "schools to be visited by representatives of the different callings of life."⁶⁰ The Girl Guides, upon Major McLaren's petition, were permitted to organize in the schools. Similarly in June, 1918 Mr. White was authorized to establish "Summer Classes for backward students."⁶¹

(f) Administration and Miscellaneous:

December 3, 1895 - The School Board forbade sending children home for being late and suggested some other form of punishment.

November 7, 1899 - A School Census was ordered for all six to nine year olds - This was the first complete school census recorded.

January 24, 1900 - The Secretary phoned Miss Good, a teacher applicant, by long distance. Again, in 1909, when trustee McDonald suggested installing telephones in all schools,

⁵⁹ Ibid - April 4, 1911

⁶⁰ Ibid - October 4, 1912

⁶¹ Ibid - June 10, 1918

Superintendent White pointed out that due to the abuses of same, he was "not altogether in favor."

June 11, 1901 - Supervisors, still considered by some as "surplus labor", were introduced when the Board decided "that a supervisor be appointed for the public-schools, to have general supervision over the Public Schools Department."⁶²

January 2, 1902 - A repetition of the 1902 date of School Closing occurred recently in 1963-64. With Christmas and New Year's falling on Wednesday, strong criticism was voiced over the "dangerous precedent" of allowing schools to remain closed on the Monday before Christmas and the Friday after New Year's. In 1902 the Board established such a "dangerous precedent" when they consented to the schools closing "Friday, December 20 instead of January 3rd, since it did not interfere with school grants."⁶³

April 7, 1908 - A policy was set banning the soliciting by agents, also advertising or addressing the students in schools "or on the school grounds." This policy is still in effect,

⁶² Ibid - June 11, 1901.

⁶³ Ibid - January 2, 1902.

almost unchanged since 1908.

October 4, 1912 - The Brandon Collegiate was made available for Adult Physical Education Classes. At the same time the Board recommended a course of popular lectures and agreed to "adult evening classes in carpentry and joinery, with a schedule of fees to make the classes as nearly as possible self-supporting."⁶⁴ Here clearly, were the beginnings of Adult Education.

December 9, 1912 - Federal aid for education and also the problems of bi-lingualism long-ago reared their heads, when Trustee King asked for Federal aid toward "Canadianizing the many foreign-born immigrants coming to Western Canada." He posed an interesting sociological study in that "Western Canada was being called on to face a problem no modern nation had ever faced - that of assimilating over 200,000 immigrants annually, a large portion of whom know nothing of our institutions, laws and language." The motion then went on to petition the National Government for grants:

⁶⁴ Ibid - October 4, 1912

to such school districts as will equip and maintain schools for social service, including the teaching of the English Language, Citizenship, public lecture courses, physical cleanliness and exercise, evening classes for adults, domestic science, manual training and generally to train the immigrants in such a manner as will enable them to become good Canadian Citizens."⁶⁵

December 8, 1913 - The Board clearly supported a policy of promoting Audio Visual education by the purchase of 1000 slides and an electric projector.

February 10, 1913 - The School District granted leave of absence to the Superintendent to attend the National Education Association Conference in Philadelphia with all expenses paid. It further granted him leave, on another occasion, to attend special classes in administration at the University of Chicago. Later in 1913, as has been stated, there was continued the practice of providing trained supervisors in special subject-fields. At various times, these included supervision in Physical Education, Elementary Education, Domestic Science, Manual Training, Music and Art.

D. Staff, Salaries and Working Conditions:

The account of this adolescent period of Brandon Schools would be incomplete without some brief consideration of staff salaries and

⁶⁵ Ibid - December 9, 1912.

conditions of work. Mr. G. D. Wilson was first engaged in August, 1892 as Principal of the Public Schools, at \$1,500. The following year, with the formation of a Collegiate Department at Central School, he became Principal of both levels and was thus the first principal of Brandon Collegiate. There soon followed one of those typical intrigues, by which an 1896 motion to reduce Mr. Wilson's salary and thereby force his resignation, was lost. The pressure nevertheless continued and in 1897 a motion "that Principal G. D. Wilson be given a month's leave of absence,"⁶⁶ was also defeated. Finally Trustees Sutherland and McDiarmid moved that "since five teachers were not needed at the Collegiate, Mr. Wilson's services will not be required."⁶⁷ The motion was ruled out of order but Wilson took the hint and tendered his resignation. He was succeeded for six months by W. A. McIntyre and on January 1st, 1898, by W. N. Finlay, who served as Principal until 1910.

The quality of instruction at the Collegiate must have been high from the start, because as early as June, 1899, the Board complimented the staff for their excellent efforts. Out of fourteen students writing University Examinations, two carried off scholarships and two others received Isbister awards. This excellence apparently persisted, and in 1913, "out of 177 students taking Departmental Examinations, 144 were successful."⁶⁸

By August, 1896 the staff was made up of five high-school teachers and the following elementary teachers:

⁶⁶ Minutes of Brandon School District 129 - February 21, 1897.

⁶⁷ Ibid - March 6, 1897

⁶⁸ Ibid - August 11, 1913

TABLE XI
ELEMENTARY TEACHING STAFF, AUGUST 4, 1896⁶⁹

Grade 8	Miss I. McEwen	\$550
7	Miss M. McKinnon	450
6	Miss M. Wilson	450
5	Miss Gilleland	450
5 (Junior)	Miss Glendenning	450
4 (Senior)	Miss M. Magee	450
4 (Junior)	Miss Mott	450
3 (Senior)	Miss L. McKinnon	400
3 (Junior)	Miss A. Murray	400
3 "	Miss E. Paisley	450
3 "	Miss K. McLeod	500
3 (Old Central)	Miss B. Smith	500
2 " "	Miss K. Moore	400
1 " "	Miss M. Isbister	400
2 (East Ward)	Miss Warner	450
1 " "	Miss Gordon	475
2 (West Ward)	Miss L. Smith	500
1 " "	Miss Cameron	450

Total Staff: (a) Elementary 18
 (b) High School 5

Several staff-members during this era are of interest and brief note. In 1907 the minutes show "that Lily A. Harrison be appointed to the teaching staff." Miss Harrison continued an almost unequalled record of teaching until the time of her retirement in 1958. In 1960 the Division School Board named Harrison High School in her honor. George Warren was the first custodian of the Collegiate and continued to occupy this post for almost thirty years. On December 28, 1911 Miss Bertha Pilling was engaged on the staff, and after many years in the elementary schools, carried on her duties in the Brandon and Winnipeg Normal Schools. The introduction of Manual Training and subsequently the inclusion of In-

⁶⁹ Ibid - August 4, 1896

dustrial Arts and Vocational Education are inseparable from the person of James H. Skene, appointed June 6, 1911. A regular maintenance department was established in the schools the following year and the Board appointed its first Supervisor of Property, Mr. T. Miller, at a salary of \$1,000.⁷⁰ The practice of recruiting outstanding teachers for Teacher-Training Institutions is evidently not new. Typical of many such appointments was Mr. W. B. Beer, who left the Collegiate staff in 1918 and became Assistant Principal of the Normal School until his death in 1935. While Mr. J. S. Woodsworth was never a member of the staff or Board, he was associated with education and humanitarian problems long before his political prominence. As early as December 9, 1912, the minutes make mention of this illustrious Canadian when "Mr. King referred to a conversation with J. S. Woodsworth regarding competent leaders (available) for work among the foreigners in connection with the new school."⁷¹ The original Health Officer was Dr. Pickard from Minto, and the first reference to Doctor Robert Fletcher, whose long and dedicated career influenced so much of Manitoba's education, was in correspondence of May 14, 1914. Major James McLaren was granted leave-of-absence on September 14, 1914, one month after the outbreak of war. As mentioned previously he was killed in action May, 1915. Principal W. N. Finlay resigned in 1910 after setting a high standard of academic achievement in Secondary School education. Duncan McDougall succeeded him as Principal and for many years reported to the Board each month

⁷⁰ Ibid - February 6, 1912.

⁷¹ Ibid - December 9, 1912.

at the same time as the Superintendent of Elementary Schools. He thereby assumed many of the duties as Superintendent of High Schools and was unquestionably responsible for much of the procedure adopted during his many years of high-school service.

When asked what was the most persistent problem facing man through the ages, someone is said to have replied that "there can only be one answer to that question since the times when the Phoenicians first invented money." School Boards would unquestionably agree, for the problem of securing money for salaries and other expenses has probably been their most knotty one. There is a common impression that salary-schedules are a recent invention of teachers' associations, and that it would therefore be a pleasant relief to return to the good old days of gentlemen's agreements. Such a naive view is not historically correct. The Brandon School District approved a detailed salary schedule as early as 1902 with provisions for increments, past experience, principal-allowance, grade-level and sex.

TABLE XII
BRANDON SALARY SCHEDULE⁷²

June 27, 1902

Elementary Schools

Female Grades 1 to 4	\$425 plus 3 increments @ \$25
" " 5 to 6	450 plus 3 increments @ \$25
" " 7	475 " " " @ \$25
(inexperienced teachers: \$400 with one year probation)	
Male Grade 7	
" " 8	\$600 plus 2 increments @ \$50
(Principal's allowance: \$100 or \$200)	

⁷² Ibid - June 27, 1902.

The greatest deficiency (second only to money:) was the obvious absence of an agreement setting forth conditions of work, and especially providing for security of tenure.

Brandon Collegiate Schedule⁷³
October 6, 1903

Principal	\$1100	\$1200	\$1300	\$1400	\$1500
Classics	1000	1100	1200	1300	1400
Science	1000	1100	1200	1300	1400
Moderns & English	700	775	800	925	1000

The high-school salaries were: W. N. Finlay, \$1,400; R. L. Hodgson, \$1,200; D. McDougall, \$1,100; Miss McGregor, \$750. At the sametime, the Board must have had second thoughts about the Elementary Teachers' schedule adopted in June, because they decided in October "owing to the salaries paid throughout the Province and territories being much higher than here, that the initial salary of Public-School teachers be fixed at \$450." Again in December, 1903, the trustees raised their sights, so "that after considering the petition of teachers for increase of salary, upon reconsidering the schedule regulating the salaries of teachers, and realizing the great importance of the impressions made upon the child during its first years of education, and feeling that some inducement should be made to hold good teachers in primary grades, recommends a schedule as follows:

Grades 1 - 6	\$500	\$525	\$550
Grades 7 - 8	575	625	675
Grade 8 (Senior)	725	775	825" ⁷⁴

⁷³ Ibid - October 6, 1903

⁷⁴ Ibid - December 1, 1903

Examined in the light of 1964, this scale is modest indeed. However if viewed in the perspective of 1920 - 1939, the salaries show up rather favorably. Nor should it be forgotten that teachers in the late twenties and thirties had keen competition for positions at \$450 to \$500; and that as late as 1941, married persons were employed in Brandon for as little as \$800 per annum. In any event these 1903 figures were soon to improve, and by June, 1914 the high-school allowances were:⁷⁵

D. McDougall (Principal) -	\$2,310
G. H. Hogarth	1,995
E. Knapp	2,100
Mrs. S. MacMorine	1,575
Miss M. Vail	1,470
W. H. King	1,785
A. M. Simpson	1,785

Superintendent (of Public Schools) White received at the same time \$2,300, indicating again that in the opinion of the Board, the Superintendent of Public Schools and the Principal of the high-school were performing duties deserving approximately equal salary recognition.

By the final year of World War I, the Schedule for Elementary Teachers compared rather well with those salaries paid during the period up to 1940.

⁷⁵ Ibid - June 18, 1914

TABLE XIII
ELEMENTARY TEACHERS' SALARY SCHEDULE⁷⁶
1918-1919

	Grades I-V	Grade VI	Grade VII	Grade VIII
Year 1	\$700	\$750	\$800	\$850
2	750	800	850	900
3	800	850	900	950
4	850	900	950	1000
5	900	950	1000	1050
6	950	1000	1050	1100

(Grade I - \$25 over the above)

REVISED TEACHERS' SALARY SCHEDULE⁷⁷
1918-1919

	Grades I-V	Grade VI	Grade VII	Grade VIII
Year 1	\$750	\$800	\$850	\$900
2	750	800	850	900
3	800	850	900	950
4	850	900	950	1000
5	900	950	1000	1050
6	950	1000	1050	1100
7	1000	1050	1100	1150
8	1050	1100	1150	1200
9	1100	1150	1200	1250

The salary-scales noted here are at the present of interest and importance for two reasons: first they reveal in general terms the gradually evolving acceptance of establishing teachers' salaries on something more than a mere arbitrary or hit-miss basis. As such, the salaries at the time were considerably better than is often supposed, especially in comparison with the levels of subsequent years; secondly, these schedules suggest one important facet of the economic difficulties which pressured the trustees in 1921 to adopt precipitous and short-sighted measures in regard to teachers' salaries which seriously affected the retention of high-calibre staff.

⁷⁶ Ibid - May 13, 1918

⁷⁷ Ibid - June 10, 1918.

Working conditions in the early Brandon School System

were also of significance, for they reveal the operations of the schools as well as something of the attitudes and activities of trustees and teachers. These, after all, are the real ingredients of the school-system. Security of tenure was then unknown, and a teacher's employment was generally subject to the whims or tender mercies of the Board. It was the practice in 1890 "that teachers' salaries be paid monthly and that it be understood that their engagement terminate at the end of any month by giving of one month's notice."⁷⁸ In September, 1898, it was forgotten that Miss Gilleland was on leave-of-absence and "owing to an oversight of her leave-of-absence, we have filled all the vacancies for the present term."⁷⁹ Fortunately this impersonal attitude of the Board gradually changed and improved over the years. In 1913 an extremely compassionate policy regarding sick leave stated "that permanently employed teachers, who are absent from duties on account of prolonged illness, shall be paid in addition to one month's salary, full salary for one week of such absence in excess of one month for each year they have been employed by the Board in excess of five years."⁸⁰ This was considerably more than any sick leave legally provided at the time. In 1892, the custodian, Mr. Russell, was clearly directed "not to store wood in the schools nor to sweep during school hours." A few years later, the first of hundreds of such directives to follow in sub-

⁷⁸ Ibid - December 30, 1890

⁷⁹ Ibid - September 6, 1898

⁸⁰ Ibid - November 10, 1913

sequent years, stated that no smoking would be tolerated on the premises. By 1906 the City Council asked the Board's opinion "regarding the necessity for a curfew", and in 1915 the trustees wrestled with situations created in co-educational classes. Their solution to the sex problem was somewhat naïve and ineffectual, but perhaps no more so than the present obsessions sometimes encouraged or condoned, in the name of "freedom and self-expression." The trustees stated then that "while the accentuation of the differences of sex is not desirable, the Board is of the opinion that the seating arrangements at least should be altered to effect separation of the sexes in different parts of each classroom."⁸¹ The year 1915 must have been a period of real soul-searching and moral ferment. Perhaps it was the catharsis of war that caused the members to advocate "that this Board, realizing that strong drink is the enemy of the home, the school and the individual, urge all good citizens to do their utmost in the forthcoming Provincial referendum (prohibition) so that our community and province may be freed from the traffic, the ruinous effects of which, are increasingly apparent."⁸² More, in the same vein, "the Board learn with deepest concern of certain lewdness in the schools, and appreciate the faithful efforts of the teachers in ferreting out and checking these deplorable conditions."⁸³

Some of these incidents perhaps now seem in retrospect to hold a certain humorous irony, as does the account of the Board of 1915 protesting vehemently to the Minister of Education who "referred, to

⁸¹ Ibid - December 30, 1915

⁸² Ibid - September 13, 1915

⁸³ Ibid - December 30, 1915

the Superintendent as a "Grit" Superintendent." The latter, the Minister was politely informed "was carrying out the directions of the Board in his report on truancy, and the Board affirms its entire confidence in the integrity, fair-mindedness and non-partisanship of the Superintendent."⁸⁴

It is often alleged that nothing really changes significantly, and that despite appearances to the contrary, the more things change, the more they remain the same. Two incidents in this brief historical account, perhaps serve to confirm such a view. The first illustrates that the issues of bi-lingualism in Canada are deeper, older, and more wide-spread than is often recognized; for bilingualism was a live issue for the Brandon School Board as early as 1911. At that time twenty-one parents of Polish origin, residing in the North-End petitioned the trustees as follows:⁸⁵

1. that pupils attending a public school in your district speak the Polish language as their native language,
2. that the teaching in said school is all conducted in English and many such pupils do not understand the same, and are at disadvantage in consequence thereof,
3. that under the provisions of Sect. 324 of the Public School Act, Chap. 143 R.S.M., where ten pupils in any school district speak any language other than English as their native language, the teaching of such pupils shall be conducted in such other language and English,

⁸⁴ Ibid - April 12, 1915

⁸⁵ Ibid - September 5, 1911

upon a bi-lingual system.

4. that your petitioners pray that you will comply with the provisions of the statute referred to, and provide a bi-lingual teacher for said schools, so that teaching may be conducted in Polish and English.

The wish of these parents was granted and a bi-lingual teacher appointed. The experiment was reasonably successful, for even though the first teacher in Assiniboine School lasted only one day, the Management Committee reported that his successor "Mr. Battenchuk is doing fair work - a woman however would be better."⁸⁶

The second incident, in a lighter vein and of no profound educational significance, illustrates again that school-boards, like educators and other lesser mortals, have sometimes sought simple solutions for complex problems. It also shows ~~too~~, that today's highly-developed commercialism of many unproven educational gadgets, had its beginnings a long time ago. The Property Committee in 1916, enthusiastically recommended the installation of a "Contrivance for consuming smoke, which guaranteed a saving of 25% of fuel, besides disposing of the smoke-nuisance."⁸⁷

So concludes the account of the mid-period in the development of the Brandon School System, 1890-1919. It was an era of growth but also of stability. Substantial school-buildings were completed; a financial structure was established and a framework of salaries and working conditions gradually took shape. Most

⁸⁶ Ibid - November 7, 1911

⁸⁷ Ibid - December 28, 1916

important of all, a fundamental philosophy and programme of education were evolved. These have been the solid foundations, (surprisingly little changed) upon which the larger and more complex present school system has been built and has grown.

CHAPTER IV

THE SCHOOL STRIKE OR STAFF DISMISSAL

The first two decades of the 20th Century had been years of growth and progress for the Brandon Schools. By 1919 the School Board could point with pride to six fine schools, which must have been a sign of affluence in those days of early growth:

Central School	1892
Park School	1904
Alexandra School	1906
Brandon Collegiate	1907
King George School	1911
Fleming School	1915

The student population necessitating this building programme had been steadily climbing through the years:

Year	School Population 1908-1920		
	Public School	High School	Total
1908	1474	188	1662
1909	1524	214	1738
1910	1472	296	1741
1911	1541	255	1796
1912	1678	218	1896
1913	1720	287	2007
1914	2013	315	2328
1915	2065	319	2384
1916	2194	276	2470
1917	2304	262	2566
1918	2389	228	2617
1919	2337	218	2655
1920	2532	313	2845

By 1920 the Brandon School District could generally look back with comfort and satisfaction at the accomplishments and overall level of educational services. Academic standards were high.

The professional status of the teaching staff was good and, as has been seen, many striking innovations and improvements had been incorporated into the system: in-service training for teachers, summer-school study for professional growth, provision for slow as well as gifted children, considerable subject specialization and the introduction of specialist supervision in key teaching areas. Physical Education was accepted as a necessity for well-rounded development. Manual Training and Domestic Science were considered desirable options and were offered to students from Grade Seven. Teachers were urged to travel and frequently took leave-of-absence for self-improvement. The School Board sponsored and encouraged Teachers' Conventions, and actively participated in organizations of trustees. Art, Music and Cadet Instruction were all an integral part of the educational process. Principals were regarded as educational leaders in their schools, and also received the support of the Board whether confronted with problems of discipline, band work, field days, or school beautification.

The Manitoba Teachers' Federation had prestige and influence. Evidently the School Board co-operated with them in an atmosphere of reasonable harmony and good will. In 1919 a meeting of trustees was called "to consider a communication from the Civic Employees Federation No. 69, requesting recognition of the Union, and the appointment of a committee to discuss a schedule for janitors and other matters."¹ This request for a meeting was granted.

¹ Minutes of School District 129, May 6, 1919.

The Board promptly extended "formal recognition to the Civic Employees Federation No. 69"² and a committee was named as asked. The Board even moved a vote of thanks to "Reverend Savage for his kindness in being present to explain matters re. the Union."³

By the time of this apparently enlightened era, the trustees had negotiated a scale of teachers' salaries surprisingly favorable in view of post war conditions. By 1919 the schedule of Principals was as follows:⁴

<u>Collegiate Schedule:</u>	Maximum
Principal	\$3000
Assistants	2500
Female Assistants	2000

<u>Public School Schedule:</u>	Maximum
Principals, male 12-15 rooms	\$2200
Principals, female, 10-11 rooms	2000
Principals, female, 8 rooms	1300
Manual Training	\$1800
Manual Training Assistant	1200
Domestic Science	1600
Domestic Science Assistant	1500
Art Teacher	1500

A year later, Principals' salaries were again increased.⁵

Principal of Collegiate	\$3600 (maximum)
Assistants	3000
Female Assistants	2500
Commercial Specialists	2500
Public School Principals (15 rooms)	\$3000
Public School Principals (10-14 rooms)	2800
Supervisors	2500
Superintendent	3600

Within one week all this was changed and the end of the epoch was apparently in sight when "the Board refused to re-open the

² Ibid

³ Ibid

⁴ Ibid

⁵ Ibid - June 21 - 1920

question of salaries.⁶ In all fairness the Board deserves some credit, for the salaries actually paid to the public-school staff in 1920 required no apology. These were pegged at an \$1100 minimum with increments of \$50 per year to a maximum of \$1700.⁷

<u>Brandon Elementary Staff 1920</u>			
Ada Bolton	\$1125	Flora Fraser	\$1125
Lily Crawford	1125	Frances Lander	1150
Eleanor Hamilton	1100	Jessie McCready	1125
Reta Matheson	1125	Helen McKeller	1150
Florence Matheson	1100	Eileen Ritchie	1125
Edith Riesberry	1100	Margaret Latchford	1175
A. H. Pullen	1100	Mabel Nicol	1175
Jean Wellwood	1100	M. Clendenning	1200
Laurine White	1125	Nellie Fleming	1175
Enid Armstrong	1125	Eva Cookson	1150
Gladys Gerrier	1150	M. G. Fraser	1175
Jessie Purdon	1175	Margaret Johnson	1275
Annie Rathwell	1175	Pearle More	1350
Ethel Rathwell	1200	Marguerite Murray	1275
Seraph Blackwell	1225	M. M. McKinley	1350
Mary Noble	1200	Maude Pilling	1400
Margaret Rathwell	1275	Alice Potter	1250
Gertrude Riesberry	1225	Gertrude Shea	1300
F. M. Westwood	1250	Mary Magee	1400
Jennie Fawcett	1325	Christine McDonald	1325
Vera Fawcett	1325	Nora Pilling	1300
Lily Harrison	1325	Mary Cuthbertson	1350
O. Hornibrook	1275	Teresa Kyle	1400
Naomi Moore	\$1400		

Seemingly in 1920, conditions looked serene and progressive in Brandon Schools, but these outward signs of well-being were perhaps more apparent than real, for in the interval of 1919-21 forces were at work which soon would throw Brandon's School System into pandemonium. The entire teaching staff would lose employment. The entire community including the school children would take sides in a partisan and bitter employer-employee dispute.

⁶ Ibid - June 29 - 1920

⁷ Ibid - September 10, 1920

coloring the thinking of the Brandon citizenry and teachers for twenty-five years. There was thus "precipitated as grave a crisis as ever confronted any public body in the history of the City."⁸ Such was the Brandon Teachers' Strike of 1922. A strike that was not a strike at all, and whose great misfortune was that it interrupted an encouraging school record of energy and progress.

It is not possible to cite every event between 1919-1921, pointing to the future breakdown of Staff and Board relationships. Prior to 1922 there was to be no single drastic action or ultimatum which irrevocably set the stage for the final collapse of the school system. Nevertheless, scattered among the generally sensible practices and policies, of the Board and teachers, were certain incidents and events which tended to suggest that something ominous was looming up, unknown and unintended.

One of the most progressive educational measures introduced in the schools was the successful programme of Home Economics (or Domestic Science) and Industrial Arts. In these options, the trustees and the administrative staff demonstrated encouraging awareness of individual differences, and of the importance of Vocational Education. At the time of writing these activities have still not been provided in the majority of Manitoba high schools. Admittedly Superintendent White and his Principals had pressed for Home Economics and Industrial Arts, but it was the Board that had adopted the policy and had approved the expenditures which made such offerings possible over

⁸ Brandon Daily Sun, March 22, 1922.

the years. In the early records, there is no evidence that the public criticized this use of funds for staff, specialists, class-room-space and equipment; but evidently there were trustees who doubted the educational value of such innovations and regarded them as mere frills and fads. There developed therefore, a certain resentment from the public and some trustees that costly space and staff were being wasted for Home Economics and Manual-Training, while ratepayers were sorely burdened with a staggering tax-load to meet rising educational costs.

This opposition can only be surmised, for in the minutes of the Board and the supervisory reports, there appear only glowing accounts of the quality, the importance and high registration in the option programme of Woodworking and Domestic Science. Nevertheless, without warning or prior discussion, the latent resentment suddenly boiled over. In 1919 the Board approved a resolution to scuttle Domestic Science and Wood-work, to dismiss the supervisors, and to occupy the needed space for class-rooms.

Whereas the school-room accommodation is inadequate as shown in the reports of Superintendent Alfred White, and it is necessary to provide increased accommodation, and whereas there are no funds on hand to the credit of Capital Account, and whereas owing to the unsettled state of affairs in our City at the present time, it would not be wise to submit to the ratepayers a by-law authorizing the issue and sale of debentures for the purpose of raising money for the erecting and furnishing of a new school or an addition to any existing school, Therefore be it resolved that this Board after due consideration has come to the conclusion that it will be in the best interests of all concerned, to close the Departments of Manual Training and Domestic Science for some time--possibly two years and to utilize the three rooms now occupied by those Departments for other purposes.⁹

⁹ Minutes, Brandon School District No. 129, June 19, 1919.

This drastic move was evidently a bomb-shell. The Superintendent had pressed for broader educational opportunities for many years, and previous Boards had always supported him. Mr. White considered this new resolution as an arbitrary act of the Board and a clear vote of no confidence in his administration. He certainly regarded it as a retrograde step in education. Further, the date of the action, at the end of the school term, seemed to suggest some sinister and secret collusion. In any event the minutes record that two days later "a letter was read from Superintendent White, tendering his resignation as Superintendent of Public Schools, he being at variance with the policy and action of the Board." On June 13th the Board met to consider the resignation of Mr. White and "also to hear a complaint of a parent re. the rough treatment of son and suspension, and thereby not allowing him to write his Departmental Examinations."¹⁰ The trustees were adamant in their decision to eliminate special courses and Mr. White's resignation was accepted.

Events followed quickly. On June 19, the Board advertised for a new Superintendent. Immediately, the Department of Education, through Principal B. J. Hales, offered to the Board, the Manual Training and Domestic Science facilities located at the new Normal School. The commercial teachers, perhaps sensing the shape of things to come, also submitted their resignations. Fortunately the Board seized the chance to withdraw gracefully: Mr. Hales had provided a

¹⁰ Ibid - June 13, 1919.

way out and the trustees accepted it. They agreed to reinstate the instructors of Manual Training and Domestic Science and on July 7, the Superintendent was re-engaged.

The Superintendent's resignation and re-engagement, and the Board's impulsive attempt to slash school services, produced a sobering effect for about a year. There were encouraging signs of continuing the previous policies of dynamic and progressive education. In February, 1920 Mr. Fitton attended the National Annual Trustees Convention. Later the same year, casual reference was again made to new salary negotiations with teachers. By January, 1921 the Board heard with satisfaction of the outstanding work of Mr. Black, Director of Physical Education. They also knew of the high standards of Art, achieved by Drawing Supervisor, Miss Crompton. About the same time trustee Dr. Spiers reported that the dental clinic had examined all children and treated those in need. Over \$403.73 was raised by the Schools for the Chinese Famine Relief Fund, and the Board, surprisingly offered "to purchase fifty pairs of swinging clubs to aid Mr. Black."¹¹ If any austerity drive or salary-slashing programme was contemplated by the trustees, it was not noticeable at the beginning of 1921. They evidently listened with interest to the "recommendation of Mr. White in regard to special classes and the need for teachers of backward children."¹² The Board even referred the matter to the Management and Health Committee for study and report. The following day (in advance of the legislation of 1959),

¹¹ Ibid - January 10, 1921.

¹² Ibid - January 10, 1921.

they approved the expenditure of \$3700 for free texts.¹³

It now is clear that appearances were deceptive and all was not as serene as it seemed. Notwithstanding the Board's manner of "business as usual," forces were operating that trustees and teachers could not possibly foresee and in any event perhaps were powerless to control. By the middle of 1920, the Department of Education notified the Board that the Normal School would require the space which had been loaned to the School District for Domestic Science and Manual Training. The trustees, having retreated once before on this explosive issue, prudently advised instructors Mr. Skene and Mr. Haigh to move their wood-working equipment to Park School. This retreat, following so soon after the Superintendent's resignation must have been a bitter pill for the Board to swallow. Somewhat later that fall, the trustees received a petition from the teachers requesting revisions to the salary schedule. The Board apparently agitated, was in no mood to make any concessions on salaries, so negotiations stalled for a time. Finally, on November 8, the School District decided "that the salary schedule submitted by the Teachers' Association be received, and that the question be deferred for action to the new (1921) Board."¹⁴

The Manitoba Teachers' Federation were indignant at such delaying tactics and in a letter of December 13 from B. A. Tingley, Secretary-Treasurer of the Brandon Teachers' Local, protested at "the three month's hoist given to the consideration of the salary question —

¹³ Ibid - January 10, 1921

¹⁴ Ibid - November 20, 1920

and that the whole question is now laid before the executive of the Federation.¹⁵ It may have been the holiday spirit or merely a shortage of funds at Christmas, but the teachers agreed to accept and to cash their November cheques. In doing so, they warned the Board that such a course was taken without prejudice to their prior demands. At the same meeting, in a letter from H. W. Huntley, President of the Provincial Executive of the Manitoba Teachers' Federation, the militancy and strength of the teachers were clearly evident. Mr. Huntley, delivered a virtual ultimatum and stated that if an immediate settlement were not reached in regard to salaries, "the executive would feel it to be its duty to ask for a Board of Enquiry on the matter."¹⁶

For the trustees it seemed that troubles never come singly, or possibly it was a convenient coincidence that on the same day that letters were received from the Manitoba Teachers' Federation, the Secretary-Treasurer also read an ominous warning from the bank manager. "The Board have drawn to the full extent of this year's credit and presumably are able to wind up the year without asking for further assistance."¹⁷ It may well have been that the simultaneous demands of the teachers and the withdrawal of bank credit were coincidental, but there was no surprise on December 29, when the entire matter of teachers' salaries was referred to the incoming Board for further study.

The Board lost little time in tackling the question of sal-

¹⁵ Ibid - December 13, 1920.

¹⁶ Ibid - December 13, 1920.

¹⁷ Ibid - December 13, 1920.

aries. The tone of the first regular meeting indicated that the teachers would face a body of tough negotiators. On January 14, the Board's mood was bluntly stated: "that owing to the present unsatisfactory economic conditions, and the strong tendency for much lower prices in commodities and labor, we the Brandon School Board cannot make any increase in the schedule adopted in 1920."¹⁸ One month later they reconsidered this bold step and forth-with rescinded the motion. If any hope was aroused by this act, for major salary concessions, it was short-lived. A by-law was passed on January 25 appointing Justice J. F. Kilgour as the "special solicitor to represent the school-board in certain matters of dispute between the school-board and the teachers' association."¹⁹

For a time the contentious matter of salaries was of only minor concern, the affairs of the schools proceeded as usual. The 1921 budget was approved with no provision for increasing teachers' salaries:

TABLE XIV

BUDGET SCHOOL DISTRICT OF BRANDON 129²⁰
1921

Salaries	\$153,000
Sinking Fund	12,367
Interest on Debentures	25,000
Furnishings and Repair	12,600
Fuel	10,000
Sundry	<u>15,633</u> \$228,600
 <u>Receipts</u>	
Grants	\$ 15,600
Rentals	180
Normal School	1,600
Collegiate Non-residents	<u>780</u> \$ 18,600
 Special Levy	<u><u>\$210,000</u></u>

¹⁸ Ibid - January 14, 1921¹⁹ Ibid - January 25, 1921²⁰ Ibid - January 25, 1921

Contractors objected to the details of an addition to King George School and refused to bid on it. Meanwhile the Board built a small frame school in the North-End with day-labor. This school, built by the Board on Thirteenth Street and Assiniboine Avenue, was first called "Assiniboine" but later renamed "David Livingstone, in honor of one of the world's noblest and greatest men."²¹ The District also bought a small pick-up truck for \$500 and recommended the dismissal of a male teacher for using abusive language. Teachers were allowed to dismiss children one-half hour early "who were well up in their work, so that more time might be given to the child who needs the teacher's attention."²² The Superintendent "spoke at some length urging the establishment of Junior High Schools for Grades 7 and 8 where languages could be taught and specialists employed."²³ Mr. White also pointed out that a Junior-High School could advance students as much as two years in pre-vocational subjects, and spoke of the organizational advantages of having groups of similar size. Mention was made of the provision for backward and sub-normal children and while a good start had been made, he thought "the Board should decide on a permanent policy." Consideration was given to the lowering of manual-training to Grade 5, but lack of staff and facilities prevented such a move. The trustees noted that the Superintendent was encouraging teachers to take annual courses, and they observed that he even favored some financial assistance. Later they took seriously his urging that more books should be provided for libraries.

²¹ Ibid - September 12, 1921

²² Ibid - April 23, 1921

²³ Ibid - April 23, 1921

While these and similar enlightened and progressive policies were introduced or considered, the Board at the same time saw fit to adopt a reactionary resolution concerning teacher tenure; "that the engagement of teachers shall be annual and by written agreement."²⁴ The resolution was rescinded within a month, but coming events cast their shadows and this attempt to weaken the security of tenure was clearly the beginning of a period of educational strife. A teachers' committee, consisting of Mr. Tingley, Miss Cuthbertson and Miss Riesberry met the Board and objected to the above annual engagement as well as:

1. payment on the 3rd day of each month,
2. the Board's right to give one month's notice rather than two,
3. the working agreement being different from that of Winnipeg.

The Board stated that the "petitions were too trivial to bother with."

Nothing more was heard of the teachers' salary demands for several months. Meanwhile the Board was still concerned with rising costs, and the shortage of class-room accommodations. By late 1921, the congestion in the class-rooms had again become critical, and the Board was confronted, not only with high operating costs, but also the likelihood of additional capital expenditures. A special meeting was called on October 17. The school population revealed a staggering jump of about 500 students within two years:

	<u>Elementary</u>	<u>Collegiate Institute</u>
April 1919	2390	196
October 1919	2440	256
October 1920	2531	284
January 1921	2595	313
October 1921	2803	374

²⁴ Ibid - April 23, 1921.

Another addition to King George School was planned but, concerned by climbing taxes and a general depression, the trustees were understandably reluctant to add to the already heavy burdens of the City. Almost prophetic of the teacher-trustee struggle that was to follow, Justice J. F. Kilgour, the competent solicitor of the trustees, was elected to the Board in the fall of 1921. In Mr. Kilgour, the Board now possessed an informed and competent authority on financial problems and a strong proponent of realistic and even ruthless policies to achieve school economy and efficiency.

Certain practical measures, designed at the start for the reasonable purpose of economy and financial efficiency, were to bring upon this school-system a sea of trouble, public abuse and criticism, - and finally the mass departure of an entire teaching staff. The trustees were for the most part, public spirited citizens. They were unhappily caught in this bitter dilemma, and were as much its victims as its advocates. The Board included:²⁵

Ward 1	R. J. Bullard	J. F. Kilgour
Ward 2	D. F. Creighton	A. T. Condell
Ward 3	F. S. Spiers	J. S. Maxwell
Ward 4	J. T. Norquay	W. N. Sutherland
Ward 5	Rupert Magee	George Fitton

The newly-elected Board had scarcely been seated at their first regular meeting when Secretary-Treasurer, J. Beveridge read a communication "received from the City Council, inviting the School Board to join the council in a round-table conference on the subject of finance."²⁶ The invitation was accepted. Since the full import

²⁵

Ibid - January 7, 1922

²⁶ Ibid - January 9, 1922

of the City's request could not possibly have been known at the time, the School District proceeded to adopt its 1922 budget, essentially the same as 1921, and called for a levy of \$210,558.²⁷

TABLE XV

SCHOOL DISTRICT OF BRANDON 129 - BUDGET 1922

Finance Committee	\$51,000
Supply Committee	17,000
Property Committee	2,000
Health Committee	1,200
Management Committee	<u>159,358</u>
	230,558
Estimated Grants, etc.	<u>20,000</u>
Special Levy	<u><u>\$210,558</u></u>

The following day (January 10th) when the School Board and Council met, the trustees were informed that Brandon's finances were in such grave condition as to place the city in serious danger of bankruptcy. Why this condition (if not exaggerated for emphasis) was allowed to drift for so long, and why both School Board and Council were unaware of it until now, was not explained. Nor was it made quite clear, if these circumstances had been suspected beforehand, why the School Board had approved a budget almost identical to that of the previous year. In doing so, the trustees tacitly established the level of teachers' salaries for 1922, and thereby made their subsequent actions appear as a breach of faith and very much suspect. Nevertheless the School Board was placed in a most unenviable position when informed of the City's plight and when given a virtual Council ultimatum that the moneys, for which the Board had budgeted,

²⁷ Ibid - January 9, 1922

would not be forthcoming. This was what the City had meant when they invited the Board to a "round-table conference": Here was the condition of the City revealed by the Brandon Council and later interpreted by George Fitton, Chairman of the Board:²⁸

What then in short were the conditions facing the board of school trustees:

1. The board was advised by the city council, and also directly the city's bank, that the city was drifting steadily into a dangerous and critical financial condition; that the city's current borrowings from the bank had been largely in excess of revenue, and that the bank would no longer finance civic expenditure in excess of anticipated revenues as based on experience.

2. Some four years ago the city under stress of necessity, but contrary to sound principles of finance, was compelled to fund its accumulated debts on current account arising out of unpaid taxes to the extent of \$400,000, and drifting down the same dangerous current found itself again in three years similarly indebted to the bank on annual deficits in a further sum of \$300,000. Under present conditions and with the spectacle of at least one other western city in the hands of a receiver, the bank called a halt, and the city council and the board, after extended and anxious joint conferences, determined at whatever cost to endeavor to protect the city's solvency and credit by cutting down the rising budgets to the levels of revenue. The difficulty of this task may be appreciated in view of the estimate that has been made, that the maintenance of the city's affairs, according to previous standards, would necessitate in 1922 a tax rate of not less than 60 mills on the dollar.

3. But even if the legislature were disposed to remove all restrictions (a thing not yet done) the consensus of well-informed opinion was that the Brandon tax rate had reached, if it had not exceeded, the peak of productiveness at 40 mills on the dollar.

4. Under the present gravely depressed economic conditions, no hope could be entertained that even with the comparatively small reduction of the assessment of vacant outside lots and blocks, the uncollectable proportion of the total levy would be any less than last year's heavy figure of \$115,000, or 15 per cent. Unemployment was and is serious in extent, and instead of

²⁸ Brandon Daily Sun, May 1st, 1922.

collecting taxes from them the city was compelled on a large unprecedented scale to provide relief in one form and another to maintain its citizens. Much of the rural district tributary to Brandon and in which the business interests of the city and the incomes of many ratepayers largely depended, had suffered from successive crop failures. Besides all this, farm products had undergone a sudden and drastic deflation in price so that the farm profits out of which largely Brandon's business directly and indirectly depends had disappeared. In other words, local rural conditions were rather worse, owing to crop failures, than the average of the whole province, whose total cereal crops for 1921 have been stated at \$40,500,000 as against the appalling tax bill of \$57,190,000. At joint meetings of the city council and school board sample cases of the extreme hardship of an increased and indeed, of the existing tax rate were reported. Citizens of long standing were known to be on the eve of losing their homes for non-payment of taxes through unemployment and adverse conditions. This condition was so prevalent that it was regarded as certain that an increase of the tax rate could yield no relief, but would merely add to the city's burden of non-tax bearing properties. The ever increasing and at present alarming great volume of unpaid taxes is bringing about a crisis which demands the most drastic retrenchment.

5. The Board's finances showed a deficit at the end of 1921 of \$30,756.38 attributable in part to the necessity of providing for the large salary increases to the teaching staff following the recommendation of the reference board to which the school board thought it wise under the circumstances to accede. This deficit intensified the board's financial embarrassment.

6. The board, without assuming responsibility for the policy of the City Council as regards the character of its budget-pruning, was convinced that however it was gone about, the council's objective would be extremely difficult if not impossible of attainment in view of the large uncontrollable element in the expenditures, and it was plain that if the total tax rate was to be 40 mills, the board's share could not be greater than last year's figure of approximately 14 mills (13.8). The collectable yield from this was estimated at \$168,000 as against \$210,000 paid by the city for 1921, on which, as above pointed out, after accounting for government grants, the year closed with a deficit of over \$30,000. How, therefore, to carry on with \$168,560 with the government grants of approximately \$20,000 in the face of requirements of over \$250,000 on the old footing, and also provide for the deficit carried from the previous year, was the board's almost insoluble problem. It had, however, to be grappled with at whatever cost if the city were to maintain its credit and keep off the rocks. In fact, the board was under the necessity, which has overtaken so many individuals, of living on a cruelly reduced income. It

was realized that in so-doing the board exposed itself to all the attendant odium and unpopularity in uninformed quarters, and that the board's course would be characterized as selling our children's educational birthright for a mess of pottage. It would, indeed, much simplify the duties of school boards if in these sad times they could be so other-wordly as to ignore mere money conditions, but unhappily they are called upon with unfailing regularity to issue monthly pay cheques and have money in the bank therefor.

Following the meeting with the City Council, the trustees wrestled for over a month with the unpleasant decision confronting them: whether to cut costs as demanded by the Council or to ignore the Council's dictum and proceed as though the City's financial problems were not the concern or responsibility of the School Board. The facts of life, indicated that regardless of which course the School District decided to pursue, the City could not or would not produce the \$210,000 needed to operate the schools. On February 24, a motion by Kilgour and Condell indicated full co-operation with the City: "that the Board recognizing that its share of the taxation for the year 1922 cannot exceed the collectible proportion of 14 mills on the dollar, that we limit the year's budget to that amount."²⁹ The motion surprisingly was lost. A similar motion was submitted and suggested that

salaries be reduced at as early a date as possible and not later than May 1, 1922, based on an initial salary of \$900, increasing to \$1,400 for grade teachers, with a corresponding 15% to 20% reduction to Collegiate Staff and Specialists, and further that the average number of pupils be increased to 50.³⁰

This motion was withdrawn, and it thus appeared at least in the initial stages, that the School Board desired to move with caution.

A concerted attempt to rouse public opinion in support of wage cuts, was apparent from the start. Nowhere in the records of the Board

²⁹ 30 Minutes of School District of Brandon 129 - February 24, 1922
Ibid

or in the reports of the press is there the slightest hint that the financial structure of the City was perhaps at fault in precipitating the crisis. At no time was it suggested that the reductions were to be only temporary measures to tide the City over a period of emergency. It was not surprising therefore that the teachers and civic-workers viewed these reports of financial doom as clever tricks designed primarily to cut salaries permanently. Admittedly teachers' salaries in some quarters, were definitely thought to be out of line. The Brandon Sun on February 22nd, reported that the City Council had not only made salary reductions of $12\frac{1}{2}\%$ affecting all civic employees but had increased their hours of work.³¹ The next day a strongly-worded editorial left the School Board little choice.

Radical measures are necessary to relieve the civic financial situation and there are indications that the City Council is about to take steps to cope with the serious outlook ---- The School Board cannot escape the absolute necessity of paring their expenses to the bone ---- Public opinion is behind the demand for bold measures in paring the cost of public utilities - and even necessities.³²

A special meeting of the School Board was summoned. It was apparent that if the civic expenditures for education were to be slashed, February 28 marked the dead-line for the giving of notice. This then would place the teachers in the awkward position of having to accept or reject any ultimatum of the Board. Any dismissal date would fall in the unemployable period of May 1st. The trustees used this tactical advantage and moved with despatch. On February 25, at

³¹ Brandon Daily Sun - February 22, 1922.

³² Ibid - Editorial Page, February 23, 1922.

a board meeting, attended by Creighton, Kilgour, King, Bullard, Condell, Maxwell and Fitton, the following actions were approved:

1. that the engagement of teachers be annual and by written agreement prior to June 1st. (Condell, King).
2. that the legislature be asked to empower the board to charge fees to residents as well as non-residents at the Collegiate Institute. (King, Magee)
3. that a 10% reduction be made on all salaries of janitors, including the Property Supervisor, Mr. Mellor.
4. that it being apparent that the Board's revenue will not put it in funds for payment of more than 75% of teachers' schedule, the teachers and Superintendent be asked to consider the situation and to accept the present reduction of 25%, effective March 1, 1922 subject to the possibility of additions by way of bonuses if revenues available for the year will, in the judgment of the Board permit; also that failing an immediate agreement, notice be given of termination of all contracts on or before May 1, 1922
 (An amendment to make the reduction 20%, effective March 1 if possible by consent was defeated.)
5. That all employees be invited to meet with the Board Monday (February 28) to consider the financial situation.³³

In reporting this meeting the press stated:

Drastic measures by the school board in order to meet the amount allotted to it this year by the city, were announced at the joint meeting of the City Council and School Board on Saturday Night: that a cut of 25% on the salaries of all public-school teachers, will follow: that the manual training and domestic science departments will be abolished; that the art teacher and twelve members of the teaching staff will have to be let out: that the Commercial Course at the Collegiate and possibly Grade 12 will close, all seemed apparent.³⁴

The meeting with the teachers was held in the Council Chambers on Monday, February 28th. There the trustees attempted to explain the predicament in which they found themselves and presented in brief the following resolution:

³³ Minutes of School District of Brandon 129, February 25, 1922.

³⁴ Brandon Daily Sun - February 27, 1922

That in view of the present critical financial condition affecting municipalities in general and the City of Brandon in particular, as well as the individual tax-payers, having regard to the City's heavy liability to the Bank arising out of continual deficits on current account, the intimation of the Bank that Civic expenditures in excess of revenues will no longer be financed, and the impracticability under existing conditions of attempting to increase the tax rate beyond last year's figure of 40 mills on the dollar, this board recognizes the necessity of limiting the year's budget to such a sum as the city will be enabled to realize in due course of collection from last year's levy of 13.8 mills for school purposes, out of the total rate of 40 mills on the dollar.³⁵

Once again the Board read to teachers the resolution previously adopted. The staff asked for time to consider. This the trustees granted and withdrew. The implications were of course not clear enough to expect a completely thought-out course of action. To gain a respite, the staff agreed "that we waive notice (to terminate employment) for a number of days after March 1, 1922." Thus was the onus again thrown on the teachers. They had been given legal notice as of February 28 that their salaries would be immediately reduced and that their services would be terminated as of April 30th unless they agreed to the conditions of employment as set down by the School District. Four days later the Teachers' Federation had had time to consider.

It was apparent that they would not capitulate to the ultimatum. At a meeting with the trustees, a resolution signed by the entire teaching staff, including the Collegiate Institute, the Principals and the Special Department-heads was delivered to the Board:

³⁵ Op. Cit. - February 28, 1922.

To Chairman and Members of School Board, Brandon:

We the undersigned Principals, Heads of Departments and members of the Teaching Staffs of Collegiate Institute and public schools of the City have given very earnest consideration to the proposals of the School Board.

We have tried to study the question from every standpoint so that a fair and just decision might be reached. As a result of careful deliberation, we have come to the conclusion that we cannot accede to this proposal.

We take the view that a deficit in the finances of the City is not a sound and proper principle upon which to base a reduction in the salaries of teachers.³⁷

The Chairman thereupon replied, stating that in accordance with the resolutions passed by the Board and the Teachers' Federation, and the non-acceptance of the 25% reduction by the teachers, there was no alternative but to give notice of termination of all contracts as of the 30th day of April. Mr. Tingley, President of the Federation Local, asked that this be in writing.

Accordingly on March 4th, the Secretary of the School District notified all teachers as follows:³⁸

Dear Sir or Madam:

In accordance with a resolution presented to you at a meeting held in the Council Chambers, City of Brandon on February 28, 1922 and your mutual resolution waiving notice of termination of your engagement to take effect on April 30, 1922, and agreeing to accept notice from February 28, 1922, I am instructed to advise you that your engagement with the School Board terminates on April 30th next.

Yours truly,

J. B. Beveridge, Secretary-Treasurer.

³⁷ Ibid - March 4, 1922.

³⁸ Ibid - March 4, 1922.

The question of whether the teachers were on strike or whether they had been dismissed has often been debated. It would appear that the School Board reduced the salaries of teachers in the middle of the term for which they had a contractual agreement. The Board, as seen previously, then explicitly discharged each staff member when the Secretary-Treasurer was "instructed to advise you that your engagement with the School Board terminates on April 30th next."

Speaking for the teachers at a joint meeting with the Board, Mr. E. Knapp said, "that all were present as loyal citizens, but the school-board cannot expect the teachers to live on loyalty. He believed that the teachers were being discriminated against and, dismissed without notice at this time of year, the whole situation seemed very unfair."³⁹

The local press expressed no sympathy for the cause of the teachers. From the out-set there was no attempt made to show that the teachers had any case whatsoever, that education might suffer from a bitter labor dispute or that the financial mess of the City might have been caused, at least in part, by poor financial judgment and by poor city-management. Clearly the objectivity of the press has come a long way since this common practice of slanting the news. In an editorial referring to the students and schools generally, the Brandon Sun said "they have merely a smattering of all sorts of odd things, fragments of theories, tit-bits of fads, and cannnot write,

³⁹ Brandon Daily Sun - February 28, 1922.

read or spell with any degree of accuracy. To take away the trimmings would advance the cause of essential education and save the peoples' money."⁴⁰

The months of March and April passed in meetings, discussions, arguments and counter-arguments. On examination of the events, one is led to the conclusion that there was an air of unreality about the whole situation; that both parties misjudged the intentions of the other, the board thinking that the teachers would surely capitulate and the teachers firmly of the view that no school-board in its right mind would fire its entire staff in such an arbitrary manner—certainly not two months before the end of June. Subsequent events only proved how very wrong both these estimates could be.

On March 15th the trustees put forward a proposal asking teachers to continue their teaching duties at reduced salaries until the end of June. On March 13th, a suggestion had been made by trustees that "Chairman Fitton and Messers Spiers and King be a committee to meet various school-principals and department-heads with a view to ascertaining upon what basis the teaching staff could be retained until the end of the year."⁴¹ This proposal was strongly opposed by Mr. Kilgour and was thereupon dropped. A counter motion "that steps be taken forthwith to the filling of vacancies on teaching staff, other than Departments of Manual Training and Domestic Science, during months of May and June by inserting advertisements in the Sun

⁴⁰ Brandon Sun Editorial, March 2, 1922.

⁴¹ Minutes of Brandon School District 129 - March 13, 1922.

and Free Press",⁴² was lost by a vote of 5 to 3. A more conciliatory motion was approved "that the school-board put forward the proposition to teachers asking them to continue their teaching duties until the end of June under reduced salaries." The teachers asked for this in writing. They then declined the request and continued to press for arbitration. A few days later the decision to advertise for teachers was proceeded with, indicating still further that the remaining chances of compromise were steadily disappearing. If there was any doubt where the Secretary-Treasurer stood, he was also informed that his salary, like the teachers, would be cut 25%.

Throughout the controversy the public impression was consciously and continually created that the salaries of teachers were too high. In board-records, press-reports, and letters to the editor, the implication is unmistakeable: the city was in financial peril: teachers were highly paid; therefore teachers' salaries must have been the main cause for the City's financial chaos. This interpretation generally led to the obvious conclusion. The Brandon Sun editorially attacked a rise in local education costs from \$147,841 in 1919 to \$235,234 in 1921,⁴³ blaming the increase on frills and high salaries. Nothing however was said about a school-population increase of 500 in two years, nor was there any comparision of Brandon teachers' salaries with those in other Western Canadian cities. A deficit of \$28,266⁴⁴ incurred in the street railway's operations was carefully avoided and never related to the City's deficit or the problem of

⁴² Ibid

⁴³ Brandon Sun Editorial - March 18, 1922.

⁴⁴ Brandon Sun News Item - March 21, 1922.

teachers' salaries.

The Teachers' Federation attempted to answer the charge of excessive salaries, in a public statement:

There is a general impression that the salaries for teachers are too high in Brandon. As a matter of fact the Brandon schedule is not as high as that of St. Boniface, Portage la Prairie, Winnipeg and the district surrounding it. Saskatchewan and Alberta are paying higher salaries than Manitoba especially in the smaller towns and rural sections ---- The present schedule has been voluntarily accepted by teachers and any departure from it should not be imposed on them in any arbitrary manner, and however critical the financial situation may be the teachers feel that they ought not to be asked to bear a share of the burden not commensurate with that borne by citizens generally.⁴⁵

Replying to the Board's request for the continuance of service during May and June, a letter signed by 84 of the 88 teachers was delivered to the School District on March 25. Of the four missing teachers, two were ill and two others could not be reached.

The teachers on the staff as of March 1, 1922 with their respective locations and salaries were as follows:⁴⁶

TABLE XVI

BRANDON TEACHING STAFF APRIL 30, 1922

<u>Central</u>		<u>Park School</u>	
More, Pearl	\$1700	Galbraith, Annie	\$ 1100
Tupper, Aleda	1100	Cramm, Vera	1100
Knowlton, Bessie	1100	Pilling, Maude	1700
Leitch, Helen	1600	Matheson, Florence	1200
Wellwood, Jean	1200	Coffrey, Edith H.	1100
Nicol, Mabel	1350	Fawcett, Jennie	1700
Fraser, M. G.	1400	Campbell, Eunice	1100
Harrison, Lily	1700	Magee, Mary	1700
McKinley, M. M.	1700	Cuthbertson, Mary	1550
Fraser, Flora	1200	Kyle, Teresa	1700
McDonald, Christina	1700	Prin. Redmond, Annie	2500
Cookson, Eva	1300		
Moore, Naomi	1700		
Noble, Mary	1350		
Tingley, B. A.	2900	Ritchie, E. Eileen	\$1200
		<u>Normal School</u>	

⁴⁵ Statement of Manitoba Teachers' Federation - Brandon Sun - March 18, 1922

⁴⁶ Brandon Daily Sun - March 27, 1922.

Brandon Teaching Staff April 30, 1922 continued: Table XVI

Alexandra School

Lander, Frances	\$1300
Fawcett, Vera	1700
Struthers, Madge	1100
Riesberry, Edith B.	1200
Coffrey, Rowena	1100
Matheson, Reta	1250
Hornibrook, Margh	1550
Cameron, Hettie	1100
Pilling, Lenora	1600
Potter, Alice	1550
Prin. Moore, Clarence	2600
Johnston, Margaret	1550

King George School

Murray, Marguerite	\$1550
Bird, Mrs. Minnie	1100
Buchanan, Ella	1100
Grantham, Erma	1100
Shea, Gertrude	1650
McKeller, Helen	1300
Westwood, F. M.	1500
Hall, Cosie	1100
Thomas, Oliver	1100
McCreary, Jessie	1200
Dorsey, Anna E.	1200
Snyder, John	2200

Fleming School

Davidson, Grace	\$1100
Freeman, Muriel E.	1100
Parsley, Ethel A.	1700
Grant, Hazel	1100
Riesberry, Gertrude	1450
Prin. Riddle, Victor N.	1800

McLaren School

Morris, Mona	\$1100
Speers, Victoria	1100
Crisholm, Norma	1100

Fire Hall

Gardener, Alice	\$1100
Rose, Belle	1100

Assiniboine School

Hartt, Laura	\$1100
May, Mrs. Elizabeth	1100
Conley, Hazel E.	
McDonald, Winnifred	1100
Pearson, Gwen	1100
Hammond, Elizabeth	1100
Prin. Parkinson, Caroline	1900
Crawford, Lily	1250

Collegiate Institute

Bucke, Marjory	\$1900
Boyd, John	2500
Forsyth, Donald	2000
Hogarth, G. H.	3000
Johnson, Kathleen	1600
Scott, W. J. Gordon	2000
Knapp, E.	3000
McMorine, Sybil	2500
Wherrett, J. C.	2100
Prin. McDougall, D.	3600

Specialists

Fagan, Irene	\$1800
Garrow, Jean	1700
Skene, Jas. H.	1800
Haigh, Geo.	1800
Crompton, Mabel	2100
Leybourne, Lily	1350

Executive Officials

White, Alfred	\$3600
<u>Physical Education</u>	
Black, Arthur	\$2000
Hearn, Alice	450

Unfortunately the tone of the Federation's letter to the Board signed by the teachers, and the message's beligerant phrasing, did not allow the trustees much room for maneuver or graceful retreat, even if they had wanted it:

We are prepared to continue our services during May and June at our present schedule rate of pay, on the following conditions:

That you agree to rescind the motion on the minutes of the Board that provide for a reduction of 25% in salaries, or the termination of all contracts, and that you recall individually all notices to this effect sent to the members of the staff.

This offer is conditional upon acceptance by the Board within one week from date.⁴⁷

The School District acknowledged the letter without comment.

They then moved one step toward complete severance with the staff by notifying the Council that the Board would levy no more than 13.8 mills as requested. A few days later the Brandon Sun quoted the trustees: "should the school board not secure enough teachers to operate the schools, they will probably devolve some system whereby pupils will attend at least a few hours a day."⁴⁸ The Board claimed to have forty teachers engaged, and were prepared to carry on the schools as usual. Meanwhile considerable public sympathy was shown for the teachers' cause. The public library, having been ejected from the city-hall quarters by the School Board, threatened to close its doors. By April 12 a Committee of ten citizens at large "to consider the situation between school-board and teachers, was named at a public meeting held in the City Hall last night."⁴⁹ The Board declined to attend this meeting called by A. E. Smith, M.L.A. for Brandon,

⁴⁷ Minutes of School District of Brandon 129 - March 25, 1922

⁴⁸ Brandon Daily Sun - March 29, 1922

⁴⁹ Ibid - April 12, 1922

Meanwhile the trustees presented a united-front stating "that Mr. J. F. Kilgour's letter appearing in tonight's issue of the Sun be unanimously adopted as expressing the views of the Board in regard to the school situation."⁵⁰ They then decided "not to admit any beginners at Easter, and that attention be drawn to the fact that leading authorities are of the opinion that children who start school at seven years of age, soon catch up in their school work, to those who start at six, because of their greater maturity."⁵¹

The local press continued to support the trustees in their uncompromising policy and bitterly attacked the militant and unswerving attitude of the teachers:⁵²

The Teachers' Union is no kid-glove organization in its methods; it is extreme in its rulings and drastic in its power. The School boards should federate to cope with the autocratic organization. The interests of all the boards are practically the same, and they are openly elected. With the interests of the people at heart and in the cause of moderation in sentiment, efficiency in patriotic education and economy for the tax payers, a national federation of school boards could aid us on our way to normalcy. This is a good time to propose such a move.

Two days later the trustees accepted an invitation to attend St. Matthew's Church in the company of the City Council.

Time was running out but more meetings were held by trustees, teachers and the public -- singly and together. On April 17 one of the final full-scale attempts at reconciliation took place. A special joint meeting was attended by all trustees except Mr. Bullard, by rep-

50 Ibid

51 Minutes of Brandon School District 129 - April 10, 1922.

52 Brandon Sun Editorial - April 13, 1922.

resentatives of the teachers, Messers Tingley, McDougall, Scott and Hogarth and Misses Parkinson, Pilling and Shea. Citizen representation included Rev. A. E. Smith, M.L.A., W. Hill, C. Morriss, W. H. Marlatt, G. B. Kennedy, Mrs. Ellams and Miss Beatrice Brigden. The meeting was the typical cat and mouse game. Neither side seriously attempted any honest or workable compromise. Chairman Fitton "asked Mr. Tingley if the teachers had any proposition to submit. Mr. Tingley replied that they understood that they were to discuss a proposal of the Board."⁵³ Trustee King then suggested that the teachers be asked to carry on for May and June on the basis of 25% reduction in salary. He wished the staff to know that they had not been dismissed as some had stated but that the Board had terminated all contracts simply because it had not the money to carry on, on the basis of the present schedule. The Board was most anxious to re-engage the staff on a basis of salary for which they had the money to pay."⁵⁴

The Brandon Sun reported on this meeting that "it has developed that if the teachers are willing to accept the reduction of salaries for the next two months, the Board will re-open negotiations. Before September, a new schedule will be prepared and submitted to teachers."⁵⁵ If this report was correct and if the Board was sincere in the gesture, it suggested this as one of the last chances at reconciliation. Unfortunately, both trustees and teachers let the opportunity pass them by. Little progress was made and the teacher representatives retired for five minutes. On resuming, Mr. Tingley answered that the executive

⁵³ Minutes of School District 129 - April 17, 1922.

⁵⁴ Ibid

⁵⁵ Brandon Daily Sun - April 17, 1922.

could give no answer. The following day (April 18) the teachers turned down the offer and insisted as before, on an outside board of arbitration. The Board proceeded to approve applications made for positions on the teaching staff. The Brandon "strike" by this time had reached national importance; trustees' organizations supported and applauded the efforts of the Brandon Board in its encounter with the so-called power of organized labor in teacher organizations. On April 24, "six hundred Ontario School Trustees opposed by an overwhelming majority, the proposed formation of an arbitration board to mediate salary disputes."⁵⁶ The next day, the Brandon Council of Women requested the Board to meet with them and to reconsider an arbitration for the settlement of the salary dispute. This the Board refused, and thereby another chance of compromise or reconciliation ended. By April 27, teachers were reminded that contracts would terminate in one more day. On April 29, Clarence King the Chairman of the Management Committee was authorized to devote his full time for a week to aid new teachers and the members of the Board were assigned to supervise operations at various schools on May 1:⁵⁷

Alexandra School	- G. Fitton
Fleming	- W. N. Sutherland
Park	- Dr. F. S. Spiers
Central	- J. F. Kilgour
Collegiate	- Clarence King
King George	- D. F. Creighton
McLaren	- Rupert Magee
David Livingstone	- Dr. Condell

56 Brandon Daily Sun - April 24, 1922.

57 Op. Cit. April 29, 1922.

The children were told by trustees that the schools would operate as usual on Monday. When classes finished on Friday evening, 87 teachers walked off jobs which some of them had occupied for many years, and to which most would never return.

The schools did open on Monday as had been promised; but it was scarcely "as usual" in the manner predicted by the Board. The Brandon Sun on May 1, reported that "part of the classes of the Collegiate are being conducted and every public school has some teachers. Others are expected to arrive and the situation will right itself in time."⁵⁸ In the Collegiate, junior classes were handled by senior students, and students also took charge of some elementary schools. A number of classes for a time failed to operate at all. The rest were manned by College students, married women, retired or unemployed teachers and almost anyone who could perform a minimum of service. Each day the press reported a gradual staffing of the schools and after a few weeks the classes did take on a semblance of organization and system.

The month of May saw the resumption of school operations and the outward appearance of order. It was during this period that the most bitter public controversy took place. Until May 1st, the actual withdrawal of teachers seemed a mere threat by the teachers or a bluff by the Board. Suddenly the public realized what had happened, and the City was divided and torn by dissension never before known in its forty years of civic growth. Here was a City that had worked conscientiously

⁵⁸ Brandon Daily Sun - May 1st, 1922.

to build a school system, to cultivate a tradition, and to acquire a competent staff. Now it appeared that the best efforts of school-board, public and teachers stood in peril of collapse as eighty-seven teachers were fired or left their jobs. Brandon was harshly labelled from coast to coast as "anti-education", "anti-labor" and generally regarded as a rather poor financial or business risk. Worst of all, the citizens were caught up in the conflicting claims and counter claims of School Board, Teachers, the sympathizers, the Press and various pressure groups. The bitterness and rancor continued for many years after 1922 and only the passing of time has made it possible to view the events with anything approaching a dispassionate objectivity.

The case of the Board was set forth for public consumption by Chairman George Fitton in a letter to the Editor of the Free Press, May 1, 1922, and is included here as an adequate summary of the Board's case:

After cutting all its other estimates to the bone and leaving woefully inadequate provision for the necessary costs of maintenance and repairs, the net result was that without dealing with the previous year's deficit, the board found itself with less than enough to pay 75 per cent of last year's teaching schedule. Even with that a shortage of \$12,000 could not be overtaken even by throwing overboard the departments of domestic-science, manual training, art and physical instruction, which seemed inevitable.

With these conditions before it, the board having decided that it had no choice but to live within its available income, placed the situation in a general meeting before the teachers and invited them to consider the situation. The main facts above outlined were stated. The board had no margin of funds to serve for dickering or bargaining and believed, moreover, that anything of the kind would be unworthy, and so frankly and at once placed the predicament before

the teachers, in the hope that they could see their way clear to make it possible to carry on for the present without undue change or dislocation. At the same time it was made clear that the board could not find funds or honestly pretend to offer more than 75 per cent, of the schedule then in force effective 1st March, which was equivalent to a reduction of 20 per cent, effective 1st January. Also, it followed and was made equally plain that a refusal to accept what the board could offer would of necessity mean termination of contracts at the earliest date, which was 30th April.

The teachers, with the facts thus put carefully and in detail before them, took from Monday to Saturday to consider, and then pronounced their joint ultimatum of rejection of the board's offer in a studied memorandum in which the surprising view was expressed to the effect, that financial ability or inability on the part of the board or city was an irrelevant factor in the case, and one which did not concern the staff.

Since then the board, in the hope that all or many of the teaching staff would have been willing to reconsider their attitude, invited them to state on what terms they would be willing to continue till July. Again the answer was an uncompromising demand for the last cent of the old schedule and the reversal of the board's previous resolution as the only condition of continued service. The members of the board have repeatedly said that they would be prepared to submit to any personal humiliation if thereby a way could be found of solving their problem without disturbing our schools, but no ray of light has yet come from any quarter and apparently the only course ahead is the straight line of their duty as they have conceived it, however disagreeable, and to seek and find competent teachers on terms that can be met.

Without attempting to be exhaustive in a statement already too long, brief reference may be made to certain comments issuing from the teachers' association:

1. The board has never put forward civic deficits as a principle upon which to fix or reduce teachers' salaries. Brandon's financial disability is an effect and not a cause and is part of a widespread condition peculiarly acute in western Manitoba. What the board has said is that it can only pay what it receives or can reasonably get and must limit its engagements accordingly. If the salary offered to a teacher by the board, is unacceptable to the teacher, it is the right of the teacher, never questioned by the board, to decline the offer and seek employment elsewhere in a free and open field. In the present case it is not without significance that the teachers are not content to make their decisions individually but have proceeded collectively. Moreover, they are not satisfied to permit the board unhampered to seek new applications on the footing of existing

economic conditions and values, but through their federation have publicly attacked the Brandon schools and endeavored to warn off all intending applicants. The board has no discredit to cast on trade unionism in its relation to trades and believes that often in its history it has justified itself, but not with many others, including a remnant of the teaching profession. We have deplored this movement in the teaching vocation as not in harmony with its essentially personal and individual relationship and functions.

2. It is quite true that the board, in asking the teachers to accept a reduction, did not in so many words tell them blankly that they were being overpaid. If conditions had permitted, the salaries would doubtless have remained untouched. But here it must not be forgotten that the very economic conditions which the teachers were asked to consider and which they say do not concern them, are an essentially relevant fact in determining values. Without going into index numbers, not at hand, it will be enough to quote from a financial periodical of recent date, in which it is compendiously stated that "the purchasing power of \$1,000 this year will approximate that of \$1,500 in 1920." This statement will be borne out by general experience, and wages and salaries generally have been and are being reduced accordingly. Indeed it was expressly stipulated in agreeing to the advance recommended by the Board of Reference in January, 1921, that the schedule then adopted would be subject to change with changing economic conditions. When it is realized that on the figures just quoted the teacher who today receives the same salary in dollars as that given at the close of 1920 is receiving one-half more in value, it will be apparent that instead of the proposed 20 percent reduction for the year 1922 (or 25 per cent for 8 months) being an actual reduction of the salary in value as at the end of 1920, the value after the reduction is still greater than at that time. Also the previous and sharp increases in the teaching schedule must in fairness be remembered. Allowance must be made for some additions to staff, but the following figures will be of interest:

Teachers' Salaries Paid	
1917 \$ 66,882.50
1918 75,636.43
1919 82,316.35
1920 115,556.21
1921 134,838.88

The salaries paid this last year to the teachers have ranged between \$1,100 and \$3,600 with an approximate average of \$1,700. Incidentally it may be noted that in the period 1911-1921, during which the city's population has not appreciably increased, although curiously the school population has increased, the school rate has

more than doubled, viz: from 6.69 mills in 1911 to 13.8 mills in 1921. Of interest too is the statement made at the annual meeting of the Educational Association of Ontario as reported in the Toronto Globe of April 21, of this year, that (presumably in Ontario) at the present time the average salary for men teachers is \$1,348 and for women \$817. Moreover, by way of comparing the heavy load that Brandon bears for the support of its schools with other cities greatly its superior in wealth, as also it may be stated that the Monetary Times of April 7 last, records the 1922 expenditure of Kitchener to be that of \$156,893, and that for 1922 the expenditures of Guelph to be \$149,160. Compare this with Brandon's of over \$230,000 exclusive of the deficit carried over from last year.

3. At a late stage in the present difficulty, the suggestion of arbitration was put forward. This in the opinion of the board is futile and illusory. For one thing the problem of the board and city is a financial one. No award based on abstract ideas as to the value of a teacher's services could be of the slightest value unless it put the board and city in funds. In other words, whatever any arbitrator might think, the city can only pay what it can reasonably find means of procuring and that limit has been already strained and exceeded. The only possible financial relief that has been suggested is the proposal of a member of a women's organization that pay-teas be held to raise money. But on other grounds, the suggestion of arbitration is idle and points to a complete misapprehension of the duties and responsibilities of the board of school trustees. They are a democratically elected governing body charged by statute with the express duty of appointing and fixing the remuneration of individual teachers according to the worth and value of each. In the nature of things - and the board is so advised - school trustees cannot delegate this function to an outside body or person, however well-intentioned and competent that body or person may be. The board can no more, without express statutory authority, delegate this function in these circumstances than the City Council could delegate the strengthening of the pass rate on municipality by-laws to an outside body. Our present system of school administration by local boards of trustees may or may not be wise. It might be better to turn it over to a unionized Teachers' Federation and allow it to make direct levies on municipalities without the intervention of autonomous school boards, but such is not yet the law of the land and it may be that the electors do not wish it to be. Meanwhile the school trustees are sworn to do their duty according to their best judgment and discretion, and in the present case they are endeavoring to do so according to their light and under a heavy pressure of anxiety and responsibility.

4. The pretence that the local Teachers' Association and the Manitoba Teachers' Federation have not instituted a boycott and a blacklist against the Brandon School board will not bear the light. Every teacher in the province has been circularized in an ex parte statement and exhorted to be "professional". The board's advertisement for teachers has been blanketed by a similar notice to teachers issued by the Federation. Many teachers on the local staff were undoubtedly compelled against their own judgment and that of their friends to submit to the collective tyranny of the union is signing a collective ultimatum. Teachers who had accepted positions have stated that the pressure of the teachers' organization was such that they were afraid to present themselves for duty, and worse that all their friends and relatives of teachers have joined in an organized attempt of students, to break up the school programme by hooliganism and disorder. If proof were needed of the real character of the Teachers' Federation, it is to be found in an appeal made to its members in their official bulletin of March 29, 1922. On the cover appears the words "Our Slogan for 1922 --- Every Teacher in the Province a Member of the Federation". The greater part of the content bears on the Brandon situation and on the last page follows a sinister and significant utterance: "The Brandon case should unite us. At any rate it will show to what extent the Manitoba Teachers' Federation and the Canadian Teachers' Federation have appealed to the teacher. It is doubtful if the ex-teacher has been reached. We shall see --. The wheel that does the squeaking is the wheel that gets the grease." Any appeal to unworthy motives more direct or cynical, it is hard to imagine, and the hope can be devoutly expressed that the great teaching profession has not reached a stage where its spiritual ideal will dip its flag to an appeal to join in a boycott against the schools, pupils, fellow teachers, and to combine with any such object as squeaking for grease. With so baleful a principle of action, poisonous as it is to the youth of our land there can be no compromise. It is true that the periodical in which this sentiment is so frankly and even brutally expressed circulates only among members of the Federation, and many would doubtless disapprove of its crudeness and perhaps even of its intent: but the deplorable fact is that it is put forward as a slogan and a principle for action. The battle is not local but throughout Canada as appears from the press reports generally and particularly the proceedings of the Ontario Trustees Association at Toronto and the pointed utterances of Judge Scott on that occasion. It is a battle not with individuals; for this board has no hostility toward its late staff, and has always desired to hold high the honor and prestige of its teachers; but it is a struggle with the necessities of the case and for the rights of the community. Such is the issue.⁵⁹

⁵⁹ Winnipeg Free Press - May 6, 1922.

The Brandon Local of the Teachers' Federation, supported by the Provincial Executive and other national Teachers' Organizations, attempted to set up welfare funds and inserted numerous advertisements in newspapers, outlining their case and black-listing the Brandon School Board. Two such advertisements demonstrate the Federation's support of Brandon teachers:

The Manitoba Teachers' Federation and the
Brandon School Difficulty

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Having been attacked and seriously misrepresented in the public press, the M.T.F. considers it time that the public were advised of certain facts in connection with the difficulty between Brandon School Board and the Teaching Staff.

First--The Brandon Teachers are not on strike. They were presented with an ultimatum - 25% reduction in salaries or notice of dismissal. The teachers were expected to give an answer at practically an hour's notice, but as a favor were allowed three days. They refused to accept the 25% reduction. They were dismissed. The majority are out of employment. They have been and are willing to return to their classrooms, and leave the question of salaries for May and June to arbitration.

Second--The M.T.F. has put neither ban or boycott upon Brandon. It is their duty to protect all members of their profession. This they endeavor to do by requesting all teachers who contemplate applying for Brandon positions to ascertain the facts in the case, and then act as ^{an} honorable profession.

Third--The M.T.F. holds itself bound to supply its members with a true history of the Brandon difficulty. It endeavors to live up to this obligation and will continue to do so.

The argument of "No Finances" will be considered tomorrow.

Signed, Manitoba Teachers' Federation.

60 Winnipeg Free Press - May 15, 1922.

The Manitoba Teachers' Federation and⁶¹
The Brandon Deadlock

Article II

The Brandon School Board offers as an unanswerable argument, the statement that they have not sufficient funds to pay more than 75% of the salaries they contracted to pay to their late staff.

If this be true, who is responsible? The schedule of salaries was accepted in February 1921. Estimates for the year were calculated on this basis. Provincial statutes require the council to provide the funds asked for.

If they did not do so, why? The Mayor of Brandon says the financial standing of the city is excellent. Why then bring about the deplorable conditions to save approximately \$7500?

If on the other hand, it is necessary to retrench, it simply means that Brandon City desires serviced for which it is unable to pay.

Why not trim the non-essentials and support education?

Why expect Rolls-Royce service on a Ford income?

Even if education must suffer, let it be remembered that elementary schools alone are obligatory. If Brandon cannot pay for secondary education, then cut the coat according to the cloth.

If lack of funds is the REAL reason for the action of the School Board, a good case could be presented to impartial arbitrators.

Why does Brandon refuse to arbitrate?

Watch for No. 3 Tomorrow!

Signed, Manitoba Teachers' Federation.

One of the most eloquent voices for the Board's policy was that of Justice Kilgour. His statement to the Press, while not acceptable to the teachers, nevertheless carried considerable weight in the eventual public acceptance of the Board's actions:⁶²

61 Ibid

62 Winnipeg Free Press, May 10 - 1922.

"BRANDON TRUSTEES MUST CARRY ON", SAYS KILGOUR

Asserts Resignation of Board will not alter Situation

"I am sure there is no member of the Brandon School Board but would sacrifice anything of dignity or self-esteem if some just and right means could be found of restoring harmony and goodwill in the community" on Monday, declared J. T. Kilgour, K. C., a member of the board, when approached by the Free Press special representative to see if there was any hope of an olive branch of peace being held out by either side in the existing impasse between trustees and teachers.

"Judging from the general character of the comments emanating from the Teachers' Federation", said Mr. Kilgour, in the course of an interview, "their ground would appear to have shifted completely. At the outset the local teachers' association collectively refused to entertain the proposed reductions in salaries, as being unjust and imposing on the teachers a burden that should be borne by the community. This ultimatum was made, and repeated in spite of the board's anxious efforts to find some common ground upon which to meet the teachers and make an agreement with them.

Teachers' Position Untenable

The board, by correspondence and by conferences sought by itself, with the teachers, asked them on what terms they would carry on, but was met with a solid front and point-blank refusal to recede from the teachers' original position. Now evidences are multiplying that the teachers have had it borne in on them that their position is untenable. They seem to realize now that the financial situation and economic conditions generally are exactly what the board represented them to be. So now it is urged that the board lacked finesse and was undiplomatic, and has therefore forfeited the right to fulfill its prescribed functions.

For this, the teachers now say, as I understand it, they will have no dealings with the board, that, in the words of the President of the Federation, E. K. Marshall, in his extra-ordinary statement, published Monday, "The Brandon school board is not worthy of its trust", and therefore it is to be inferred, must abdicate. There is not a member of that board but would gladly do so if thereby he could get rid of his responsibilities to the public, but they do not so conceive their duty, and if they were to resign in a body it would not in the slightest degree alter the situation or change the character of the real issues.

One of the issues now plainly is as to whether the citizens and rate-payers, through their elected representatives as the school board, shall or shall not be permitted to exercise democratic

functions any time the right is challenged by an interested group - in this case a teachers' federation. This is the whole meaning, now of the demand for arbitration.

Shall the People Rule:

Shall the people rule? Shall they, through their chosen representatives, determine what teachers they shall employ or what the community can afford to pay them, or, merely because a union or federation or association, be they teachers or any other class or group, choose to say they do not trust the people or their elected representatives; is popular government to be set aside in favor of some so-called independent tribunal, or is it to be said that an arbitrator must be approved to pass on the veracity of our mayor and public servants when in their official capacity, they solemnly aver that the financial situation and the ability of the city to pay what they are?

Outcome of Bitterness

If the proposed arbitration is not as to this, what is it to include? Whether we must pay more than we have? The whole outcry is unreasonable and is the outcome of bitterness. Of this it may be said, as of the tares in Scripture that were sown, "an enemy hath done this." The enemy to our local community that has sown much of this distrust and bitterness among friends is not far to seek. That enemy has already sought to propagate the belief in teachers and school children alike that "the wheel that does the squeaking is the wheel that gets the grease" - (Federation Bulletin) - and has, on its own admission, issued statements to the teachers of Canada, so that they are now said to be "convinced that the Brandon school board is not worthy of trust."

The board deeply regrets that the teachers so regard it personally, but it cannot shirk its duties, and while it would go any length for honorable conciliation with its former staff, it has done, and must now do its best to carry on with other help and loyally stand behind its new staff.

At the same time I have no doubt it would cordially welcome applications for places still vacant from members of the former staff who are willing to apply."

During the first weeks of the teachers' removal, conditions in Brandon Schools were obviously confused and chaotic. Many pupils absented themselves from class and older students often showed open defiance of all authority. A number of Brandon parents attempted

to enroll their children in Portage la Prairie and other schools but were refused admission. Teachers were threatened with violence for accepting positions on the Brandon Staff and were generally labelled as "scabs" or "strike breakers". The Free Press of May 10 reported that:

Threats are being held out against persons joining the teaching staff of the school board for the purpose of deterring them from entering upon their duties, according to the statement made at the board meeting, Monday evening by Clarence King, chairman of the management committee.

One young lady, said Mr. King, has been told she would be liable to a fine of \$50 if she taught without a certificate, and another teacher, a married woman, had been told her husband, employed on construction work at the asylum, would be discharged should she attempt to teach in the local school.

Hamiota Girls Decide to Stay

Other young ladies, university students, and living in Hamiota, had been found lodgings in Brandon, preparatory to them starting in teaching, but such representations had been made to them by certain parties that the young women had declined to return home. However, members of the board had spoken to them and they had agreed to remain. Mr. King said nine new teachers would start in today, making a total of 44.

Board Doing "Nervy Thing."

He admitted the board was doing a nervy thing in setting on teachers who did not possess certificates, and this might be construed by certain parties to be a defiance of the provincial education department. The issue had been forced upon the board. It had to provide education for the children, and it was trying to get certificated teachers. Failing that, the board was seeking to get good men and women for the positions.

As the board recognized the importance of getting the new teachers installed as speedily as possible, members agreed to assist the chairman of the management committee in allocating the newcomers to their respective schools today.⁶³

By May 15th the animosity probably reached its peak, and

63 Ibid

it was then by no means clear that the School District would be able to operate the schools without violence or the breakdown of authority -- and perhaps without the legal certification of teachers by the Department of Education. The local feeling of those unsympathetic to the teaching staff, is forcibly seen in the editorial appearing in the Brandon Sun. As has been mentioned, the editorializing was not confined to the editorial page and considerable slanting of the news did occur.

THE SCHOOL SITUATION

The Manitoba Teachers' union is advertising in outside newspapers to impress other communities with its power in controlling the school situations in Canada. The threats are addressed in type to Brandon because this city was to the forefront in a struggle for economy and efficiency in public school education. Before the end of this year the attempt to strangle the education of our children and to raise the taxes to prohibitive figures for the benefit of the Teachers' union will have extended enormously because by that time many other cities will have had to retrench. The Teachers' union is assiduously propagandizing in fields where the taxpayers are restive and the situation promoted in Brandon was being used as a club to hold over other school boards and citizens. That is the reason for the intensity of the union anxiety over Brandon.

One of these advertisements of the Manitoba Teachers' union however, is a puerile threat to Brandon. The city is told that the "school troubles are hardly begun." The boast of the union is made in the announcement that "not for years to come will a competent teacher be able to regard Brandon as a permanent home. He can have there no continuing city." It is to be doubted if even so powerful an autocracy ever believes it can drive competent teachers from a city for long merely because they are not members of one particular union. Sovietism of that type cannot exist long in a democratically free country, however sinister and insidious the methods of labor unions might be in Canada.

The advertisement of the Manitoba Teachers' union in question concludes "Even when the present difficulties are smoothed over and the school board's fear of arbitration is eloquent of the weakness and injustice of its cause -- it will take years to build up a capable staff. These will be years filled with wasted

time for many children, of much wasted effort under novice and incompetent. But children have time in plenty - and who cares?" Now it must be stated that up to this, no one in Brandon has attacked the staff of the public schools which went on strike either for their accomplishments or suggested lack of them. The public school board has been rather particularly courteous to the old staff and has very properly attempted to continue cordial relations with them. But the Teachers' union has struck a new and challenging note to citizens of equal intelligence and honesty to itself. The Manitoba Teachers' union has but one idea of a "competent teacher." It is one who pays the union dues. Belonging to the Teachers' union does not qualify any teacher in competency. School boards can still pay union wages, and have poor teachers. Not even all of the teaching staff concerned in the recent strike were ideal teachers. The union wage is not arranged on any pay by merit scale in any labor federation, the worthy have to carry the unworthy workers at the flat rate.

Some excellent, intelligent and rather outstanding teachers are among those which have replaced the old staff also. If the competent members of the old staff could have been linked up with the new blood, Brandon would have had one of the most vigorous and efficient teaching staffs in Canada. The trouble today is that many parents are not giving their children a square deal and are injuring the cause of their future well-being by keeping the families at home or sending them to school to annoy the classes and retard the necessary work of giving other children the efficient education they are entitled to.

While the April report of ex-superintendent White is not good reading or good commendation for some of the striking staff of the Brandon public schools, there are other evidences that not all education and discipline in our public schools has been efficient. The hooliganism and lawlessness among the scholars in the weeks past has shown the effect of some unfortunate views that seem to have been common in our schools. The late behaviour of some of the pupils was no recommendation that the ex-teachers have been instilling into plastic minds ideals of decent citizenship, fair play or good manners.

To the credit of the young people it must be acknowledged they were blandished by outsiders, received tacit encouragement from misled people and were incited by the chief professional agitator in Brandon. The Teachers' union asks "Does Brandon Realize?" Brandon does realize that it was the victim of local and outside plotters to make "a cause" where a little common sense and fair-play would have reduced a simple economic business arrangement. There are ex-teachers today whom it is unfortunate that the citizens seem at odds with, but are not. The disruptors do not

consider public welfare so long as they can make an "issue" for their own ends. Decent citizenship seems to have suffered a setback in the recent school situation and not all the ex-teachers are to blame, many are the victims of the mar-plots as are the children. The phase however is but temporary and the trouble-makers will get their dues. The situation may safely left now, to work itself out.⁶⁴

On the same date, the Board claimed that they had filled all vacancies in the Brandon Collegiate and only eight then remained to be filled in the public schools. The Board had previously approved a resolution "that the School Board express a willingness to fill all existing vacancies as they can create (for previous staff) without violating the obligation to the present staff."⁶⁵ The teachers however even at this late hour rejected the rather meaningless resolution as follows: (since very few vacancies actually remained)"that the public schools and Collegiate Institute Teachers, also the Superintendent, some 66 in all, would consent to reinstatement, provided that all available teachers be reinstated and the salary be adjusted by arbitration."⁶⁶ This resolution of the staff was approved unanimously. In a committee consisting of four school-board members, four from the City Council and four from the Teachers' Federation, Superintendent White stated that:

there had not been sufficient stress laid upon the educational side of the whole situation. The emphasis, he said, had been placed entirely upon the financial side and he pointed out that children must be educated at whatever cost. Mayor Cater said that you cannot have education if you haven't money. Mr. White replied "it is not a question of what you can but what you must".⁶⁷

⁶⁴ Editorial - Brandon Daily Sun, May 15, 1922.

⁶⁵ Minutes of School District of Brandon 129 - May 13, 1922.

⁶⁶ Ibid.

⁶⁷ Brandon Daily Sun - May 12, 1922.

By the end of May it must have been evident that the Teachers' case was lost. Nevertheless the Manitoba Teachers' Federation continued its support by attacking the Board and by defending the staff. Their one hope lay in solidarity. If the association could only prevent competent teachers from applying for positions, the Board might still be brought to heel.

Accordingly the following notice was distributed to every member of the Manitoba Teachers' Federation in Manitoba; and its contents were also made known in Saskatchewan and Ontario.⁶⁸

Fellow Teachers:

Inspite of the conciliatory attitude of the Brandon teachers since the beginning of the dispute with their Board, of their abstention from controversy and provocation of any kind, and in spite of a very earnest attempt to bring the dispute to a close made by members of the Federation Executive a week ago, the Brandon School Board remains obdurate.

Its only offer to the teachers has been to re-instate such of them, as it chooses at the 25% reduced salaries.

The teachers asked that their right to act collectively be recognized, that such of the staff as are available be re-instated, and that salaries be settled by arbitration; and they decided UNANIMOUSLY to reject the Board's offer. They are still ALL standing firm.

The teachers of Manitoba have given them splendid moral support. Not a single member of the Federation, and scarcely one teacher of ability, has accepted a position in Brandon. Our latest information is that the present Brandon staff is made up of approximately ten teachers with third-class certificates, nine collegiate pupils, fifteen married women and eighteen university students. It would be superfluous to comment on conditions in the schools.

This travesty of education can continue only for a time - only until a knowledge of the conditions mentioned above has penetrated through the whole teaching fraternity of Canada. In our opinion

⁶⁸ Bulletin of Manitoba Teachers' Federation - May 29, 1922.

not a single teacher of reputation will be found in Brandon in September.

This opinion is based on our knowledge of the professional loyalty already paid to our Brandon confreres by teachers everywhere.

It now remains for each and every one of us to recognize the further obligation which professional loyalty lays upon us, and to help lighten the financial burden that the Brandon teachers have assumed in their fight for principles of vital importance to the whole teaching profession.

The Brandon teachers have incurred financial losses as follows:

1. By loss of salary in April, \$2,460.
2. By loss of salary in May, \$11,500.

If no settlement is reached by June 1st, a further loss will be incurred as follows:

3. By loss of salary in June, \$11,000, making a total financial loss of \$22,960.

So far, \$1,785.50 has been subscribed on the first appeal (\$2), with 30 local associations to hear from.

Federation members are being asked to contribute \$5 each immediately and further \$5 if no settlement is reached by June 1st.

All monies will form an Emergency Benevolent Fund, to be handled by trustees appointed by the Brandon Teachers.

Every member of the profession is asked to recognize his (her) obligation to assist the Brandon Teachers and to support the Fund.

Our professional honour will be tarnished for-ever if we fail to do our duty to the Brandon teachers.

Quisque pro omnibus.

Yours fraternally, G. J. Reeve, Sec. M.T.F.

All contributions should be sent
to, A. B. Gillespie, Treasurer, M.T.F.,
140 Eugenie St. Norwood,
Winnipeg.

One of the final attempts to set the record before the public was made by H. W. Huntley, President of the Manitoba Teachers' Federation, in a letter to the Editor of the Free Press, June 1st, 1922. It probably attracted no new converts nor did it convince the Board of any wrong-doing, but it reveals how deep and bitter were the differences, and how long-lasting they were to remain.⁶⁹

The Federation executive thinks it desirable that it issue the following statement in connection with the Brandon trouble:--

The dismissed teachers have now been out of their positions for four weeks. The board, finding that teachers, whether members of the Federation or not, have universally condemned it and its methods and have refused to apply for the positions of the dismissed staff, have filled those positions by the expedient of creating teachers out of farmers' wives, university students short of funds, and public and high school pupils. Needless to say, a state of chaos has prevailed in the schools, and despite every effort on the part of the board to conceal the real conditions, these have become quite well-known to the public.

It can be stated authoritatively that up to a few days ago the actual number of qualified teachers that the board has been able to get has been less than twenty on a staff of seventy-six. Of these it is not likely that the board would retain five if other teachers were available. The board has been making frantic efforts of late to obtain permits for their so-called staff in order that they may qualify for the government grant, but this has been thwarted by the firmness of the authorities. In this respect apparently the law must be observed.

In the meantime the children of Brandon are suffering. Their education is at a standstill. How serious the effect is in this respect, could not have been more impressively set forth than in the statement recently published by Brandon's former superintendent.

The Federation wishes now to make an announcement to the public. On Saturday, May 20, the executive held its monthly meeting in Brandon. While there it acceded very readily to a request made by a member of the Citizens' committee that it meet informally the chairman of the board. Accordingly the president, Mr. Marshall and Mr. Laidlaw called on the chairman and held with him and

⁶⁹ Winnipeg Free Press - June 1st, 1922.

and other representatives of the board a very friendly conference. The whole situation was explored, and the possibility of a settlement was canvassed. It was fully realized that in the interests of the children something ought to be done. Finally from statements made in the course of the conference by members of the board, the teachers' representatives were able to say that the financial question would not be a barrier to a settlement and they had full confidence if the board would meet them that an understanding could be arrived at. What has been the Board's answer to these overtures was that a committee appeared before the Advisory Board again making petition that their nondescript staff be given permits. It may now be said that as far as the present board in Brandon is concerned the last effort at a settlement has been made. No confidence can be put in it, and one is quite within bounds in saying that it desires very ardently something else than a settlement.

The Brandon Board has persuaded itself that it has made a great discovery. This discovery is that the teachers' organization is a most sinister body, and is a menace to the morals and the liberty of the community. This is the skeleton in the closet that Mr. Kilgour makes so much of in any statement that he issues. The Board, under his leadership, have constituted themselves crusaders to overcome these latter-day infidels and to restore the stewardship of education to the care of other professions and other similarly well-qualified educational experts. May this executive demur from the position taken. In the first place the Brandon Board knows little authoritatively about the Federation. It can be stated that its opposition is based wholly on suspicion and prejudice. Other boards in the province, notably those in Winnipeg, St. Boniface, Portage la Prairie, Dauphin, Souris and Russell, and in many other communities that might be cited, have called their teachers into conference, and have learned by this direct method what the aims, methods and policies of the Federation are. But not so Brandon. All that it has ever learned is contained in the facetiously over-worked statement "that the squeaking wheel gets the grease." And of course, it has made this do double duty. The mere fact that the Federation has the confidence of all of these boards and the confidence of the Department of Education, as well as that of the Trustees' Association of the province means nothing to this Board. However, the fact of this confidence will reveal to the public how ridiculous the Brandon board is in its attempt at tilting at windmills, and by this act involving the whole structure of education in its own town in ruin.

The obduracy of the board is phenomenal. It has refused arbitration, it has told public meetings that it will not be influenced by public resolutions, it has dented the mothers'

petitions, it has refused the olive branch extended by the Federation, and it has refused mediation offered by disinterested citizens of the province. Yet it asks the public generally to accept its appraisal of the Teachers' Federation. The whole position is so ridiculous, and so evil in its results, that one finds it difficult to imagine that someone will not yet call the board to time and make it face the consequences of its acts.

It may be said in conclusion that many Brandon teachers are doing what they can to mitigate the consequences to the children. They are giving them private tuition as far as this is possible. Institutions such as Brandon College and outside collegiate institutes are rendering some aid to High School students. The Federation is anxious that in this respect everything be done that can be done.

The Executive
per H. W. Huntly."

Evidence of active sympathy continued as late as June 14 and as far distant as Toronto. The Globe reported "that eighty-eight teachers in Brandon are without means of subsistence, according to a prominent pedagogue; 'the least we can do is keep them alive by collections."⁷⁰

By the end of June it was finished. C. W. Webb, M. A. had been appointed Brandon's new Superintendent of Schools and J. A. Brown, B. A., accepted the Principalship of Brandon Collegiate. By September the new staff was complete

These were listed in the Brandon Sun, ready for September
⁷¹ Opening:

⁷⁰ Toronto Globe - June 14, 1922.

⁷¹ Brandon Daily Sun - September 5, 1922.

TABLE XVII

BRANDON TEACHING STAFF, SEPTEMBER 1922.

Collegiate

Ja. A. Brown, Principal
 E. J. Harwood, Director
 I. J. Reid
 Fred Grug
 Anna Kelly
 Hazel White
 Marion Black
 Kathleen McDonald
 Wm Stewart

Alexandra

G. R. Rowe, Principal
 Hugh S. Brown
 Vera Lamont
 Lucy Sallans
 Catherin Fraser
 Mrs. Johan Wilson
 Ella Barbey
 Isabel Munro
 Marguerite Wright
 Mary Cannon

Central School

Joseph B. Gillesby, Principal
 E. J. Rennick
 Mrs. J. B. Gillespie
 Anna M. McDonald
 Mary Brockman
 Gladys Corestine
 Mrs. H. Crossley
 Mrs. Rosie Ferrier
 Katherin Margin
 Winnie Hunt
 Florence Merril
 Beatrice Boutillier
 Winnie Tool
 May Bradley
 Hildred Smith

King George

Arthur G. Vale, Principal
 W. A. Wood
 Mrs. Melinda Fronin
 Ella Ferguson
 Hope McInnon
 Matilda Crake
 Pearl Whaley
 Mary E. Down
 M. L. Day
 Jennie Pescoe
 Mrs. C. Southwell
 Marjorie Abey

Park School

Donald S. Lent, Principal
 Lois M. Smith
 Arthur Paschal
 Margaret Preice
 Mary Louise Clark
 Jean McCarr
 Miss H. Critchley
 Ethel E. Williams
 Mrs. A. V. Hunter
 Hilda, Pottinger

David Livingstone

John A. Urquhart, Principal
 Margaret Cranston
 Ethel Bannister
 Jean Ekins
 Velma Houck
 Mrs. Alice Eley

McLaren

William Stewart
 Lucy Brown

Memories of issues grow dim and the solidarity of teachers could not withstand the problems and pressures that beset them.

By September 1922 the strike was largely a thing of the past. When the Brandon Schools opened again, ^{the} dispute was only an unpleasant memory. The School District had taken extreme measures for reasons of economy, which in its own view, were urgent and justifiable. The Teachers' Federation had refused to accept these harsh economy measures because such actions seemed completely unnecessary and ethically wrong. The trustees argued that there was no alternative to slashing teachers' salaries by as much as 25%. The decision to sever relations with the Board was arrived at by the teachers, who simply refused to accept such reduced salaries as a condition of continued employment. The staff argued vehemently that they had been hired under proper contract by the Board. To these salaries the trustees had morally committed themselves early in the year, and therefore the Board was honor-bound to carry out its obligations for the balance of the school term. Thus (from the teachers' point of view) it was legally and morally wrong for the School District to impose any such drastic cut of 25% on March 1st, since it left the staff with only the choice between surrender or dismissal.

After the battle was over what had really been lost or won? Few of the spoils of victory could be claimed by the teachers. All lost their jobs, though a few were rehired in subsequent years. An income of two months was sacrificed since not many found comparable employment after May 1st. Most of the staff were eventually re-located

in other teaching positions, and in later years they apparently recalled the Brandon Strike as merely an unhappy or painful experience. Although the dispute probably did accomplish something in unifying the organization and in creating a stronger spirit of professionalism, the results were something less than a triumph for the Manitoba Teachers' Federation. These outcomes, however important they may be today, were of doubtful practical value at the time and are certainly difficult to measure now in terms of concrete and lasting benefits.

What were the benefits or advantages for the public and for the Board? There was the dubious satisfaction of maintaining the power and authority of the elected representatives; for it was no mean feat to have dismissed an entire staff of 88 teachers on May 1st, to do battle for four months with them and their colleagues throughout the Province, to have risked the wrath of an aroused public opinion, and then to succeed in re-opening the schools with a completely new teaching staff ready for action on September 1st; but this was not the reason that the School Board had staked its reputation and gambled with the future of the schools. The only real justification ever given by the Board for initiating the policy leading to the conflict was one of financial necessity. They never apologized for what they had done, for it seemed to them that they had been given no other choice. What after all did the City really gain, and was it worth such a price?

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On July 10th the Board estimated their savings as follows:

⁷² Minutes of School District of Brandon - July 10, 1922.

TABLE XVIII

ANALYSIS OF SALARY SAVINGS 1922

Payments Required on Old Schedule:

Ex-Teachers' Salaries (January to June)	\$73,893.60
Superintendent of Schools (January to June)	2,160.00
Specialists, etc. (January to June)	6,690.00
Physical Education Specialists (January to June)	<u>1,470.00</u>
Total Payments on Existing Scale	\$84,213.60

Payments Made on New Schedule:

Ex-Teachers to March 31, 1922	\$42,106.80
Ex-Teachers for April	11,574.06
New Staff - May and June	<u>14,870.70</u>
Total Actually paid	
Savings	\$68,551.56
	<u>15,662.04</u>

Cost of Ex-Staff Sept. to Dec. (old schedule):

\$57,182.40

Cost of New Staff

40,600.00

Savings September to December

\$16,582.40

Total Savings (1922) \$32,244.44

This apparent saving of \$32,244 was a highly deceptive figure because certain other expenses and educational losses were discounted or ignored:

1. Five fewer teachers were employed and this reduction alone would account for a large portion of the savings claimed above;
2. The pupil-teacher ratio was raised to the extreme figure of 45 pupils per classroom.⁷³
3. Many unqualified teachers were employed during May and June at salaries considerably less than those required for qualified teachers.
4. The months of May and June, while admittedly of some educational value, were in large measure lost by pupils. Many of them actually missed their grade-promotion, or floundered the following year.
5. The hiring of new staff members at rock-bottom salaries was bound to lose its financial savings in time, since these persons'

73 Ibid.

salaries would rise on schedule with normal yearly increments. These figures, as will be seen later, were comparable to the salaries paid to teachers in 1921.

6. The educational reputation that Brandon acquired throughout Western Canada was that of a City with an unfavorable climate for teachers. However unpleasant this accusation may have been, it immeasurably harmed the City for the next ten or fifteen years and Brandon lost the momentum which she had developed in becoming one of the strongest educational centres of the West.

In the wisdom of hind-sight, how could the sorry debacle have been avoided? One can only assume that although both Board and Teachers were guilty of serious errors of judgment, they were sincerely interested in the betterment of education. If this was so, and there is little valid reason to doubt it, the fundamental error of both parties lay in the terms of settlement that each demanded: this was tantamount to unconditional surrender. The teachers insisted on a full restoration of all salaries and the re-engagement of all personnel as of February 28th. A further obstruction was the staff's insistence on a settlement by means of arbitration. The Board, on the other hand, failed to give the teachers any reasonable assurance that the reduction in salaries was a temporary measure, and that they were prepared to negotiate a restoration of salary levels consistent with any visible improvement in economic conditions and in the financial health of the City. Such a constructive proposal would have enabled the Board to live within its means, and at the same time would have assured teachers that there was no well-planned conspiracy to depress the conditions of work and to lower teachers' salaries. This is what the teachers' and many of the public actually believed.

So ended an epoch in futility. Little of real value came out of the struggle for either side, although the bitterness and the inflexibility may have produced a somewhat maturing and a sobering influence on the educational life of Brandon Schools as well as on the people who operated them. The students, teachers, and parents who passed through the stress of these trying times would certainly never be the same again. Perhaps, like most wars, this was the only lasting value: that Brandon residents discovered, as did Santayana, that "those who ignore history are destined to repeat it." Therefore boards or professional organizations that establish rigid and unswerving positions, run the risk of similar inflexibility from their opponents. Since the strike clearly showed that neither side had any monopoly of wisdom or virtue, it now seems safe to assume that if the Board and Federation had been less prone to sweeping generalizations, and more receptive to negotiation and compromise, the contest would never have occurred and all would have been the better for it. This then seems to be the only real lesson learned from the bitterness of 1922.

In attempting to bind up the wounds, the Brandon Sun sensibly urged the community to make a fresh start; to think once more of the children and to get on with the job of education:

So far so good. Now it is the duty of the people to allow their children to be educated under better conditions. For the sake of the children there must be maintained in every school respect and discipline. Any child or parent who interferes with these classes is robbing the majority of other

scholars the right to an education. Assured of this,
the people may rest content that the schools will be
saved for the sake of the children.⁷⁴

⁷⁴ Brandon Daily Sun - Editorial - September 1, 1922.

CHAPTER V

THE MODERN PHASE 1923-1963A. Building and Population Growth

As seen in the last chapter, the 1922 Brandon school population hovered at 3100 students. Brandon Collegiate then accommodated all those in attendance at high school.¹

TABLE XIX-A
HIGH SCHOOL POPULATION 1922-23
(Grades 9-12)

Grade IX	176
Grade X	112
Grade XI	76
Grade XII	18
Total	<u>372</u>

ELEMENTARY SCHOOL POPULATION
(Grades 1-8)²

Park School	498
Central School	664
Alexandra School	519
King George School	506
McLaren School	137
David Livingstone School	281
Fleming School	246
Normal Room	35
Total	<u>2886</u>

By September of the same year 433 students attended Brandon Collegiate; 148 of these were boys, and 285 were girls. All were accommodated in twelve rooms staffed by only twelve teachers and the principal. Since the registration increased to 462 later in the year, the pupil-teacher ratio exceeded 40 students per class room. An indication of the population trends is shown in the minutes from 1918 - 1963.

¹ Minutes of School District of Brandon 129, January 8, 1923

² Ibid - July 9, 1923

TABLE XIX-B
SCHOOL-POPULATION 1919-1963

<u>Year</u>	<u>Elementary School</u>	<u>Junior High</u>	<u>High School</u>	<u>Total</u>
1919-20	2337		218	2655
1921-22	2724		401	3125
1923-24	2854		412	3266
1925-26	2999		474	3473
1927-28	3075		487	3562
1929-30	# 2515	845	319	3679
1931-32	2434	935	414	3783
1933-34	2198	900	474	3572
1935-36	1998	831	449	3278
1937-38	1865	835	455	3155
1939-40	1698	800	411	2907
1941-42	1649	815	406	2870
1943-44	1476	686	333	2495
1945-46	1444	695	273	2412
1947-48	1439	607	343	2389
1949-50	1568	603	318	2438
1950-51	1598	595	308	2501
1951-52	1704	598	317	2619
1952-53	1746	573	276	2595
1953-54	1907	604	305	2816
1954-55	2127	653	292	3072
1955-56	2280	767	380	3427
1956-57	2551	900	436	3837
1957-58	2730	977	438	4280
1958-59	2879	1112	473	4464
1959-60	* 3936 (1-8)		1045	4981
1960-61	4054		1241	5295
1961-62	4310		1384	5694
1962-63	4450		1464	5914
1963-64	*** 4850		1560	6410

(# establishment of Junior High System)

(* Termination of Junior High System)

(*** Introduction of Kindergarten -- 300 students)

An examination of these figures explains Superintendent T. A. Neelin's concern when in 1946, he reported to the Board that the enrollment was 423 less than it had been in 1940 and almost 1500 less than in 1930. It further indicates why the school-construction of the late twenties was succeeded by almost twenty-five years of building inactivity.

The class-room space at Central, Park, Alexandra, Collegiate, King George, Fleming and David Livingstone Schools had become inadequate by 1925, for a school population of 3500 students. Consequently the Board agreed that "we make provision for a twelve-room school in the west-end, ten to twelve rooms in the east-end and an addition of five rooms to David Livingstone".³ A month or so later this programme was modified slightly and the Board approved:

1. A six-room addition to David Livingstone.
2. Six-rooms in the southern part of the city.
3. A twelve-room Junior-High School in the east-end.
4. A twelve-room Junior-High School in the west-end.

The first and second items received top priority and architects Elliot and Shillinglaw were commissioned to prepare plans for a new McLaren School in the south, and a David Livingstone addition in the north. Tenders for David Livingstone showed the best bid to be \$27,480 plus plumbing and electrical services. The Board considered this amount excessive, and decided that they would build the school themselves by using supervised day-labor.

The contracts for McLaren School -- a six class-room structure with auditorium -- were awarded as follows:⁴

A. E. Jones (General Contractor)	\$45,395.41
Yates and Neil, Heating	5.425.00
Yates and Neil, Plumbing	2,950.00
Hinners' Electrical	400.00
Total	<u>\$54,170.41</u>

³ Ibid - September 21, 1925

⁴ Ibid - April 26, 1926

A year later, with pressures of population still rising, the trustees decided to build the two proposed junior-high schools. One was at the corner of First Street and Victoria Avenue; the other was exactly one mile west on Eighteenth Street and Victoria Avenue. By now the enrolment at Brandon Collegiate had climbed to 504. W. H. Shillinglaw was selected as architect, and on December 28, 1927, final plans were settled: a ten-room junior-high school would be located in the east-end and an eight-room junior-high in the west. Construction was expected to be completed by September, 1928. The naming of the schools was assigned to the Grades VI, VII, and VIII students, who chose "Earl Haig" and "Earl Oxford" Junior High Schools. The Board evidently were satisfied with the construction by day-labor at David Livingstone, and again decided to produce both these new structures in the same way, under the supervision of architect W. H. Shillinglaw. Here ended the last major school-building project to be undertaken for another quarter of a century.

During the interval 1928-1953 the Board perhaps understandably, reflected the problems and frustrations of the times. In August, 1937, they had the chance to purchase much-needed land adjacent to McLaren School. It was decided "that W. Bygott of Raleigh England be advised that the Board is not interested in the property at 1021 - 6th Street at present." This decision so lacking in fore-sight, the school system rues to this day. The same year however, the trustees by resolution, displayed concern at the planless development of Brandon's industry, and strongly ob-

jected to the site of Brandon Packers. This location is still a sore spot for town-planners, and councillors, and to the Board's credit, they did anticipate the consequences of it.

By 1940 Canada was at war. The military authorities announced that they would take over the technical school for manning-depot purposes. The trustees then learned that the Normal School was commandeered by the army, and Teacher Training was to be moved to Winnipeg. The Chairman "was authorized to 'phone the Department, stating the feelings of the Board that space in the schools should be placed at the disposal of the military, but that Normal School training should be retained in Brandon".⁵ The Normal School was moved over the trustees' objection, and did not re-open until teacher training was organized at Brandon College. The need for all available facilities for national defense, did not stop there. A short time later the technical-school, adjacent to the R.C.A.F. Manning Depot was handed over to the Air Force, and a number of class-rooms located throughout the city were placed at the disposal of military authorities for the training of personnel.

The schools' technical training facilities, displaced by the war effort, were housed temporarily at Central School, and in 1945, Superintendent T. A. Neelin urged the Board to give serious thought to some permanent provision for Industrial Arts and Vocational Training. To this in principle, the Board agreed:

Due to the fact that Industrial Arts has expanded to a point of over-crowding and conflicts with the use of Central School,

⁵ Ibid - October 13, 1941

and whereas we have had no building suitable for this work, therefore it is moved, that this Board explore the possible construction of a building suitable for the proper conducting of Technical Arts.⁶

The plans for the construction of a vocational training school did not materialize for several years, but the interest in vocational education persisted. Steps were taken to study possible property purchases, and in May 1948, architects Green-Blankstein offered their services to build a new Composite High School. The Board fortunately realized that the post-war explosion in elementary school population was upon them, and although in 1950 they approved a new administration office in the vacated Technical School, it was decided to delay any high-school construction. Instead, they gave priority to elementary-school quarters by increasing the classroom space at Fleming School. As mentioned earlier, the trustees were apparently not aware of the original excellent plan of Fleming School. Here was a ready-made pattern for expansion, possibly unique among all the City's school-buildings. The foresight of earlier boards was ignored. A one-story addition was to be attached to Fleming and followed by another in 1961. This program was approved and the Fleming contract was awarded May 12, 1952, to Pearson Construction at a cost of \$95,509. The extension became ^aseventeen-room school, without provision for physical-education or even for the assembly of the student body. It marked the beginning of Brandon's post-war school-building era, which still shows no sign of let-up.

⁶ Ibid - March 12, 1945

In 1953, the Board studied the congestion in the South-End, and undertook to provide another twelve-room school at an estimated cost of \$160,000. It was appropriate at the time, that trustees decided to recognize one whose record of service is perhaps unique among the trustees of this country:

this board desiring to pay tribute to the services rendered in the field of education by our chairman Mr. George Fitton, gave his name to the new elementary-school to be built in the south-east corner of the city, and that it be known as the George Fitton School.

The tender of Pearson Construction was accepted March 19, 1954 at \$162,896, and the George Fitton School was built and occupied the same year. Unfortunately, the Board here again assumed that little was necessary beyond mere class-room space. Thus this attractive and otherwise well-designed structure, made less provision for the broad needs of education than were available in many schools built fifty years before. The absence of gymnasium in schools and the lack of facilities for music, art, science and library were omissions which would limit the school offerings for many years to come. Reasons advanced for this "basic-type" of school were invariably those of economy. It was ironical that such omissions in school-design were often brought to the attention of the Board, but these suggestions received little serious consideration:

that the Brandon Local No. 32 of the Manitoba Teachers' Society be notified that the plans of George Fitton School have already been passed and an auditorium is not included; although a double room is available until required for class rooms.⁸

That the Board had no real intention of using these two rooms for

⁸ Ibid - June 14, 1954

anything but regular class rooms is now quite evident. They were partitioned for class-rooms within the year, and have been in such use ever since.

Trustees had long dreamed of a school for a full-scale vocational and industrial-arts programme. An arrangement for an addition to the present Brandon Collegiate to provide industrial-arts, home economics and vocational education was actually planned, and detailed drawings were prepared. It is not quite clear in these studies, just to what extent provincial or federal grants for vocational education may have colored the thoughts of the Board. Certainly there is little evidence that the school system ever gave the same serious consideration to maintenance and operational costs of such a school, or to the opportunities for subsequent employment in the training to be offered. The real intentions and interests of students in these matters, and the extent to which they would be willing to choose related technical or vocational courses ahead of academic subjects, were never carefully examined; nor was the shortage of competent staff and the distinction between industrial-arts and full fledged vocational education thoroughly understood.

In short, the Brandon School System seemed to be prematurely intent on introducing technical and vocational education without clear and correct information as to need, cost, student-interest, staffing, or integrating with the existing aims of general education. The oversimplification of a complex educational problem has cost Brandon dearly, and has tended to impede the very real contribution that more

rigorous programs of vocational education and industrial arts could have provided.

In any event, the trustees discarded plans to build Composite School at Brandon Collegiate, when it was discovered that provincial and federal grants covered only the capital costs. It was also learned that such grants were available only for programmes in which students would be engaged for at least 50% of their time in activities specifically related to vocational pursuits. This however, did not altogether dim the hopes for a vocational type of school, for in 1955 it was settled:

that we instruct the architects to proceed with plans for two schools: a twelve-room addition and auditorium at Earl Oxford and fifteen-room Composite Collegiate at an approximate cost of \$500,000.⁹

This estimate was subsequently raised to \$550,000, and tenders were called for in March, 1956. Single and combined bids were asked for the two projects. The wide range in the submitted tenders caused a good deal of local conjecture, but provided comfort indeed to the Board:

TABLE XX¹⁰

TENDERS FOR EARL OXFORD EXTENSION AND COMPOSITE HIGH SCHOOL

	Composite	Earl Oxford	Combined
F. W. Sawatsky	\$288,950	\$203,517	\$491,000
Pearson Construction	275,000	198,000	471,000
Malcolm Construction	296,173	212,555	493,928
Peiter Leitch Ltd.	281,175	194,779	472,954
Piggott Construction	294,154	198,250	484,698
Magnacca Construction	266,993	181,000	446,993
Joe's & Co.	326,894	203,000	514,280

⁹ Ibid - July 25, 1955

¹⁰ Ibid - March 12, 1956

The tender of Magnacca Construction Co. for \$453,357 (with extras) was accepted. The submission was about \$50,000 less than the Board had estimated to build, equip, and design both schools --- a situation almost unprecedented in recent school construction.

From 1956 to the present time, there has been no year when the Board has not been involved in planning or building to meet the population swell. The next, in this seemingly endless series of construction projects, was begun September 8, 1958. It was then agreed:

that we proceed immediately to call for tenders for a 12-room school at 26th Street and Park Avenue.¹¹

This contract was awarded to Central Construction for \$108,338, and the name "J. R. Reid School" was attached in honor of the Principal of Brandon Collegiate from 1927-1949, one of the most popular and widely respected persons in Brandon's public life.

By 1959 it seemed to trustees and the public, that to the building of schools there was no end, and the necessity for a realistic and long-range programme of school construction was embodied in a comprehensive report brought in by the Superintendent and Property Committee in 1959.¹² This programme attempted to devise a tentative building schedule which could be easily modified to meet changing conditions which might integrate the plans of both Elementary and High School Boards for economy and educational efficiency. In urging a forthright and long-range building plan, the report em-

¹¹ Ibid - September 8, 1958.

¹² A Ten Year Building Programme for Brandon Schools - September 29, 1959.

¹³ Ibid

phasized the reasons for such measures, and attempted to anticipate the consequences which would result from a failure to act.¹³

THE IMPORTANCE OF A VIGOROUS AND REALISTIC SCHOOL BUILDING PROGRAM

1. Adequate educational facilities are the legal and moral responsibility of the community.
2. Adequate educational facilities along with city beautification are one factor in attracting industry and business to Brandon.
3. Proper educational services stimulate the development of the city and are a boon to building, housing-development, etc. Good housing, with its corresponding tax returns, will be a natural consequence of the assurance that adequate schools are being planned.
4. Experience has shown that the absence of an over-all planning program in a growing city proves unrealistic, expensive and inconvenient. The most economical building procedure is to avoid costly errors by planning for future development in advance.
5. A long-range building program enables City and School Board to project their building and financial requirements well-ahead of their actual need.
6. City beautification can thus be planned by City, Parks and Recreation Boards to accompany school development.

RESULTS OF FAILURE TO UNDERTAKE A VIGOROUS BUILDING PROGRAM

1. It will be impossible to accommodate the increased numbers of children entering school each year. It should be noted that the children waiting to begin school up to 1965 are already born; and the number of these 1965 beginners is at least 840, as compared to 541 born in 1953 and entering school for the first time in September, this year.
2. The harmful educational effects that will eventually follow are obvious. The serious condition of crowding now existing at Brandon Collegiate for example, is a matter of grave concern and should not be allowed to continue.
3. Financial difficulties can only result from procrastination in meeting the required school accommodation; debt services will be cumulative and sensible budgeting becomes difficult

¹³ Ibid.

if at all possible. Greater numbers of children are waiting to be educated and these numbers will continue to increase, at least in the foreseeable future. The Elementary and Division Boards recognize this financial problem and both believe it would be a disservice to the community if they failed to attack it in a forthright and practical manner.

4. City development and the attracting of much-needed business and industry to Brandon, will only be hampered and delayed by an indecisive policy of postponement. Adequate provision for schools and education is considered as important to new industries as are markets, water, labor, raw-materials, etc.
5. If school facilities are not expanded, children in the same family will often be required to attend separate schools; many students will be faced with the unhappy prospect of attending a different school each year, depending on the availability of class-rooms; small children will be exposed to traffic hazards of busy thoroughfares; individual assistance to students will become increasingly difficult in over-crowded classes, and educational standards are likely to deteriorate: the recurring incidents of student-discipline and deportment will undoubtedly be a source of aggravation, and many small children will be obliged to travel a considerable distance to attend their nearest school.

Unfortunately the coordinated operations of School District 129 and the newly formed Brandon School Division 40 came to an end in 1960. The Elementary Board nevertheless carried out considerable construction, and from 1961 to 1963 completed several significant additions to the growing system. In 1961, River-View School, designed by Ward McDonald and Associates was built by Central Construction Co. at a cost of \$151,992. It wisely provided a gymnasium but for reasons of economy, the size of the school was limited to only six-rooms on the doubtful premise that the remaining six could be economically constructed at some later date. Riverview School is a very satisfactory structure but as a six-room plant in a growing city, it is likely to prove inadequate for the needs of a swelling

population.

Reference has been made to the original design of Fleming School and its extension in 1952. The third and final addition to Fleming School was authorized in 1962. J. Jaska Co. Ltd. was awarded the contract at \$71,260.24 for the building designed by Green Blankstein & Associates.¹⁴ An interesting insight into some of the construction problems that beset conscientious and well-meaning school trustees was seen the same year in the District's new plant at Green Acres. The dilemma started when the architects were specifically directed to draw up plans for a "pre engineered" school. This type of building, according to its proponents, was supposed to yield real savings in construction-costs and would presumably prevent architects from imposing a number of impractical and expensive educational frills. Supporting the plans for the pre-engineered school were Trustees Bateman, Blackwood, Burgess, Gibson, Greaves, and Wood. Opposing were Chairman Hamilton and Trustees Leech, Robertson and Wyman.¹⁵ The decision to proceed with this new type of construction, in the face of almost half the Board in disagreement, and serious doubts from architects, was rather unusual. A second architectural firm also pointed out the advantages of standard construction over pre-engineered methods. In January architects Libling Michener and Associates estimated that the costs of a pre-engineered school would be approximately \$211,000 but tacitly warned:

¹⁴ Minutes of Brandon School District 129, March 26, 1962.

¹⁵ Ibid - December 11, 1961.

That the costs would be approximately the same for either type of construction and that the choice as to type should not be made on the basis of cost factor only.¹⁶

The majority of the Board were adamant and the contract for Brandon's first and perhaps last pre-engineered school was awarded to Central Construction Co. at \$213,432.18. Bad luck and bad weather plagued the program from the start. Difficulties associated with heating, condensation on the walls, plumbing, terazzo, delivery of materials and the customary construction problems beset the Board and the contractor at every turn. In August it was realized that the school could not possibly be finished by September. Staggered classes, with the accompanying public displeasure, were therefore unavoidable. To make matters worse, it was discovered that a serious deflection had appeared in the purlins supporting the roof structure. Acting in consultation with the City Engineer, the Building Inspector and a firm of Structural Engineers, the Board conscientiously pursued the matter. They consulted their solicitors and stated that they be made aware "of the conditions existing at Green Acres until it be completed to the Board's satisfaction".¹⁷ The steel fabricators "agreed to modify the purlins by the addition of unequal leg channel 4 5/8" wide and having legs of 4" x 6" "¹⁸ and to install such modifications in one room and to subject to load tests. The Board at one time, seriously considered the necessity of removing the entire roof, but the foregoing modifications were made. After satisfying the Board's

¹⁶ Ibid - February 12, 1962.

¹⁷ Ibid - September 24, 1962.

¹⁸ Ibid - September 28, 1962.

consultants, the Department of Education and the local building officials, the building was safely completed and occupied.

Two construction projects remain to bring this account of expansion and growth up to date. In 1963 the Brandon trustees decided that the twelve-room J. R. Reid School built in 1958, was already over-crowded. Additional class-rooms were urgently needed in the rapidly-developing south-west areas of Lark Hill, Meadows and Linden Lanes. To relieve this pressure for additional space, the District completed in 1963 a four-room extension to J. R. Reid School. In 1964 they awarded another building contract to Central Construction Company. This will be the new Linden Lanes Elementary School, scheduled for occupancy September 1964, and marks the final episode in a remarkable chronicle of building and growth commenced more than eighty years ago.

TABLE XXI

THE SCHOOLS OF BRANDON SCHOOL DISTRICT 129

Central School	1892
Park School	1904
Alexandra School (1913)	1906
Brandon Collegiate *(1962)	1907
King George School (1914)	1911
Fleming School (1952, 1961)	1905
David Livingstone (1926)	1921
McLaren School (1916)	1926
Earl Haig School	1928
Earl Oxford School (1957)	1928
George Fitton School	1954
Neelin Composite High School *	1957
J. R. Reid School (1963)	1958
Riverview School	1961
Green Acres School	1962
Linden Lanes School	1964

* High Schools constructed under School District of Brandon

B. Salaries and Organization

The strike of 1922 was seemingly settled but the acrimony over salaries and tenure rights would not disappear. In December following the dispute, Superintendent C. W. Webb urged that

The matter of drawing up a schedule of salaries for our teachers as soon as possible should be taken in hand.¹⁹

The Board had scarcely approved its estimates in 1923 when the City Council, apparently confident that they were now the sole custodians of the public purse, requested the first of a series of meeting "to discuss financial matters." This gentle warning from the Council developed into an almost annual affair, and not for several years did the School Board declare its independence by refusing to accede to persistent Council demands. A month later Chairman Doctor J. Matheson called a special meeting regarding "alleged grievances which the Manitoba Teachers' Federation has or had against the School Board of Brandon."²⁰ A resolution stated that the Board would be willing to meet the teachers collectively to discuss matters pertaining to employment. Failing a satisfactory agreement they would submit these matters to a Board of Reference. The differences were apparently smoothed out, and little in the minutes suggests any serious dispute for several years. Meanwhile Superintendent Webb was succeeded by Mr. T. A. Neelin who commenced his duties September, 1924. By 1927 the trustees attempted to secure legislation permitting school-boards to levy for capital expenditures

¹⁹ Ibid - December 11, 1922.

²⁰ Ibid - February 11, 1923.

in advance of their needs. A year later Trustee Crawford brought up the matter of group insurance for teachers. The Board "decided to take no action at present."²¹ The phrase "no action at present" apparently meant thirty-five years, for Mr. Crawford's suggestion bore no fruit until a plan of term insurance was introduced in March, 1964.

Early in 1928 the City Council renewed their pressure to slash school expenditures. A delegation including the Mayor and Aldermen pointed out:

That the financial out-look for the present year is not very satisfactory -- that the Council is faced with a deficit of \$31,000 and asked the School Board to reconsider its budget of 1928, making some reduction in the amount requisitioned of Council.²²

The trustees expressed co-operation, but stated that it would be impossible to make any reduction. The process of wage-cutting was apparently in vogue again, and the Board directed the Secretary to secure information on teachers' salaries in cities of a similar size. By 1930, another delegation from the Council asked the Board to make reductions in school estimates and also to move from the office in the City Hall since the space was needed for a library. The trustees co-operated in both matters. They reduced estimates by \$5000 and moved their offices to Park School. In May of 1931 the financial situation showed very little improvement. The School District wrote-off the \$2500 unpaid to them by the city and cut current estimates by another \$8000. There next occurred an incident, almost unique up to that time: the teachers evidently anticipating

²¹ Ibid - April 13, 1928

²² Ibid - May 23, 1928

a wave of salary cuts and a possible repetition of 1922, volunteered:

To make a contribution to the Board's finances to an amount equal to 10% of their salary for the seven remaining months.²³

The Board expressed thanks to the teachers, janitors and executive-officials and asked the secretary to convey the feelings of the Board. The offer was a gracious gesture, but it scarcely solved the mounting problems of the trustees. This was the depression year of 1933, and teachers had little heart for another drawn-out struggle or protest. Therefore, the following March, with salaries still depressed from 1922, the staff was obliged to submit to further wage cuts up to 35% for single persons and 30% for those who were married. The salary schedule of March 13, 1933 obviously imposed upon teachers a greater share of financial sacrifice than on any other group of civic servants. The severity of the reductions of 1933, is evident from the figures in Table XXII.

²³ Ibid - March 23, 1932.

TABLE XXII
SALARY SCHEDULE 1933²⁴

<u>A. Single</u>	<u>No.</u>	<u>1931 Contract</u>	<u>New Salary</u>	<u>Reduction</u>
	18	\$1000	\$700	30 %
	1	1025	710	30 %
	13	1050	720	31.4%
	4	1075	730	32 %
	1	1080	732	32.2%
	18	1100	740	32.7%
	3	1125	750	33.3%
	11	1150	760	33.9%
	2	1175	770	34.4%
	2	1200	780	35 %
	1	1300	845	35 %
	1	1325	861.25	35 %
	2	1500	975	35 %
	2	1600	1040	35 %
	1	1750	1137.50	35 %
	1	1850	1212.50	35 %
	1	2000	1300	35 %
	1	2100	1365	35 %
<u>B. Married</u>				
	1	1100	990	10 %
	1	1400	1160	17.1%
	1	1600	1240	22.5%
	1	1800	1320	26.4%
	1	1900	1360	28.4%
	4	2100	1470	30 %
	2	2200	1540	30 %
	4	2300	1610	30 %
	2	2900	2030	30 %
<u>C. Janitors</u>				
	2	1080	984	8 mos.
	1	1200	1080	10 %
	1	1260	1104	12.3%
	5	1380	1152	16.5%
	1	1440	1176	18.3%

Subtract \$3.00 + \$4.00 per day.

²⁴ Ibid - March 13, 1933.

A year earlier in that mid-depression period, the Board had decided only after much deliberation:²⁵

That the Property Committee be authorized to purchase the following repairs:

6	6"	rubber discs	@	\$1.10
6	6"	assembly rings	@	.90
12	1/8"	gaskets	@	.03
6		thermostat gaskets	@	.04
2	2 1/2"	rubber diaphragms	@	.45

The ensuing period from 1934 to 1940, brought a series of actions and counteractions between the teachers attempting to establish a schedule of salaries with a semblance of security, and the Brandon City Council striving to depress educational costs -- viz. salaries -- to the lowest possible level.

The following brief extracts from the Board minutes of this period, reveal a story both interesting and self-explanatory:²⁶

January 30, 1934 -- A delegation representing the Brandon Teachers, consisting of H. V. Bell, B Scott Bateman and Nellie Ambrose petitioned the Board for an adequate salary-schedule stating that "the teachers have been carrying an undue reduction imposed by economic conditions, and that this should be remedied this year."

February 17, 1934: The Board replied to the delegation and to a subsequent letter of H. V. Bell that the Board had already decided on the amount of their budget, but "the Board were always pleased to meet with the teachers."

February 20, 1934: Mr. Bell, Mr. Bateman and Miss Brown met the Board again and stated that the salary conditions imposed March 13, 1933 "were most drastic and requested that they be modified."

December 17, 1934: H. V. Bell, E. Fallis and W. S. Lockhart met the Board and asked that at least one half of the 1933 cut be restored.

25 Ibid - March 14, 1932
26 Ibid

- April 5, 1935: A motion was lost which would have reminded the Council that the School Board's power to levy is clearly set forth in the School Act. A less beligerant motion was adopted:
"that we accept the guarantee of the Council of April 3, to pay the School Board \$152,000 for and during 1935, and that the balance of the amounts mentioned, shall remain until satisfactory arrangements can be made."
- May 13, 1935: The Council ignored these demands of the Board and placed "less in the budget than the amount requisitioned ----- (and) the Board insists that the amounts which we submitted to June 30 for the school-budget be used". In June another request for a meeting of Board and Council was received. This meeting was not held until Oct. 1935. At this time the Chairman of Finance Committee and the Secretary were to appear before Council in connection with payment of the levy and were to draw attention to the "serious situation with regard to payment."
- January 27, 1936: A delegation of the teaching staff composed of H. V. Bell, J. H. Irwin, W. S. Lockhart, C. S. Fallis and W. J. Peden met the trustees and urged an increase in salaries. Once more the trustees "thanked them for their presentation and they withdrew."
- April 13, 1936: The City was directed to levy and collect the sum of \$152,000.
- January 11, 1937: A teachers' delegation consisting of H. V. Bell, V. A. Shewfelt, J. H. Irwin, W. S. Lockhart appeared once more to press for an adjustment in salaries. As before, they were warmly thanked, and withdrew.
- January 19, 1937: The School District approved a 5% restoration of salaries, but upset a motion for 10%. A motion to supply free texts and milk also was defeated.
- February 23, 1937: The teachers agreed to demand at least a 15% salary-restoration. This move was unsuccessful, but a few months later, September 13, 1937 the Board was able to raise funds and approve a resolution "that rubber tips be applied on stools at Brandon Collegiate at a cost not to exceed five dollars."

- December 21, 1937: A bonus of \$5000 was restored to the schools by the Utility Board. This was distributed equally among teachers.
- February 14, 1938: A teachers' Committee consisting of H. V. Bell, B. Scott Bateman, M. Bowen, Mrs. M. Cannon, and Miss Edythe Wood, urged the trustees to provide suitable salary increases in the 1938 budget.
- October 17, 1938: The customary delay was evidently pursued, and a motion by Mr. Bullard and G. Broadhurst -- (the latter being an avowed leftist with communist-sympathies) was approved: "the Board regrets its inability to make any salary revisions at present."
- February 14, 1940: A document of some significance, and one scarcely known by most Brandonites today, was received from City Supervisor, O. L. Harwood. Mr. Harwood explained what had never been admitted before: "that owing to the fact that reductions in teachers' salaries made by the Board some years ago (1933) were greater than those effected by the City, the Municipal and Public Utilities Board had authorized an increase in the School Board levy, of \$10,000 to bring teachers' salaries to a parity with those of other employees." Here was a recognition by the City's Business Administrator that unequal and gross salary discrimination had been imposed on Brandon teachers for reasons of civic economy. This was the claim that teacher-delegations had been trying to make for almost seven years. Now it was admitted as a fact.
- February 11, 1940: The trustees apparently found comfort and new confidence in this admission of the Utility Board. They thereupon decided to "ask for \$8000 in addition to the \$10,000 already granted." The Utility Board relaxed a little and conceded \$12,500.
- This incident really marks the restoration in the status and bargaining power of the Teachers' Organization to the level that existed prior to 1922. By April 1940, the trustees and Teachers' Association agreed to the following schedule. While it lacked the modern refinements of placement and increments, it did establish a desirable basic salary and a tentative scale related to this ultimate objective.

TABLE XXIII
REVISED SALARY SCHEDULE 1940²⁷

<u>Collegiate Staff</u>	<u>Present Basic</u>	<u>Revised Basic</u>	<u>Accepted Basic</u>
Mr. J. R. Reid	\$2900	\$3000	\$2403
Mr. H. V. Bell	2300	2500	1970
Mr. M. Kavanagh	2100	2300	1812
Miss E. Insley	1750	1800	1418
Miss J. Doig	1550	1700	1339
Miss M. McDole	1550	1700	1339
Miss H. Dunseith	1600	1700	1221
x Miss E. Strachan	1538	1550	1497
x Mr. A. Harris	1850	1850	1497
x Mr. S. Doctoroff	1850	1850	1497
x Mr. J. A. Ashley	1850	1850	1497
x Mr. E. Johnston	1850	1850	1497

(x) Indicates Teachers employed since Salary Cuts were put into effect.

Elementary Staff With Eight Years of Service

Miss M. Doak	1000	1150	906.20
Miss E. Fisher	1000	1150	906.20
Miss L. McRae	1000	1150	906.20
Miss I. Johnston	1000	1150	906.20
Miss D. Rhind	1000	1150	906.20
Miss L. Popkin	1000	1150	906.20
Miss E. Wood	1000	1150	906.20
Miss I. Drysdale	1000	1150	906.20
Miss H. Conley	1050	1150	906.20
Miss B. Callender	1050	1150	906.20
Miss A. Walker	1075	1150	906.20
Miss N. Ambrose	1100	1150	906.20
Miss M. Thornton	1100	1150	906.20
Miss H. Ferguson	1100	1150	906.20
Miss T. Ross	1100	1150	906.20
Miss E. Dorrett	1100	1150	906.20
Miss A. Eley	1150	1150	906.20
Miss A. Johnston	1150	1150	906.20
Miss H. Smith	1150	1150	906.20
Miss M. Thompson	1150	1150	906.20
Miss M. Wilson	1150	1150	906.20
Miss L. Harrison	1150	1150	906.20
Miss W. Hunt	1200	1150	906.20

Revised Salary Schedule continued

	<u>Elementary Staff Without Eight Years of Service</u>	<u>Present Basic</u>	<u>Revised Basic</u>	<u>Accepted Basic</u>
(Second- Class)	Miss M. Collins	\$1000	\$1000	\$807.70
	Miss J. Sutherland	1000	1000	807.70
	Miss W. Blackwell	1000	1000	807.70
	Miss G. Fulcher	1000	1000	807.70
	Miss O. Morrison	1000	1000	807.70
	Miss H. Gooden	1000	1000	807.70
	Mr. J. J. Hill	1000	1000	807.70
	Miss B. Dick	1000	1000	807.70
	Mr. R. Smith	1000	1000	807.70
	Miss H. Bjarnason	1000	1000	807.70
(First-Class)	Miss H. Fraser	1000	1000	807.70
	Miss A. Skeoch	1000	1000	807.70
	Miss D. Ward	1000	1000	807.70
	Miss C. Rice	1000	1000	807.70
	Miss M. Romanik	1000	1050	827.40
	Miss Tedford	1000	1050	827.40
	Mr. Leybourne	1000	1050	827.40
	Miss E. Patmore	1000	1050	827.40
	Miss M. Reid	1000	1050	827.40
	Junior High Staff:			
	Miss M. Todd	1025	1200	945.61
	Miss M. Bowen	1075	1200	945.61
	Miss G. Hamilton	1075	1200	945.61
	Miss E. Ward	1100	1200	945.61
	Miss E. Shier	1125	1200	945.61
	Miss F. Conner	1125	1200	945.61
	Miss F. Wilson	1125	1200	945.61
	Miss L. Mummery	1150	1200	945.61
	Miss T. Campbell	1175	1200	945.61
	Miss I. Winn	1175	1200	945.61
	Miss Cannon (M.Ed.)	1300	1300	1024.40
	Miss M. Cuff (1st)	1000	1000	906.20
	Miss G. Boyes (1stA)	1000	1000	906.20
	Miss M. Fitton (B.A.)	1100	1100	906.20
	Mr. J. P. Moore	1250	1250	1221.40
	Mr. I. Bateman	1250	1250	1221.40
	Mr. R. Lobb	1250	1250	1221.40
	Mr. H. Hyson	1250	1250	1221.40
	Junior High Principals:			
	Mr. G. R. Rowe	2325	2400	1891.20
	Mr. T. Sigurdson	2125	2400	1812.40
	Mr. J. H. Irwin	2125	2400	1812.40
	Mr. W. A. Wood	2125	2400	1812.40

27
Revised Salary Schedule continued

		Present Basic	Revised Basic	Accepted Basic
Special Education:				
Art	Miss McLeish	\$1100	\$1200	\$1024.40
Technical School	Mr. J. Elliott	1900	1900	1900.00
Industrial Arts	Mr. G. Harris	1625	1625	1306.30
Home Economics	Miss A. Wood	1300	1300	1024.40
Executive Etc.				
Superintendent	Mr. T. A. Neelin	3100	2900	2403.40
Secretary-Treasurer	Mr. F. A. Wood	2400	2300	1891.20
Bldgs. Supt.	Mr. E. Harrison	2000	1800	1536.60
Stenographer		1050	1050	827.40
Average teacher's salary	Revised Basic		\$1397	
Average teacher's salary as approved			1103	
Average Civic Employees' salary			1496	

The Council's attempts to restrict legitimate expenditures for education continued as before. In January, 1949 the School Board wisely decided that the building of schools was not to be settled by expedient, or on-the-spot-financing. They agreed to levy two mills for capital reserve. The Council, operating on the widely-accepted but erroneous view that delay means economy, pressured the Board to reduce its levy. In March the trustees issued a forthright declaration of independence from this outside interference with a publicly-elected body. They stated that:

after a joint meeting with the Council, and recognizing the importance of education to this community, and feeling that educational needs of the community cannot be met without an expenditure as set forth in the 1949 school budget, this Board cannot reduce their budget as suggested by the Council.²⁸

The City then asked for a Board of Arbitration. This, the trustees refused. Meeting with the Council, March 21, the School-Board would

²⁷ Ibid - April 24, 1940

²⁸ Ibid - March 3, 1949

not accede even to the request for a one-mill cut in the levy for Capital Reserve.

In the same year the Council did recognize some responsibilities confronting school boards, and supported a resolution of the Manitoba Municipalities, requesting increased provincial grants for education. Two years later however, the old Council pressure was again renewed that the School District should reduce its levy for educational services. The trustees on this occasion, were not to be intimidated; and replied to the City as follows:

1. The School Board have carefully made a survey of the anticipated school population which indicates that further increases in the number of beginners may be expected for several years to come. Conversion of space in existing schools will provide sufficient class rooms for new students only to the fall of 1951 and a capital levy is therefore necessary.
2. The increase received in teacher-grants is still totally inadequate.
3. The Board will continue to press for grants but in the meantime, taxes are likely to rise.

The jockeying for funds between the City and School Board went on intermittently. In 1954 more urging was received from the City. While agreeing to a small reduction in the levy for operating costs, the Board refused any cut in that for capital-reserve. In 1955 this was raised to three mills and once more a Council demand for reduction was ignored. The refusal may have spurred a special committee of trustees and alderman "to meet representatives of the Provincial Government, reiterating requests for increased

²⁹ Ibid - February 12, 1951

grants for educational purposes and especially toward capital expenditures."³⁰ The following year a message was sent to and a reply received from the federal member of Parliament acknowledging the petition for federal aid for education. No relief was received from federal sources, but a hopeful sign appeared in May, 1957. At that time a Provincial Order in Council authorized the establishment of the Royal Commission on Education.

The formation of School Divisions will be dealt with later, but insofar as School District 129 was concerned, their reaction to the Royal Commission was enthusiastic. The Interim Report of the Commission was delivered in August 1957, and by November 7 the report of the Boundaries Commission had recommended that there be established in Brandon a high-school administrative unit separate from the Elementary School District 129. In so-doing the Commission spelled the end to a unified procedure of school administration which was established in 1882 and which had evolved since that time with patience and sacrifice, into a unified school system of considerable effectiveness and energy.

Acting with the most unselfish of motives, and dedicated only to the cause of educational betterment, the Elementary Board adopted a policy supporting the establishment of Divisions and unwittingly bringing for their own system, duplication and dismemberment. No possible criticism can be directed to the motives and methods of that Board; but with the experience of hindsight it is now generally agreed that the separation of elementary and second-

³⁰ Ibid - December 13, 1954

ary schools was of no advantage to Brandon nor to Brandon's schools.

Acting on the best information available to them at the time, and with the highest of hopes, the Board in November 1958, agreed that no representation should be made on behalf of the Brandon School Board at a hearing of the Boundaries Commission.³¹ A few days later this policy was re-affirmed that:

The School Board submit to the Boundaries Commission, that it go on record as supporting the principle of the proposed boundaries, such boundaries to be flexible at the extremities based on the desires and convenience of the population of those areas.³²

The boundaries were subsequently approved, and thereby assigned secondary education of the City and surrounding rural areas to the administration of a Division Board. Jurisdiction over elementary education within the city remained with the Elementary School District No. 129. During the local plebiscite to ratify the establishment of Divisions, the Brandon Board once more supported the formation of School-Divisions and therefore its own dismemberment:

the Board approve the preparation of a brief brochure setting out pertinent points of the new Division Act and that the Board indicate its whole-hearted endorsement of the Act, and that the said brochure be distributed to parents.³³

Seldom in the educational history of the Province, has a publicly-elected body thus set aside personal or selfish consideration. The Board based its action solely on what it thought to be for the public good -- even though such action might produce inconvenience or disadvantage for the City of Brandon.

³¹ Ibid - November 28, 1958

³² Ibid - December 8, 1958

³³ Ibid - February 9, 1959

In so-doing the trustees arrived at their decision based on the premise: the Brandon School Board had for many years supported the establishment of larger units of school administration; they could not now with clear conscience oppose legislation evidently of advantage to the rest of the Province, simply because it might result in temporary inconvenience for the City of Brandon. In any event, so they believed, there was nothing to prevent the same trustees in School District 129 and School Division 40 from operating the two systems. The cleavage therefore seemed much more apparent than real. Certainly no one doubted for a moment that the two bodies, established merely as a convenient legal entities, would continue to operate as one co-ordinated and harmonious partnership, with common purposes and goals. Such however was not to be the case.

For a time, two trustees did sit on both Elementary and Division Boards, but within two years the rupture was complete and the two bodies had become separate in law and in fact. In September 1959, the School Boundaries Commission met to establish a value for the Brandon Collegiate and Composite High School in the transfer of ownership to School Division 40. The evaluation was eventually set at \$131,259.05 for the Brandon Collegiate, and \$73,745.57 as the School District's equity in the Composite School. The total of \$205,004.62 was to be paid in five yearly installments of \$41,000.92 and the Division Board agreed to assume the payments for the outstanding Composite debentures.

Two months earlier the Boards appointed a committee to "consult and to bring in a report respecting possible joint operation". Meetings of this committee were held and good progress was made. The debate over the transfer of the 1906 Brandon Collegiate and the Composite School (still not paid for) between two bodies representing almost the same parents and tax payers, appeared to some as rather unnecessary. It should be understood that a change in ownership was really a simple book-entry with a debit for the Division being almost entirely offset by a comparable credit for the Elementary Board. The main area of contention was that about 12% of Division Students came from outside the city limits and it was believed that rural tax payers also should pay a share of the cost of the old building, as well as the outstanding debentures on the Composite. On February 22, the Chairman of the Management Committee proposed the same salaries for principals in Elementary and Division Schools, to permit the free interchange of administrative staff between high-schools and elementary schools. The suggestion resulted in a tie-vote and was therefore lost. The result of this single action by the Elementary Board cut off the main source of future new administrators for public schools. The results of this doubtful economy are only now becoming apparent in the dearth of necessary leadership to fill positions of administration and supervision.

On January 11th, the trustees agreed "that this Board approve the principle of joint negotiations with the Division Board re. Manitoba Teachers' Society and Custodian negotiations."³⁴

³⁴ Ibid - January 11, 1960

The motion was carried but H. Gibson, M. Blackwood, and C. Bateman opposed. By September 1960, the consequences of demanding full payment for Brandon Collegiate and Neelin was beginning to be realized. A letter from the Department of Education advised the School District that capital payments received from School Division 40 in the transfer of Brandon Collegiate and Composite "would not be eligible for matching Capital grants."³⁵ The auditors advised the Elementary Board to transfer these funds from "capital" to "revenue" and thereby avoid loss of future Departmental capital grants. This was not successful.

By March 8, 1960 the Merger Committee of the two Boards brought in its report, which provided:

- () (a) A procedure whereby the two Boards could meet regularly to evolve co-operative policies.
- (b) A formula for the sharing of services — maintenance, class rooms, equipment and staff.
- (c) A procedure for hiring,
 1. A primary Supervisor responsible for instruction in Grades 1 to 4.
 2. An elementary Supervisor responsible for administrative procedure and staff supervision — Grades 1 to 8 with particular attention to supervision of Grades 5 to 8.
 3. A Superintendent of Schools responsible for administration of both systems and responsible to both Boards; also for supervision of all staff but with particular emphasis in Grades 9 - 12.
 4. The salaries of supervisors would be borne by the Elementary Board; that of Superintendent by the Division Board.

It was thereupon moved,

that this Board agree in principle to the recommendations of the Merger Committee as presented in their report dated February 22 and that the Management Committee implement these recommendations.³⁶

³⁵ Ibid - January 11, 1960

³⁶ Ibid - March 8, 1960

The motion was lost. McGill, Lindenbergs, and Wood voted affirmative; Bateman, Gibson, Burgess, Blackwood, Hamilton, and Greaves voted negative. One week later a letter was received from the Division Board "noting that the recommendations of the Merger Committee were accepted in principle".³⁷

By this time it appeared that a section of the Board was unaware of the necessity for the acceptance of these broad basic principles. These were not intended to be the final articles of confederation, setting out in precise legal terms, the minute details for all future inter-board relationships. Rather the committee's recommendations were designed as broad principles which would enable the details of co-operation and joint management to be evolved by the gradual meeting and solution of common problems. In the light of what has since occurred, it is highly likely that, if the two Boards had only been able to accept these loose and flexible principles as recommended March 8, gradual but discernible steps toward amalgamation would almost certainly have followed:

- (a) A program for the consolidation of some rural schools into the Division, as problems of transportation and finance were overcome.
- (b) A co-ordinated system of school-construction and finance between the Elementary and Secondary boards.
- (c) A smaller Elementary Board, with the possibility of legislation requiring the same urban members to serve on both Boards.
- (d) A clear line of responsibility for the administrative staff to be hired jointly by both Boards and thus serving what would in fact be one and the same Board in relation to its urban representation.
- (e) A procedure enabling rural Division Board members to attend Elementary Board meetings without voting privileges.

³⁷ Ibid - March 14, 1960.

These obvious and uncomplicated possibilities appeared remote in the face of obstacles and the reluctance of some trustees to support the principle of eventual amalgamation. With little real prospect for unanimous Elementary Board endorsement of union, Carl Bjarnason resigned March 4, 1960 as Superintendent of School District 129.

After serving for four years with the District and one year as Superintendent of Elementary and Division Schools, he accepted the superintendency of School Division 40. At the same time, Arwid Lindenberg, former Chairman of the Board, resigned as Chairman of the Management Committee. On April 4, the two bodies came within a hair's breadth of reconciliation and only a minunderstanding of motives subsequently prevented it. The Elementary Board met to consider a final proposal of the Joint Study Committee with recommendations as follows:

1. That the Elementary Board meet once each month to deal with matters related specifically to the operation of elementary schools.
2. That the Division Board meet once each month to deal with matters related specifically to the operation of secondary schools.
3. That the two Boards meet jointly once each month to deal with matters of common concern to both Boards.
4. That any decision arrived at by a majority vote of members present at a joint meeting of the two boards be binding on both boards.
5. That, provided joint meetings are instituted under the terms above, the Superintendent and the entire Supervisory Staff of the Brandon School System be employed jointly by action at a joint meeting.

³⁸ Ibid - April 4, 1960

6. That the chairmanship of the joint meetings alternate between the chairmen of the two boards.
7. That the Division secretary-treasurer, when one is appointed, be the secretary-treasurer at all joint meetings and in all cases of joint undertakings.
8. That if joint meetings are not acceptable under the terms listed above, or similar terms agreed to by both boards, then the Division Board proceed to employ the Superintendent of Schools and the Elementary Board a Supervisor of Elementary Instruction, and that terms of an agreement between the two Boards, the Superintendent and the Supervisor for co-ordinating the administration of the whole school system be drafted by a joint committee of both boards.

Recommendations 1 to 7 were implemented. The trustees then went into Committee with the trustees of the School Division. The Elementary Board reconvened and the Chairman stated that the Division Board was prepared to accept the recommendations with certain amendments as follows:³⁹

1. That the Division Board proceed to employ the Superintendent of Schools and the Elementary Board a Supervisor of Elementary Instruction; and that terms of an agreement between the two Boards, the Superintendent and the Supervisor for co-ordinating the administration of the whole school system, be drafted by a joint committee of both Boards.
2. That the Elementary Board meet to deal with matters related specifically to the operation of Elementary Schools.
3. That the Division Board meet to deal with matters related specifically to the operation of Secondary Schools.
4. That the two Boards meet jointly and regularly to deal with matters of common concern to both Boards.
5. That any decision arrived at by a majority vote of members present at a joint meeting of the two Boards be binding on both Boards, after being presented to each Board for ratification.

³⁹ Ibid - April 4, 1960.

6. That the Chairmanship of the joint meetings alternate between the Chairman of the two Boards.

7. That the Division Secretary-Treasurer, when one is employed, be the secretary-treasurer at all joint meetings and in all cases of joint undertakings.

The extent of agreement between the two bodies greatly exceeded minor areas of disagreement. Had the entire matter been delayed by the boards for only a week or two, it is likely that these points of uncertainty could easily have been clarified and the process of unification continued. This was apparently not considered feasible and without waiting for further discussion on possible means of reconciliation, trustees Greaves and Burgess moved "that the Management Committee be authorized to advertise for a Superintendent of Elementary Schools, with salary commensurate with educational and administrative qualifications"⁴⁰ This was the final straw and the separation of elementary and secondary education, after a union of seventy-eight years, was complete. The establishment of School Divisions was unquestionably a progressive step in Manitoba's evolution toward better educational services but the Brandon schism was one casualty in this new provincial organization. The reason for this move toward fragmentation, can only be explained by the inability of some trustees to grasp the significance and purpose of the Division system: viz: that the quality of complex educational services in Manitoba could best be served by the establishment or retention of larger units of administration. From the beginning of Divisions, there was a persistent tendency among several Brandon

⁴⁰ Ibid

trustees, to look-upon the Division and Elementary Boards as separate organisms, inevitably in competition and at cross purposes. Such members were unable, or unwilling, to conceive of the two bodies as one in fact and spirit, and to ignore any suggestion of prestige, status, or local authority. With the objective of bringing these two bodies (Elementary and Division Boards) gradually together again, the dual-board composition could probably in time, have fused into one board; a single enterprise entrusted with the responsibility for the public education of all children residing in Brandon and District.

Two events remain in the consideration of the financial and organizational operations of the Board. The first concerned the dilemma into which certain members of the School District forced themselves by exacting full value for the transfer of Brandon Collegiate and Neelin Composite School. These trustees incidentally were the same who had obstructed the idea of a loose partnership, apparently fearing the loss of certain powers. As explained earlier, the payment by Division 40, of \$205,004.62 for these two schools, would technically place the Elementary Board in possession of funds derived from the sale of capital assets. The precariousness of such a financial manœuvre should have been obvious. Nevertheless in Februray 1962, there seemed to be an unawareness that, by accepting payment for these buildings, the School District would be ineligible for Government capital grants on future school buildings. This would thereby deprive Brandon ratepayers of approximately \$80,000. (40% of \$205,004.62)

Such a policy was opposed by the Division Board as a needless loss of capital grants. A delegation of both boards waited on the Minister and pointed out the anomaly wherein Brandon ratepayers would stand to lose almost \$80,000 by virtue of the mere transfer of capital assets from one group of local ratepayers to another. The Minister then suggested that this regulation applied only because of the sale of the two high-schools to the Division Board. It was there-upon agreed that the Elementary Board should transfer full ownership of the two buildings to the Division for the sum of one dollar. Being no longer in receipt of these capital funds — (which in any event had to be extracted from almost the same ratepayers) the School District onceagain became eligible for full building grants as provided under the regulations. This was the exact proposal first made in 1958 by the Division, and one which provided one of the first areas of contention between the two bodies. Obviously such dissension need never have happened.

The second incident concludes on a note of greater optimism. Despite the seeming cleavage between the two public bodies, there have recently been definite signs of reconciliation and a desire for amalgamation. On March 12, 1962 trustee Burgess, Hamilton and Wyman were named as a committee to investigate amalgamation, along with W. McGregor, M. Magee and A. Lindenberg from the High-School Board. No definite result has come from the deliberations of this committee except a frank and friendly exchange of views. More recently there has arisen a demand by former Elementary Board Chairman A. C. Hamilton, to pursue the

matter of union. A meeting of the two Boards has been held. No agreement has been reached as to the time and manner of union, but there is a general consensus that a partnership is desirable in principle. This renewed pressure for a merger of the boards may well-be the most significant educational development facing Brandon over the next few years. The Division Board has adopted a policy-statement indicating that they favor unification. There is still needed a similar decision by School District 129 as to whether first to consolidate with all rural school district in the Division and then to seek the establishment of a Grade I to XII Division Structure. Legislation to allow either of these devices could be arranged, but to avoid any hint of coercion, the initiative must rest with elementary-boards and so-demonstrate that unification is their own desire and intent.

C. Educational Trends

The period 1923-1963 included many significant developments and events in the course of Brandon's educational growth. It is neither possible nor necessary to relate all these in detail here; but a cross-sectional view of the trends in Health, the Arts, Vocational Education, and educational change, may suffice to suggest that Brandon, no less than other cities, was actively involved in the development and improvement of her schools.

I. Health and Public Welfare

January 25, 1927 --- The Children's Aid Society recommended the appointment of a Probation Officer, to be paid by the City, the Provincial Government, the School Board and Voluntary Agencies.

March 9, 1931 -- Free milk was provided to needy children.

January 6, 1932 -- A motion to provide free texts was defeated.

July 13, 1942 -- The Health Officer reported that of 324 high-school students,

24%	were satisfactory
31%	had foot troubles
27%	had dental defects
7%	had infected tonsils
14%	had defective vision

February 7, 1947 -- All schools were closed for one week because of a coal-famine.

May 12, 1947 -- All Principals were advised that "accidents, no matter how trivial must be reported in writing immediately."⁴¹

II. MUSIC AND THE ARTS

As early as March 1927 Superintendent Neelin suggested a Music Festival. This request was repeated in November and again in subsequent years. The next year the Board acknowledged the importance of music by appointing Mr. W. Hewlett as Supervisor. The Western Manitoba Music Festival was soon born, and after almost forty years of growth and improvement, now fills a real need in the musical life of the community. In 1929 the Superintendent urged the Board to supply music-appreciation records to students. At the same time he suggested that records should be used for the teaching of Grade VIII French. All forms of art however were not yet acceptable: "the request of Miss Williams for the privilege of teaching dancing in the schools be not granted,"⁴² said the trustees with finality: but a short time later, they agreed "that

⁴¹ Ibid - May 12, 1947

⁴² Ibid - June 24, 1935

the kind offer of the Art Club to loan Raphael's Madonna to the Collegiate, be accepted with thanks."⁴³

In February 1956, there occurred the most violent objection to any Board decision, since the labor trouble of 1922. This dispute arose over the trustees' intention to dispense with Art Music supervision in the schools. In a sudden move, allegedly made for reasons of economy, the Board announced its plans to reduce the extent of Supervision. Since the School Board did not bother to explain the real motives for this action, it was natural that the public should interpret it as the rejection of all Art and Music from the Schools. This was unthinkable and on February 17, 1956, messages condemning and protesting the discontinuance of Art and Music Supervision, were read from:

Womens' Canadian Club
Staff of Park School
University Womens Club
Staff Earl Haig School
Staff Alexandra School
Wilma Bonnis
Executive - Manitoba Teachers' Society
Isabelle Coghern
Park Home and School
Brandon Art Club
Mrs. Grace Bonnis
Registered Music Teachers
Lorne Watson
Staff Fleming School
Staff George Fitton School
Staff McLaren School
Executive Brandon Collegiate Institute Home and School
Staff Central School
Directors of Norfolk I.O.D.E.
Staff Earl Oxford School
Mrs. J. M. Matheson
Mr. G. D. Crawford
Prince Alexander of technical I.O.D.E.
Delegation from Council of Women

⁴³ Ibid - November 8, 1937.

The apparently drastic action implied in the motion, and perhaps misunderstood by the public, was opposed only by trustees G. P. Sutherland, J. J. Coleman, and Mrs. M. Doig. The controversial motion therefore carried, and Mrs. Doig submitted her resignation. The Supervisor of Physical Education, though unaffected by the new motion also resigned. As proof of considerable popular support for their policy, the Board received five petitions bearing 256 signatures. These roundly applauded the trustees for dispensing with the supervision of music and art. The Music Supervisor declined an offer of a teaching post, and by March the trustees had accepted his resignation as well as that of Superintendent H. G. Wedge. The furore died down almost as quickly as it had started. Music Supervision in the schools re-appeared in 1958 and Art Supervision was resumed in 1959.

III. INDUSTRIAL ARTS AND VOCATIONAL EDUCATION

It has been seen that Industrial Arts, Home-Economics and Vocational Education over the years experienced varying degrees of enthusiasm in Brandon Schools. In May 1929, the Vocational Committee studied "the possibilities of No. 2 Fire Hall as a location for a technical school, with power to make arrangements."⁴⁴ The old Fire-Hall was chosen as the site of this technical-school and in 1933 H. C. Austen was hired at a salary of \$2100. The venture was basically an automotive-mechanics' programme, operated separately from the regular schools. In 1937 the initial

⁴⁴ Ibid - May 13, 1929

attempt to provide Industrial Arts Options, resulted in a "general-shop for boys proceeding to Grade X; the cost of equipment not to exceed \$400".⁴⁵ Thus Industrial Arts was launched. Mr. George Harris became the first shop instructor at \$1625, and Miss Anne Wood was the new appointee in Household Science.

By now the Board's taste for vocational education was whetted. In 1939 Mr. George Collins, a representative of the Department of Labor explained the details of the Youth Training Movement and the schools' technical-training programme was immediately expanded with the aid of government grants. On December 11, 1939 Superintendent Neelin reported the following registration in technical subjects.

27 boys enrolled in the radio course
32 boys in gas welding
16 boys in sheet-metal
78 boys on the waiting list

Sewing was also offered for girls. The public response to these courses, prompted the School District to consider building a regular technical school. In 1948 a request was directed to the Minister "to negotiate with the Dominion and Provincial Governments for financial aid to erect a new technical school at an approximate cost of \$100,000." There is little doubt that the Brandon School Board was influenced by the apparently attractive government grants for vocational education. On May 21, 1948 the Board learned that capital and operational grants applied

⁴⁵ Ibid - June 14, 1937

"only to Composite High Schools wherein two and a half days per week are spent in technical education." The grants would be \$10,000 for capital costs and \$950 to \$2000 per teacher. The Board and technical staff visited Dauphin in June 1948, to study such courses. Within a month, they had authorized the architects to prepare drawings for a Composite High School to be attached to the west side of Brandon Collegiate. This they were about to build when a plan to convert the Normal School into a Composite School was proposed:

that this board is in favor of making use of the Normal School for the Composite High School and that we authorize a committee to obtain from the Minister terms and conditions under which we might secure ownership of the Normal School.⁴⁶

The hope of securing the Normal School failed to materialize, and within a few years the Board adopted the idea of a separate Composite School, one block north of the proposed Normal Site. By 1956 this school was under construction, and opened for classes in 1957. The Board built this school on several questionable premises:

- (a) that the name "Composite" School would identify a school as a "comprehensive" one, regardless of the fact that a comprehensive programme was neither offered nor planned.
- (b) that student demand for vocational and optional courses could be produced by attempting to glamorize the course i.e. that the Board felt it had a responsibility to "sell" vocational education.
- (c) that the planning for staff and programme could be done after the school was built.
- (d) that two or three vocational courses of unknown vocational value and uncertain appeal, would attract students in considerable numbers

⁴⁶ Ibid - September 22, 1948

- (e) that government grants for equipment and staff would offset the local costs of vocational education.
- (f) that students of high ability would be attracted to vocational training, and would thereby raise the prestige and status of the programme to be offered.
- (h) that a careful analysis of job opportunities in a community was unnecessary before commencing on a programme of vocational education.
- (i) that students at the age of sixteen years (Grade X) were able and willing to decide on their life's work.

The vocational programme offered in 1956 included Machine Shop, Automotive, Carpentry and Home Economics. In addition there were option courses in most of these areas available in Grade 9, 10, and 11. The entire high school population at that time in Grades 9 to 12 numbered only 747 students. Of these 150 were registered at the Composite School. It is not surprising then, that vocational classes proved too small to justify themselves. Efforts were conscientiously made to steer students into these programmes, but the net result was that the school in the public's and students' eyes, was soon mistakenly identified as non-academic, and hence a second-rate school with a second rate programme. The Board's problem was therefore two-fold:

- (a) to dispell this mistaken image of exclusive vocational content and mediocre standards.
- (b) to offer vocational subjects only when justified by student interest and need.

Home Economics was soon removed as a vocational subject and taught only as a Grade 9 or 10 option. The Machine Shop course was withdrawn as a vocational offering and then removed temporarily even as an elective. A Commercial Course and Typing

Option were substituted in its place. The Wood-working vocational programme, like Automotive and Carpentry had very small classes. The latter was therefore limited to a Wood-working Option and finally transferred 1963 to the Brandon Collegiate. Electronics, also an option course, was added at Vincent Massey High School in 1961. Thus the policy in recent years has attempted to adjust to the hard realities of educational life; viz. the providing of instruction that is justified by student-demand, and that supplies some real need in vocational or general education. However since these matters are only indirectly related to the story of the Elementary School District 129, the high school offerings will be treated later in the consideration of School Divisions.

IV. PROGRESS IN EDUCATIONAL PRACTICE

Reference has been made to the existence over the years, of progressive thinking in much of the educational practice of Brandon Schools. The most recent period was no less fruitful in this respect. A random sampling of events and decisions shows rather clearly that the day-to-day educational procedures were generally sound and often ahead of their times:

(a) The Board introduced a mental-testing programme:

(...) that a sum not to exceed \$15 be appropriated for the purpose of procuring materials for Intelligence and Education Tests of every pupil in the Collegiate with the intention of supplementing the standards of admission to the Collegiate and also of determining scientifically the education wastage in the teaching of idle or retarded pupils.⁴⁷

⁴⁷ Ibid - September 10, 1923

- (b) Board Members agreed that there should be special classes for the instruction of slow-learners --- October 19, 1922.
- (c) W. B. Beer proposed that a probation officer be paid by the City, the School Board and voluntary subscriptions --- January 25, 1927.
- (d) Superintendent Neelin urged the Board to make provision for vocational guidance --- March 4, 1927.
- (e) Principal Duncan asked the Board for a radio set for the Science Department --- September 8, 1923.
- (f) The Superintendent consulted re. problem children at the Child Welfare Station --- October 9, 1931.
- (g) The Board agreed to install radio sets in the schools to experiment in the area of radio as a teaching device. --- January 27, 1938.
- (h) A speech-training specialist was engaged to direct speech education in Grades I to VII --- June 10, 1940.
- (i) The School Board pressed for, and with teachers' aid got support for a Public Library --- January 5, 1944.
- (j) A motion which would supply free texts, was barely lost by vote of 5 to 4. --- January, 1944.
- (k) Doctor Pincock proposed a Brandon Child Guidance Clinic --- April 11, 1949.
- (l) Trustees agreed to the establishment of larger school areas which would have single representatives from the municipalities of Daly, Elton, Cornwallis, Whitehead, Rivers, and five from Brandon. --- May 12, 1952.
- (m) The School Board agreed to bear the full cost of janitor's services to aid the operations of the Brandon Collegiate Home and School. --- May 14, 1954.
- (n) The Board purchased an opaque projector at cost of \$331.10 to be used in the Collegiate. --- October 18, 1954.
- (o) A class for slow learners at Grades One to Three was established --- May 13, 1957.
- (p) The Board presented a vigorous brief to Royal Commission supporting larger school areas. --- September 1957.

- (q) The establishment of Summer School for Students was approved. --- April 25, 1958.
- (r) The Board hired a psychologist on a part-time basis to test students of limited ability --- November 9, 1959.
- (s) The trustees approved the superintendent's recommendation for a Demonstration School for Practice Teachers in co-operation with Brandon College --- March 28, 1960.
- (t) Trustees endorsed the teaching of Oral French at lower elementary grades. --- March 26, 1962.
- (u) The school system organized a special class for limited-ability students in Grades 7 and 8, permitting them to spread the work of these gredes over three years. --- September 1961.

V. A CHRONOLOGY OF PEOPLE AND EVENTS 1923 - 1964.

(a) The School Board Membership.

1923

Dr. J. S. Matheson (Chairman)	G. A. Fitton
R. Bullard	J. S. Maxwell
W. A. Robertson	J. F. Kilgour
W. H. Davidson	Dr. A. T. Condell
W. H. Marlatt	W. N. Sutherland

1937

George Fitton (Chairman)	Dr. A. T. Condell
Dr. J. S. Matheson	W. N. Sutherland
A. E. White	G. A. Broadhurst*
W. E. Crawford	R. T. Smith
R. J. Bullard	H. M. Smith
(*Mr. Broadhurst, an avowed Communist was placed on "Property and Supply")	

1938

George Fitton (Chairman)	Dr. J. Matheson
A. T. Condell	W. E. Crawford
R. J. Bullard	Dr. D. L. Johnson
W. N. Sutherland	G. A. Broadhurst
R. T. Smith	H. M. Kerr

1950-1951

George Fitton (Chairman)	A. B. Downing
R. A. Clement	C. F. Lawson
C. E. R. Collins	P. McDuffe
G. D. Crawford	R. R. Myers
Mrs. Marion Doig	P. A. M. Walton

1952-1953-1954

George Fitton*(Chairman)	H. N. MacQuarrie
C. E. R. Collins	P. McDuffe
Mrs. Marion Doig	Mrs. Edna McPhail
A. B. Downing	P. A. M. Walton
C. F. Lawson	P. Cuffe
(* 1954-George Fitton's 20th consecutive two year term.)	

1955

George Fitton (Chairman)	Mrs. Marion Doig
B. R. Coleman	C. E. R. Collins
A. B. Downing	C. F. Lawson
E. C. Gorrie	H. N. MacQuarrie*
Arwid Lindenberg	Mrs. Edna McPhail
(* H. N. MacQuarrie resigned April 25 -- term completed by Dr. R. F. Myers)	

1956

George Fitton (Chairman)	E. C. Gorrie
J. J. Coleman	B. R. Coleman
Mrs. Marion Doig	C. E. R. Collins
Mrs. Edna McPhail	A. B. Downing
G. P. Sutherland	Arwid Lindenberg

1957

G. P. Sutherland (Chairman)	B. R. Coleman
Mrs. M. Blackwood	J. J. Coleman
E. A. Birkenshaw	Mrs. Edna McPhail
E. C. Gorrie	Arwid Lindenberg
A. Conroy	W. R. Murray

1958

G. P. Sutherland (Chairman)	A. Conroy*
Mrs. M. Blackwood	J. A. Greaves
B. R. Coleman	Arwid Lindenberg
J. J. Coleman	W. R. Murray
E. C. Gorrie	Miss E. M. Wood
(* succeeded by R. Godfrey)	

1959

E. C. Gorrie (Chairman)	Arwid Lindenberg
J. J. Coleman	Miss E. M. Wood
F. H. Gibson	E. R. McGill
R. S. Godfrey	G. P. Sutherland
J. A. Greaves	Mrs. M. Blackwood

1960

E. C. Gorrie (Chairman)	Miss E. M. Wood
A. C. Bateman	A. C. Hamilton
Mrs. M. Blackwood	A. Lindenberg
K. J. Burgess	E. R. McGill
F. H. Gibson	J. A. Greaves

1961

A. C. Hamilton (Chairman)	A. C. Bateman
Mrs. M. Blackwood	D. E. Leech
K. J. Burgess	D. C. Robertson
F. H. Gibson	Miss E. M. Wood
J. A. Greaves	Dr. H. R. Wyman

1962

A. C. Hamilton (Chairman)	D. E. Leech
Mrs. M. McPhail	T. Ryles
Dr. H. R. Wyman	D. C. Robertson
Mrs. M. Blackwood	K. J. Burgess
F. H. Gibson	J. A. Greaves

1963

A. C. Hamilton (Chairman)	Dr. H. R. Wyman
Mrs. M. Blackwood	Mrs. M. McPhail
K. J. Burgess	T. Ryles
Dr. K. Hurst	D. C. Robertson
D. E. Leech	F. H. Gibson

1964

K. J. Burgess (Chairman)	W. Sutherland
Mrs. M. Blackwood	Mrs. M. McPhail
A. C. Hamilton	E. J. Tyler
Dr. K. Hurst	Dr. H. R. Wyman
D. E. Leech	D. C. Robertson

(b) Personalities and Events

Space permits no complete catalogueing of all, or even the most important personalities and events that have loomed large in the educational growth of this city. It does however, seem appropriate that an attempt should be made to list in chronological order, at least a few of these important individuals and events:

1. Principals of Collegiate Department and Brandon Collegiate Institute:

E. S. Popham	1883-85
M. H. Davidson	1885-
Mr. McLeod	1885-86
Wm. Elliott	1886-88
M. Montgomery	1888-92
G. D. Wilson	1892-96
W. A. McIntyre	1897-
W. N. Finlay	1897-1910
D. McDougall	1910-22
J. A. Brown	1922-23
E. J. H. Duncan	1923-27
J. R. Reid	1927-49
H. V. Bell	1949-60
W. G. Frazer	1960-

2. Superintendents of Schools:

A. S. Rose	1893-1908
A. White	1908-1922
C. W. Webb	1922-1924
T. A. Neelin	1924-1950
H. G. Wedge	1950-1956
C. Bjarnason	1956-1960
J. J. Hill	1960-1964

3. Secretary-Treasurers:

Wm. Walker	1882-1907
J. B. Beveridge	1907-1923
F. A. Wood	1923-1947
A. E. Hepinstall	1947-

4. C. W. Webb was appointed superintendent of Elementary Schools at a salary of \$2,500..... June 24, 1922
5. Hortense (Noble) Wood was appointed to the staff Feb. 12, 1923
6. E. J. H. Duncan was selected as Principal of Brandon Collegiate Sept., 1923
7. Edith Insley was added to the regular teaching staff April 14, 1923
8. Justice Kilgour resigned from the Board Dec. 31, 1923
9. Dr. John Matheson was elected Chairman of the Board Jan. 2, 1924
10. J. R. Reid and H. V. Bell accepted appointments to Brandon Collegiate Sept. 1924
11. A. Piggott, G. R. Rowe, W. A. Wood, J. R. Reid, and W. S. Lockhart were appointed or re-engaged for the ensuing term May 10, 1924
12. T. A. Neelin became Superintendent of Brandon Schools at a salary of \$2,400. Aug. 11, 1924
13. A petition from residents of Central School to re-engage J. B. Gillespie, was refused July 7, 1924
14. Miss Allingham was rendered ineligible for re-engagement because of her marriage May 11, 1925
15. J. R. Reid assumed the Principalsip of Brandon Collegiate July 11, 1927
16. The Board agreed that forty cents per hour be paid for common labor at new schools April 23, 1928
17. Principal G. R. Rowe resigned and two years later returned to service Dec. 9, 1929

18. Hazel Dunseith was added to the staff
of Brandon Collegiate Sept. 8, 1930
19. Scott. B. Bateman was appointed to the
staff at a salary of \$1,100 May 26, 1931
20. "That married teachers now employed be
not re-engaged".⁴⁸ No distinction was
made in the minutes, re male or female May 9, 1932
21. The trustees observed a minute's silence in
respect for A. E. Warren who had been custodian
for the Collegiate since its construction 27
years ago Feb. 11, 1935
22. An application was received from George
A. Frith of Manson June 8, 1936
23. W. N. Lockhart resigned as Principal of
Earl Haig School to accept a position as
Inspector of Schools June 1, 1938
24. Miss E. McLeish was names Supervisor of Art..... Oct. 25, 1938
25. A resignation was received from Scott B.
Bateman Aug. 14, 1939
26. The Board approved leave of absence for
personnel, with assurance of reinstatement
on return from the armed services Aug. 30, 1939
27. Leave of absence for service in the armed
forces was granted to H. V. Bell and A. A.
Harris July 7, 1941
28. J. R. Reid was loaned to inspectorial staff
of the Department of Education, and was re-
lieved at Brandon Collegiate by J. H. Irwin Aug. 20, 1941
29. Alex Venables was appointed to the staff of
the Brandon Collegiate Oct. 10, 1941
30. W. G. Frazer was appointed to the staff of
Brandon Collegiate June 8, 1942
31. A resignation was received from Secretary-
Treasurer, F. A. Wood 1947

⁴⁸ Ibid - May 9, 1932.

32. J. R. Reid resigned as Principal of Brandon Collegiate and was succeeded by H. V. Bell May, 1949
33. D. W. Webb was appointed Building Supervisor on the retirement of E. Harrison March 10, 1950
34. H. G. Wedge was appointed Superintendent of Schools May 8, 1950
35. Trustee P. Walton suggested a reduction in the size of the Elementary Board March 8, 1954
36. Carl Bjarnason was appointed Superintendent, duties to commence July 1, 1956 May 14, 1956
37. A resignation received from veteran Chairman George Fitton, to take effect December 31, 1950 Oct. 9, 1956
38. George Fitton attended his final meeting before his death, marking forty-eight years of service on the Brandon School Board Nov. 12, 1956
39. Miss Lilly Harrison resigned after 44 years on the Brandon Teaching Staff..... June 30, 1958
40. Establishment of the administrative system comprising only the Elementary Schools, and the appointment of J. J. Hill as Superintendent of Elementary Schools Sept., 1960
41. The Brandon Collegiate Memorial Fund was incorporated with other moneys and became the H. L. Crawford Memorial Fund May 8, 1961

VI. GROWING PROFESSIONALISM AND CONCLUSION

1. There is considerable evidence in the records, indicating that the standards of professionalism among teachers and boards during recent years has continued to grow. A few illustrations selected at random reflect something of this slow but steady trend.

(a) School Trustees threaten legal action against against the Winnipeg Tribune or Inspector Dunlop, who allegedly stated that Brandon children, after the strike, would be better on the streets than attending Brandon Schools.

Such a statement is in the last degree defamatory and should be unequivocally retracted in public. No official in Mr. Dunlop's position should with impunity be permitted, while holding office, to refuse due and ample amends for a wrong that has been done.⁴⁹

Mr. Fitton stated that the Board wished it to be understood that they were fully behind the teachers to a man, and so were the majority of citizens. He therefore looked forward to a year of harmony and progress.

(b) The secretary was instructed to write to three Principals stating that it was not the policy of the Board to employ teachers with less than First Class Certificate acting as Principals, and that the Board expected Principals to raise their academic standing

June 10, 1929.

(c) The Board supported Mr. Reid's request for a Collegiate Librarian but regretted its inability to provide one at present.

Nov. 13, 1928.

(d) The Board recommended the purchase of ten copies of "Mistakes in Teaching".

Dec. 8, 1930.

⁴⁹ Ibid - October 17, 1922.

- (e) A committee of Trustees urged the establishment
in Brandon of a First Class Normal.....
Feb. 9, 1931.
- (f) Superintendent Neelin asked the Board to support
Grade XII as the minimum for admission to Normal
School.....
Jan. 11, 1937.
- (g) The Board vigorously opposed the closing of the
Normal School.
Jan. 8, 1942.
- (h) The Trustees decided to provide space for the
B. J. Hales Museum of Natural Science.....
Sept. 12, 1949.
- (i) The School District recognized the completion of
Mr. Peden's degree by awarding him \$200.00 ..
Sept. 9, 1946
- (j) Sabbatical Leave for the first time was provided
on the Teachers' Schedule.....
March , 1955.

(It was, however, withdrawn in 1962)

Thus is reached the end of an era and a conclusion to this brief account of Brandon School District No. 129. The treatment has of necessity omitted many significant events and has considered others in far less detail than they deserve. Perhaps the complaint of Mrs. Ellams "that her boy in Grade IX had not been granted a promotion"⁵⁰ with the Secretary directed to investigate, was worthy of note; or

50 Ibid - July 9, 1928.

that E. Marshall be granted the privilege of pasturing his cow on David Livingstone grounds for July and August on the condition that he clean up the grounds to the satisfaction of the supervisor of property.⁵¹

But all incidents, amusing and serious, cannot be told. Otherwise surely it should be recorded that "Jean Lawrence, a student of Earl Oxford School, had never been late during her nine years of school".⁵² What were the real motives of the trustees when they agreed "that the Supply Committee be authorized to purchase the book 'Eternal Youth' for all school libraries"?⁵³ and what circumstances prompted them to authorize the Secretary-Treasurer "to sell the stuffed owl not in the glass case at Central School to Mrs. Havens"?⁵⁴ Surely too, it must have been an unusual circumstance when, at a testimonial dinner to honor J. R. Reid on his retirement, the Mayor announced that "if the Brandon Wheat Kings won the Memorial Cup that night from the Montreal Royals, a civic holiday would be declared".⁵⁵ To this, the Board unanimously agreed.

Nor are the real implications always revealed in a reading of the accounts of the Board: "a letter from the Secretary of the Board of Police Commissioners dated April 14, advised that permission had been granted to use the paddle system on a probation basis at one school under the direction of the Safety Division".⁵⁶

⁵¹ Ibid - June 8, 1931

⁵² Ibid - June 13, 1938

⁵³ Ibid - April 10, 1932

⁵⁴ Ibid - April 8, 1946

⁵⁵ Ibid - May 16, 1949

⁵⁶ Ibid - Sept. 14, 1957

Wrong conclusions may well be reached in future years, if it is not known that the "paddle" in this case was used for directing traffic, and that it was always grasped in the hands of the student not the police.

Thus concludes the story of School District 129. It is an account spanning almost a century and has attempted to deal with the efforts of generally dedicated, and sometimes gifted men and women, striving to provide as best they could, for the educational growth of western youth. That they erred and failed in some of their aspirations should cause no surprise. The remarkable thing is, that in spite of difficult problems, complicated by financial stress and lack of time, they accomplished in so short a period, as much as they did. In truth "they builded better than they know".

CHAPTER VI

BRANDON SCHOOL DIVISION 40
ITS ORIGIN AND GROWTHA. The Establishment

For many years trustees, teachers and enlightened civic organizations deplored the existence in Manitoba of hundreds of elementary-school districts each responsible for the elementary education of children scattered over a few square miles, but with no responsibility for secondary education. Numerous resolutions, editorials, delegations and meetings had indicated a rising tide of protest against this system of school administration. By public opinion it was demonstrated to the government, that only by the establishment of larger areas of administration would Manitoba's children achieve something resembling equality of educational opportunity.

Finally a new Provincial Government responded to this needed reform and in May 1957, appointed a Provincial Royal Commission to "enquire into and report upon such matters and things pertaining to education in Manitoba, as may be prescribed by the Lieutenant Governor in Council".¹

Within a year the Commission had completed sufficient of its work to issue an Interim Report. Among the recommendations, was one which suggested dividing the Province into about fifty areas,

¹ Report of the Manitoba Royal Commission on Education 1959,
Terms of Reference, page 9, Order in Council Section 8,
No. 841-57-1.

each to be known as a School Division; "with a Division Board to have full responsibility for public high-school education within its boundaries".²

The Provincial Government acted almost immediately on this recommendation, and on November 7, 1959, passed legislation providing for the establishment of School Divisions, and for the appointment of an impartial Boundaries' Commission of six members.³ The duties were explicitly set forth

- (a) to recommend to the government the territory to be included in and the boundaries of the divisions
- (b) to be guided by the recommendations in the Interim Report, submitted by the Royal Commission on Education, with respect to number, size, assessment, population, pupil population, communications of the proposed divisions and the social and religious customs of the persons resident therein.
- (c) The Commission shall, in respect of each proposed division prepare a provisional plan which shall set forth
 - 1. the boundaries thereof;
 - 2. the name and number of the proposed division;
 - 3. the number of wards into which it is proposed that the division shall be established and the boundaries of these wards.

The initial report of the Boundaries Commission recommended the establishment of a Brandon School Division No. 5 made up of three wards as follows:

Ward I -- The City of Brandon
 Ward II -- Forrest School District
 Justice School District
 Moore Park School District
 Douglas School District
 Bloomsbury School District
 Grand Valley School District
 Poplar Hill School District

² Report of the Manitoba Royal Commission on Education 1959 page 28 Recommendation # 3.

³ Amendment to the Public Schools Act, Part XXI Sec. 492, November 7, 1958

Ward III --- Alexander School District	East Brandon School District
Brandon Hills School District	Glen Souris School District
Griswold School District	Gorrie School District
Roseland School District	Kemnay School District
Assiniboins School District	Lawrence School District
Aweme School District	Leslie School District
Beecher School District	Little Souris School District
Blythe School District	Shilo Siding School District
Cornwallis School District	Bertha School District
Currie's Landing School District	Clinton School District
Dalton School District	Hunter School District
Powerville School District	South Brandon School District

It is of interest that the Elementary Board realized from the start, that this proposal of the Boundaries Commission would cause a disunited urban school system, but supported the move notwithstanding the obvious drawback to Brandon City and the City Schools.

Although the boundaries as proposed by the Commission are considerably less convenient to Brandon than would have been a Division comprising only the City, this School Board (No. 129) will lend full support and co-operation in carrying out the boundaries proposals as set forth by the Commission, and any modifications thereto.⁴

The boundaries were subsequently revised, and while the unfortunate schism between Brandon Elementary and Secondary Schools remained, a number of the school-districts previously included, were transferred to adjoining Divisions. The new composition of Brandon School Division 40, as finally decided by the Boundaries Commission was as follows:

Ward 1 --- Brandon City (School District of Brandon 129)

Ward 2 --- Alexander	S. D. 338	Griswold	S. D. 425
Assiniboine	S. D. 148	Kemnay	S. D. 444
Bloomsbury	S. D. 467	Gardner	S. D. 619
Dalton	S. D. 459	Poplar Hill	S. D. 479
		Robert Burns S. D. 704	

⁴ Statement to the Boundaries Commission signed by Chairman G. P. Sutherland, December 15, 1959.

Ward 3

Aweme	S. D. 434	Gorrie	S. D. 365
Beecher	S. D. 2354	Grand Valley	S. D. 206
Blythe	S. D. 471	Lawrence	S. D. 364
Brandon Hills	S. D. 138	Leslie	S. D. 2120
Cornwallis	S. D. 187	Little Souris	S. D. 227
Currie's Landing	S. D. 183	Roseland	S. D. 277
East Brandon	S. D. 165	Shilo Siding	S. D. 1973
Glen Souris	S. D. 209	South Brandon	S. D. 596

On February 27, 1959 the electors of the proposed Brandon

School Division 40 were asked(as other Manitobans were asked in their own areas)to indicate their approval or rejection of the suggested School Divisions and the Boundaries as shown in the following map:

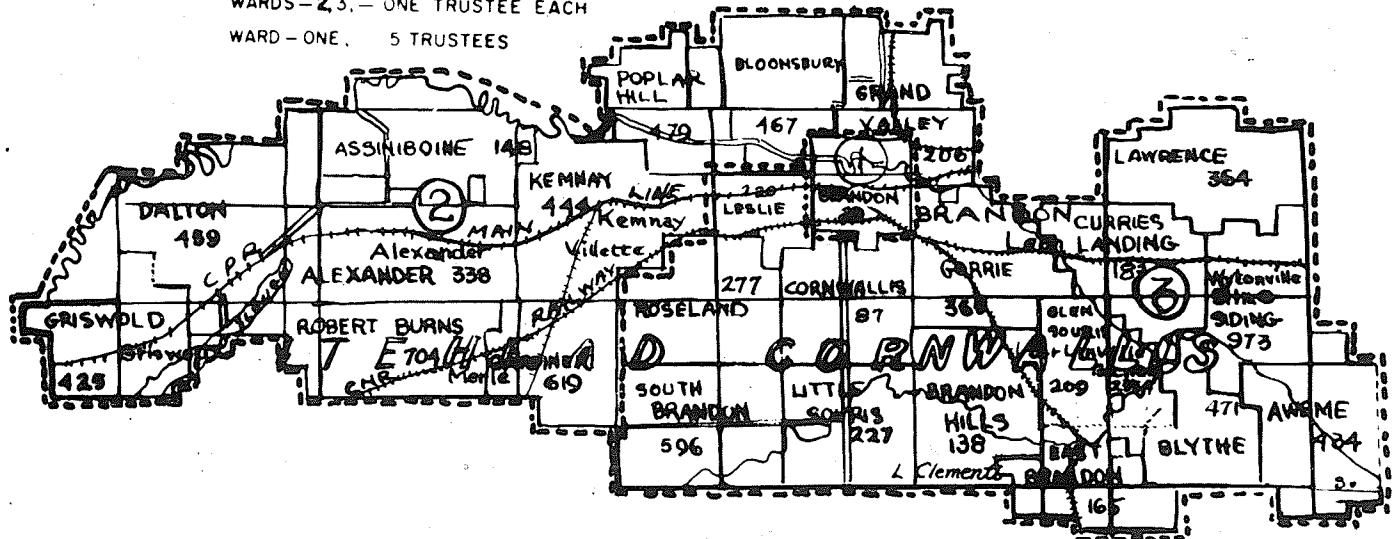
THE BRANDON SCHOOL DIVISION № 40

WARD BOUNDARIES -----

TOTAL TRUSTEES 7

WARDS - 2, 3, - ONE TRUSTEE EACH

WARD - ONE, 5 TRUSTEES



It is ironical that a system of school-reform designed primarily to simplify the machinery of administration and to provide better educational opportunities for Manitoba's young people, should have had the opposite effect in Brandon. Here was the largest school system in Manitoba outside Greater Winnipeg and which during the past seventy-five years had evolved a school system demonstrating considerable cohesion and educational progress. Now it was severed on the recommendation of a six-man Commission, and would revert from a Grade One to Twelve System to a dual organization, with two boards, two philosophies, over-lapping of building programmes and instructional services, and the dissolution of Junior High Schools set up in 1926. What was surprising was that no one at the time realized the implications of this step. The Brandon trustees, the Press, the Administration, and various public bodies all supported the move because Divisions were good for Manitoba and therefore Brandon, despite the inconvenience and expense to herself, was prepared to sacrifice her own self-interest in the name of provincial progress.

A brochure, prepared and paid for by the Elementary School Board, was distributed to every home in the City. On the eve of the Provincial plebiscite it said in part;

Never have we as citizens of Manitoba had such an opportunity to place the welfare of the community and the prospect of the future ahead of our own self-interest; never have we had such a chance to study a piece of legislation, and never was it more important for the good of our Province that we did.

The Brandon School Board, although with some inconvenience to itself and the city, approves the establishment of larger school divisions because it knows of no other way in which

every capable and willing boy or girl can be guaranteed the right to a High-School Education. The Board is further convinced that the proposed grant structure will attract and hold the most gifted type of teacher, and will provide countless other services for the general improvement of education.

The statement then outlined the existing system of School Districts, and showed some of the inadequacies:

1. There are 1700 separate School Boards and School Districts.
2. Only 350 School Districts have Secondary Schools; many of these are one-room high-schools.
3. Unlike other provinces, Manitoba does not provide secondary education as a right.
4. Many willing and able students can attend no high school; others must pay non-resident fees.
e.g. Over 50 students beyond the city limits, must pay non-resident fees each year to attend school in Brandon.
5. With almost the same population, Saskatchewan with larger School Divisions, in 1953 had 4218 students in Grade XII. The same year Manitoba had 1522 students in Grade XII.
6. Present Provincial Grants are too small to attract and hold large numbers of outstanding and dedicated teachers, and to meet rising costs of maintenance, new buildings and equipment.

The brochure finally set forth in simple, understandable terms, how the proposed system of school divisions would operate in regard to Brandon:

THE PROPOSED SYSTEM OF SCHOOL DIVISIONS

1. The Province has been divided by an impartial Boundaries Commission, into 46 Divisions. Each will have a Division Board responsible for High-School Education.
2. Elementary Education, Grades 1 to 8, will be left to the present School Boards.
3. The Present Brandon School Board will continue to administer Grades 1 to 8 within the City.
4. The present Rural Boards (Grades 1 to 8) will remain as at present.
5. Brandon Division No. 40 will have five members from the City of Brandon and two from the rural area; this Board will be responsible for Grades 9-12 throughout the Division.

6. There are 827 High School Students in Brandon City Schools (including non-residents) and there are approximately 60 high-school students in schools in the rural area. Almost all of the latter are enrolled at Alexander and Griswold and will continue there unless decided otherwise by the Division Board.
7. Brandon Division No. 40 extends from Shilo Siding on the east, to Griswold on the west. It also stretches about four miles north and nine miles south of Brandon with most of the school-district therein included.
8. All Electors are eligible to a vote (not only rate-payers).

Nor was this all. The existing school-board went further in pressing for this needed educational reform. No one suspected that it would bring such consequences to the single organization of Brandon's school system. A few days before the Provincial Plebiscite, Chairman E. C. Gorrie with the unanimous concurrence of the Board wrote a letter to the editor re-affirming the Board's support for the new legislation.⁵

As citizens of a free country it is each person's privilege and duty to inform himself of the facts and then to vote according to the dictates of his conscience. The Brandon School Board ask that you consider the question of School Divisions without pressure or prejudice; and that you express your opinion based on only one thought: "what will be best for the children, for the Province and for the community in which we live?"

Many people in recent weeks, have asked this Board to make a statement of policy and to explain some of the factors to be considered when they vote on February 27th. We have unanimously endorsed the legislation establishing High School Divisions, and now draw your attention to a notice appearing elsewhere in this and Tuesday's edition of the Brandon Sun.

If this were not sufficient evidence of their dedication and concern for education, the trustees arranged a luncheon-meeting a few days before the referendum. They invited rural school trustees, represent-

⁵ Brandon Daily Sun - February 23, 1959.

active of churches, service clubs, lodges, business organizations, town councils, women's organizations and groups generally interested in education. Insofar as possible, the entire community was represented. These delegates were handed a detailed statement setting forth the significance of the impending vote and describing exactly what Divisions would and would not do. Representatives of the Board, the City-Council and Department of Education spoke briefly to the gathering. Questions were asked and answered. The Brandon Sun subsequently published the statement prepared by the Brandon Board and completely backed the School Division issue with editorials and generous news coverage.

There was no doubt that Brandon "sold" the issue of School Divisions. In a light election-day turnout, 5088 electors endorsed School Divisions and only 597 objected --- an affirmative vote of 91%. A lone poll rejected the vote unanimously; two others were tied or very close; the remaining polls carried the referendum by sweeping majorities:

TABLE XXIV⁶BRANDON SCHOOL DIVISION REFERENDUM
February 27, 1959

POLLING STATION	FOR	AGAINST
King George School.....	481	26
Earl Haig School.....	412	35
Central School.....	262	48
YWCA	331	22
Park School	348	31
George Fitton School ...	419	29

⁶ Brandon Daily Sun, February 28, 1959

Table continued

McLaren School.....	220	22
Composite High School.....	211	11
Alexandra School.....	400	23
Earl Oxford School.....	239	20
Fleming School.....	264	11
Brandon College.....	212	15
Valley View School.....	413	20
2121 McDonald Avenue.....	95	15
Livingstone School.....	120	7
864 First Street.....	102	7
J. A. Richardson Farm.....	0	14
Griswold School.....	58	29
Legion Hall, Alexander....	138	55
Kemnay School.....	38	35
Poplar Hill School.....	45	15
Little Souris School.....	40	32
Brandon Hills School.....	33	17
Glen Souris Post Office...	15	7
Cornwallis School.....	115	33
F. Walker Farm.....	39	6
Advance -- City.....	28	1
Advance -- Rural.....	17	11
TOTAL	5088	597

Elsewhere in the Province, thirty-two of the thirty six voting areas approved of School-Divisions, but none with the one-sided majority of Brandon. Those rejecting larger school units were Hanover, Rhineland, Stanley and Boundary. Thus was born, by provincial legislation and the resounding approval of voters, the Brandon School Division Number 40.

The first slate of trustees was elected within a month:

A. Lindenberg	W. F. McGregor
H. F. Lowes	W. D. Smith
E. A. MacDonald	(Mrs.) W. A. Wood
G. P. Sutherland (Chairman)	

H. F. Lowes represented the rural Ward 1, and W. F. McGregor rural Ward 3. The remaining members resided in the City. Trustees subsequently elected to fill urban vacancies were C. R. Brawn,

M. C. Magee, and C. B. Wicklund.

During 1959 a unified and integrated elementary-secondary school system was generally achieved. Two trustees, G. P. Sutherland, and A. Lindenberg sat on both Elementary and Division Boards. The services of the Superintendent were used jointly and the day-to-day operation of the two systems were so combined in procedure, policy and philosophy, that the ordinary man-on-the-street was scarcely aware of the existence of two independent and separate school-boards. An amicable arrangement was evolved for the sharing of office-space and services, and the Maintenance Department of School District 120 continued to work as before with the costs distributed on a proportionate basis to the District and the Division. The Secondary Board paid its share of the Superintendent's salary, and agreed to a formula for the cost-sharing of the remaining administration. Unoccupied class-rooms were made available by either Board to the other at a realistic rental of \$100 per month, and the supervision of staff continued much as before on the basis of an integrated programme in Grades I to XII. Elementary and high-school principals met as a single body with the Superintendent, and among the staff, the existence of any dual control was a mere form or technicality but of no serious concern or inconvenience.

An indication of the spirit that prevailed during the early stages of the Division was clearly obvious in "A Plan for the Sharing of Administrative Costs Between the Brandon Division

and Local School Boards During the Transitional Period.⁷

Assumptions of the Plan

1. The continuation of smooth and efficient educational services is the first responsibility of both Boards.
2. The duplication of effort and conflict of authority, with its harmful effects on education and the community should be avoided.
3. An exact costing of shared services is impossible and unnecessary providing that the distribution is reasonably fair and equitable. An approximation evolved in harmony is sufficient and necessary in order to proceed with the important matters of education.
4. The immediate utilization of the professional services and experience, of Superintendent and Secretary-Treasurer is desirable during the transitional period. The use of their services in all matters will work to mutual advantage of both Boards.
5. Policy of both Boards must be approached with a primary and secondary purpose:
 - (a) Immediate decisions required now for the efficient carrying out of School business: (1) Administrative staff and office procedure (2) teaching staff and essential school facilities (3) Finance, budgeting, etc.
 - (b) Equally important but less urgent matters involving long-range planning and policy, curriculum, educational philosophy, educational services, public relations, long term financial structure; the consideration of these matters, important though they may be, should be undertaken without haste or panic and only after the essential administrative machinery is in operation.

The Services of Office and Secretarial Staff - Recommendations Effective, April 1, - December 31, 1959.

1. The present Secretary-Treasurer shall assume the overall responsibility for signing-duties and secretarial services of both Local and Division Board, but shall continue in the official employ of the Local Board.

⁷ Plan for Sharing of Services -- April 24, 1959

2. An Acting Secretary-Treasurer in charge of Division Board Business shall be immediately appointed and shall work under the supervision of the Secretary-Treasurer. The Acting Secretary-Treasurer shall attend all Division Board Meetings, shall deal with reports, business and minutes etc., arising therefrom. He will further be entrusted with the establishment and maintenance of an adequate system of records and accounts subject to the direction of the Secretary-Treasurer and the policy of Division Board through its Finance Committee
3. The present School Board Clerk assisting the Secretary-Treasurer, shall be given first consideration for the position of Acting Secretary-Treasurer in charge of Division Board Business. A suitable replacement shall be found as Clerk-Bookkeeper for the Secretary-Treasurer.
4. The services of the temporary-stenographer now engaged at the expense of the Division Board shall be retained on a temporary basis subject to the discretion of Secretary-Treasurer and at the pleasure of the Division Board.
5. The Finance or other committee of the Division Board shall authorize the Superintendent and Secretary-Treasurer to take measures necessary for purchases and the establishment of an adequate system of records and accounts; subject to the recommendations of the Division Finance Committee and such professional assistance authorized by the Division Board.
6. The Superintendent and Secretary-Treasurer shall be authorized to make such emergency purchases and payments for goods and services necessary for the efficient operation of the Division.
7. The entire administrative and clerical staff shall remain in the employ of the Local Board, but with direction regarding Division Matters handled by its appropriate committee through the Superintendent and/or Secretary-Treasurer.
8. An agreement pertaining to the sharing of costs of administrative services, between these two Boards will continue for a period of 9 months (April 1, 1959 to December 31, 1959) on the following fair and reasonable financial basis, such moneys to be paid monthly by the Division to the Local Board, and subject to revision during or after this period by mutual agreement.

(a) Office Rental and Educational Services of Central Office (rent, light, heat, water, caretaker, depreciation, interest, repair, taxes, office and shop equipment, occasional stenographic assistance, etc.		
16000 x 1/12 x 25/165	Approx.	\$200
(b) Services of Assistant Sec-Treas.	Approx.	\$350
(c) Honorarium to Secretary-Treasurer		\$100
(d) Services of Music and Phys. Ed., Supts, etc.		<u>\$ 50</u>
Total Office & Clerical		\$700
(e) Services of Superintendent (including Car Expense, \$25) Allowance for extra services		\$200
Reversion to Local Board		\$200
Total Office, Admin. and Sup.		\$1100 monthly
Total Annual expense		\$13,200

(There is available a \$10,000 cash establishment grant and an administrative grant of at least \$5000 annually.)

Services of Superintendent - A Permanent arrangement, subject to agreement of continuance by Superintendent, Local and Division Boards.

1. The Superintendent will continue to be responsible for the over-all administration and execution of policy as determined by Local and Division Board throughout the School System. He shall however, remain in the official employ of the Local Board as "Superintendent of Schools."
2. It will be the continued practise of the Division Board to discuss and study all aspects of High-School educational practice and to establish High-School policy, the Division Board being the final and only authority on such matters in this Division. However it will be the function of the Superintendent to carry out the directions and policy of the Division Board with complete responsibility to that Board and/or its Committees. It will however be the responsibility of the Superintendent and staff to devise ways and means in which both Local and Division Boards, though operating independently, will work in complete harmony and cooperation for the most efficient and economical management of all aspects of public education.

3. The authority vested in the Superintendent, at the pleasure of the Division Board and with approval of Local Board shall be in effect for a permanent period following April 1, 1959 subject to the mutual consent of the Superintendent and the Division Board.
4. Remuneration for the services of Superintendent will be directed to him through the Local Board as stated above.
5. Authority is granted to the Superintendent to make such emergency decisions as may be necessary for the successful operation of Division Business during the change-over period. Such emergency actions shall first receive the approval of the appropriate committee; where this is impossible such actions will be reported to the Board for their consideration and direction.
6. The Superintendent will attend all regular meetings of the Board and shall make regular reports thereto. The Superintendent and his staff will be consulted and kept informed at all times in the formulation of Board Policy. It shall be the practice of this Board to seek professional and informed advice at all times in establishing policy, and to delegate wherever possible, the responsibility of carrying out this policy, to the Superintendent or the Secretary-Treasurer or through them to some competent member of the Division's Staff. It shall be recognized however, that the final authority in any such delegated responsibility remains at all times with the members of the Division Board.

Maintenance and Repair

1. The Division Board will engage the services of the Maintenance Department of the Local Board to carry out a thorough maintenance and repair program in all properties belonging to the Division.
2. The cost of such services will be estimated on the following basis:
 - (a) Cost per room of usual day-to-day maintenance and repairs, exclusive of caretaker costs. Such costs will be based on the expenditures of the preceding year.
 - (b) Tendered costs of major repairs, alterations, etc., undertaken and carried out through the year by the Maintenance Department at the Direction of the Division Board, e.g. fencing, painting, construction, etc.;

this not to include the costs of repairs or alterations carried out by private contract at the request of the Division Board even though supervised by the Maintenance Department.

- (c) Emergency repairs of major nature including those undertaken by Maintenance Department and those of private firms will be charged to Division Board, subject to the prior approval of Property Committee.
3. The estimating of such costs will be the joint responsibility of the Property Committees of the respective boards, working in co-operation with Supervisor of Property, Secretary-Treasurer and Superintendent.
4. The Supervisor of Property is authorized to prepare for the current and future budgets a statement of repairs and alterations suggested and required in properties belonging to the Division. Such budget estimates will be subject to approval of Division Property Committee.

Temporary Rental of Grade Nine Accommodation

The Division Board agrees to rent from the Brandon Local Board any space and services necessary for Grade IX instruction at the fair and practical fee of \$100 per month per occupied classroom; such rental fee to include the full use of auditorium and or gymnasium, all auxiliary and regular equipment of the school with heat, light or other services, but not to include any special supplies required exclusively for Grade IX instruction or activities.

A Policy of Co-operation Between Boards.

It will be the continuous policy of these two Boards to co-operate insofar as possible for the betterment of educational services through-out the City and Division but to interfere in no way with the rights and privileges of the other; further the Division and Local Boards will strive at all times for the general improvement and lasting benefit of the entire community.

The plan was accepted by both Boards and, as already mentioned, it worked satisfactorily for the period 1959. The ultimate separation of the two bodies has been previously described, and since the possibility

of an eventual reunification of Elementary and Division Boards will be treated in a future chapter, there remains here only a brief review of the causes for the break-down of relations between them.

The reasons for the collapse of the effective liaison that existed between the Division and District are many and obscure. Without attaching blame or criticism to groups or individuals, the following apparent causes of separation are unquestionably important and worthy of study if the present mooted plan of future amalgamation, is ever to take place.

1. Unquestionably the lack of communication was the prime cause for the break-down in single control. It is extremely doubtful that that the two bodies and particularly individuals in them, were actually aware of the real significance of the changes taking place with the advent of Divisions. Nor were they, as a result of this lack of communication, able to understand or appreciate the problems of each other and the consequent need for a meeting of the minds on issues which, even under ideal conditions, would necessitate much patience, understanding and good-will.
2. Second, and closely allied was the amazing speed with which Divisions had been planned, conceived and executed. This was evidently at the root of most of the problems throughout the Province and Brandon was no exception. Had the Elementary Board only been given a year to think through the implications, to formulate policies, and to anticipate the consequences of the doubtful proposals of the Boundaries Commission, or had they been able to plan some counter-measures, the City of Brandon would almost certainly have today a single board and a single educational purpose. But Manitoba had already lagged too long and since speed was of the essence, Brandon trustees were caught unprepared for the separation that was to follow.
3. Another significant factor in the separation of the two systems, was the failure of the Elementary to maintain the initiative in promoting co-operative control. As mentioned earlier, the Elementary trustees had wisely established in April 1959, a basis for joint operations in their Plan for the Sharing of Services. This programme was a rather amazing effort in a spirit of co-operation, and it tacitly implied the eventual merging of the two boards. It was indeed unfortunate that all the trustees could not see that the Elementary System with its preponderance of students, staff, buildings and tradition, had a unique opportunity to supply an enlightened leadership . . .

and initiative which would simply refuse to contemplate any tendencies toward separation. A common Chairman of both Boards, a single Secretary-Treasurer, one Superintendent, joint meetings of both boards, reduction in the size of the Elementary Board, and trustees agreeing to serve on both bodies -- all these could easily have established the concept of "oneness". The necessary legal adjustments might then well have been evolved without confusion or haste. The need for such initiative and leadership was seen by few and actively promoted by none. *Laissez faire* was the order of the day, and the single system, with its tradition of eight decades was forfeited by default.

4. Another important reason for the cleavage of Brandon Schools was the absence of advice, assistance or even concern from the Department of Education. In all fairness to the Elementary and Division Boards, it must be pointed out that it had not been they who had legislated for School Divisions. They had had no part in the shocking decision of the Boundaries Commission to divide Brandon Schools. It had not been the trustees who had whipped through legislation destined to break-up Brandon Schools in a few short months. All this had been brought on by Provincial Legislation which the Brandon Board naively supported because "it knows of no other way in which every capable boy and girl can be guaranteed the right to a high school education"⁸. The boundaries award had been passively accepted because the trustees still believed that the Department of Education would never let this happen; that by some understanding the Department or the Government would come to their aid in preserving the unity of their schools. But no aid from the Department of Education was forthcoming. Legal assistance, advice or any direction on re-organization would have been welcomed by both bodies, but the Department maintained a strictly hands-off attitude. Although the haste and pressure of Government had unintentionally gotten Brandon into the mess, the government felt no similar responsibility in getting them out.
5. A final cause in the dissolution of a single educational control, must be attributed to the impatience of the Division Board. They rightly assumed that the Division structure would be the future basis of education in the province. They believed that in time, the role of elementary boards would diminish and inevitably disappear. Perhaps however the Division Board should have realized that old ideas die hard, and that the Brandon Elementary System was in fact preponderant in size and

⁸ Brochure of School District re Referendum February 27, 1959.

senior in tradition. Possibly also the Division Board minimized that the concepts of one system were subtle and many-sided in the minds of Elementary Trustees. As usual, with the wisdom of hind sight, it is quite probable that, had the Division Board appreciated how deeply-seated (though unfounded) were some of the suspicions and fears of Elementary Trustees, they might have been more patient with the reactionary attitudes sometimes expressed. They may also have understood the inability of Elementary Trustees to grasp the simple concept of one-board without the association of "District" or "Division" labels. But fear and time and lack of communication made this difficult to achieve. / Perhaps therefor, patience and time and better understanding, still hold the answer to the eventual amalgamation in the days that lie ahead.

B. The Record

(a) The Board and Staff

Since its establishment in 1959, the Board of Brandon School Division has had ten members. These, in five short years, have established a record of growth and educational stability. The first Chairman was Glen P. Sutherland (1959, 1960) who was succeeded by Arwid Lindenberg 1961, 1962. The present Chairman Mrs. Hortense Wood has occupied that position during 1963 and 1964. The composition of the Board since its inception has been as follows:

Brandon School Division Trustees

Mrs. W. A. Wood	1959-64	M. C. Magee	1962-64
C. R. Brawn	1963-64	W. F. McGregor	1959-64
A. Lindenberg	1959-64	W. D. Smith	1959-61
H. F. Lowes	1959-64	G. P. Sutherland	1959-61
E. A. McDonald	1959-64	C. B. Wicklund	1963-64

The only schools in the Division at the outset were Brandon Collegiate Institute, and Neelin Composite High School, although a one-room collegiate department did operate at Griswold for a

few months and another at Alexander during 1959-60. The Principal of Brandon Collegiate in 1959 was Mr. H. V. Bell, and at Neelin the Principal was Alex Venables. By 1964, the number of schools, students and principals had multiplied.

Principals	1964
Vincent Massey High School	H. V. Bell, Principal P. Luba, Vice-Principal
Brandon Collegiate	W. G. Frazer, Principal M. F. Sparrow, Vice-Principal
Neelin High School	A. Venables, Principal G. Strang, Vice-Principal
Harrison High School	D. Cullen, Principal M. Chalaturnyk, Vice-Principal

H. V. Bell was appointed Supervisor of High Schools for 1964-65 and was succeeded at Vincent Massey by P. Luba. A. Venables moved to the Vice-Principalship of Vincent Massey and became Consultant of Special Education.; George Strang became Principal of Neelin High School and his assistant will be Michael Czuboka. The original staff, in 1959, numbered 42. They were located as follows:

TABLE XXV⁹

BRANDON DIVISION ORIGINAL TEACHING STAFF 1959

Grade IX (Remaining in Junior High Schools)

P. Luba (David Livingstone)	G. R. Rowe (Earl Oxford)
J. Hrushowy (Earl Haig)	R. Wilken (Earl Oxford)
A. Korzeniowski (Earl Haig)	O. Fund (Earl Oxford)
J. J. Hill (Earl Haig)	D. McLennan (McLaren)
A. Hickling (Earl Oxford)	N. Wiebe (Neelin)
I. Winn (Earl Oxford)	W. Fredrickson (Neelin)

⁹ Staff and Registration Summary 1959-60.

Brandon Collegiate:

C. Anderson	D. Cullen
M. Pye	M. Stevenson
N. Yarish	A. Dunfield
M. Kavanagh	M. Chalaturnyk
G. Strang	V. McDonald
H. Dunseith	D. Lund
M. Bowen	H. Brauer
N. Bergen	G. Frazer
	H. V. Bell

Neelin High School

I. Rainey	M. Fitton
G. Hamilton	M. Hood
J. Oliver	L. Fox
L. Durston	R. Sutton
G. Sefton	R. Franceschini
G. Argue	A. Venables

By 1964 the number of teachers had risen to 71, and were located in the four schools as shown:

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TABLE XXVI

BRANDON HIGH SCHOOL TEACHING STAFF 1963-64

Brandon Collegiate

G. Botchett	D. Fraser	M. Pye
K. Manns	R. Swayze	H. Stewart
L. Jackson	R. Kirbyson	I. Rainey
A. Hickling	N. Yarish	J. Henderson
R. Nielsen	J. Dyck	L. Fox
A. Lane	J. Russell	W. G. Frazer, Principal
H. Funk	W. Stevenson	M. F. Sparrow, Vice-Principal

Harrison High School

C. Bender	R. Kostynuik	M. Fitton
S. Klassen	M. Czuboka	D. Wilson
R. Crawford	J. Senchuk	W. Hicks
R. Borotsik	H. Stewart	D. Cullen, Principal
O. Funk		M. Chalaturnyk, Vice-Principal

Neelin High School

R. McDonald	D. Gehon	M. Hood
J. Yaremko	L. Milne	N. Haraszthy
N. Wiebe	H. Thorkelson	J. Trueman
C. Pangman	M. Mann	A. Venables, Principal
E. Coombs	C. Bergen	G. Strang, Vice-Principal

Vincent Massey High School

M. Croskery	B. Thorkelson	L. Oliver
A. Penner	G. Sefton	L. Molgat
R. Unger	C. Anderson	G. Searle
S. Turner	D. Penner	W. Lalor
W. Cutforth	N. Brown	J. Macnab
W. Kirbyson	A. Dunfield	H. V. Bell, Principal
T. Inglis	H. Dunseith	P. M. Luba, Vice-Principal

Just as the staff showed a steady change in numbers and location, so too did the student population indicate a continuous rate of growth since the formation of school-division in 1959.

11
TABLE XXVII

HIGH SCHOOL POPULATION 1959 - 1964 (September)

	1959-60	1960-61	1961-62	1962-63	1963-64
Grade 9	382	400	472	437	470
Grade 10	313	343	348	426	379
Grade 11	245	329	351	349	426
Grade 12	121	169	213	252	258
TOTAL	<u>1061</u>	<u>1241</u>	<u>1384</u>	<u>1464</u>	<u>1533</u>

It is not possible in so short an account, to consider fully the kinds of activity that have occupied the time and thought of this Board. Suffice it to say that the trustees primarily concerned themselves with policy-making or rather significant issues affecting the community or education. The nature of these subjects is suggested in a memorandum "wherein the Chairman assigned the following topics for study or report by individual Board Members:"¹²

1. A long-range policy for acquisition of school property.
2. A developmental programme and the study of the use of school sites.
3. Ultimate plans for development of Division Administrative Offices and services.
4. The role, recruitment and selection of principals and vice-principals.

¹¹ Summaries of Registration September 1959, 1960, 61, 62-63.

¹² Memorandum of Board, March 4, 1963

5. The acquisition of key subject-specialists and master teachers.
6. Long-range consideration of future retirements from the staff.
7. Board liaison with the Superintendent for the most effective exchange of ideas, finding information and consideration of self-criticism within the system.
8. The use of T. V. in the schools and the equipment needs resulting therefrom.
9. The expansion of Adult Education and the improvement of services to the public.
10. Improving academic excellence among students.
11. Terminal and Opportunity Classes.
12. The role of Latin and the recruitment of staff.
13. The development of specialization among the present staff.
14. Identifying and stimulating gifted students.
15. A careful consideration of scholarships, bursaries and academic recognition for students and teachers.
16. Avenues of co-operation with Elementary Board, Brandon College, and City Council.
17. A long-range policy for establishing capital reserves, and conserving same.
18. Upgrading custodial services.
19. A by-law to regulate the reading of by-laws.
20. A by-law to improve the procedures of the Board.

Many of these topics have already resulted in action; all are under study.

In the field of taxation and finance, the beliefs and practices of the Division Trustees were summed up in the premises and recommendations submitted to the Royal Commission on Local Government Organization and Finance.¹³

Premises:

1. Moneys for all public services including education must ultimately come from the public. Unless expenditures decline, tax-reform cannot reduce or avoid taxation; it can merely equalize it or at best, pass the burden on to someone else. It is a fallacy to presume that tax reform will, by some mysterious manner, reduce the total amounts to be levied by governments. The Division Board deplores this

¹³ Brief of Brandon School Division to Royal Commission June 13, 1963

lack of realism from otherwise responsible persons or organizations, and emphasizes that in its view, tax-reform can do but one thing: it can distribute the burden of taxation more equitably, more directly and more conveniently, or it can adjust the criteria of taxation to conform more closely to the individual's capacity to pay.

2. Expenditures for municipal services and for education, have increased sharply due to rising costs and mounting demands for public services. These expenditures will not likely decline while the costs of wages and materials continue to rise, as long as we petition governments for more services, and while the needs of an increasingly complex society continue to expand.
3. A considerable amount of public money has been wasted because of inefficient organization and the unnecessary duplication of services. The existence of hundreds of elementary school-boards, duplicating services that can be performed more efficiently and economically by the present administrative structure of forty-seven Division Boards, is a luxury difficult to understand in view of the common complaint against high taxation and school costs. If the Winnipeg School Division with one school board can minister to the needs of 47,000 children, the insistence on maintaining throughout Manitoba, numerous inefficient school plants (often for a mere handful of children) is an anachronism almost beyond belief.
4. While the taxes levied on real property have unquestionably increased in recent years, these have not risen in proportion to other costs, nor generally at the same rate as salaries and personal earnings. This however we concede is of little comfort to those on fixed incomes.
5. Civic governments must often curtail expenditures for vital municipal services because of the demands made by education. This is not to suggest that school levies are exorbitant or unnecessary; however, they definitely do exceed the tax demands of a century ago, when local taxes were adequate for a rudimentary school system in a simple and local situation. Education was financed on the principle then valid, that a man's land-holding was a fair indication of his ability to pay. Such is not the case today, and the costs of education must therefore be derived to a greater extent from sources beyond the property base. This equalization of the tax burden will not be achieved until con-

siderably more support for education is forthcoming from Federal and Provincial sources, and less from taxes on private property.

6. While the sharpening costs of schools have unquestionably aggravated the problems of local governments, the Brandon Division Trustees are of the opinion that swelling expenses have come, not from over-expenditure, but from the thirty years of neglect of educational facilities, buildings and teaching staff which occurred during the eras of depression, war and post-war boom. The back-log of construction, aggravated by delay and inactivity, is now seen all too clearly in the spiralling taxes and the occasional misguided building program, (the inevitable result of expediency or haste.)
7. Although financial pressures are among the most crucial of those which beset local governments, other less obvious factors serve to impede the effectiveness of local government. Among these, is the dearth of competent persons willing to serve on elected public bodies, and the consequent difficulty of developing planned, enlightened and imaginative public action pursued on sound business principles with efficiency and despatch. We have serious misgivings that the best available persons are not always prepared to stand for public office. Further we believe that the most effective use of community resources is frequently not made and that more could be done with foresight, to produce a fuller development and a wiser conservation of resources than already exist. It is our considered view that long-range planning in buildings, financial structure and urban development are the significant activities in which public bodies should for the most part be engaged. Unfortunately however, the practice of public planning, using methods and information (long since proven in other provinces and countries,) is for the most part in Manitoba unwanted or unknown.

Recommendations to the Royal Commission on Local Government:

1. We recommend that the costs of instructional services in elementary and secondary schools, be borne in total by the Department of Education in the form of a uniform salary structure and provincial grants, and that the local share of education costs be directed toward capital and maintenance items.
2. It is recommended that legislation be introduced requiring or encouraging all elementary school district to come within the administrative frame-work of Division Boards.

3. It is recommended that all vocational education should be operated and financed by the Provincial Government, or if operated by local authorities, that they should be eligible for most of the capital and operational costs.
4. It is recommended that the present equalization formula for the calculation of the General Levy or some comparable levy should be retained.
5. It is recommended that local control of education shall remain in the hands of those elected specifically for that purpose (rather than by a sub-committee of local councils)
6. It is recommended that Provincial Town-Planning Services should be expanded.
7. It is recommended that all school districts with schools closed for two years shall be dissolved.
8. It is recommended that one-room schools be limited to a maximum grant of \$3000 per year.
9. It is recommended that 50% of School Administrative costs should thereby be entitled to a teacher grant.
10. It is recommended that Boards employing superintendents should thereby be entitled to a teacher grant.
11. It is recommended that the Department of Education take positive steps to discourage the construction of small inefficient schools.
12. It is recommended that teacher grants for special services such as library, guidance, physical education etc. should be provided on the basis of one such grant for every 250 students.

(b) Buildings, Budgets and Population

In 1907, Brandon had one high school, the Brandon Collegiate with a school population of less than 200. It has been seen that in 1957, the School Board, (then School District 129) planned and built the Brandon Composite High School, later renamed Neelin High School.¹⁴

Three major projects remained. In 1959 the newly-formed Division Board found itself with 1061 high-school students, and with a population increase estimated at 10% each year. The trustees

¹⁴ Minutes of School Division 40 March 22, 1960.

thereupon undertook a dual building programme: the first in the Larkhill West End at Vincent Massey High School and the second in the newly-developed Green Acres sector. The latter was named Harrison High School in honor of Lillie Harrison, a respected teacher with the longest record of service in the history of the Brandon Schools. The final construction project was completed in 1963 when Brandon Collegiate, after almost sixty years was expanded to twice its former size. For months the Division Board had examined alternate sites and had estimated land costs, but the property expense in building at any other location would have run to at least \$150,000. In March therefore, a Committee report set out a plan of action:¹⁵

1. The Board should immediately determine its policy of expansion.
2. The trustees shall thereupon complete the negotiations for acquisition of necessary properties.
3. Permission must be secured from the Department of Education, and proposed plans also later approved.
4. Permission shall be sought from the City and Town-Planning Authority for the closing of Fifth Street.
5. Architects shall be engaged and a full study made with them and school principals, re. details and avoidance of errors in design.
6. There shall be continuous study and criticism of all proposed plans.
7. Plans for an October by-law shall be carefully thought out, with systematic public relations via Council, Service Clubs, Elementary Board, Principals, Staff, Students, Press, Radio and T. V.
8. The Debentures shall be prepared with careful regard for favorable interest rate.
9. A final check of builders' plans shall be made to avoid all possible oversights before the letting of tender.

On October 23, the By Law for \$497,000 was placed before the

¹⁵ Ibid - March 26, 1962.

electors, with the result that 4176 voters were in favor and 1729 against. This was a rather surprising support after referenda for three other high-schools and three recent elementary schools. Tenders approved for the three high schools were as follows:

Vincent Massey High School, (Central Construction Company)	\$445,439
Harrison High School, (Pearson Construction)	348,126
Brandon Collegiate Extension, (Sigurdson Construction)	470,030

Any consideration of the Division Board's actions relating to policy, property, or budget, suffers from the difficulty of appraising the real significance of recent events. Nevertheless, five incidents do suggest a sensible approach that these board members have taken in solving major problems. In doing so, they have shown an understanding of and a concern for vital issues and significant ideas:

1. One System or Two; a consideration of what the Board might do to hasten the process of unification.
2. A Check Off List for New Construction.
3. The awarding of contracts to the local bidders or to the lowest tender.
4. The Policy-Making function of the Board.
5. The creation and husbanding of Capital Reserves.

(1) One System or Two¹⁶

It is respectfully submitted to the Division and Elementary School Boards that careful study should be given to the matter of whether or not their eventual

¹⁶ Minutes of Division Board November 2, 1959.

objective should be the unification of the two Boards as pertains to the City Schools. Your Superintendent is not proposing that any such unification would necessarily be an advantage or disadvantage, nor that any sudden action should be taken now. However, I am proposing that the entire question is important; and difficult though it now is, the matter may well be insoluble if allowed to drift without plan or purpose. Here the simplest solution is not necessarily the best one.

It is therefore respectfully recommended that the Division and Elementary Boards give careful study to the advantages and disadvantages of Single and Double Board Control; and after weighing all factors, (quite apart from personal preferences) that both boards decide upon a firm policy deemed to be in the best interests of Brandon and the community, with due regard for the rights of all.

The following is therefore suggested as a possible procedure in deciding on a course of action:

- i That both Boards, after careful study and discussion, (based on factual information supplied by a committee for this purpose) decide whether a single or double board System is desired providing arrangements satisfactory to all parties can be arrived at.
- ii That a committee of two from each Board be assigned on or about November 15, the responsibility for studying the problem, including its legal aspects, etc., to report briefly as to progress at the first monthly meeting of the respective Board and to secure further direction as may be necessary.
- iii That the Chairman of this committee be from either Board, but that the Secretary (Vice-Chairman) be from the alternate body; Chairmen of Division and Local Boards being as ex-officio members.
- iv That the committee be directed to present its report May 1, 1960. If a single system should be recommended by this committee, then a time-table shall be set forth with all details relating to the sequence of procedure and the means necessary for its completion. Conversely any report recommending the continuance of the dual system would, on the basis of its study, be expected to provide certain definite recommendations to im-

prove the efficiency, liaison, and harmonious operation of the two Boards, all conducive to the betterment of Education in the Brandon and Division schools.

That the Division and Elementary Boards be prepared to receive the report; to adopt, reject or amend.

(2) A Check-Off List for New Construction

To counteract the persistent repetition of errors or omissions frequently found in school buildings, the Board studied and tabulated in detail each memorandum, complaint and suggestion that local-boards had submitted to architects and builders over a ten-year period. They then attempted to classify these into a check-off list containing numerous major and minor items, under such headings as: heating, ventilation, class-rooms, plumbing, space, washrooms, gymnasia, public-use and teach-aids. This list was submitted to the architects with the instruction that every point should be studied, or taken into consideration in preparing the detailed plans. The Brandon Collegiate was the final Division Board project. It too, has deficiencies all due to limited budget or human error. Examples of the items included in the check-off were as follows:

1. Tacking board over every chalk board.
2. Map hooks installed on chalk boards.
3. Tinted glass on south exposures.
4. Work Bench for caretaker.

5. Inclusion of incinerator.
6. Fire proofing of ceiling tiles, inset fire extinguishers.
7. Crawl-space accessible.
8. Shut-off water valves conveniently located.
9. Avoid snow build-up on roof.
10. Storage for caretakers' supplies.
11. Storage for texts and school supplies.
12. Include wiring for sound system.
13. Bull-nose cement blocks on interior corners.
14. Terrazzo-washrooms, main floor, throughout.
15. Name plates and numbers on doors.
16. Waterproof cement on linoleum tile.
17. Ventilation in shower rooms.
18. Bulletin Board in Staff room.
19. Outside lighting on time clock.
20. Movable chalk boards in Labs.
21. Provision for bleachers in gym.
22. Tracks for chair trucks under stage.
23. Elevation of school-drainage, existing sidewalk.

This was a major-study by the Board and administrative staff. It represented numerous meetings with architects, contractor, principals, maintenance-department and committee members. Approximately two hundred building specifications were eventually tabulated, and over a six-months period these were definitely considered for inclusion, omission or alteration.

(3) Local or Lowest Bidder

In 1962 the Division Board were confronted with the old argument concerning the board's duties to local bidders (taxpayers) in the awarding of contracts.¹⁷ The trustees made short shrift of this debate pointing out that the Board's obligation was to the taxpayer. It was their view that, if tenders were awarded to

¹⁷ Ibid - April 25, 1962.

local bidders, it would not be long until outside bidders would cease to submit and local bidders would then be free to operate without competition or question.

This, the Board insisted, would be short-range expediency which could not be justified in modern business.

(4) The Policy Making Function of School Boards

It is unfortunate that competent and well-informed trustees often become bogged down with petty detail and thus fail to perform the service of which they are capable. This is sometimes because they do not comprehend that a Board's real function should be to establish a clear-cut and enlightened policy. Since its inception the Brandon Division Board have delegated to their staff most of the decision on routine detail, and have generally concerned themselves with the larger issues and the more difficult task of formulating policy. Indeed, the trustees at regular intervals, have examined their own effectiveness as a policy-making body. They have frequently observed that boards often concern themselves with the details and minutiae of the school system when their prime concern should be to establish an educational climate for more important

and challenging matters. The function of an efficiently-operating School board is not to do the work, but to see that the work gets done. Policy, according to these members is nothing more than a guide for discretionary action. Behind their thinking as to whether the school was to be available for public use, whether the bus was to be granted for field trips, or whether a staff member should receive an extension to his sick-leave, lies a Board's concern to establish a clear-cut policy. This need extends beyond the particular item before the Board, for they are also trying to determine the full use of school facilities while protecting the welfare of the schools, or the safety of children while travelling in a school-owned vehicle, or the power to restrict sick-leave while extending it in compassionate or deserving cases.

The common elements of policy generally come out in the often-repeated discussions of Boards on re-occurring topics. It was therefore the function of the administrator to deduce these common elements of policy and to assist the board to enunciate them. In this way the rules and regulations prepared by the staff will carry out the spirit of the policy as ex-

pressed by the Board. Thus it is possible to avoid the waste of members time and the duplication of effort.

The Division Trustees have often said that the formulation of School Board Policy should not be left to chance, since school boards change and situations alter circumstances. It therefore seems that board policy should be committed to writing; the rules governing the carrying out of such policy should be approved by the Board and be on hand for revision or interpretation whenever the occasion arose. Finally the Brandon Division trustees have insisted at all times, that policy-making is the sole prerogative of the Board, even though the rules within the policy and their carrying out, may well be the responsibility of the administration.

(5) The Creation of Capital Reserves

The final area indicating the procedure that the trustees of Brandon Division have tried to follow, lies in the field of capital reserves. Frequently public bodies, in their unending struggle to provide for improvements, have found it difficult to raise funds for any but the most necessary current requirements. They have experienced even more difficulty in raising money for future projects, or to hang on

to capital reserves for their intended use.

This Brandon Board from the start has consistently levied one-half mill for a Capital Reserve Fund, and has tried to retain it for only that purpose. The attitude toward such an important and difficult policy of planned financing is clearly summed up in the board minutes of April 20, 1964.¹⁸

Since its inception this Board has followed the moderate and sensible policy of financing school-building expansion by the middle-of-the-road method of debenture financing, supplemented by levying each year one-half mill to be placed in capital reserve. The existence of such reserves has enabled the Board to augment their building programme with adequate but necessary facilities, not entirely covered by grants, and to purchase property on a modest scale at uninflated prices. It has likewise permitted this Division to make certain capital expenditures on a gradual basis, thus avoiding violent increases in the tax structure. The Board are supported in this conservative and realistic policy and it is respectfully recommended that it continue.

However it is drawn to the Board's attention that they have now constructed four schools, and that the greater part of their cost has been met by debenture financing. It is therefore urged that they should seriously study the formulation of a Capital Reserve Policy. This might well enable the Board to assume at least half the cost of the next major capital expenditure, by using in part a pay-as-you-go policy. It is therefore recommended that they formulate a clear statement of policy providing for

- (a) the agreement and support for the principle of establishing reasonable and realistic capital reserves.

¹⁸ Minutes of Division Board, April 20, 1964.

- (b) the preparation of a by-law which will make it impossible or difficult to use such reserve moneys for anything but their intended purpose viz. major expenditures of capital expansion nature.
- (c) the study and formulation of a definite but flexible objective, aimed at establishing in 1964, 1965, and 1966 a certain fixed amount to cover in whole or part the next probable area of capital growth.

The foregoing recommendations are made only because the experience of public bodies elsewhere has shown, that unless such moneys are systematically provided for, well in advance, they are seldom available when needed. Also when budgeted without specific restrictions on their use, they have in many instances been expended to meet current needs rather than the purpose for which they were set up. With the continuance of the present levy of a half-mill during the next three years, and with the insistence by the Board that these moneys be used for nothing but major capital undertakings, it is quite realistic by 1966 to have a reserve in excess of \$50,000. This along with government grants, should probably cover one-half to two-thirds of the total funds needed at that time for any construction project. It is presumed that the expenditure for smaller capital items (less than \$3000) will be met by yearly budgetting on the basis of current need and the ability to pay.

II. (cont'd)

C. THE EXPANDING PROGRAMME

In the light of all that has happened and the changes that have occurred, it is difficult to realize that school divisions have been in operation for only five short years. New buildings have sprung up throughout the province, and Brandon, as has been noted, has provided three large and modern high-school plants since 1959 to meet the increases in school population and students are now afforded greater high-school opportunities than were ever before available. But im-

pressive as buildings, equipment and transportation-services may be, the most significant impact, lies in the ferment of educational ideas, method, content and philosophy. In these fields, the Brandon Division, no less than elsewhere, has witnessed five years of considerable change, difficult to appreciate and impossible to describe.

The extent of educational activity, supported and sparked by the Division School Board and its teaching staff, can possibly be best seen by briefly enumerating the main events since the start of divisions in 1959. These events are presented here in chronological order -- and with a minimum of comment and description:

- (a) The Public Speaking Programme, in which all schools and students participate, was expanded to the Sutherland Junior Competition and the George Fitton Senior Competition.

(Feb. 1, 1960)

- (b) The School Division attempted to reconcile differences between Elementary and High School Board by the following motion:¹⁹

that in order to promote the best interests of the Brandon School System, the Board recommends a joint committee comprised of three members from each of School District 129, and School Division 40 to study problems of mutual concern.

- (c) The Brandon Board, helped to pave the way for the establishment of a University Physical Education Faculty, by adopting the following resolution and urging trustees or other organizations to do the same. Numerous and similar resolutions were thus directed to the Provincial Government and to the University

¹⁹ Minutes of Division Board, March 22, 1960.

of Manitoba.²⁰

whereas there exists an alarming shortage of trained Physical Education specialists in Manitoba and whereas Health, Physical Education and Community Leadership have become an essential part of education and whereas the facilities for training Physical Education Specialists in Manitoba are insufficient to the need.

Be it resolved that the Department of Education direct the University to initiate plans immediately to provide a four-year Degree Course in Physical Education and that this program be included under the Faculty of Education.

(d) At the first regular meeting of 1961, the Brandon trustees adopted the following targets for which they should strive in this and future years:²¹

1. Greater provision for gifted children.
2. High School Courses suitable for students of limited ability - Terminal Course at Grade 9 and possibly Grade 10.
3. Extending wherever possible the services offered at present, to rural students of the Division.
4. A consideration for long-range planning in building and finance; in this way to avoid sudden capital expenditures, as well as the waste of building too little and too late.
5. To study and take advantage of available government grants while providing the maximum educational service at the lowest possible cost.
6. A Typing Option as soon as possible since this will likely be needed by most high-school students of the future.
7. Encouragement of conversational method of foreign language instruction because this is unquestionably the more efficient, interesting and permanent method for mastering language skills; and is also more likely to lead to literary appreciation -- the other goal of language study.
8. Providing maximum Library Facilities in High Schools for the extension of information, knowledge and scholarship.

²⁰ Minutes of Division Board No. 40, November 7, 1960.

²¹ Ibid - January 16, 1961.

9. To encourage a realistic and practical Guidance Service based on down-to-earth training for students in solving their increasingly-complex personal, educational and vocational problems.
10. The encouragement and support of a vigorous Physical Education and extra-curricular program having the real aim of promoting health, skills, interests and attitudes.
11. To spare no effort in recruiting additional experienced and proven specialists to fill teaching vacancies as well as new positions; also to support all teachers in their attempts to grow in their profession by improving their academic professional training.
12. The striving for the continuous raising of all student academic achievement and scholarship and to give appropriate recognition to outstanding students.
13. To gradually but continuously improve and beautify school grounds and premises and to sanction the widest practical use of the schools' facilities by the Community.
14. To render all possible assistance to the Elementary Board; with cordiality and co-operation to promote the common aim of better educational services for Brandon and Community.
15. In emphasizing quality rather than quantity, to support the administrative staff in avoiding an excessive number of fragmentary courses and options, and in this way to achieve a greater economy of staff and student time.
16. To plan all educational services with the aim of reducing costs to the division ratepayers without impairment to education.
17. Approval and encouragement for experimentation by teachers in attempting to make the content and method of instruction more interesting and useful for students now and in the future.
18. To recognize Continuing Education as one of the great new problems and to promote Adult Education as of only slightly less importance than the education of children.
19. The recognition and promotion of Brandon's potential as the educational centre of Western Manitoba; and also the awareness that the fullest improvement of all educational facilities:

Public Schools
High Schools
Brandon College
Trade Schools

Teacher-Training
Business and Commercial Schools
Technical and Vocational Education
Training of the Handicapped

A Provincial School of Music at the University Level, Education of Indian Children, Farm Leadership Courses, Extension Courses through Brandon College, and the Dominion Experimental Farm

(all industries in themselves) will significantly encourage the development of industry and commerce in the area.

- (e) To stimulate greater interest in Library Science and the possible development of future librarians, the Division has offered teachers bursaries applicable to courses in Library Science. (February 6, 1961) The following month they went further:²²

that efforts be made to find teachers with full or partial training in Library Science to be employed on a full or part-time basis in school libraries in an effort to.

1. promote a more effective and wider use of libraries and to generally encourage outside reading.
2. assist students in the use of reference books and materials.
3. promote scholarships and research in the academic program.

- (f) On April 2, 1961 the Curriculum Committee sought and received approval for:

- (a) \$600 for student scholarships
- (b) \$600 for teacher scholarships
- (c) loans to teachers without interest
- (d) agreement in principle of the need for a "suitable person responsible for the programme of Adult Education."

- (g) After long support and pressure for the establishment of a General Course at the high-school level, the trustees agreed:²³

that we advise the Director of Curricula that we are willing to co-operate in the experiment General Course

²² Ibid - March 6, 1961.

²³ Ibid - November 3, 1961.

beginning September 11 -- subject to permission being granted to operate two such classes. (November 3, 1961)

- (h) The school sought to modify the elaborate graduation celebrations in which all students had been allowed to participate, regardless of their chances of promotion. In place of graduation:

It was decided with their concurrence, to establish an entirely new basis and emphasis on the question of High School Graduation including greater recognition of academic excellence. It was generally agreed that the common practice of holding graduation ceremonies in June before the writing of examinations had become a travesty and a farce and was adding little to the prestige of scholarship. Further it was felt that some special recognition or honor should be associated with those students who had particularly distinguished themselves. This recognition it was felt should take place some time in the fall when students, parents and the public might attend.²⁴

- (i) A further step to raise academic standards and to impress students with the importance of reasonably adequate term work, was the decision to establish an eligibility for writing June Examinations:

To assist students in preparation for final examinations, to set up specific learning goals and to master the organization of academic work, term tests are conducted in all grades at December and March. These examinations insofar as possible are comparable to those required by the Department of Education in content, format, and marking time etc. While the majority of students take these school examinations seriously, and thereby benefit from the preparation and writing of them, a number of pupils put forth little effort, since they feel

²⁴ Report of Superintendent October 2, 1961

that the June Examinations count for promotion. Unfortunately the exclusive concern for June tests, is not sound educationally and seldom are these students successful in their intended last-minute preparation. There is a further difficulty encountered where students frequently realize that they cannot possibly pass the entire course and so concentrate on only one or two subjects. This results the following year, in student's registering for subjects at two or even three Grade levels (e.g. Grade X Maths, Grade XI English, and Grade XII Chemistry); all of which produces a difficult or impossible time-tabling situation for student and Principal.

To overcome this, it is respectfully suggested that before students are granted the privilege of writing the final Departmental Examinations, they shall be required to attain an average of not less than 35% based on the December and March School Examinations. It is understood that all parents and students will be notified in writing of this requirement prior to December 1 and further, that in the event of illness or compassionate circumstances, the student's term work as approved by Principal or Teacher, if considered equivalent to the 35% standard, shall be approved for June Examination Privileges.²⁵

- (j) In 1962, the Division met considerable pressure to introduce Ukrainian into the schools, and adopted the moderate policy as follows:

That whereas the Board of Brandon School Division No. 40 has during recent weeks, carefully considered the advisability of extending its non-English language offerings, and has more recently received requests from parents for the introduction of Ukrainian Study in Grade IX;

and whereas the study of Ukrainian would be an extra option in addition to French or Latin required for University, thus imposing an additional language assignment for students beyond that now required;

²⁵ Minutes of Board November 3, 1961.

and whereas there have been received, equally-compelling reasons for the introduction of other language studies such as German, Spanish and Russian as well as certain valuable vocational programs at present inconvenient to timetable;

and whereas it is most difficult for the Board to comply with all such requests, worthy though these may be;

and whereas courses with a sequence of study from Grade IX to XII cannot be scheduled without loss of instructional time, unless there is assurance of holding sufficient numbers of students to Grade XII, thereby necessitating several Grade IX classes to ensure a future Grade XII class in the subject;

and whereas this Division at the Department of Education's request, consented to co-operate in offering the new General Course during the introductory year 1962-63 thus entailing considerable time, organization, planning and arrangements by staff;

Be it resolved that Brandon School Division defer for at least one year the introduction of any further Language or other Course-Option, pending a careful study in 1962-63; and further that the Curriculum Committee report to the Board at that time, its recommendations as based on problems resulting from or pertaining to staff, student-numbers or location, equipment, and possible costs, time-tabling implications, class-room space, and relative advantages or uses of any such suggested courses,

Be it further resolved that the Board of Brandon School Division No. 40 commends the efforts of various language groups or individuals in attempting to preserve the traditions of their language and culture by passing them along to their children; and in so-doing the Board express the desire to co-operate with any such groups or individuals, insofar as is possible without impinging on its first responsibility for the educational needs of all students; it is further moved that necessary arrangements should be made effective September, 1962, to offer Evening Classes or Saturday Morning instruction for students desiring to study Ukrainian (or any other

language) providing that competent staff are available and sufficient student interest is indicated, by prior registration.²⁶

- (k) A concerted attempt was made to increase the amount of written English, by assigning formal monthly essays to all students. In this Essay Improvement Programme outside markers were engaged to score and correct the extra essay assignments, usually scored in alternate months by marker and teacher.
- (l) One more effort was put forward to consider the possibility of amalgamation with School District 129. The following points were observed:
 - (a) Savings in administration would not be a major factor.
 - (b) A continuous philosophy covering Grade I to XII was desirable.
 - (c) Seventeen trustees seemed scarcely necessary.
 - (d) There was agreement with the principle of amalgamation, but the solution is not a simple one due to the multitude of rural districts in the Division.
 - (e) It would be necessary to approach rural people with diplomacy and incentives.
 - (f) A committee should be set up to explore²⁷ the question, and to report regularly.
- (m) The Superintendent received the Board's permission to institute a Summer School for Grade IX students

²⁶ Ibid - April 16, 1962

²⁷ Ibid - March 19, 1962

with "provisional" promotions to Grade X. (May 7, 1962)

- (n) The Board carefully considered the elements of Vocational Education, Option Courses, General Education and University Entrance, and decided that:

It is generally agreed that the high-school program of today should be planned on the over-riding premise that broad general education, built on an academic base but tailored to the needs, interests and abilities of students, is more likely to provide the means of adjusting to a world in a state of rapid change, than is a program which directs a student too soon down a road to specialization or restrictive education. It is fairly obvious that while basic skills and knowledge are essential in what are generally referred to as the "academic studies" (language, number, science and our cultural heritage of history, etc.) it is becoming equally apparent that the wide range of abilities and interests of students must also be clearly recognized if effective learning is to take place. This provision for student differences can be made in only two ways:

1. With programmes of varying degrees of difficulty.
2. With courses of varying content or subject-matter, to stimulate meaning and interest.

Although General Education is and must continue to be the bed-rock upon which all education is built, nevertheless our goal of providing the best education for every student, can be achieved only by constant attention to student needs, abilities and interests. To achieve this, the school system must provide courses of varying difficulty and varying content, limited only by financial resources and, the likelihood that any programme will supply real meaningful educational substance. These

then should be the criteria for any courses the Board sees fit to provide.

For many years the glamor, and the more tangible results of Vocational Training as compared to the more abstract results of academic instruction, have caused many school boards to become prematurely involved in extensive vocational programmes for which there was often insufficient demand. As a result, (while recognizing the tremendous achievements and increasing importance of vocational education in centres ready for it) many school boards have been committed to various aspects of vocational training, which have often cost staggering sums of money and produced results of questionable value.

The following are some of the factors which might well be considered by School Boards before introducing, continuing, or expanding facilities for vocational training:

1. Need: Are there sufficient students interested in the suggested course; will this interest likely continue and are there reasonably good prospects for employment?
2. Specificity: Have Boards considered the risk of permitting students to decide at too early an age, the area of their life's work, without sufficient thought for student ability and interest in this field, and thereby to have students forfeit the opportunity to pursue an academic or other program more suitable to their need. Vocational training is usually specific education and does not permit the chance to transfer or to retrace one's steps?
3. Is the proposed vocational program in any particular school, superior or more economical, or does it possess some advantage over vocational training available elsewhere?
4. Has the question of probable future cost been carefully considered by the Board—cost of facilities, staff, equipment, etc.?

Apart from the obvious attraction of working with concrete objects, can the expenditure of such moneys be justified in terms of the educational product. i.e. the number of well-trained graduates resulting from the course:

5. In view of the large number of important occupations open today, what criteria will determine courses to be chosen?

6. In an age of rapidly-changing technology and of increasing job obsolescence, can school boards know with certainty that the area of training in which a student will spend three or four years at high school (perhaps at the expense of general education) will not be "blind-alley" occupation in a few short years?²⁸

(o) For many years Adult Education has been a serious concern of Brandon Trustees. In recent years particularly, they have expressed a desire to do something about this often neglected and underrated area of public instruction. That the Division Trustees had recognized the challenge of continuing Education, was indicated in its study of the subject late in 1961.

REASONS FOR ADULT EDUCATION:

a) The rapid change (socially, technically and economically) in all aspects of modern life, and the need for continuous adaptation and adjustment by individuals and communities.

b) The recognized need or right of each individual, to develop to his fullest potential, has become a basic premise of democracy.

²⁸ Brandon School Division Developmental Plan Study. December 10, 1962.

- c) The nation's development and its survival depend on the efficiency and health of each person as much as on the government.
- d) The duties of citizenship are increasing in number and complexity, and a democratic society can scarcely survive without emphasis on the duties as well as the privileges.
- e) The existing problems in society must, by and large, be solved, not by the future generation, but by today's adults - many of whom are not prepared for the task. This is a job which cannot be left to the distant future.
- f) Facilities for adult-education are generally available in the schools; therefore the schools must take the initiative in such a movement.
- g) The cost of educational buildings is too great, not to use them as fully as possible.

PROBLEMS FACING THE ADULT EDUCATION PROGRAM:

- a) Public apathy or unawareness of the problem.
- b) Short supply of instructors trained in adult education techniques, philosophy and content.
- c) Finding local public funds to defray at least part of the costs.
- d) Organizing and gearing a program suited to the particular needs of each community.
- e) The mounting pressure on governments for financial assistance is presenting serious difficulties for Provincial and Government Officials. There is a limit to state assistance.
- f) Lack of awareness by educators themselves of the real need for Adult Education.
- g) Overcoming the attitude which regards Adult Education as mere putting.
- h) Realization that Adult Education will for thousands of people be almost as necessary during next twenty-five years, as is the education of children.

i) The securing of increased participation and support from Federal and Provincial Governments, notwithstanding (e) is essential.

FACTORS IN PLANNING A PROGRAMME OF ADULT EDUCATION:

- a) A realistic appraisal of all resources of the community.
- b) A realistic appraisal of the short-term needs.
- c) Promptly planning for, and meeting these short-term needs.
- d) A practical appraisal and plan of long-term needs.
- e) The systematic planning of such a program organized in the best sequence, for permanent and lasting benefits.
- f) A continuous program involving as many persons as possible in ²⁹continuous, all inclusive plan for self-improvement.

(p) Early in 1963, the Division recognized that high-schools cannot operate with merely one teacher for each class room, if they are expected to offer principals' supervision, library services, guidance and counselling, laboratory work, differentiated courses, shop-work, home-economics and other educational services requiring teachers' time. To supply the need for supernumeraries, a motion was approved authorizing the "hiring of teaching staff up to 10% in excess of grant."³⁰

(q) A long over-due and much needed innovation in Brandon Schools resulted from the decision in May, 1963 to offer instruction to Grade IX students of limited

²⁹ Report of the Superintendent, December 4, 1961.

³⁰ Minutes of Division Board May 6, 1963.

ability. These pupils would normally be leaving school before the completion of Grade IX. It was decided that such a course should be planned if possible for 1963 or 1964, and that the following criteria would apply:

- a) Any High-School-Leaving or Terminal-Course should be meaningful.
- b) The content ought to reflect the students' level of interest and ability.
- c) The programme must provide some useful and practical end.
- d) There should be lesser emphasis on the academic content and more on the practical aspects.

(r) Plans were made to offer remedial classes on Saturday mornings as well as enrichment classes for students of superior ability. The latter included Typing, Drama, Conversational-French, Exploratory Mathematics and Journalism. In addition, the Brandon Division Summer School became a community institution comprised of more than 50% of students from outside of Brandon. By the summer of 1962, students wrote 460 August Supplementals and achieved a rather surprising record for borderline students: a pass rate of 67.5%.

(s) Advertising and Commercialism received another blow from local trustees when it was agreed:

that unless directly related to the school programme or the general aims of education, advertising, raffles, ticket sales, and other such activities or commercialized projects, shall not be permitted in

the schools, except with expressed approval of the Division Board.³¹

(t) The efforts to receive a Provincial Vocational School in Brandon, were commenced in response to the Board's resolution when the Mayor proposed " a luncheon meeting to pursue the feasibility of a technical school in Western Manitoba".³² This project was supported by numerous organizations in Western Manitoba, and a full-scale technical school, -(according to a recent government announcement) will become a reality in 1964 or 1965. To ensure an institution of adequate size and scope, the Board prepared a further resolution:

Whereas the need for a Vocational Training School in Western Manitoba is now generally recognized, and whereas Brandon is accepted as the proper location for such a school to serve the Western half of the Province, and whereas a government commitment has already been made to this effect prior to the last provincial election, be it therefore resolved that Brandon Division School Board extend its thanks and congratulations to the Premier of Manitoba for the Government's proposed extension of educational services to Western Manitoba; and that the officials of the Department of Education be requested to commence plans for such new facilities at the earliest possible date; be it further resolved that this Board and other representative civic bodies be consulted in the early planning stages and thereby ensure that provision for present as well as future needs, will be adequate to meet the expanding demands of Brandon and the surrounding community during the next several decades.³³

(u) The Brandon teachers, supported by the Board, undertook a study of language laboratories for French

³³ Ibid - January 7, 1963.

Instruction. After months of careful examination, the staff favored a vigorous approach to the oral and aural study of French by the adoption of two major programmes:

- (a) The active stimulation of spoken proficiency by the staff.
- (b) The introduction in all schools at the Grade IX level, of the St. Cloud Method using tapes, records, and film strips.

These efforts by the staff have met with considerable success, and all teachers have now taken special summer instruction in Philadelphia, Montreal or Brandon College and each school has been equipped with the above materials.

- (v) For considerable time, the teachers of the Division have been active in several broad aspects of an in-service programme. These have had the enthusiastic endorsement of the Board. After several methods of organization, the in-service programme in 1963 was co-ordinated into a more cohesive system. It included all subjects and teachers, and operated with a rather comprehensive constitutional framework.

OBJECTIVES OF THE TEACHERS' COUNCIL AND EXECUTIVE³⁴

The objectives of the Teachers' Council and its Executive shall be as follows:

1. To enhance the image and improve the quality of Secondary Education within this Division.

³⁴ The Constitution of Teachers' Council October 22, 1963

2. To assist in the fullest professional development of all Division Teachers, and to cultivate among them the importance of self-improvement and Continuing-Education.

3. To serve as liaison for the harmonious exchange of ideas, information and procedures between teaching personnel and administration; and thereby to provide a clearing-house for such information and ideas related to subject matter, methods, services and educational opportunities.

4. To develop and encourage the leadership role among staff, and to encourage individual initiative in the improvement of public education.

5. To stimulate and nourish useful ideas among staff and students, and in the process to subject the practicability of such ideas to constructive, but realistic and critical evaluation.

6. To foster co-operation between staff, administration, board and public; to conserve the best features of the past in a unified procedural system and also to recognize that orderly change and constructive disagreement are an inherent and necessary part of educational growth.

- (a) To co-ordinate the teaching materials, methods and procedures within each field of study; and
- (b) To integrate the different subject-fields into a unified and cohesive process of General Education.

The membership of the Council is comprised of all teaching and supervisory staff. Both the Council and Executive meet regularly at specified times through the school term.

There are fourteen members of the Executive Council:-

Chairman

Vice Chairman

Past Chairman

Convener of English Literature and Library Studies

Convener of General Course

Convener of Grade IX studies

Convener of Science Studies

Convener of Geography, History and Social Studies

Convener of Language Studies

Convener of Mathematical Studies

Convener of Option Studies
Convener of Physical Education
Convener of Guidance, Counselling and Health
Superintendent of High Schools

The Responsibilities of Subject Conveners include the following:

1. To supervise the preparation of outlines, guides, information sources, etc. and to submit regular revisions when necessary.
2. To assist in drawing up Examination Committees, intended to increase the validity and reliability of examinations.
3. To call and convene not less than three meetings (each fall and spring term) of the subject committee, independent of the Executive Committee.
4. To appoint sub-committee chairmen, responsible through him to the Executive.
5. To assist the secretary of his subject committee to maintain adequate records and to pass along such records to succeeding officers.
6. To receive and disperse information of interest or import to committee members pertaining to subject matter, examinations and testing procedures, field trips, reference libraries, films, tapes, courses, etc.
7. To provide leadership and to promote by means of interesting In-service, the fullest professional development of his group, and the cultivation of positive ideas.
8. To receive from and direct to the administration, materials or information of interest or importance in the field of study.
9. To report briefly to the Executive, concerning activities of the group.
10. To report annually to the Superintendent (before June 15) concerning:
 - (a) the year's activities
 - (b) Recommendations and suggestions
 - (c) Tentative plans for the ensuing year

(d) Submit such outlines, guides, special reports, briefs, etc., for preparation and distribution at School Opening.³⁵

The obligations of the Subject Committees are also clearly set forth:

1. To hold such meetings as may be necessary, (apart from Council Meetings) to plan and to improve the programme of instruction.
2. To establish sub-committees in any field (e.g. Science-Chemistry) responsible for the detail of the subject not included in #1 above.
3. To plan and prepare outlines of instruction, subject-content, bibliographies, reference libraries, audio-vizual aids, supplementary materials, etc.
4. To arrange each subject into units suitable for study and examination in each school term, and to make regular unit revisions or changes as may be necessary each year.
5. To prepare valid and reliable examinations; useful as a measuring instrument, as a motivational device and for mastery of fundamentals.
6. To provide leadership and initiative in instructional improvement.
7. To channel practical suggestions, resolutions, and information through the chairman to the executive and administration.³⁶

^a
The foregoing have represented rather cursory glimpse at the efforts and accomplishments of the Brandon Division Board and its staff during the recent years. Neither teachers nor trustees would claim this unique, or that there has been any earth-shaking record of educational significance. These attempts

35 Ibid

36 Ibid

however, regardless of their impact, have interest and meaning because they are typical of the vigor and growth shown by school-boards and staffs, throughout this Province during an era of educational stress and change. The Division, like other Brandon Boards through the years, has generally attempted to face problems as realistically and resolutely as they knew how, and with such resources as they possessed. If one were to describe the practice and philosophy of these trustees, it surely must be said that here was a group of people who firmly believed in the necessity for an efficient organization; but only for an organization wherein the teaching staff was capable of free and intelligent action. Through the years the trustees have insisted on sufficient direction, co-ordination and materials to set the educational programme "on the road", but in an atmosphere of reasonable freedom. They would scarcely minimize the role of the group, or the importance of themselves as a public body; nevertheless they would insist "that little if anything of creative importance - either in concrete or abstract ideas -- has ever sprung from groups. Ideas, inventions, policies or poems have always sprung from the individual".³⁷

³⁷ Emery F. Bacon -- Education for Public Responsibility
New York W. W. Norton Co. 1961 p.95.

CHAPTER VII

A PROGRAMME OF DEVELOPMENT FOR BRANDON SCHOOLS 1963-1973

Brandon Elementary and High-School Boards will face four problems during the next decade:

- A. The school population will continue to climb, and existing resources will be further strained to provide the new classrooms required.
- B. A method of financing school-construction will have to be evolved.
- C. The impact of rapid social change will still be felt in this small community, necessitating new and complex educational services and practices.
- D. The public concern for a closer look at the amalgamation of the two boards will probably compell both bodies to re-examine the obstacles involved and, if possible, to produce some practical method for solving their differences.

A POPULATION AND CLASS-ROOM CONSTRUCTION

When Central School was completed in 1896, both trustees and citizens were proud of the fine new building and relieved at the thought that they had disposed of their school-building problems for many years to come. Seventeen other schools have been added to the system since that date, and regularly trustees and ratepayers have found comfort in the thought that here at last was the end to the building of schools. On each occasion however, the end was not really in sight; nor is it now.

By 1964, Brandon, with its eighteen school-plants, will have suitable for occupancy, two hundred and twenty-four standard class-rooms, twenty-eight usable but sub-standard rooms in basements or

attics, and thirty-seven other areas comprised of gymnasiums, auditoria, laboratories, shops, home-economics labs, and commercial rooms. The twenty-eight substandard rooms are quite suitable for temporary or emergency accommodations, and for restricted part-time activities such as music, art, play-areas, or audio-visual aids. The health-officer, however, has clearly advised both boards that these rooms will not be approved permanently because of light, ventilation, fire-safety or heating. Eventually their full-time use must cease.

TABLE XXVIII
A SUMMARY OF AVAILABLE BRANDON CLASS-ROOM SPACE

<u>Elementary Schools</u>	<u>Number of Classrooms</u>	<u>Basement and Substandard Rooms</u>	<u>Auxiliary areas</u>
Central School	15	3	1
Park School	12	4	1
Alexandra School	12	2	1
King George School	12	2	1
Fleming School	15	1	1
David Livingstone School	9	5	1
McLaren School	6	2	2
Earl Haig School	10	1	3
Earl Oxford School	20	0	1
George Fitton School*	12	0	0
J. R. Reid School	12	0	1
Riverview School	6	0	1
Green Acres School	12	0	1
Linden Lanes (1964)	13	0	2
Cottage Schools	-	6*	
Total (Elementary)	<u>166</u>	<u>26</u>	<u>17</u>

Division High Schools

Brandon Collegiate	19	1	8
Neelin High School	9	0	8
Vincent Massey High School	17	1	6
Harrison (High School)	13	0	4
Total (Division)	<u>58</u>	<u>2</u>	<u>20</u>

*(Gymnasiums, auditoria, laboratories, shops, home economics, etc.)

The one hundred and sixty-six regular rooms in the elementary section and the fifty-eight in the secondary, will be occupied by the 6640 students expected next September. Thus on the basis of thirty pupils per elementary class, and twenty-five in each high school unit as stated in the Departmental Grant Regulations,¹ the existing class-room space will be needed for instruction to students under suitable conditions of health, safety and teaching effectiveness (See Table XXXII, XXXIII).

Available Elementary Class-rooms (1964)	166
Indicated 1964 Elementary Registration	4996
Class rooms required @ 30 pupils per class	166
Surplus Classes (exclusive of substandard)	nil
Available Secondary Class-rooms	58
Indicated 1964 Division Registration	1644
Class-rooms required @ 25 pupils per class	65
Deficiency of classes(exclusive of substandard)	7

Since the school registration for September 1964, can now be predicted with a reasonable accuracy it is fairly safe to assume that the total available space is little more than required to house next year's students under minimal standards for education.

In a small school-system with a fairly regular growth-pattern, several criteria are used to predict the probable number of class-rooms that will be needed over a reasonable period of time:

- (a) the number of live births in the community
- (b) the actual school registration, including the schools' holding-power as indicated by drop-outs and grade registrations compared to preceding years.
- (c) the total population of the area
- (d) the community's apparent economic activity

¹ Manitoba School Act Regulations 74/58 Section 3., Section 5.

- (e) general factors which must be considered, but whose significance it is impossible to evaluate completely. viz. the new Grade XII requirement for university admission, the introduction of new courses such as the General or Terminal, and the raising of the legal school-leaving age.

Obviously the two most important and dependable indicators are:

- (a) the number of live births in the community each year.
- (b) an analysis of the actual numbers of students enrolled in the schools, grade by grade, and an extension of these probable grade registrations in subsequent years.

The needs of the two school systems of Brandon can be approximately predicted on the basis of these two factors, providing there is taken into account any particular socio-economic events that may have occurred or are likely to happen in the foreseeable future. The Brandon Packers' strike, for example, had a noticeable effect on the economic life of Brandon and consequently on the school population. Conversely, this year, the building of a new meat-packing plant at a cost of \$2,000,000 to \$3,000,000 could have a stimulating impact on industry and on school registration.

Table XXIX illustrates the number of live-births registered by the Brandon Health Unit. These, when considered over a ten year period, reflect a rate slightly more than 30 per 1000 of population. It was also noted that the average yearly birth total increase from 1953 to 1963 has been approximately 4%. This was conservatively taken at 3% and for 1962-1972, provides data accurate enough for the purpose. Another interesting and significant phenomenon was that the birth rate in any year almost coincided with the Grade One registration six years later.

TABLE XXIX

BIRTHS, POPULATION AND REGISTRATION
 BRANDON SCHOOL DISTRICT 129
 BRANDON SCHOOL DIVISION 40

Year	Population Brandon	Births Brandon	Grade One	Public School	Gr. 7-8-9 Jr. High	High School	School Total
					Gd. 9-12		
1913				1720#		287	2007
1917				2304		262	2566
1921	15,397			2724		401	3125
1925				2999		474	3473
1929				2515##	845	319	3679
1931	17,082	380		2434	935	414	3783
1933		320		2198	900	474	3572
1935	17,486	281		1998	831	449	3278
1937		266		1865	835	455	3155
1939		293		1696	800	411	2907
1941		379		1649	815	406	2870
1943				1476	686	333	2495
1945				1444 Gds.	695	273	2412
1947		428**		1439 1-6	607	343	2389
1949		442		1568	603	318	2438
1951		452	324	1704	598	317	2619
1952		498	422	1746	573	276	2595
1953	22,320	541	459	1907	604	305	2816
1954	22,820	581	440	2127	653	292	3072
1955		634	476	2280	767	380	3427
1956		630	503	2616	955	436	4007
1957		632	495	2823	1031	438	4292
1958		624	507	2916	1131	473	4520
				Grades 1-8		Grades 9-12	
1959		696	571	3936#		1045	4981
1960		795	542	4104		1241	5345
1961		813	630	4310		1384	5694
1962		830	596	4470		1464	5914
1963	31,128	840	601	4850		1535	6385
1964		873	614	4996		1644	6640*
1965		899	676	5163		1687	6850
1966		926	765	5413		1755	7168
1967			773	5624		1845	7469
1968			780	5579		1908	7487
1969			788	6033		1933	7966
1970			803	6299		1932	8231
1971			829	6516		1920	8436
1972			836	6760		2003	8763

** Brandon Health Unit

Grades 1 - 8

Grades 1 - 6

* 1964-1972 Estimates

<u>Live Births</u>		<u>Grade One Registration</u>	
1950	474	1956	503
1951	452	1957	495
1952	498	1958	507
1953	541	1959	571
1954	581	1960	542
1955	634	1961	630
1956	630	1962	596
<u>1957</u>	<u>632</u>	<u>1963</u>	<u>601</u>
Mean	555.2	Mean	555.6

Again, this was regarded as a fairly reliable index of the number of students likely to enter Grade One.

Kindergartens have been operating in Brandon for only two years, but it is now fairly safe to assume that kindergarten registration will closely approximate the Grade I enrolment for the ensuing year. -(reduced of course by 50%, since these children attend school only on a half-time basis.) This registration has been kept separate from the Grades I - XII categories, and like the birth-totals, has been conservatively estimated at a yearly increase of less than 3% over the present.

Several factors in Grades I to XII tend to affect the individual grade registrations, but drop-outs due to illness, retardation or death, have usually been less than 2% annually. The significance of students' repeating grades can be almost ignored because these cases appear to cancel one another out; that is the repeaters from Grade V closely offset the Grade IV students who remain behind because of failure there. Nevertheless a reduction of 2% was allowed for drop-outs in each successive grade, even though a significant number of such students will re-appear later and be included in the registration of slow learners.

TABLE XXX
 ESTIMATED SCHOOL POPULATION
 1963-1973
 Brandon Elementary Schools

Grade	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
Kindergarten	49	320	330	340	351	363	373	385	397	409	421	
One	630	559	601	614	676	765	773	780	788	803	819	836
Two	544	648	549	591	604	666	755	763	770	778	793	809
Three	567	516	636	539	581	594	656	745	753	760	748	783
Four	551	546	516	626	529	571	584	646	735	743	750	748
Five	527	498	533	506	616	519	561	574	636	725	733	740
Six	487	539	496	523	496	606	509	551	564	626	715	713
Seven	544	465	469	486	513	486	596	499	541	554	613	705
Eight	460	422	418	459	476	513	476	486	489	531	544	603
Slow-Learners	228	312	322	332	342	352	362	372	382	382	392	402
Total	4310	4470	4850	4996	5163	5413	5624	5779	6033	6299	6516	6760

In 1963-64 the actual number of limited-ability students was 312. Improved testing procedures, better guidance services and additional facilities for slow-learners in the future will probably reveal an increase in their numbers, but the estimate of these students for 1963-72 was predicted at a nominal yearly increase of only 3% (the same as the theoretical increase in births.)

By reconciling the numbers of births, the registration in kindergarten, the normal promotions or probable drop-outs and by noting the possible numbers involved in special education, it is possible to approximate the future enrolments of elementary children within limits satisfactory for planning class-room space. For the years 1963-72 the student count was calculated as follows:

1963 -	(actual)	4850
1964 -	(estimate)	4996
1965 -	"	5163
1966 -	"	5413
1967 -	"	5624
1968 -	"	5779
1969 -	"	6033
1970 -	"	6299
1971 -	"	6516
1972 -	"	6750

The procedure for predicting the probable numbers of high-school students, involves other factors:

1. During the two years in which the slow learners "Modified Grade VII - VIII Programme" has functioned, the numbers promoted to Grade IX constituted about 16% of the total of slow learners; that is about 55 students out of 302. This, for the present, appears to be the only realistic

way to gauge the number of terminal students capable of reaching Grade IX.

2. Since the beginning of school divisions in 1959, the number of Grade VIII rural students proceeding to Brandon Division schools, has been around 30 to 40 each year. If rural schools are consolidated with the Brandon School District, the number of Grade IX students from rural schools may decline but they will reappear in the total of students attending school in the City. However, for the present at least these new Brandon students will be assumed to approximate 35 each year.
3. For a number of years the drop-outs from Grade VIII to IX has approached 10%. Notwithstanding that the legal school-leaving age has now been raised to 15 years, (and will next year be set at 16) and also the fact that job requirements demand education beyond Grade VIII, the drop-out figure for reasons of caution, has been kept at 10%. A more accurate rate in a very few years will probably be 5% - 6%.
4. The Grades IX and X registration has of late shown little disparity. Now, with the introduction of the New General Course in 1962, the Terminal Course in 1964, and the probable increase in numbers of repeaters due to the rigorous new University Entrance Programme, it can

be assumed that the registration of Grade X pupils will increase and the enrolment in Grades IX and X will gradually coincide.²

	Grade IX		Grade X
1958	339	1959	309
1959	376	1960	343
1960	400	1961	348
1961	472	1962	426
1962	437	1963	376

5. Since 1957 the Grade XI student total has almost equalled and sometimes exceeded the registration in Grade X.³

	Grade X		Grade XI
1957	216	1958	204
1958	212	1959	240
1959	309	1960	329
1960	343	1961	351
1961	348	1962	349
1962	426	1963	430

6. No cognizance has been taken of non residents, new residents or a possible population - increase now indicated by apparent economic prosperity and urban growth.
7. Since 1957, the Grade XI to XII drop-out rate has fallen from 40% to 25%. Grade XII has now become the prerequisite to enter University, Teacher Training, the Institute of Technology, and many other areas of instruction or employment. Therefore, since drop-outs from Grade XI will almost certainly decline, a 20% withdrawal rate has been used in this study.

² Registration Summary, Brandon School Division

³ Ibid

	Grade XI	Grade XII
1956	169	90
1957	148	83
1958	204	120
1959	240	169
1960	329	213
1961	359	252
1962	349	261

Once these factors have been considered, and due allowance made for inevitable discrepancies and special circumstances, the trustees can arrive at meaningful approximations of student count, grade by grade, and year by year. Thus with the knowledge of past experience, of the numbers of students in attendance at school and pre-schoolers waiting to enter, (all adjusted to special trends or local conditions) it is fairly simple to gauge the class-room requirements and thereby formulate a tentative building programme. If followed with caution and with the knowledge that such data are only approximate and tentative, the information will assist the board in planning at least two or three years in advance, rather than on the basis of necessity or expediency. In summary, therefore, the apparent minimum high-school population from 1963- 1973, appears as follows:

1963-64	1535
1964	1644
1965	1687
1966	1755
1967	1845
1968	1908
1969	1933
1970	1933
1971	1920
1972	2003

To project future class-room requirements, the Elementary and Division Boards thus need the following information:

TABLE XXXI
ESTIMATED HIGH-SCHOOL POPULATION
1967-1972

GRADE	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71	1971-72	1972-73
IX	472	437	468	498	504	521	557	523	533	539	577	603
X	348	426	376	437	449	454	469	552	471	480	486	520
XI	351	349	430	369	437	449	454	469	552	471	480	486
XII	213	252	261	340	297	351	365	364	377	442	377	394
Total	1384	1464	1535	1644	1687	1775	1845	1908	1933	1932	1920	2003
Total	5694	5934	6385	6640	6850	7188	7469	7687	7966	8231	8436	8763

TABLE XXXII
ELEMENTARY AVAILABLE CLASS-ROOMS AND FUTURE CLASS-ROOM NEEDS
1963-1972

	1963-64	1964	1965	1966	1967	1968	1969	1970	1971	1972-73
A Estimated Elementary Registration	4850	4996	5163	5413	5600	5779	6033	6290	6529	6725
B Total Class-rooms Available as of 1964 (excluding substandard)	153	166	166	166	166	166	166	166	166	166
B1 Total Class-rooms Available as of 1964 (including 13 of 26 substandard)	166	179	179	179	179	179	179	179	179	179
D New Class-rooms needed (exclusive of substandard)	-	0	6	15	21	27	35	44	52	59
D1 New Class-rooms needed (using 13 of 26 substandard)	0	0	0	2	8	14	22	31	39	46

TABLE XXXVIII
 HIGH-SCHOOL CLASS-ROOMS AVAILABLE, AND FUTURE CLASS-ROOM NEEDS
 1963-1972

	1963-64	1964	1965	1966	1967	1968	1969	1970	1971	1972-73
A Estimated High School Registration	1534	1644	1687	1775	1845	1908	1933	1932	1920	2003
B Total Class-rooms										
Available as of 1964 (excluding substandard & auxiliary areas)	—	58	58	58	58	58	58	58	58	58
B ₁ Total class-rooms Available as of 1964 (including substandard)	—	60	60	60	60	60	60	60	60	60
C Total Class-rooms Required for instruction (A-B ₁)	61	65	67	71	73	76	77	77	77	80
D Additional Class-rooms needed, exclusive of substandard etc. (C-B ₁)	6	7	9	13	15	18	19	19	19	22

- (a) The probable school population year by year for the period 1963-72.
- (b) The total number of class-rooms which will be necessary each year to house all pupils under conditions satisfactory to health, comfort and educational efficiency.
- (c) The real number of class-rooms operative and the degree to which their standards conform to those required for health and learning.
- (d) The additional class-rooms (b-c) that must be produced at the above times to satisfy the demands of student population. This information in condensed form is found in Tables XXXII and XXXIII.

The number of elementary class-rooms that are necessary has been established on a pupil-teacher ratio of 30; at the division level this number is 25. No allowance has been made for the replacement of obsolete buildings, notwithstanding the fact that Central School has operated since 1892 and Brandon Collegiate since 1906. Nor has any special margin been provided for rooms unavoidably vacant in central areas of declining population, or for slow learners and other special classes. These of necessity accommodate fewer pupils. In an effort to plan conservatively, provision was not made for the probable expansion of future educational services, and the consequent pressure for additional space: sight-saving classes, instruction for the mentally retarded, speech-therapy, team-teaching,

language-labs, dramatics, expanded science and mathematics laboratories, vocational-training, industrial arts, and home-economics. Thus in the long run, the figures used are modest and reasonably realistic. If constantly revised to conform to the actual school registration and population data at any given time, the foregoing information enables either board to do its room-planning at least three or four years in advance. Beyond this limit, it is not generally necessary to go.

Before proceeding with any final plans for the construction of school accommodation, it is recommended that Brandon trustees closely consider at least six factors:

1. Government grants for school construction are established on the basis of 40% aid toward elementary school capital costs, and 75% toward the capital costs of high schools. The burden, therefore, on local taxpayers is nearly twice as much for elementary school construction as it is for secondary.

The Provincial Treasurer shall pay to the division, and the district shall be entitled to receive from the division an amount as a capital grant equal to 40% of such capital expenditure in that year.⁴

Where a division has erected a new secondary school (of 12 or more class-rooms) the Provincial Treasurer shall pay the percentage set out in the right column of the following table opposite that number.

12 or more class rooms ----- 75%.⁵

2. School boards have the privilege under the Manitoba School Act, to levy for the purpose of creating a capital building reserve:

⁴ Public School Act of Manitoba, Regulation 74/58 Section 25

⁵ Ibid

A board of trustees may by by-law, require the making annually and for such term of years as the by-law shall specify, of a levy.

- (a) not exceeding one mill or
- (b) if the Minister gives his written consent thereto, exceeding one mill but not exceeding three mills on the taxable property within the school district/division, for the purpose of creating a reserve fund to be expended by the board for new buildings and purchasing equipment or for such other purposes as may be approved by the Minister.

3. The level of board expenditures for debenture payments has in many cases reached a high proportion of school budgets.

(a) 1964 Budget, School District 129	\$1,158,492	7
1964 Debt Services - School District 129	82,088	
(b) 1964 Budget School Division 40	\$ 882,034	8
1964 Debt Services	147,909	

4. There appears to be an increasingly cooler public reception for School Money By-Laws than existed several years ago. In 1960 a Brandon high school by-law for \$497,000 carried with 4176 voters in favor and 1729 against. By 1963 a \$200,000 public-school by-law with 3402 in favor, was almost defeated by the 3341 electors who opposed it.⁹

5. If money by-laws are to receive continued public acceptance, it has become important that the Boards of School District 129 and Division 40 coordinate the timing of their building programmes, cooperate in sharing facilities and plan jointly their programmes of public relations.

6. Two extreme views are held in regard to the most satisfactory method of financing public buildings:

- (a) that all such major projects should be built and financed on long-term debentures.
- (b) that public works should be built on a cash or pay-as-you-go basis.

6 Manitoba School Act - Section 198

7 Brandon School District 129, Budget 1964

8 Brandon School Division 40, Budget 1964

9 Official figures of official Returning Officer

In an expanding economy and with a soaring population, the debenture method has found greater favor and, on the whole, tends to be more equitable for present and future generations. However, a limited policy of cash-financing has merit because:

- (a) It avoids an excessively heavy load of local debt.
- (b) It can minimize sudden rises in the rate of property tax.
- (c) It gives school boards a greater measure of freedom.
- (d) It enables money by-laws to be better spaced and thus reduces the risk of rejection by the voters.

7. If the two boards could arrange to plan and to share surplus classrooms temporarily, economies of construction, operation and maintenance would be effected and the building of larger administrative units could prove a real advantage. Such sharing of room services can further provide a cushion and thus allow a longer planning period between projects.

TABLE XXXIV

A PROPOSED INTEGRATED BUILDING PROGRAMME
Brandon School District 129 - School Division 40

PROJECT NO.	DATE	PROJECT DESCRIPTION	Net Classroom Surplus +		
			Net Classroom Shortage -		
1	1963-64 ELEMENTARY	Linden Lanes By-Law - 1963 Completed 1964	- 13 rooms	Elementary Secondary	Shortage - nil
2	1966-67 DIVISION Cash-capital	Location probable south central - Cash or Debenture - 14 rooms (Reduced capital-reserve levy)	-	Elementary Secondary Project '66 -	Shortage Substandard Shortage New classes
3	1967 ELEMENTARY	Location - pending Money - By-Law -	- 14 rooms	Elementary ('68) (67-68)	Shortage Project Substandard Shortage
4	1969 DIVISION	Location probably west end - Cash -	- 14 rooms	Secondary (66-69)	Shortage Project Margin (loan to El.) 9
5	1970 ELEMENTARY	Location probable north - Cash -	- 14 rooms	Elementary (67-70)	Shortage Projects Substandard
6	1972-73 ELEMENTARY	Location - pending Money - By-Law -	- 14 rooms	Elementary	Shortage Projects Substandard

B. FINANCING THE PROPOSED BUILDING PROGRAMME

1. The 1963-64 Elementary Project

This undertaking has no direct bearing on the programme suggested here, since a money by-law was approved by the electors in 1963: this school is now under construction at Linden Lanes. It will be a 13-room structure with library and gymnasium and should be ready for occupancy by September, 1964. By that time, the immediate needs of the elementary grades will be practically all supplied, and the additional class-rooms needed will be quite easily found by occupying a number of substandard areas.

2. Division Project 1966

Each year since 1959 Brandon School Division has levied a half-mill for capital reserve. This has been set aside for additional class-room space, for the purchase of properties and for expenses due to major items of building or repair. By December, 1964, the credit balance in the fund will be \$28,471.89.¹⁰ The actual revenue derived from a mill is now \$35,647¹¹, but for several years this has been steadily rising (due to additional properties on the tax rolls) at the rate of about \$1000 per year. The reserve levy, if continued for 1965 and 1966, will produce (apart from a higher mill value and from revenues from rural ratepayers) at least \$17,500 for each of these two years. The condition of the reserves will then be:

Cash balance (as of December 1964)	\$28,471
Half mill levy 1965	17,500
Half mill levy 1966	<u>17,500</u>
Total funds available (1966)	<u>\$63,471</u>

¹⁰ Brandon School Division Annual Budget 1964

¹¹ Ibid

Since construction costs in recent years have generally exceeded the original grant base of \$15,000 per class room, trustees have been authorized to raise this to \$18,000. The grants however, only cover the lesser figure.

If the present reserve levy were continued, and if a cash programme were planned for 1966, the available funds would not be sufficient for the construction of 14 class-rooms.

Total Cost of 14 class rooms @ \$18,000	\$252,000
Government grants based on 75% of 14 rooms @ \$15,000	<u>157,500</u>
Balance to be borne by Board	\$ 94,500
Available from Capital-reserve (\$63,471)	<u>63,500</u>
Additional funds required	<u><u>\$ 31,000</u></u>

To have fourteen additional class-rooms in readiness for September 1966, it is evident that the board has two alternatives:

(a) It can increase the capital reserve levy in 1965 and 1966 from one half to one mill: this will produce an additional sum slightly more than \$35,000.

Cash-balance as of December 1964	\$ 28,471
One mill reserve levy 1965	35,647
One mill reserve levy 1966	<u>35,647</u>
Total funds available (1966)	\$ 99,765
Funds required for project	\$ 94,500

(b) The trustees could also avoid this heavy tax commitment by submitting to the electors in the fall of 1965, a money by-law for \$252,000. Over a 20-year repayment period, the yearly charges to the City of Brandon would be approximately \$5,500. which could be more than off-set by reducing the present capital levy from .50 mills to .25 mills effective 1967.

On the basis of sound financing and out of consideration for the local taxpayers, the second method appears to be preferable:

Present tax requirement to defray capital levy of .50 mills	\$17,500
Suggested revision, for capital reserve purposes .25 mills	<u>\$8,750</u>
Reduction in tax requirements	\$8,750
Increased annual costs due to 20 year debenture	<u>5,500</u>
Net decrease in tax load	<u>\$2,250</u>

It must be constantly borne in mind by trustees that these estimates are deliberately cautious and that they take no account of increased revenues resulting from a rising mill value; further, they are predicated on the basis of Brandon City only. When reasonable allowance is made for an increased return from the mill and also for about 15% of costs being assigned to rural ratepayers, there is obviously provided a safe margin to cover contingencies: increased building costs, an unfavorable debenture market, high interest charges and the inclusion of any changes or extras to the building. There appears therefore no apparent reason that this school-addition should impose any additional strain on the already over-loaded taxpayer.

3. Elementary Project 1967

It is next proposed that the Elementary School Board should provide a new 14-room school plant or the equivalent, and that it should be financed by a 20-year debenture submitted to ratepayers in 1967.

Amount of money-by-law 14 class-rooms @ \$15,000	\$210,000
Cost to Brandon School District after crediting government grants @ 40%	\$126,000
Annual Costs to Brandon for debenture repayment	\$11,000
Increase in mill-rate based on present mill value	.32 mills

4. Division Project 1969

It will be recalled that a recommendation was previously made that the Division Board should proceed with a debenture by-law, and retain

the capital reserve, with the levy reduced to .25 mills. It will thus be possible for a 14 room high school building to be erected for cash in 1969, without resorting to a money by-law and with no increase in the rate of taxation:

Amount required for 14 room high-school extension @ \$18,000	\$252,000
Government grants based on 75% of 14 rooms @ \$15,000	<u>157,500</u>
Balance to be raised by Brandon ratepayers	\$ 94,500
Capital reserve	
Balance (1966)	\$63,500
Reserve levy 1967 @ .25 mills	9,000
Reserve levy 1968 @ .25 mills	9,000
Reserve levy 1969 @ .25 mills	9,000
Minimum Reserve interest	4,000
	\$ 94,500

Once again, by cautious financing and advance planning, it will be feasible for the Division Board to add the second phase of its building requirements -- and the fourth in this developmental programme -- without adding to the tax burden for debt services above the amount now being imposed. Indeed it will be possible to maintain the levy of .25 mills for a capital reserve and in this way to prepare for any future building expansion. In so-doing it is quite clear that nothing will have been added to mill rate levy required for debt services in 1963. Again it should be pointed out that, to provide a margin of financial safety, rural taxation and a higher mill-value have been omitted from these calculations.

5. Elementary Project 1970

The next undertaking in the proposed construction time-table, consists of a 14-room elementary-school financed on a cash-basis from funds accumulated in the school district's capital reserve for the period 1965-1970.

Amount required for a 14-room elementary school @ \$15,000	\$210,000
Government grants @ 40%	<u>84,000</u>
Balance to be raised by local ratepayers	\$126,000
Capital reserve levied 1965 to 1970 6 years @ .6 mills yearly (.6x6x\$36,000)	\$129,000
Mill-rate increase to tax-payer	.6 mills

6. Elementary Project 1972-73

It is here suggested that the final phase of the expansion programme shall be a 14 room elementary school to be built in 1972 or 1973 as conditions require, and financed by means of a 20-year debenture approved by electors in 1971 or 1972.

Amount of debenture required for 14-room elementary school @ \$15,000	\$210,000
Government grants @ 40%	<u>84,000</u>
Cost to Brandon ratepayers after government grants	\$126,000
Annual cost to Brandon rate-payers for 20-year debenture payment	\$11,000
Increase in mill rate	.32 mills

In summary, the entire building programme would consist of six phases - (one having been completed at Linden Lanes in 1963-64) - providing 70 additional classrooms with resulting mill-rate increases as indicated:

TABLE XXXV
A PROPOSED BUILDING FINANCE PROGRAMME

Date	Method of Financing	Number of Classrooms	Total-Cost Brandon	Mill-Rate Increase Over 1964
1 1964	20 year debenture	13 Elementary	255,000	issued 1963
1965			153,000	* .6 mills Cap. Res.
2 1966	20 year debenture or cash	14 Division	\$252,000 (94,500)	nil-(reduce capital levy)
3 1967	20 year debenture	14 Elementary	\$210,000 (126,000)	.32 mills
4 1969	cash-from reserve	14 Division	\$252,000 (94,500)	nil- (from reserve)
5 1970	cash-from reserve levied 1965	14 Elementary	\$210,000 (126,000)	* see above, 1965
6 1972-3	20 year debenture	14 Elementary	\$210,000 (126,000)	.32 mills

* Elementary Capital Reserve-started 1965 for use in 1970

70	<u>Classrooms - Total Mill Rate Increase:</u>	1965	.6 mills
		1967	.32 mills
		1972	.32 mills
		Total by 1972	1.24 mills.

C. A DEVELOPING PROGRAMME OF EDUCATIONAL SERVICES

It is not possible in this brief account to present a blueprint for all the avenues for the future development of Brandon's schools. Rather it is the intent to set down some general objectives and guiding principles that will occupy the energies of boards and teachers during the immediate years ahead. The extent to which their efforts are successful, will unquestionably influence the prospects for Brandon and the development of her people. It is therefore toward purposes and goals that attention is now briefly directed; for educational (like personal) evaluation goes either forward or backward. There is no standing still.

"Moral Education is impossible without the habitual vision of greatness."¹²

1. Provision for Individual Differences:

Important and all inclusive, (within the physical and financial limitations imposed by mass education) the Brandon schools must direct their efforts toward a fuller development of student-potential by a greater provision for individual differences.

2. Education of the Gifted:

In an era of frightening complexity and rapid social changes it is impossible to exaggerate the school's role in discovering, cultivating and developing those individuals capable of future leadership. It is suggested that these necessary qualities of character and intellect can best be achieved by stretching capable children with vigor, imagination and example.

3. Education of the Slow Learner:

The student of limited mental ability presents a challenge to the school and a dilemma for society. The Brandon Elementary and High Schools will be called upon to assume more of this responsibility, and will probably achieve greatest success by:

- (a) encouraging such students to remain in school.
- (b) by the conscious cultivation of wholesome interests and attitudes with which the student may lead a social and meaningful life.

¹² Alfred North Whitehead--The Aims of Education (New York, New American Library of World Literature-1956)

(c) by inculcating a mastery of low-level skills,
by means of which lesser ability students can
manage to earn a livelihood.

4. Education of the Physically and Mentally Handicapped:

In recent years there has been a decided lessening of the stigma and prejudice formerly shown to the mentally and physically handicapped. Now with a changing attitude and a growing sense of social responsibility to provide training and care, it seems inevitable that much of special education will become the responsibility of the schools.

5. The Development of Libraries:

It is generally agreed that the real educational effectiveness of Brandon Schools will be considerably strengthened over the next ten years if the present libraries and library services are greatly expanded and improved.

6. Health and Physical Education:

The public awareness of the crucial importance of health and physical fitness, and the now accepted view that physical education is an integral and important part of the school's responsibility, has made it imperative that there should be additional funds and effort, directed toward providing specialized staff, improved programmes and necessary facilities.

7. Mental Health:

Mental illness in its many forms, is rapidly becoming (if it has not already become) the most pressing social problem interfering with life's fulfillment. Unfortunately, the school is the only mass institution with the resources, organization and environment where the basic preventive measures of mental health can be nurtured. It is in the schools therefore, where the growing implications of mental health are most likely to be understood, and positive programmes of mental health promoted.

8. Guidance and Counselling:

With the increasing incidence of personal problems (educational, social, emotional and vocational) and as homes become less able to deal with the complexity of modern living, there will be an increased need for improved guidance services, and particularly for guidance workers of maturity, experience and training. It is the commonly accepted view of staff and trustees that the years between 1964-1973 will be years of stress and change, and that there will be an ever-growing demand for a sound guidance programme and for professionally trained guidance workers to administer it.

9. Vocational Education:

In view of the establishment of the fine new Manitoba Institute of Technology and the pending construction of a

smaller Brandon Vocational Training Centre, it is recommended that a progressive but cautious attitude be adopted toward vocational education here. The function of the Brandon Board in the immediate future should be to complement these existing services and to consider the offering of additional necessary vocational training which is unobtainable or too expensive to be sought elsewhere; but they should only do so only after careful study of need, interest, cost, job prospects and long-term programming.

10. Continuing Education:

Adult or Continuing Education presents in Brandon, a potential area of tremendous opportunities. The demand for Adult Education and the possibilities for its future development are as yet only partly realized. This is being made increasingly apparent by:

- (a) the necessity for retraining in a period of job obsolescence.
- (b) the need to prepare for leisure and retirement in the face of a shorter work-week, increased life expectancy, improved conditions of health, and developing recreational opportunities.
- (c) the awareness of education inadequate for a complex environment.

11. Developing the Aesthetic:

Canada and Brandon are no longer the untamed and uncouth wilderness of pioneer days. Consequently music, dramatics, poetry, literature and the arts are gradually developing mass appeal. In a significant way the Brandon Schools in the coming decade, can cultivate an appreciation for and an understanding of the aesthetic. Now that the solution of many health and economic problems appears to be at hand, perhaps in these other often neglected areas, lie some of the most challenging opportunities for progress in education.

12. Education for Citizenship:

The schools have done much to safeguard human rights and to establish the importance of personal freedom. It is not so certain that they have been equally successful in inculcating the principles of civic responsibility. Possibly then, the conscious cultivation of high citizenship in Brandonites is a necessary objective toward which to strive, if their very rights and freedoms are to be preserved.

13. Language Skills:

Since Language has nearly always been the main bridge or barrier for the communication of ideas, it is strongly recommended that Brandon Schools should give every encouragement to a fuller development of language skills:

- (a) speech
- (b) reading
- (c) linguistics
- (d) literature and composition
- (e) semantics
- (f) foreign language study, especially in those of particular cultural, political and social significance: French, Spanish and Russian.

14. Education and the Adjustment to Change:

It is necessary that Brandon, like other school systems, should recognize and accept the inevitability of change and, as a consequence, clarify the purpose and techniques of scientific educational experiment. It is suggested that the school system provide for its staff a healthy experimental atmosphere, but in so-doing avoid the extremism of change for the mere sake of change.

15. Curricula Construction and Professionalism:

Brandon teachers, as elsewhere, are now showing considerable interest in the construction of curricula. Improved means of communication, better school facilities, and increased professional awareness are gradually reducing the need once felt for the rigid curriculum that was probably necessary in earlier times. It is to be hoped that Brandon School Boards recognize in the current desire of

teachers to improve and develop curricula, an encouraging evidence of initiative and professional growth, and that the trustees cultivate this practice with additional funds, encouragement and freedom.

16. The Need for Educational Leaders:

As educational services expand and become more complex, there will occur a greater demand for administrative leadership. Such leadership, whether it be in supervisors, departments-heads, subject-specialists, principals or inspectors, must first of all be discovered by school boards; next it must have the opportunities for professional training and finally for development. In the same manner that industry has learned that their survival and growth require key-personnel in key positions, school boards also should adopt positive and long-range plans to identify leadership potential and develop its talent. In a small but expanding system, the Brandon Schools must be aware of this necessity and strike out with resolve to expand their existing corps of leadership; men and women of intelligence and imagination, ready for action. Probably few functions of public bodies are more important than this.

17. The Competent Teacher--The "Sine Qua Non"

Educational progress depends on many things, but surely if any one factor overshadows and dominates the rest, it must be the professional and personal excellence of the individual teacher. If such a view were persistently held by schoolboards, not as an idealistic generality, but as the bed-rock of formal education, then time, expense, and effort would be no object in the selection, training and nourishing of the best. In the future years, the Brandon Boards are urged to become increasingly teacher-conscious. Nothing that they do, will prove of more lasting benefit than the level of competence which they expect and make possible among their teaching staff.

D. THE PROSPECTS FOR AMALGAMATION OF BRANDON ELEMENTARY AND DIVISION SCHOOL BOARDS

It has previously been explained how the Brandon School System was divided into separate units of administration by the legislation establishing School Divisions in 1959. It is not the intention here to pass judgments in this separation, nor to look backward for reasons and causes. It is instead the purpose, to consider whether amalgamation of the School Districts and the Division is possible at all; whether there are advantages to compensate for all the trouble and inconvenience, and finally what procedures would be needed to bring such a consolidation about. Here is a constructive and realistic attempt to establish a frame of reference. Within this, future boards might operate if they should ever wish to pursue the rough and tedious path toward ultimate realignment.

(a) Premises:

1. It is presumed that the great majority of Brandon citizens do prefer a plan for board merger, and that they would support it in principle, if union could be effected without controversy or expense and if the quality of education at both levels were promoted thereby.
2. It is presumed that a system of single-board administration in an area the size of Brandon, offers certain advantages over dual control, that are worthy of careful study and consideration.

3. It is presumed that there exists a solution capable of attainment through patient negotiation and satisfactory legislation.
4. It is presumed that administrative changes will require much time and study.

(b) Possible Advantages Accruing from Amalgamation:

If the Boards of Brandon School District 129 and Brandon School Division 40, are to decide prudently the question about proceeding with amalgamation, it is imperative that they weigh with care, the possible advantages of union:

1. Under a single administrative control, a common-board philosophy of education would operate without interruption from Grades I to XII.

There are other reasons for the concentration of fiscal and general administrative responsibilities for elementary schools in the division boards. These boards are giving satisfaction in their administration of secondary schools. There is no natural barrier between elementary and secondary education; the process is continuous and the administration might be well unified.¹³

2. The administrative and teaching staff could be readily shifted between subjects, grades or schools, with more effective use of their skills and training.
3. Certain economies appear to be possible in the joint use of staff, buildings, equipment, purchasing, maintenance and repair.
4. Special instructional areas would benefit, especially where curriculum, method and material are to be developed on a

¹³ Report of the Manitoba Commission on Local Government and Finance, p. 66 (Queen's Printer April 1964)

sequential basis over several years. Conversational French is an example of this, but new programmes are imminent in Mathematics and Science, in which high-school students must have had the new elements mastered at the upper elementary level. While individual co-operation from teachers, principals and administrators has been commendable in these activities, the fact remains that the decision-making lies in the hands of two boards rather than one, and double control is not always efficient control. In divisions, "we look forward to a closer co-ordination of educational services and the development of stronger professional establishments."¹⁴

5. School space, recreational grounds and school facilities, (often unavailable to one or the other of the boards) could be placed at the disposal of each. This could lead to fuller use and to possible economies. The division shops and home-economics laboratories are two excellent services at present not available to Grade VII or VIII students, but which could greatly enrich their programme.
6. The Junior-High School organization, pioneered by Brandon in 1929 and abandoned in 1959, could be restored wherever it might seem practical to do so.
7. Transportation services, now available to high-school students, could easily be a standard service provided for every rural student in the Division.

14 Ibid p. 66

The School Division Boards as now constituted, are small enough in the area of their jurisdiction to be able to reflect local opinion and to permit convenient transportation of children to central schools. ---We look forward to the more economic use of school buildings, transportation and other facilities.¹⁵

8. With the existence of transportation, there follows the obvious consequence that the extensive services of urban schools will be made accessible to most of the children in the Division now attending rural schools.
9. The necessity for having two separate boards of trustees with the needless duplication of meetings, records, time and board-energy could be eliminated.
10. A union of the two school boards of Brandon would greatly simplify the system of levying and collecting taxes:

It is clearly the existence of fiscally independent districts that creates differing levies. If elementary schools were put under the financial administration of division boards, these inequalities of tax payments could and should be evened out for the entire division, by a division-wide distribution of district costs.¹⁶

It is interesting to note that the Michener Commission on Local Government and Finance, with much more extensive data and evidence available, came to the conclusion that the advantages of a unified division were rather compelling. In Recommendation 15, the report states:

In addition to their present responsibility for secondary education, school division boards should be given exclusive financial and taxing responsibility for all elementary schools within their respective divisions, as well as general administrative responsibility for such elementary schools; but reserving to district boards the functions mentioned below.¹⁷

¹⁵ Ibid p.66

¹⁶ Ibid p.65

¹⁷ Ibid p.57

(Selection of teachers, care of property, use of property, religious instruction and liaison with Division Board)

(c) OBSTACLES TO AMALGAMATION

Nineteen separate and independent rural school districts surrounding the City of Brandon retain control of elementary education in their own communities. Ten of these schools are closed. Nine others are still in operation. These have at present, a total registration of 270 students. The City of Brandon (including Division 40 and Elementary School District 129) operates seventeen schools and serves 6385 pupils. The thirteen elementary schools are administered by School District 129, while the four high schools are under the jurisdiction of School Division 40. It should be recalled that School District 129 once supervised all schools and all students (although fewer than at present), from 1882 to 1959 with only a single board. The separation of administration in the City schools is thus a very recent development.

The registration of the rural schools in the Brandon Division is as follows:

Little Souris	12
Cornwallis	28
Kemnay	36
Gorrie	22
Brandon Hills	22
Roseland	16
South Brandon	11

Poplar Hill	25
Alexander (town)	<u>98</u> 18
TOTAL	<u>270</u>

The ten closed schools in this Division are:

Bloomsbury	Grand Valley
Currie's Landing	Lawrence
East Brandon	Leslie
Glen Souris	Robert Burns
Aweme	Shilo Siding

These closed schools do not function. Some have no school-plant and one of them, Leslie School District, has never owned a building, and sends its children as non-residents to Brandon.

Reduced to its simplest terms, the only real obstacle to unification of the Brandon Schools, is the same circumstance as that which resulted in the separation. This was the inclusion in Brandon of nine rural (one of these Alexander) school districts with a pupil count of 270, and ten other defunct school districts that appear to serve no educational purpose except to levy taxes. The crucial problem therefore, and one not easy of solution, is to devise a process of consolidation whereby the operating school districts will align themselves with Brandon School District 129; the second problem lies in the dissolution of the ten closed school districts. The right to close such non-operating schools is now clearly vested in the Minister of Education.

2. A mental block persists making it difficult for many persons to comprehend:

- (a) that only the addition of rural districts to the Division, necessitates Brandon City's relinquishing single educational control.
- (b) that a single school board did operate the elementary and secondary schools from 1882 to 1959.

In the City of Winnipeg which contains about one quarter of the Province's elementary school population, one school board alone is able to give satisfactory administration. In England and Wales, in 1962, there were 146 local educational authorities who administered¹⁹ a school population of over seven million pupils.

In the following cases the school division and school district are identical in area:

Winnipeg School Division #1
St. Boniface School Division #4
Fort Garry School Division #5
St. Vital School Division #6
St. James School Division #7
Norwood School Division #8
Seven Oaks School Division #10
Kelsey School Division #45
Flin Flon School Division #46²⁰

3. There are legal and financial complications in which Division Schools (comprising Brandon City and rural) are owned by ratepayers in four municipalities and twenty school districts. This by now is not easy to disentangle so that costs, taxes and reimbursements can be equitably calculated or distributed among ratepayers. In short, there are very few persons who actually understand the financial

19 Op. Cit

20 Op. Cit

operations of school districts within school divisions, within different municipalities. The confusion among the public is not surprising.

4. The problem *'in toto'* is almost impossible of solution, and yet there is a certain board reluctance to devise any temporary arrangement that might gradually evolve toward amalgamation. It is perhaps a natural tendency to regard the problem as a whole, (to be solved in an everything-or-nothing manner) rather than a series of small steps which would be slow but progressive. When the matter of amalgamation is taken as a whole, it is too complex for the public to grasp and therefore it is virtually without solution in this manner.

5. There are ten trustees on the Brandon Elementary Board, and seven on the Division. Apart from the forty to fifty rural trustees, seventeen board members constitute a number large enough to reduce the possibility of concerted action or even a consensus of opinion.

6. The tax rate in several rural school districts having less adequate educational services, is somewhat lower than the special levy required by Brandon Elementary Schools. Quite naturally these districts interpret their probable tax rate (under consolidation) in terms of Brandon's assessment. They see an additional tax burden in consolidation. They obviously ignore the fact that rural assessments adjusted to the urban level might decline. Also it is highly probable that educational services will improve.

Another financial advantage for rural ratepayers lies in the fact that the considerable costs of transporting rural children, will be generously subsidized by urban residents. This is because the City of Brandon (with no children to transport) will pay 85% of all transportation charges, since this is the ratio of urban assessment to the rural. Expressed in another way, for every hundred dollars of transportation costs, eighty-five dollars will be paid by the taxes of Brandon City residents whose children do not ride on school buses.

In the consideration of the possible amalgamation of Brandon Elementary and Division Boards, it is well to recall the assumption that such amalgamation (1) be possible, (2) be acceptable to the electors, (3) that it be advantageous and (4) that it be gradual. The programme suggested here is clearly established on these premises, and especially on the principle that suggested measures be evolutionary rather than revolutionary. It will be of utmost importance for the boards to obtain full public support for any programme. This support however, will not likely materialize unless there is a bold and forthright display of initiative on the part of elected representatives. The plan for amalgamation that is suggested here, will not be a complete one, and the results will be sometimes slow or discouraging. It can however, provide trustees with a strategy to be followed. The tactics will change with the obstacles and opportunities as they appear.

(d) RECOMMENDATIONS.

1. It is recommended that the number of elected representatives on each of the Brandon Elementary and Division Boards be identical. The purpose in this proposal is to make possible the election of the same urban trustees to the Elementary and Division Boards. There can be no question that if the same individuals serve on both Elementary and Division Boards, the major obstacle to amalgamation will have evaporated. With the acceptance of this fact, much of the uniformity in policy will be automatically achieved.

(a) It is therefore recommended that the number of representatives elected to the Elementary Board shall be reduced from ten to seven.

(b) It is also recommended that the number of trustees legally elected to the Division Board shall be raised from seven to nine; seven of the said members shall represent the City of Brandon and two, as at present, shall represent the rural areas on the Division Board.

2. It is suggested the School-Act be amended to change the composition of the two boards as above, and further that the seven Brandon City members shall be elected to serve simultaneously on both Brandon Elementary and Division Boards. Thus the urban composition of Division and Elementary Boards shall be comprised of the same seven people, a practice that is followed with good effect in the City of Moose Jaw.

3. Rural members sitting on the Division Board shall be expected to attend Elementary Board meetings (presumably held immediately prior to the meetings of the Division Board). Rural members shall have no voting privileges on business matters considered during the Elementary session of the Board.
4. Meetings of Elementary and Division Boards shall be conducted separately but in sequence. Pending amalgamation, records and accounts of each board shall be meticulously maintained as of two separate and autonomous bodies.
5. Rural school districts shall be encouraged to consolidate with Brandon School District 129. All educational services including transportation from Grades I to XII shall be afforded to rural residents immediately upon such consolidation.
6. It is recommended that the Elementary School Board shall accept students from any rural school in the Division regardless of a rural district's policy toward amalgamation. It is further suggested as an incentive toward amalgamation, that the School District of Brandon shall waive all non-resident fees for a period of two years. At the end of this period of remission of fees, rural boards will be afforded one of four options:
 - (a) They may enter into consolidation with Brandon School District 129.
 - (b) They may request for an additional year, the waiving of non-resident fees; this to enable them to negotiate on possible consolidation.

- (c) They may elect to remain outside the school district and to pay non-resident fees.
 - (d) They may withdraw all elementary students from Brandon Schools and resume operation of rural schools.
7. Whenever Alexander residents agree to consolidate with School District 129, the agreement shall be subject to the proviso that Alexander Elementary School shall remain operative so long as the pupil registration exceeds 75, or unless the Alexander residents approve otherwise.
8. From the date of Alexander's consolidation with Brandon, all maintenance, repair and replacement of accommodations, shall become the responsibility of the Consolidated School District (or School Division) of Brandon.
9. At such time as all open rural school districts shall have consolidated with Brandon School District, application shall be made to the Minister for the dissolving of all rural schools which remain closed within the Division.
10. It is finally recommended that after the consolidation of Brandon and the rural school districts, including the dissolution of closed schools, the boundaries of Brandon School District 129 and Brandon School Division 40, shall be declared coterminous by the appropriate legal action of the Legislature and the Boundaries Commission. The Board of Trustees of the School Division (having the same seven urban members as the Elementary Board) shall thereupon be declared the sole legal authority responsible for the administration of all elementary and secondary education throughout the Division. No change would be necessary in the election of the rural members to the Division Board.

CONCLUSION

At this stage the re-unification of the two Brandon Boards would be complete and union with rural areas a reality. Thus arrives the conclusion of this chronicle. That many significant events have been omitted, has been necessary. That others have been briefly or inadequately covered is regrettable. However, as was stated at the outset, the main purpose was to deal with

the origins and developments of Brandon Schools to the present day, and in addition to give some consideration to a brief though sufficient treatment of the present facilities in the light of probable future needs.

Again there was the hope that,

there might result some appreciation of the traditions and history of past events, with data and information pertinent to the present needs; and that there will appear in broad outline, a framework and workable programme for the future development of Brandon Schools.

These things have been sought after, and while objectives are seldom completely achieved, the importance of the theme has not diminished:

the historical roots of such communities and their schools all contribute a small but important part to the educational story of our land; and from such a study, lessons can still be learned.

Therefore the purpose was in part achieved, for the aim has been to scan the past, with appreciation of the present and concern for the future. Perhaps in the broadest sense, this reconciling of time by controlling events, is the ultimate purpose of the schools.

Duty arises from our potential control over the course of events. Where attainable knowledge could have changed the issue, ignorance has the guilt of vice. And the foundation of reverence is this perception, that the present holds within itself, the complete sum of existence, backwards and forwards; that whole amplitude of life which is eternity.²¹

21 Alfred North Whitehead "The Aims of Education"
(The New American Library of World Literature, 1956)

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