

THE FIRST
COUNTY
CENTRAL SCHOOL BOARD
IN QUEBEC

A Thesis
Submitted to the Faculty of Graduate Studies
in Partial Fulfilment of the Requirements
for the Degree of Master of Arts
Department of Education
McGill University

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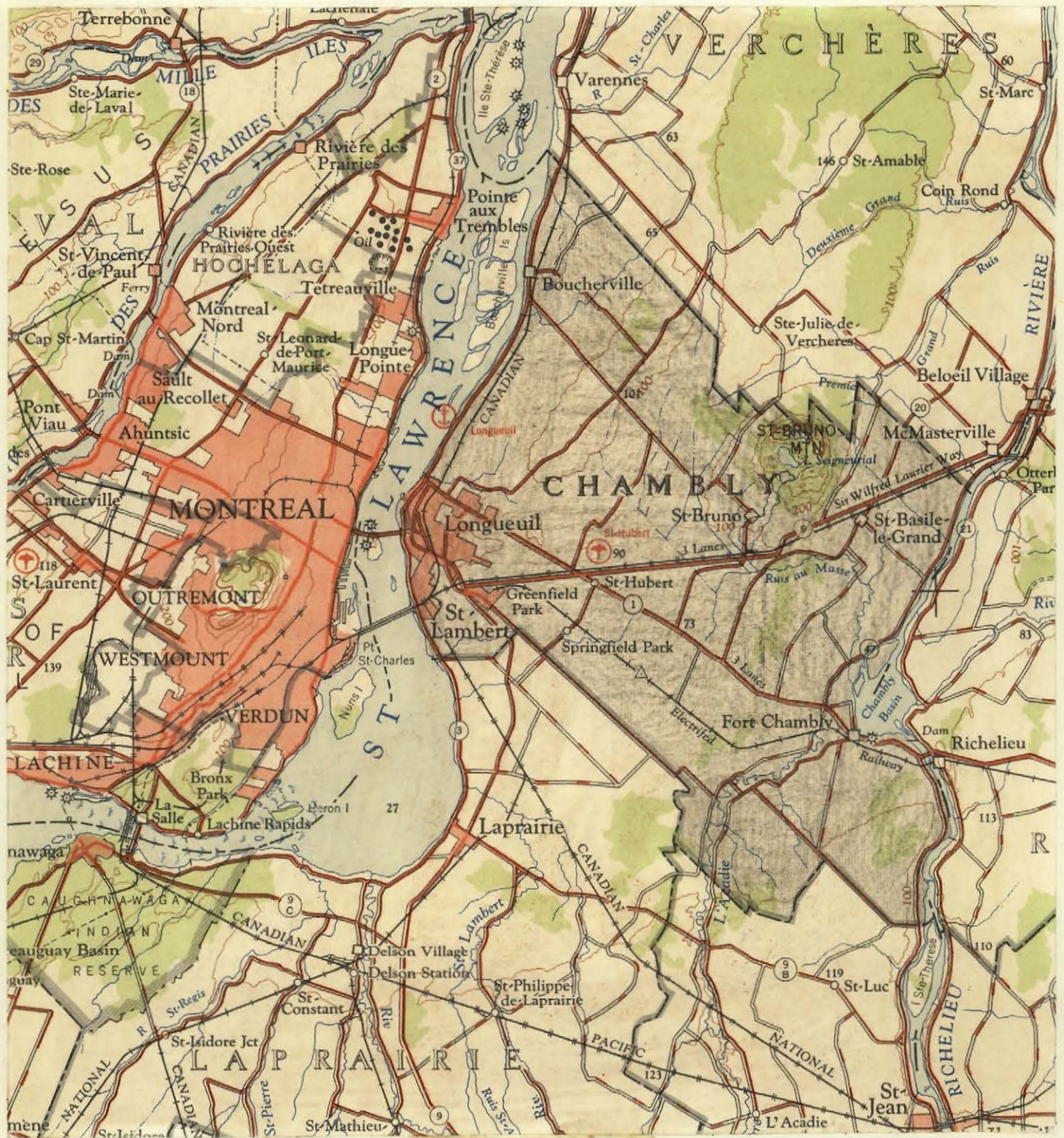
Montreal, Quebec

August, 1956

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MAP SHOWING CHAMBLY COUNTY (SHADED) RELATIVE TO MONTREAL

CHAPTER I

INTRODUCTION

The history of schools in present-day Canada covers a period no greater than 320 years, having started with the Jesuit school at Quebec in 1635. While the people of the New World were still trying to compel Nature to surrender some sort of livelihood they were also adapting the Old World school system to their own peculiar circumstances. At first, the schools that were set up by the Roman Catholic priests were copies of their European counterparts but they soon underwent modification to suit the environment. Aside from financing, the external affairs of school affairs did not change greatly until the turn of the century. At that time improvements in the field of transportation widened the horizons of daily living and in the last half century an hour's travelling has changed in meaning from thirty miles to six hundred. Inevitably this has had considerable effect on the school system and this study is designed to consider a development in school administration which can be traced back to this change.

To sketch a brief general history of the non-sectarian schools, one must begin with the earliest schools which were often simply private enterprise in action, some handicapped man or impoverished woman establishing a school in his home. All children within walking or riding distance and able to pay the fees were accepted. Gradually the local area, as it became organized politically, undertook to pay the fees for a certain number of poor scholars. This led to

the development of the modern tax-supported schools, as inspected and controlled in part by the province. However, until well along in the twentieth century there was no change in the size of district that the school served. It was usually small enough that a person on the outskirts could reach the center of the area on horseback in an hour !

The idea of larger units of school administration did not originate in Canada but has been applied in several different situations here. Its application in the Province of Quebec is recent enough to make a reasonably accurate accounting of the results possible.

With improved transportation the small school districts had become obsolete and uneconomical and in 1937 the authorities in Alberta legislated to reorganize their system, thereby converting several thousand school districts into fifty-seven larger units, the first in Canada. The average School Division in Alberta now covers a thousand to fifteen hundred square miles. Saskatchewan passed similar legislation in 1944 and by 1950 four-fifths of the province had been organized into forty-eight school units. British Columbia is now divided into seventy-four large administrative areas. Manitoba has experimented with the larger unit at the Dauphin-Ochre River School Area No. 1. In Ontario there has been a movement in the secondary school field so to organize the high school districts in the counties that all parts of a county are included in one district or another. New Brunswick uses the county as the basis for the financing of schools. Nova Scotia has twenty-four Municipal Units

for school organization that are usually coterminous to a county.

How has this idea in school administration taken hold in Quebec? To study the question adequately, it is necessary to know and understand the background against which the concept of larger units of school administration must operate. For that reason the next chapter is a summary of the history of education in that province, especially in those parts that apply to this study. The full history of education in Quebec has already been the subject of detailed studies elsewhere. As various provincial systems are studied it is soon revealed that there are several ways in which larger school units may be implemented. In Quebec there is legislation providing for two methods of setting up larger units of school administration, by consolidation or by centralization, but it is necessary to understand that consolidation is the background which eventually gave rise to centralization.

Consolidation results when two or more local school boards join together to form one school board, or when one board extends its area to include territory unorganized for school purposes. Centralization results when local boards join together to give poor areas the benefits of taxation in wealthier areas. In such a situation the local boards continue in existence. This study is concerned with centralization.

In Quebec it is possible to trace in various reports a growth of official opinion in favour of larger school units.

It has been found possible to trace the sequence of development that resulted when the members of the Department of Education realized the need and worked for the establishment of central school boards. That they were successful in any degree is a tribute to their perseverance and conviction.

Once the legal basis for central school boards has been studied, it is necessary to turn to a study of the locale. The writer was employed in the area where the first central school board was set up under the Act. It should be understood that The Greater Montreal School Board predates this Act but must be considered as unique since Montreal is such a vast metropolitan area. Chambly County was the first area centralized under this Act, and is still active as a central school board area. A study of the period that led up to the institution of the Chambly County Protestant Central School Board reveals some very interesting and important variations from procedure as specified by this legislation. Before this, a volunteer Central School Committee had been established that had, at its date of origin, no basis in law. Extended research among school board records revealed the extent of this deviation and emphasized the value of a complete study of the situation.

What had been started as the study of an idea had now resolved itself to the point where specific questions could be framed:

(1) What was the background that led to larger units of school administration in Quebec?

(2) What are the mechanics of establishing a central

school board under the Quebec statutes?

(3) To what extent did the establishment of the Chambly County Protestant Central School Board deviate from the procedure laid down by law?

The first question will be answered in some detail in this study. The second will be touched on lightly since the answer is in the statutes. The research done for this study will be used to provide an answer to the third question and when possible to indicate the reasons for any deviation.

It should be emphasized that this study is concerned with the institution of a central school board. It is not the purpose here to consider the problems and conditions which that central school board faced, once established. Those who would pursue that side of the question are referred to the thesis to be presented by John Newton Rosevear.(1)

The historical method has been used in the study, appeal having been made to primary sources for most of the material. The material was found in the minutes and files of the various school boards in Chambly County, especially the Chambly County Protestant Central School Board and the Protestant Board of School Commissioners of the City and Parish of Longueuil, where the records of the Chambly County Protestant School Committee are also held. Mr. Harold B. Lee was secretary-treasurer of that Board during the period under investigation here and very kindly took the time to explain various documents in the files that the

(1) John Newton Rosevear, Chambly County Protestant Central School Board. M.A. Thesis, McGill University, unpublished as of July 30, 1956.

writer could not understand or relate to the problem at hand. Dr. W.P. Percival, Director of Protestant Education until June of 1955, made available all pertinent information in Departmental files and volunteered information not available elsewhere. J.J. Crisp of the Chambly-Richelieu Protestant School Board supplied correspondence files that filled many gaps in the sequence of events. Without the co-operation of these people this study would have been impossible.

CHAPTER II

HISTORY OF THE SCHOOL SYSTEM IN QUEBEC

The history of the school system in Quebec is the story of a struggle between two groups of people who differed in political tradition, religious convictions and language. The development of the school system and particularly its unique duality can be explained only in terms of the struggle that started with the British conquest in 1763 and is still continuing in a subtle way that is felt keenly by the descendants of the conquerors who are now in the position of defending their minority rights.

The transition from French to English rule in Canada threw the country into violent confusion. The people were in fear of their national life, political and religious alike. They fully expected that the new Government would attempt to impose on them its language and institutions. This confusion had its repercussions in educational affairs.

Under the French regime the Government was merely acting as the assistant of the Church in matters of education. The clergy felt themselves to be the natural guardians of education. With this opinion the state thoroughly agreed. Thus the part played by the civil authorities in education was mainly passive.(2) Naturally the new order instituted certain changes. Pursuing the custom that it had established in other colonies, the British Government required that

(2) Elsie Caroline Woodley, The History of Education in the Province of Quebec, A Bibliographical Guide. M.A. Thesis, McGill University, 1932. p.31

teachers have licenses. This followed a precedent set by the Government and Church under the French. A Church of England Bishop was, however, to issue the licenses instead of a Roman Catholic Bishop, a regulation which aroused distrust in the hearts of the French colonists.(2)

There can be no doubt that for a considerable period of time the Government was inclined to use the educational system as an instrument for the assimilation, and even the conversion of the French Roman Catholics. This sword had two edges. Indeed, in 1773 the Protestants appealed to the Earl of Dartmouth for the increase of Protestant schools, fearing the "known assiduity of the Roman Catholic clergy", which indicated the use of the schools as an offensive instrument in the hands of the "vanquished".(2)

Partly owing to the efforts of the first Anglican Bishop, Dr. Mountain, who arrived in Quebec in 1793, partly owing to a promise of lands for education made by the Governor, the Legislative Assembly in 1801 passed the Act establishing the "Royal Institution for the Advancement of Learning".

In its provisions the Act bore a striking resemblance to the 1789 Recommendations of the Committee on Education. The Governor was to appoint "such and so many persons, as he shall see fit, to be trustees of the Schools of Royal Foundation in this Province, and of all other Institutions of Royal Foundation to be hereafter established for the Advancement of Learning therein." The property was vested in the Trustees. The Governor further had the power to appoint Commissioners to erect schools in Parishes or Townships; to nominate the Schoolmasters, and the President of the Corporation. The President and the Trustees together were to make statutes for the schools, but these statutes had to be sanctioned by the Governor.

.....

(2) Ibid. p.38

(2) Ibid. p.40

For some years the act remained in abeyance. No funds were forthcoming, and the Schools could not be erected. In 1818, however, certain persons were appointed as Trustees of the Schools of Royal Foundation in the Province. The Lord Bishop of Quebec (English) was named Principal. The Trustees proceeded to draw up regulations for the management of the Royal Institution Schools. One of these rules was intended to guard against ill-feeling on the part of either Communion. The School was placed under the immediate inspection of the Clergy of that religion professed by the inhabitants on the spot, or where the inhabitants might be of different persuasions, the Clergy of each Church had the superintendence of the children of their respective communities. It did not have the soothing effect hoped for. Public feeling flared up again, and Mgr. Plessis, the Catholic Bishop, sent a letter to his clergy ordering them to oppose the foundation of Royal Institution schools in their Parishes. This they did, most of them willingly, a few with regret.(2)

With this situation forcing the Governor to appoint only Protestants to the position of Trustees, there was an even greater mistrust of the Institution by the habitant. Even the Loyalist settlers, accustomed as they were to the method of local administration in school matters that was generally prevalent in the New England area, did not give wholehearted support to the Royal Institution schools. By 1841, the Royal Institution had ceased to operate in the elementary school field, but continued its corporate existence as the governing body of McGill University.

The Assembly of the Province did not have to wait until 1841, however, to realize that the Royal Institution was not fulfilling the need for a system of education in Quebec. In 1824 the Assembly decided to try a new system of school administration and followed in part the suggestions

(2) Ibid. p.50 - 52.

in a petition from the people of Quebec City. A Committee was set up to study the situation and a report was received involving various recommendations about the Jesuits' Estates consisting of the lands and revenues that had supported a Jesuit College before the Conquest. These Estates had been the object of many such reports, and so the Assembly decided to try another way of financing schools. The Fabrique Act (4 Geo. IV, c.51,) was the result.

The suggestion that the Fabrique, the body in each parish concerned with the temporal affairs of the Church, might be made the basis of school organization had been made by the Seminary of Quebec. In fact the Act corresponded in all essentials with the brief presented by the Seminary to the Committee. The Fabriques were authorized to establish one or more schools in each Parish. Of these schools they were to have sole management. The Fabriques might set aside one quarter of their annual income for schools. The exact proportion was left to the choice of the Fabrique itself. These schools satisfied the principles of the French Catholic population. The regulation of the schools was where it was felt it should be, in the hands of the clergy.(2) In educational matters the schools were relatively successful, but the Fabriques were not wealthy and from time to time the Assembly had to make provision to assist them. The subsidies were regularized in 1829 by the Act of 9 Geo. IV, c.46, which placed the establishment and control of schools in the parishes and townships in the hands of Trustees elected by the landholders. A grant

(2) Ibid. p.58-59

of twenty pounds per annum for three years was to be made to the Master or Mistress of any Parish School, along with ten shillings for every pauper child taught free. Moreover, half the cost of erection of a school-house was to be paid by the Government.(3) The Royal Institution was specifically excluded from the benefits of the Act.

An Act passed in 1832 more or less repeated the financial arrangement already in use, but divided the province into 1,344 school districts. The Government grant was then used as an instrument for disciplining the local school trustees, particularly insisting that the teacher be of certified moral character, that the school be open 190 days a year, and that the average attendance of children between five and fifteen be twenty or more.

While these various enactments reveal a certain amount of concern about education, the situation was far worse than would appear to a casual observer. The Report of the Committee on Education for 1836(4) reveals that roughly a third of the school-age children were actually attending school, and attendance at school did not necessarily mean ability to read, write or to do arithmetic. The lack of proper teacher training facilities was thought to be part of the cause of the unsatisfactory state of affairs, and the Committee on Education convinced the Assembly that it should pass the Normal School Act of 1836. (6 Geo. IV, c.12)

(3) Statutes of Lower Canada, 9 Geo. IV, c.46, Vol. XIII, p.328-335

(4) Report of Royal Commission appointed to enquire into the State of Canada. Quebec, 1837.

The civil disturbances in the Province from 1835-41 permitted the Act to expire in five years without any concrete action having been taken.

Mondelet and Meilleur began to publish a series of letters dealing with the problems of setting up a school system. Both had been impressed with the provisions made for schools in the State of New York where the State granted each town a certain amount toward the expenses of elementary education, to be matched by an equal amount raised by the town. Meilleur wrote his series of letters in 1838, and later became the first Superintendent of Education for Lower Canada. Mondelet's suggestions were much the same as Meilleur's as regards financing the schools, since they seem to have had a common source. Mondelet went one step further in finding a remedy for the situation. He felt that the schools should not make an attempt to reduce all groups to a common creed, but rather that the schools should be made to work in such a way as to "prevent the dogmas or religious beliefs of each religion or sect, from being in the least interfered with." (2) In one letter he recommended the establishment of two schools, one French and one English, in each locality. These schools were to be non-sectarian, the children being instructed only in such religious tenets as were subscribed to by both communions. This last was, of course, unworkable in Canada.

The Assembly realized the value of the idea put forth by Mondelet, and simply extended it since there was almost

(2) Woodley, Op. Cit. p.75

a perfect correlation between religion and nationality. The Act of 1841(5) simply established the English school as Protestant, and the French school as Roman Catholic. This is the first statement of Quebec's principle of Dissident Schools. Section XI states;-

Provided always, and be it enacted, that whenever any number of the Inhabitants of any Township or Parish professing a religious faith different from that of the majority of the Inhabitants of such Township or Parish, shall dissent from the regulations, arrangements or proceedings of the Common School Commissioners, with reference to any Common School in such Township or Parish, it shall be lawful for the Inhabitants so dissenting, collectively, to signify such dissent in writing to the Clerk of the District Council, with the name or names of one or more persons elected by them as their Trustee or Trustees, for the purposes of this Act; and the said District Clerk shall forthwith furnish a certified copy thereof to the District Treasurer; and it shall be lawful for such dissenting Inhabitants, by and through such Trustee or Trustees, who for that purpose shall hold and exercise all the rights, powers and authorities, and be subject to the obligations and liabilities hereinbefore assigned to and imposed upon the Common School Commissioners, to establish and maintain one or more Common Schools in the manner, and subject to the visitation, conditions, rules and obligations, in the Act provided with reference to other Common Schools, and to receive from the District Treasurer their due proportion, according to their number, of the monies appropriated by law, and raised by assessment for the support of Common Schools in the School District or Districts in which the said Inhabitants reside, in the same manner as if the Common Schools so to be established and maintained under such Trustee or Trustees, were established and maintained under the said Common School Commissioners, such monies to be paid by the District Treasurer upon the warrant of the said Trustee or Trustees.

The Act of 1841 had a serious weakness in that the Municipal Council was given authority over the School Commissioners who must report to the Council annually. The Council levied and collected taxes, reported to the

(5) Statutes of Canada, 4 & 5 Victoria, Chapter 18

Government regarding schools, and received the government school grant. As a result of this attempt to link municipal affairs and school system, the Act which might have worked otherwise, collapsed almost completely. This time, however, it was the Municipal Councils which bore the brunt of the criticism, along with an outcry against the system of taxation.

In 1845 the Government tried to remedy the situation partly by permitting a system of voluntary contributions to education but retaining the Municipal system of school organization. It might be stated mildly that the Act(6) was impractical, weak and ambiguous. It was also temporary.

Immediate changes were necessary, and in 1846, the government passed a permanent Education Act.(7) The new law was carefully worded, separated the School System from the control of the Municipal Council, retained the principle of dissentient schools, kept School Commissioners and Trustees as the governing bodies of the schools, and made contribution for the upkeep of the schools compulsory. The Municipal Council retained only the right of valuation of property for assessment purposes, for which it is still responsible. At last an Education Act had the official backing of the Roman Catholic Church; M. Signay, the Archbishop of Quebec, even placed one parish under interdict for not complying with the Act. From the time of this enactment opposition to taxation gradually died out. The Act of 1846 also provided for Boards of Examiners.

(6) Statutes of Canada, 8 Victoria, c.41

(7) Statutes of Canada, 9 Victoria, c.27

in Montreal and Quebec, each to be divided into two Committees by religious persuasion, to examine and license male Teachers.

The qualifications of teachers received some attention in 1851. It was not until 1856 that any practical steps were taken. Along with the Act that effectively set up Normal Schools(8) was coupled a series of regulations that overcame the objections the Catholic clergy had to schools that were partly Catholic, partly Protestant, or to schools in which men and women were trained together. These regulations called for the erection of three Normal Schools in Quebec, one protestant and two Catholic. The Laval Normal School at Quebec was to have two departments, one for men and one for women. The McGill Normal School was open to both on equal terms.(9) The second Catholic School was the Jacques Cartier Normal School at Montreal. From its foundation to the present day, the McGill Normal School has been the only Protestant Normal School in the province. Since 1907, however, it ceased to be known by its original name, and became the School for Teachers of Macdonald College. It was made part of a newly organized "Institute of Education" in 1954. The Catholic Normal Schools increased quickly in number, as it was necessary that they should to supply the continually growing needs of the Catholic population.(2)

The next event of importance in educational affairs

(8) Act 19 Victoria, c.54.

(9) General Rules and Regulations for the Establishment of Normal Schools in Lower Canada, 1856.

(2) Woodley, Op. Cit. p.91-92

was the passing of the British North America Act, and more specifically Section 93 of that Act, which was an open constitutional adoption of the principle of sectarian schools. This section embodies the Quebec Resolutions. Control of education was placed in the hands of the provincial legislatures, but an appeal may be made to the Governor-General-in-Council from any act or decision of any provincial authority affecting the right or privilege of any religious minority in relation to education. It should be noted here that the principle of dissentient schools in Quebec made no mention of the faiths which may dissent and in fact, this section of the B.N.A. Act made it possible for appeals for separate schools from faiths other than Roman Catholic and Protestant.

With the passing of the B.N.A. Act the educational system of Quebec was complete in its essentials. Such changes as have been made in administration since that time have been merely the logical outcome of the system as then in existence. Behind all of them is that basic idea of a dual system of sectarian schools which is the outcome of the social, political, and religious animosities of the French and English populations. Where the dual system existed in theory and practice it was inevitable that a dual system of control should also grow up, and that difference of control should issue in totally different educational ideals and methods.(2)

It was only logical that a separate system of control should follow the establishment of separate school systems. In 1869 the twenty-one man Council of Public Instruction was created, consisting of fourteen members of the Roman Catholic Committee, and seven members of the Protestant Committee, each Committee to act in all matters especially

(2) Ibid. p.111

affecting schools of their own faith with the consent of the whole Council.(10) It was soon realized that this last condition proved to be unnecessarily cumbersome and in 1875(11) a law was passed that gave almost complete autonomy to each committee. The Council of Public Instruction was maintained as a final court of judgment on questions vitally affecting both Roman Catholic and Protestant systems. As a result the two systems now differ in details of school management, courses of study, training of teachers, and so forth, but the general method of administration is almost identical in both systems, since it is regulated most carefully by the general laws.

The Council of Education, once called the Council of Public Instruction in a literal translation of the French title, is constituted as follows;-

1. The Roman Catholic Committee shall consist of;
 - The bishops, ordinaries or administrators of the Roman Catholic dioceses and apostolic vicariates, situated either wholly or partly in the Province, who shall be member ex officio:
 - An equal number of Roman Catholic laymen appointed by the Lieutenant-Governor in Council during pleasure.
 - The Lieutenant-Governor in Council may add to the said committee four members of the teaching profession two of whom, being priests, shall be principals of normal schools in this province, and two of whom shall be laymen, officers of primary education; such appointment being made for a term of not more than three years.

2. The Protestant Committee shall consist of;
 - A number of Protestant members, equal to the number of Roman Catholic lay members, and appointed by the Lieutenant-Governor in Council during pleasure.
 - The Protestant Committee may associate with themselves six persons, and the Provincial Association of Protestant Teachers may, each year, at their annual meeting, elect one of their members to be an associate member of the Protestant Committee, for the following year.

(10) 32 Victoria, c.16

(11) 39 Victoria, c.15

The persons so added shall not form part of the Council of Education, but shall have, in the Protestant Committee, the same powers as the members of such Committee.(12)

It has been shown that the struggle between two groups of different peoples to preserve their traditions resulted in a dual system of schools. The Protestant English found themselves in a minority. The Protestant Committee, in attempting to serve a scattered people who were gradually shifting to the urban centres, had to operate within a framework of school law that was to be used by the Roman Catholic Committee as well. This set of statutes included provision for the consolidation of schools and the merging of school municipalities.

(12) Revised Statutes 1925, c.133, s. 21.

CHAPTER III

CHANGING UNITS OF SCHOOL ADMINISTRATION TO 1945

Two provincial commissions have reported on Protestant education in Quebec. The school system has been profoundly influenced by them, especially the second. Both commissions had as chairmen someone educated in Scotland. Sir John Adams, who made his report in 1902, was educated in Scotland, although his major work in education was done at the University of London. Mr. W.A.F. Hepburn, whose report was made in 1938, was educated and worked in Scotland. Both men refer specifically to Scotland when making their recommendations concerning Protestant education in Quebec, and for this reason the school system of Scotland has been considered here. The proximity of New York State made it advisable to examine school affairs in that area, although no immediate influence seems to have been exerted by that state on Quebec's school system. In fact it may well have been just the opposite, since there was a period of considerable antipathy to things American among Quebec officials. The larger unit of school administration as found in the other provinces of Canada is also discussed.

Scotland

Prior to 1872, "The First Book of Discipline" defined the ideals of the Scottish people. Under its guidance the parish schools received public acceptance and support.

The period 1872-1898 gave the state the control of education and introduced compulsory education. The curriculum was broadened in the old primary schools but remained undefined in the new state-aided elementary schools. During the last

ten years of this period free education was introduced. The period 1898-1918 was devoted largely to development of curriculum and improved organization and expansion of the secondary school system, with the development of teacher training.

Wade's first mention of administration of school units is connected with the Education(Scotland) Act of 1918.(13) An urgent need for reform in local school administration had existed for a long time. The school board system based on small administrative areas had become totally inadequate for the development of post-primary education, especially for the post-primary courses provided under the primary school code. The Scottish Education Reform Committee felt that a larger local administrative area would to a considerable extent eliminate the disadvantages of the existing system.(14) Consequently, it was in local school administration that the Education Act of 1918 made the most far-reaching changes.

According to the Act the county, including every burgh within its bounds, was made the local education area, except that five of the largest burghs - Edinburgh, Glasgow, Aberdeen, Dundee, and Leith, - remained as separate educational units.(15) The Act thus substituted thirty-eight local administrative areas for 947 local parish and burgh units. Later Leith was

(13) Newman A. Wade, Post-primary Education in Scotland 1872-1931. University of London Press, 1939. p.250

(14) Reform in Scottish Education; - Being the Report of the Scottish Education Reform Committee. Edinburgh: Scottish Education Reform Committee, 1917, p.15-17

(15) Education (Scotland) Act, 8 & 9 George V, Chapter 48, Section 1, 1918.

united with Edinburgh, making thirty-three county and four burgh educational areas.(16)

Under the Education Act of 1918, the reorganization of education in local administrative areas meant that local authorities, especially outside of the special burgh areas, had to perform a varied number of new duties. They were required to devise schemes for school management committees and to establish an advisory council; to arrange to bring the denominational and private schools, wherever their managers desired, into a unified county school system; to take a census of school children in their areas; to survey the existing supply of schools and to make plans for new buildings, including the improvements of buildings for the transferred schools; to determine post-primary school centers and make arrangements for transportation wherever necessary; to formulate bursary schemes; to facilitate attendance at the post-primary schools; to provide a substitute for the qualifying examination; and to decide upon the best method of organizing advanced division and secondary courses.

In 1929 legal provision was made for the transfer of the functions of the 'ad hoc' education authorities to the county councils of the counties and the town councils were required to appoint an education committee to perform certain duties relating to education.(19 & 20 George V, Chapter 25, Sections 3 and 14.)

This, then, was the background of administrative

(16) Alexander Morgan, Rise and Progress of Scottish Education, Edinburgh and London: Oliver and Boyd, 1927, p.190

procedure which Mr. Hepburn was to draw on when he came to the Province of Quebec to study the Protestant school system there.

New York State

Under the constitution of the State of New York, central responsibility for the leadership, but not the detailed management, of the entire educational system is placed with the Regents of the University, a body created in, and maintained since, Revolutionary days.

"The University of the State of New York" was created in 1784 as an arm of the state government to encourage, control, and supervise higher and professional education which at that time included both the colleges and the "academies" through which preparation for college was given. The word "University" did not mean a campus with buildings, faculty, and students, but an overhead corporation with broad universal powers over education as a whole. The "University" was created for planning and control, not for operation. Though the language of the act was broad enough to include elementary education, this was apparently not the intent of the law, and elementary education remained for a generation, individual, local, primarily private, and often ecclesiastical.(18)

The report of the Regents' Inquiry of 1938 discusses School District Organization in some detail. The original school law was passed in 1812, establishing the local district to maintain public schools for the state. In view of the

(18) Education for American Life, Regents' Inquiry Into the Character and Costs of Public Education in the State of New York. McGraw-Hill Book Co., New York and London, 1938, p.94

transportation difficulties the school districts were small. the boundaries were set by law, and the taxpayers within the district elected a school board or a mayor who appointed the board.

The Legislature of 1853 took the first step toward "consolidation". An act of that year provided for union free school districts, which were given the right to levy taxes to maintain high schools, or "academic departments". In 1867 "rate bills" were abolished and the public schools became free.

In 1904 the present State Education Department was established through the merging of the University and the office of State Superintendent of Common Schools under the Board of Regents and its executive officer, the Commissioner of Education.

Under a law passed in 1925 those districts which elected to form one central district were entitled not only to regular state aid, but also to additional aid. The State also agreed to pay fifty per cent of the cost of transportation and twenty-five per cent of the cost of the construction of the central school. Federal grants were added to this aid in 1934. Two hundred and fifty such districts were set up by 1938.

In this long history from 1812 to 1938 two facts stand out clearly. First, the whole State has come to feel that the old district system, though satisfactory as a means of providing for common schools in the early days of the State, is not satisfactory now in operating high schools or in operating elementary schools under modern conditions. Second, the central school system as it has been worked out in more than two hundred and fifty places within the State has been

found to be a satisfactory method of modernizing and improving the school district system for New York State.(18)

On the basis of many conferences throughout the State with school administrators, board members, teachers, parents, taxpayers, and others, the following elements of a good school district have been outlined by the Regents' Inquiry.

Every school district should:

(1) Contain enough children so that a well-balanced elementary and high school programme can be maintained economically.

(2) Be so planned geographically that schools can be conveniently located, and transportation, where necessary, easily arranged without requiring long routes.

(3) Contain sufficient assessed valuation and taxpaying capacity to carry the greater part of the school programme.

(4) Coincide as far as possible with the natural community boundaries and where possible, with local government units so that co-operative services may be arranged, particularly in connection with health, traffic control, planning, recreation, the joint use of plant, and proper management of the public debt.

(5) Keep the school and the government of the schools close to the people so that the citizens generally including the parents and the taxpayers, may know what their schools are doing, may have an effective voice in the school programme, and may participate in the community use of the school building.(18)

(18) Ibid. p.52

(18) Ibid. p.60

Canada

In western Canada the very nature of the country and the type of white people that were necessary to open it up gave rise to a uniquely suitable school system. Transportation was of the crudest kind; therefore the area from which a school drew its pupils was small. The climate was often harsh and this tended to keep the very young out of school. As a result the system of localized finance and localized control of education was general. Until recently the unit was usually the school district.

Ontario, as Upper Canada, built up its system on the basis of the parish when conditions were not unlike those of eighteenth-century New England, and it spread from there westwards. The Maritime Provinces derived the parish organization direct from New England rather than from Ontario, but the development has been much the same. The parish units of Quebec were established in 1683 by Louis XIV. For a long time the school district unit did correspond to the real conditions of community life. Further, it was thoroughly congenial to the democratic temper of the founders of Canadian institutions. Very few basic changes were made.

Superficially one might examine the British North America Act and maintain that education of the majority groups is a provincial affair. In fact, the province has all the rights pertaining to education and school administration, but the odious duty of financing and setting up the school is cheerfully delegated to the local education authority. As a rule these local education authorities are Boards of

Trustees, Boards of Education, or School Boards, elected by the voters of a local area. In the past, in rural areas, boards of school trustees were elected for each small school district.

Local school authorities have general responsibility for the employment and discipline of teachers, maintenance of local schools, and matters related thereto. In a typical province a substantial proportion of the cost of elementary and secondary education is raised locally by taxes on real estate.(19)

The province of British Columbia has changed from the old system to a more centralized form. The province is divided into seventy-four large administrative areas, each under a single school board, elected by the ratepayers of its local area. Each board, composed of five, seven, or nine members as determined by the Minister of Education, has as its duty the administration of the schools in its district. These authorities are responsible for determining and requisitioning from Municipal Councils and the provincial tax collecting agencies the amount of money to be raised by local taxation for the maintenance and operation of the schools including debt retirement. The district's fifty per cent share of funds for capital expenditures, such as school buildings, must be authorized by a by-law approved by the ratepayers. There are no local or sub-unit boards, though in some sparsely settled districts there are representatives

(19) Canadian Education Association, The Structure of Public Education in Canada. "Canadian Education" Vol. V No.4, (September 1950) p.8

who serve locally as liaison officers of the large district board.

In 1937 Alberta established new school administration units, following a period of experiment in certain selected areas. The Act of 1936 provided for the institution of some fifty-seven larger units, of which eleven were set up that year. The several thousand school districts which were formerly autonomous were merged into the fifty-seven School Divisions. An average Division covers 1,000 to 1,500 square miles, provides education for 1,000 to 1,500 pupils, and employs sixty to eighty teachers. It is governed by a board of five members, elected by the ratepayers of the division, which is responsible for the provision of elementary and secondary education facilities over the whole area. Within a division, the original small school districts continue to exist and are each entitled to elect a local board, the powers of which, however, are largely advisory to the divisional board. While only rural districts were included in each original division, town and village districts have been entering steadily on a voluntary basis.

Alberta has taken a further step in legislation concerning school administration. Inspired possibly by the situation in England following the passage of the Act of Education of 1944 (7 & 8 George VI, Chapter 31) Alberta in 1952, set up several experimental county units and placed the county council in charge of education.

School authorities requisition municipal authorities for money to be raised by taxation. Municipal authorities

levy and collect school taxes. Government grants are paid by the Department of Education on an equalization formula which varies the percentage payable to any particular authority in order to assist poorer divisions to provide educational facilities equal to those provided by more prosperous areas. Capital assistance in the form of grants and loans is made available through the School Borrowing Assistance Act.

In 1944 Saskatchewan enacted legislation providing for larger units of school administration. The Act did not establish these units immediately. In 1950 four-fifths of the province had been organized into forty-eight school units with from seventy to about ninety rural and village schools in each unit. Each unit is broken into five or six sub-units, and the whole unit is administered by a unit board of elected members, one from each sub-unit. Each small school district in the unit maintains a local board of three elected trustees to assist in the management of the local school. The unit board builds and maintains all schools in the unit; decides where pupils shall go to school; engages teachers and pays their salaries; pays all expenses in connection with the upkeep of the schools; and decides what school taxes shall be levied.

Unit boards finance their schools from the proceeds of school taxes and by government grants which include regular operation grants and a unit grant varying between different units according to the assessment.

In Manitoba, the unit of local administration is the

School District. This varies in size from Unit No. 1 of Winnipeg, with over a thousand teachers on its staff, to the tiny one-room school district typical of rural Manitoba.

City and suburban school districts are on a municipal basis and the school board controls all the public schools within the municipality. One rural municipality has operated such a Municipal School District for about thirty years. There are also several municipal districts administered by the Department through the Official Trustee. He is appointed by order-in-council usually because the elected board has been unable to finance public education in a particular district. There are also a few districts under his administration for other reasons, such as religious or racial disputes, which make the conducting of school affairs by an elected board difficult. There are about 120 Consolidated School Districts in which the local attendance units have been centralized, and the local school districts have been merged into one administrative unit, under the direction of a school board of five members elected by the ratepayers of the district.

Manitoba's first large area of administration came into existence at the beginning of 1947 as a demonstration center. This area consists of several municipalities each retaining its own local school board with certain specific functions, but the control of all education in the area is assumed by a central board known as an Area Board.

The center in question, known as the Dauphin-Ochre River School Area No. 1, comprises the town of Dauphin and two rural municipalities. Since its inception the

area has constructed the first composite high school in the province, with courses in agriculture, home economics, commercial and industrial subjects as well as academic courses. The future plans of the Department call for the establishment of composite high schools wherever regional organization permits.

In Ontario the Public and Separate School Boards, Boards of Education, and most Continuation School Boards are elected bodies. High School Boards, Collegiate Institute Boards, and some Continuation School Boards are appointed by the councils of the counties and local municipalities and by the public and separate school boards concerned.

In the secondary school field there is a movement to so organize the high school districts in the counties that all parts of a county are included in one district or another. In 1950 thirty-six of the thirty-eight county councils had established such high school districts.

The structure of education in the province of Quebec differs from that of the other nine provinces in that there exists a dual system of schools, from kindergarten to teacher-training and university level, based on Roman Catholic and Protestant religious beliefs. The whole system is separated into two sections, each independent while operating under a common law in such a way that both Catholic and Protestant parents have complete control of the education of their children.

There is no Minister of Education, but according to the Revised Statutes of the province the Department of Education

is under the Provincial Secretary who, in that capacity, exercises general supervision over public education and controls the distribution of educational grants for all purposes.

There is a provincial Council of Education, which is divided into two Committees, one consisting of Roman Catholic members and the other of Protestant Members. These Committees are responsible for the organization, administration and discipline of their respective public schools; they make regulations for the government of the Normal Schools, for Departmental examinations, and concerning the duties of Inspectors of Schools; they are also responsible for the course of study and the authorization of text-books; they make recommendations concerning the apportionment of the Superior Education Fund and the Poor Municipalities' Fund. Regulations made by the Committees must be sanctioned by the Lieutenant-Governor-in-Council.

In urban centers of New Brunswick the local school authority is an appointed body, the majority being appointed by the City or Town Council of the locality to be served and the minority (including the Chairman) by the provincial government. The county system of financing, whereby rural districts of a county pool their resources and finance their schools as a unit, is in effect in rural areas. County Finance Boards are appointed by the County Councils and the Government on the same plan as used in the appointment of urban boards. In each case the County Superintendent of Schools acts as adviser to the board.

Elected three-man boards still exist in small rural districts, but these have nothing to do with financing. They serve as local committees to nominate a teacher and to look after local school management; all bills are submitted for payment to the county board.

Urban systems with an enrolment of 2,000 or more are permitted to appoint their own local superintendents. In these systems County Superintendents are relieved of supervisory duties.

The system of school administration in Nova Scotia is a simple single one uniting all elementary and secondary grades under one school board. The members of school boards in rural and village centers are known as School Trustees and in towns and cities as School Commissioners.

In rural areas the unit of administration, known as a School Section, is normally about four miles in diameter. It is administered by a board of three trustees serving three years, one of whom retires each year and is replaced by a new member elected at an annual meeting of the ratepayers of the district.

In towns and cities, the boards of school commissioners are appointed, the majority from their respective town councils and the minority by the provincial government.

All twenty-four rural municipalities in the province operate under a system of organization and financial support known as the Municipal Unit. This system provided for a uniform school levy over the whole municipality, replacing the former sectional assessment for current expenditures.

Such a municipal unit is usually coterminous to a county, although larger counties may be divided for administrative purposes into two municipalities. Each unit has a municipal school board, appointed on the same plan as those in towns and cities, which engages and pays teachers, pays maintenance and operating costs of rural and village schools, and makes arrangements for transportation of pupils. The local school section retains its identity and continues to levy for capital expenditures.

Incorporated towns and cities do not come within the municipal unit system and continue to operate their schools separately. In the cities, and in some of the larger towns, there are Supervisors of Schools who are responsible for the administration of all the local schools. In all but the largest centers the supervisor is also principal of the high school.

Prince Edward Island's first larger unit of school administration consisting of seven small school districts, was established in 1949. It is planned to extend this method of school administration throughout the province. At the present time, the 482 schools outside the unit are controlled and managed by 479 separate and distinct School Boards, who also engage teachers and evaluate property for purposes of school taxation. In all but four instances, a board consists of three elected trustees, one retiring each year. Under these small administrative units there is naturally difficulty in maintaining proper school standards, and plans are under consideration to make the province a unit for taxation purposes, thus ensuring uniform valuation

of property, which at present varies greatly from district to district, and making practicable the central collection of taxes for school purposes with disbursement from a Central Treasury Office to regional school boards. As a start in this direction, a provincial Board of Evaluators was appointed in 1949 and began its work with the evaluation of the property of the first larger unit of school administration, mentioned above.

The system of education in Newfoundland is denominational, schools being under the jurisdiction of the Church of England, the Roman Catholic Church, the United Church, and the Salvation Army. The Church of England and the Roman Catholic Church each account for about one-third of the population, the United Church for twenty-five per cent, and the Salvation Army for about seven per cent.

The unit area of control and management of schools is known as an Educational District and the authority therein as the Board of Education. Boards of education usually consist of five, seven, or nine members, who are appointed by the Lieutenant-Governor-in-Council. The province is divided into districts for each denomination operating schools in a given area. This does not actually involve overlapping of school boards on a large scale, since, by and large, the geographical distribution is along denominational lines. In the larger towns, and in St. John's, each of the four major denominations usually has a board of education. In the industrial centers there is a trend towards amalgamation of school services.

Summary

It has been seen, then, that Sir John Adams and Mr. W.A.F. Hepburn had some experience with larger units of school administration before they made recommendations concerning them to the province of Quebec. Mr. Hepburn's background is of particular interest, in view of the subsequent effect of the "Hepburn Report"(20) of 1938 on the Department of Education. New York has instituted centralized school units, beginning as early as 1853, and authorities there feel that they have been successful. Almost every province of Canada has inaugurated some form of larger school unit, the first having been started in 1937, and the trend is still continuing. The influence of these factors on the situation in the province of Quebec must be examined next.

(20) Protestant Education in the Province of Quebec,
Report of the Quebec Protestant Education Survey. 1938
W.A.F. Hepburn, chairman.

CHAPTER IV

THE DEVELOPMENT OF CONSOLIDATED SCHOOLS IN QUEBEC

The growth of the consolidated school movement in Quebec can be traced back to the publication of the Adams Report of 1902.(21) Shortly after this Report appeared, the first consolidation took place but official grants were not announced until 1914.(22) In an attempt to encourage higher education but without making consolidation necessary, the County High Schools Act(23) was passed in 1923. In 1950 Dr. W.P. Percival, Director of Protestant Education, reporting on the twenty years from 1930 to 1950(24) included a summary of consolidation from its beginning. The effect of this movement on Chambly County school boards will be indicated wherever it is in evidence. While the County High Schools Act was a part of this general trend, it was not found applicable in Chambly County.

Adams Report - 1902

There were two facts concerning Quebec Protestant schools that were responsible for Adams' strong recommendations regarding consolidation. He noted that more than sixty per

(21) John Adams, The Protestant School System in the Province of Quebec. 1902

(22) George W. Parmelee, Education in the Province of Quebec. Department of Education, Quebec, 1914.

(23) Act 12 George V, Chapter 46.

(24) W.P. Percival, Twenty Years of Protestant Education 1930 - 1950. Report to the Protestant Committee of the Council of Education, 1950

cent of the elementary schools had an attendance of fifteen or less, considerably more than a half of these having an average of ten or less. He also found that one and a half miles was about the longest distance that children walked to school, and stated, "These walking distances are much less than are common in Scotland. In the sparsely peopled districts there, it is not uncommon for children to walk several miles."(21) However, he admitted that the nature of the climate and the roads in Quebec made it impossible to expect children to walk any farther.

Adams felt that consolidation might take two main forms, that is, using either a purely rural center or a populous center, such as a town or large village, as the site for the school. He supported the second possibility since a larger center would probably have a good school already established and the smaller schools to be closed could not dispute the claims of the central school as usually happened in the first possibility where all the small schools would have an equal claim. Further, all the means of transportation were usually better within an easy radius of a larger center. He pointed out that all the better Academies formed suitable centers and urged that the Academies should be regarded as Provincial centers rather than as local schools. "Consolidation in the immediate neighborhood of the Academies, and a system of small maintenance scholarships to enable pupils from isolated districts to board in an Academy town would go far to build up a homogeneous educational system from the District to the University."(21)

(21) Adams, Op. Cit. p.66

(21) Ibid. p.66

During this period Sir William Macdonald announced his intention of establishing a consolidated rural high school in every province which could profit by such a system. This school was to be a concrete example to the rural taxpayers as to the value of consolidation and thus make them willing to finance and extend it. An integral part of the curriculum at these schools was to be the study of agriculture with other subjects being given a distinctly agricultural slant. These schools were set up at Hillsboro, P.E.I., Truro, N.S., Kingston, N.B., and Guelph, Ontario.

Departmental Report - Parmelee - 1914

In 1914 the Department of Public Instruction reported on "Education in the Province of Quebec."(22) Parmelee discussed consolidation in that report and pointed out that the Roman Catholic schools were usually filled with pupils but that the Protestant rural schools frequently had only a small number of pupils and were kept open shorter periods of the year than the required ten months. To these small short-term schools competent teachers could not be attracted at any ordinary salary, and hence for obvious economic reasons it was advisable that three or four such schools should be closed and united in a central one which could be kept open the full year period. Parmelee stated that the Department had urged this policy for twenty years although the evidence indicates only ten years of active support, the first consolidation having been at St. Felix de Kingsey in 1905. Only three consolidations

(22) Parmelee, Op. Cit. p.76

had taken place by 1914. The boards so formed did not usually undertake the essential work of providing conveyance for pupils but made certain allowances to the parents, equal to remission of taxes and fees, and required them to be responsible for the conveyance of their own children. To encourage the boards to provide for transportation of pupils the government provided in 1914 a special fund from which grants might be made for the consolidation of the rural schools. The Department also encouraged the establishment of schools of higher rank when consolidation took place. It should be pointed out, however, that at no time has a school board ever been compelled to provide for the education of students beyond the seventh grade and this fact still holds true to-day.

County High Schools Act - 1923

To encourage the establishment of primary complementary schools and county high schools the Legislature passed an act in 1923 making these possible in areas where one school board was not able to support such schools but where a group of local boards could. The chairmen of the participating local boards met to petition the appropriate Committee, either the Roman Catholic or Protestant, for approval. Once published in the "Official Gazette" these chairmen then elected three of their number to act as trustees of the primary complementary school or high school. The participating local boards levied taxes sufficient to pay their share of buying the site, building the school, paying teachers and so forth. The delegates electing the high school trustees

also decided on the apportioning of the expenses incurred. Such schools were entitled to a share of the legislative grant for superior education.

It should be noted that, whereas consolidation resulted in the complete submergence of one or more local boards, the County Schools Act provided for the preservation of the various local boards involved. They were united only through a meeting of the delegates when concerned with the county high school or primary complementary school.

Departmental Report - Percival - 1950

In 1950 Dr. W.P. Percival had just completed twenty years as Director of Protestant Education and at that time he presented a detailed summary of events during that period, covering all phases of Protestant school affairs in Quebec. He commented on the consolidated school movement as follows:-

It soon became evident that building one room schools would not advance education very much for, with seven grades in one room under one teacher, pupils could not obtain a large enough measure of the teacher's time. The movement towards consolidation first adopted in Quebec in 1905 was therefore pressed forward. With its increasing acceptance in public favour larger schools could be built. As opposition to the principle of consolidation abated, the great obstacles to progress soon stood out clearly: 1. Lack of large buildings in which pupils could be accommodated. 2. The large number of small but independent school boards. 3. The increasing cost of new buildings. 4. The impossibility of transporting pupils beyond short distances by horse-drawn vehicles, particularly in winter. 5. Roads closed or nearly closed by the winter snows.(24)

The last two points were overcome as the Department of Highways undertook to keep a larger proportion of the side roads open during the winter, and with the development of

(24) Percival Op. Cit. p.23

specially designed school buses and snowmobiles.

Dr. Percival also reported that the movement had expanded in directions beyond the original conception. In many places a rural school had eliminated a smaller rural school as intended at the beginning, but the movement extended itself so that an intermediate school absorbed the small elementary and tiny intermediate school, and a high school absorbed the higher grades of both intermediate schools and weaker high schools. He stated that;-

At present sixty-nine Protestant consolidated schools are in operation in the Province of Quebec, forty-four of these consolidations or sixty-four per cent having been established since 1930. Twenty-two of these schools have high, thirty-two intermediate and fifteen elementary status. Other consolidations have been affected which have since been joined with larger schools.(24)

In his report Dr. Percival lists the various methods by which school municipalities may consolidate; through abolition, union, or extension of boundaries, all provided for in legislation.

Consolidations in Chambly County

The Board of School Commissioners of Longueuil Town and Parish has through various means extended itself more than any other board in the county. The following municipalities are grouped under that board;- Town of Longueuil, Parish of Longueuil, Montreal South, Mackayville, Town of Laprairie, Parish of Laprairie, Preville, Ville Lemoyne, Ville Jacques Cartier, St. Hubert, and Notre Dame de Sacre Coeur. If it were not for the fact that in order to extend its boundaries the areas must be contiguous, the territory would have been

even larger. There was only a half-lot width of common boundary between Preville and Laprairie Parish making annexation possible in 1946.

By order-in-council No. 745, dated April 27th, 1928, the dissentient (Protestant) municipalities of Chambly Canton, county of Chambly, and Richelieu Village, county of Rouville, were erected into a new municipality called "Chambly-Richelieu" comprising the territory then under the jurisdiction of the two boards mentioned.

The Protestant school municipality of St. Hubert was erected by order-in-council No. 647 dated June 17, 1915, and the boundaries stated therein. This tract did not include all of the land in the parish of St. Hubert. A second Protestant school municipality was erected in the same parish on June 7, 1916, by order-in-council No. 600 and called "Pinehurst and East Greenfield". There was still part of the parish unorganized for Protestant school purposes.(25) Some of this was added to the Longueuil Board's territory in 1944.

The original school board in St. Lambert was set up when the town was incorporated in 1858. Since the population was predominantly Protestant, there was the curious situation existing under law by which the Roman Catholics on the Town Council found themselves serving on the Protestant school board.(26) Both the St. Lambert board and the Greenfield Park board use the boundaries of the municipality they are

(25) Letter - from W.P.Percival to H.B.Lee, Jan. 15, 1943.

(26) Alex. Jodoin et J.L.Vincent, Histoire de Longueuil et de la Famille de Longueuil, Montreal, 1889, p.600

in without alteration.

Although the St. Bruno board was included when centralization finally took place in Chambly County in 1944, it had actually been abolished in 1938 under the provisions of Section 110 of the Education Act. It had been using a borrowed house for school purposes. The St. Bruno board has since been erected again under Section 71 of the Education Act although it has not joined the Central School Board yet.

It is of interest to note that there was at one time a group of French Protestants in Longueuil and they received the use of land donated by the Baron of Longueuil for school and church purposes. The teacher was usually the French Baptist minister. Eventually the group moved their institution to Grande Ligne where it operates to-day as the "Feller Institute". This made it necessary for the Protestants remaining in Longueuil to set up their dissentient board in 1868.(26)

Summary

This chapter has traced the growth of the consolidated school movement in Quebec from the original recommendations made by Sir John Adams in 1902. The Department of Education has recognized the value of consolidation and encouraged it with a series of government grants to consolidated boards. Finally, the consolidations that have taken place in Chambly County have been discussed in conjunction with a brief history of local boards. The situation there can best be understood by referring to the folded map in the back cover.

CHAPTER V

THE GROWTH OF CENTRALIZED SCHOOL ADMINISTRATION

It is the purpose here to trace the development of the concept of centralization from the original legislation setting up a central board on Montreal Island in 1925(27) until the enactment of a general central school boards act in 1944(28). The influence of the Hepburn Report on the development of centralization in Quebec will be indicated, as well as the Department of Education's reaction to the recommendations of the Hepburn Committee. The form which the Department wished the central board legislation to take differed considerably from that which the Legislature would allow and this difference is also discussed here.

Montreal Protestant Central School Board - 1925

The first centralization in the Province of Quebec was an issue forced by the impending bankruptcy of the school trustees in the city of Verdun at a time when Montreal, Westmount, Pointe aux Trembles and Hampstead were easily able to meet any expenditure called for by the school boards.(29) Following the recommendations of an investigating committee the Legislature passed an act in which each of the local boards was deprived of its power to raise its own revenue and the resources of all were pooled. But each local board was continued in existence and in the possession of most of the other powers which it had hitherto exercised.

(27) Act 15 George V, Chapter 45

(28) Act 8 George VI, Chapter 15,

(29) See Map p.iii

It could still appoint and pay its teachers, although the number of teachers employed and the scales of salaries had to be approved by the Central Board. It had still the general management of its schools, and subject to the approval of the Central Board, it could make its own regulations. Its annual budget was submitted to, revised, and approved by the Central Board in the light of needs and resources of the whole area.

The membership of the Central Board was constituted as follows;-

four members appointed by the Protestant Board of School Commissioners of the city of Montreal,

one member by the Protestant Board of School Commissioners of Westmount,

one member by the Protestant boards of Lachine, Coteau St. Pierre, Mount Royal, and Verdun,

one member by the Protestant boards of Outremont, St. Laurent, Hampstead, Sault au Recollet, and Pointe aux Trembles.

Early in the autumn of 1937 the Montreal Central Board decided to appoint a three-man commission to conduct a survey of the schools under their jurisdiction. Various professional educationalists approached by the Board to serve on the commission expressed the opinion that the entire Quebec Protestant system should be studied. As a result the Protestant Committee appointed an eleven-man Survey Committee to report on the Protestant school system. The Survey Committee had as chairman W.A.F. Hepburn of

Ayr, Scotland, and received its terms of reference at the November 27, 1937, meeting of the Protestant Committee.

Draft Act for Central School Boards - 1938

The meeting of November 27, 1937, was of great significance in the development of centralized school boards in Quebec, for at the same time as the Hepburn Committee was given its start, Dr. Percival submitted to the Protestant Committee a "Memorandum Concerning Re-Organization of Protestant School Municipalities".(30) It indicates very definitely the source of official impetus which centralization received during the next eight years. It argued for larger school units and centralization in a logical manner, and proposed a scheme for the organization of the Central Boards, citing the success of the Montreal Central Board in part, and extending the concept embodied there. In spite of its length, the pertinent sections of the Memorandum are so important that they must be entered here.

During the session of 1936-1937 there were 346 Protestant School Boards in the Province of Quebec. Of these, 11 are under the control of the Protestant Central School Board on the Island of Montreal. In the schools under their control some 49,000 pupils are enrolled. This means that the remaining 335 Boards have about 25,000 pupils under their care.

Exclusive of the Island of Montreal, the Protestant pupils in the Province attend schools in 63 counties. These pupils, however, are located mainly in 19 counties, namely, those of Argenteuil, Bonaventure, Brome, Chambly, Chateauguay, Compton, Gaspé, Gatineau, Huntingdon, Megantic, Missisquoi, Papineau, Pontiac, Quebec, Richmond, Shefford, Sherbrooke, Stanstead and Terrebonne. In these counties are situated high schools, intermediate schools and elementary schools.

.....
In order that the best aims of the government may be served it is possible that the present may furnish

(30) Files of the DEPARTMENT OF EDUCATION, Quebec.

a suitable occasion for inquiring into the whole organization of Protestant Schools in town and rural districts.

The creation of the Protestant Central School Board in Montreal was a step, whether complete, or not, in making a working arrangement for the schools of Montreal Island. Possibly such a working arrangement could be developed in the 19 counties named above. The remaining counties of the Province could watch the experiment with a view to seeing whether some modification could be made that would suit their conditions.

In other Provinces of the Dominion steps are being taken to reduce the number of school municipalities and increase the area of administration. Consideration may, therefore, be given to such a scheme in Quebec. When discussing this problem, however, it must be borne in mind that there is a peculiar educational situation in Quebec, where the general school law works very well at present.

When trying to apply the system of unifying large areas (especially for one section only of the community - the Protestants) one is immediately confronted with two major problems, namely, that of dissent and that of division of corporation taxes. The principle of dissent is axiomatic in Quebec and must be retained. The division of company taxes is conditioned by Articles 422 and 423 of the Education Act for there are different methods of dividing the tax according to whether there is a Board of Commissioners and a Board of Trustees (Article 422) or two Boards of Commissioners (Article 423). Again, difficulties are encountered because school municipalities are not of necessity erected identically for majorities and minorities. Moreover, municipalities may be erected for Catholics only or for Protestants only. Even county lines are not respected in these divisions of territories.

It may be feasible, however, to re-define territorial limits so that there may be erected central School Boards in territory approximating if not corresponding wholly to the county lines named above. It is essential that in any such erection of central School Boards and divisions of territory the present Boards be retained so that the Education Act will apply with such modifications as may be indicated from time to time. At present there are great inequalities within the province and even within a county. One part of a county will be very rich, possessing not only a large ratepayers valuation but also a large company valuation. Another part of that county may be very poor. In the former case the ratepayers may pay two mills and in the latter twenty or more. Even with that high rate in the poor municipality, the school facilities may be much more meagre than those in the rich territory. It would seem to be only a matter of equity that ratepayers in one part of the Province should share their blessings with those less fortunately situated. What

has been said concerning company property applies in a number of places throughout the province where summer property, sporting clubs, etc. are located in which the locality receives benefits while incurring few or no liabilities to them.

If such central School Boards are erected in counties the general outline of the Act for the erection of the Protestant Central School Board of Montreal (15 Geo.V, 1925, Ch.45) could be followed. It would be necessary, however, at the outset, to make it clear that the county central Boards should not only have financial responsibility but that educational responsibilities should also be entrusted to them. Though the local Boards would be expected to perform the general duties outlined in the law for the management and general supervision of the schools, the collection of taxes, etc. it would be the responsibility of the central Board in the first place to endeavour to equalize for school purposes at least, the assessment of the property in an equitable manner, levy the tax rate, receive government grants and, in general, to administer the financial affairs in their respective areas. In addition, however, it would be the duty of the county central Board to engage teachers and pay them.

Besides engaging teachers it would be the duty of each county central Board to engage its own supervising Principal. He and the Inspector would be the educational advisors of the Board. The supervising Principal would be the leading teacher (in the point of length of service or qualifications) in the county, presumably the Principal of the leading High School.

At the present time there are large numbers of Commissioners, Trustees and Secretary-Treasurers in the school municipalities of each county. In one county, for instance, there are 94 Protestant School Commissioners and Trustees and twenty Secretary-Treasurers of Protestant Boards. These are large numbers. One Secretary-Treasurer may be sufficient for each county. He could have office-hours in different parts of the county at certain stated times for the purpose of collecting taxes. Cheques for taxes, however, can always be sent by mail. The salary of the new Secretary-Treasurer could be made up at least in part from the salaries of the present 20 Secretaries. For example, the 20 Secretary-Treasurers in the county referred to receive salaries approximating \$2,000. If a particular county is large and if it is difficult for one individual to perform all the tasks one or more assistants could be appointed. In addition to being the secretary of a central Board, he could be the secretary of all or a number of the present Boards. Among his duties would be that of making a report each year for each Board for the Department of Education in Quebec as well as submitting his reports to his county School Board.

The number of members of each county central School

Board should be small. Perhaps five would be a good number. These members could be elected from representatives of the School Boards in the county in a manner similar to that for the election of some of the members of the Montreal Protestant Central School Board. For example the 20 School Boards consisting of 94 School Commissioners and Trustees referred to above could send representatives to a central point where they would vote for their representatives who would presumably be members of their School Boards. The members of the central School Board would be elected for a period of years and would retire in rotation as is done now under the general school law.

The above scheme is respectfully submitted to form a basis of discussion and in the hope that some great improvements will result to the educational systems in towns and rural municipalities consequent upon the large increase in the grants available for such schools.

The Memorandum was received by the Protestant Committee which referred it to a new sub-committee on School Districts and Grants. At the meeting of the Protestant Committee held on February 28, 1938, this sub-committee presented a report containing eight recommendations in all, the first two of which were;-

- (1) That eighteen County School Boards be erected in the Province as stated in the draft of an Act that was submitted respecting Protestant Central School Boards in certain counties of the Province of Quebec.(31)
- (2) That the Committee accept the Act as submitted and request the Government to convert it to legislation during the present session.(32)

It was decided to table these two clauses and send a copy of the draft Act to the Survey Committee.

The draft followed the outline of Dr. Percival's Memorandum dated November 20, 1937. The central boards were to be set up in eighteen counties, Terrebonne having been dropped from the list. The central Boards were to be established with the passage of the act, the date being set

(31) See Appendix B

(32) Minutes of the PROTESTANT COMMITTEE OF THE COUNCIL OF EDUCATION, February 28, 1938.

as March 1, 1938, no option being given the local boards as to participation. Membership in each central Board was specified exactly, every central Board having five members. The central Board was to have the financial responsibilities that had been given the Montreal Protestant Central School Board in 1925, including the first duty of establishing the exact assets and liabilities of every local board. In addition the central board was given the duty of acquiring and holding movable and immovable property, engaging teachers, amending or approving local board budgets, and exercising supervision over all phases of education within the schools under its jurisdiction. This last implied the adoption of educational policy of some sort, not really possible under the Montreal Central Board Act. The most important single item in this draft was in Section 16, whereby the Central Board had to adjust the assessments, tax rates for school purposes, and school fees, in an equitable manner throughout the county.

The local boards were to impose and collect the taxes, which were then handed over to the Central Board. The local boards also would have the duties of enforcing the course of study authorized by the Protestant Committee, managing the schools under their jurisdiction, carrying out the regulations concerning hygiene, and so forth. The Central Board could borrow and guarantee, or become security for loans contracted by the local boards and approved by the Minister of Municipal Affairs. If a local board did not follow instructions that a central board was legally entitled to give, then the

central board could deprive the local board of its powers and duties, through petition to the Legislature with the approval of the Director of Protestant Education.

Hepburn Report - 1938

The draft act outlined above was sent to the Survey Committee for study on February 28, 1938. The Survey Committee agreed with most of Dr. Percival's comments on centralization made in his Memorandum to the Protestant Committee. Of particular interest was the reference made to the Montreal Protestant Central School Board and the fact that, in the opinion of the Survey Committee, the solution reached there was only a compromise and that "no solid argument could be advanced for a failure to complete the process then begun." (20) The Survey Committee felt that the process should be completed in three directions.

First, the Montreal Central Board should have more than just financial responsibilities. They recognized that there would always be a shortage of money for educational institutions and since the Montreal Central Board had to distribute funds it would be forced to adopt some sort of educational policy in so doing. The Survey Committee wanted to give the Montreal Central Board more power for making more comprehensive the policy it was forced to adopt.

Second, the Island of Montreal, as a geographical unit, was not too large an administrative unit for Protestant school purposes. They were also of the opinion that St. Lambert, Longueuil and Greenfield Park were in fact

(20) Hepburn Op. Cit. p.37

suburbs of Montreal. As a result, they recommended that "For the purposes of educational administration, the Island of Montreal, together with the areas at present administered by the school boards of Longueuil, St. Lambert and Greenfield Park, should be regarded as a single unit."(20)

Third, the Survey Committee seized on the idea of centralization as stated in Dr. Percival's Memorandum and enlarged upon it, completely ignoring county boundaries. They recommended that the province be divided into ten administrative districts including Montreal, with an eleven-man board over each. Nine men were to be elected to the district board by the local boards under its jurisdiction, and these were to appoint two women. This last point was contrary to provincial tradition, since it was not until 1942 that women became eligible to serve on school boards.

This discussion has in no way exhausted the areas of study and recommendations made by the Survey Committee, but it does emphasize the points of main concern to Chambly County and to the concept of centralization in Quebec.

Reply to Hepburn Report by Department--1939

In 1939 the Protestant Committee issued a detailed rebuttal to the Hepburn Report that ruled out almost every recommendation made by it.(33)

The Protestant Committee felt that the local boards should be retained on the Island of Montreal although they

(20) Hepburn Op. Cit. p.274

(33) Statement Concerning the Report of the Quebec Protestant Education Survey. Presented by the Protestant Committee of the Council of Education, 1939

did agree with the Survey Committee that the Montreal Central School Board should include all local boards located on the Island. Regarding the recommendations concerning South Shore communities the Protestant Committee replied;-

The Montreal Protestant Central School Board and the Protestant Committee, consequently, prefer for the moment not to implement the recommendations or implications of the Survey Committee, viz:

(1) That the Protestant Boards in Longueuil, St. Lambert and Greenfield Park be made part and parcel of the territory under the jurisdiction of a Greater Montreal School Board, but educational services will be made available when necessity arises.

(2) That the present local School Boards on the Island of Montreal be abolished.(33)

The Protestant Committee agreed in principle with the Survey Committee's recommendations concerning larger units of school administration, but felt that the district as suggested was too large. Instead, the Protestant Committee agreed to an alteration of the duties and responsibilities of local boards and replaced the proposed district boards with the county central boards that had their origin in Quebec in Dr. Percival's Memorandum of November 20, 1937. In fact, it was decided to present to the Legislature the Central School Boards Act that had been tabled at the meeting of February 28, 1938, and the draft of this act was bound in with the "Statement".(33)

Draft Act Revising Montreal Protestant Central School Board - 1942

One of the direct results of the Hepburn Report was an attempt to establish the Montreal Protestant Central School

(33) Ibid. p.26

(33) Ibid. p.107

Board along more comprehensive lines as recommended in that Report. The Central Board was now to be called the Protestant Board of Education of Greater Montreal, or simply the Greater Montreal Board, and was to include all of the local boards on the Island of Montreal. The copy of the draft(34) that was sent to the local boards for consideration included specific references to sections of the Hepburn Report. Section 3 of the draft permitted the Greater Montreal Board to enter into agreements with local boards outside of the Island, thus leaving the way open for inclusion of the South Shore municipalities under the Greater Montreal Board. The powers of the local boards were severely limited and residual powers went to the Greater Montreal Board, including all the power formerly enjoyed by the Montreal Central Board. Although the Montreal Central Board Act of 1925 was eventually revised, this draft was not the basis of the legislation involved in the revision.

Draft Act for Central School Boards - 1942

By 1942 the proposed enactment for Central School Boards had undergone several changes but still retained the basic ideas advanced by Dr. Percival. The new draft(35) still proposed to make the erection of the eighteen county central school boards obligatory, with the membership in each central board limited to five and elected as specified in the act. The central Board was still to receive the proceeds of all taxes levied by local boards, to acquire and hold movable and immovable property, to engage and pay teachers, to

(34) See Appendix C

(35) See Appendix D

adjust taxes and school fees in an equitable manner in the various municipalities under its control, and it could borrow and guarantee or become security for the loans, debts and obligations contracted by the local boards. If local boards did not obey the legal instructions of the central board the Legislature could deprive the local board of its powers and duties and transfer them to the central board.

This draft was more than just another step in the direction of central school boards. It was this draft which received active popular support throughout the province and was the basis for two experimental voluntary administrative units. Until the actual passage of the Central School Boards Act in 1944(28) the general public were under the impression that this was the final form the legislation would take. The greatest resemblance between the draft and the enactment was in the preamble.

The Central School Boards Act - 1944

Every draft or act dealing with a central board in Quebec has had in the preamble a reference to the necessity for "preserving the identity of the various local school boards already constituted in the Province". In the earlier drafts, this seemed to be only an acknowledgment of their existence. In the Act of 1944 this reference was taken so seriously that the powers of the central board were delimited to the point where there was actually very little advantage in erecting one. Still included in the preamble of the Act was the suggestion that the legislation would result in

(28) Act 8 George VI, Chapter 15, assented to June 3, 1944

"the more equitable distribution of government grants, the adjustment of tax rates and school fees over wider areas," but the provision was removed for the equitable adjustment of tax rates and assessments. The central board did not receive the right to equalize assessments or tax rates.

For the first time the Act makes the erection of central school boards optional, depending on the petition of a majority of local school boards in the county. For some reason, the defunct St. Bruno board, abolished in 1938, was counted among those in Chambly County, making it necessary for four of the seven boards to petition for a central board. But a non-existent St. Bruno board could not petition, making it necessary for four of the remaining six to be actively in favour of a central board. The St. Bruno board was also to have a voice in the election of one member of the five-man central board.

Of particular interest was the rewording of the subsection of the Act which delegated to the central board the duties concerning holding property. The clause of the original draft of February 3, 1938, "To acquire and hold movable and immovable property, sums of money or income, and to apply the same for the purposes for which they are intended."(31) was retained in the draft act of 1942(35) but in the final Act the clause read;- "To apply for the purposes for which they are intended all movable and immovable property, sums of money or income, acquired or held by it."(36) This

(31) See Appendix B, Section 13, par. 6.

(35) See Appendix D, Section 13, par. 6.

(36) W.P. Percival, The Education Act of the Province of Quebec, p.270, Section 22, par. 6.

has been interpreted to mean that central school boards are not allowed to hold real property, yet without itself holding any form of security the central board was given the right to become security for loans contracted by the local boards under its jurisdiction.(37)

Summary

This chapter has traced the development of the concept of centralized school boards in the Province of Quebec through reference to a series of acts and proposed enactments. The first central school board was established on the Island of Montreal in 1925 because of the financial difficulties of some local boards there. Proposed enactments dated February, 1938, and May, 1942, dealt with central boards in the Province generally, and one dated May, 1942, dealt with a revision of the established Central Board on the Island of Montreal. The act that was finally given Royal Assent was passed on June 3, 1944, and established a series of voluntary and seriously weakened central school boards.

(37) Letter - from W.P. Percival to H.B. Lee, Jan. 11, 1949

CHAPTER VI

CHAMBLY COUNTY PROTESTANT SCHOOL COMMITTEE

The story of the preliminary steps toward the erection of a Central School Board in Chambly County begins in June of 1942 and reaches its culmination in November of 1944 when an order-in-council established the Chambly County Protestant Central School Board under the provisions of "An Act to Provide for the Incorporation of Protestant Central School Boards", assented to June 3rd, 1944. It was during this early period, prior to the Central School Board, that several moves were made based on a sincere belief that the draft of the proposed act was the form it would take when finally given Royal Assent.

Preliminaries to Organization

The first concrete step towards the formation of a centralized unit in Chambly County was taken on June 22, 1942, when the secretary-treasurer of the Longueuil Board of School Commissioners wrote to Dr. Percival, Director of Protestant Education, advising him of a meeting for this purpose to be held in the St. Lambert High School on September 9, 1942. Dr. Percival acknowledged this letter and at the same time advised the St. Hubert and Chambly-Richelieu Boards, the latter having, however, already received notice from the secretary-treasurer. Dr. Percival, in his reply, said, "I am of the opinion, however, that at your first meeting it may be advisable not to have any Departmental representatives present." (38) He seems to have had confidence in the

(38) Letter - from W.P. Percival to H.B. Lee, June 30, 1942

secretary-treasurer, Harold B. Lee, who was thoroughly convinced of the need for a county unit and had sufficient strength of conviction to carry the day. Mr. Lee notified all the Protestant school boards in the county at the same time, and sent out "reminders" on September 3.

At this meeting Mr. Lee was appointed secretary of the general meeting of boards, and the following resolution was passed.

Resolved,

That a member delegate from each Board be appointed to obtain all information possible within his Board's boundaries on valuation of taxable property. Also Neutral Panel and share thereof. Tax rate, school fees, outstanding debts in bonds, or otherwise. Value of assets.

Numbers of teachers, salaries of teachers, other salaries and expenses. Number of schools and number of children and general grouping of grades if any. Number of children per grade.

Approximate distance from nearest High School and pertinent facts that will assist committee to arrive at definite proposals. Also ascertain what special conditions, if any, the delegate's Board would wish incorporated in any proposals to be submitted to the Department of Education to enable it to erect (either on voluntary basis or any supporting legislation) the County of Chambly into a larger unit for the furtherance of education therein.

The delegates to meet and report their findings to a general meeting of Boards called for September 23 at St. Lambert High School, 8 P.M.

Carried unanimously.

The day following the general meeting of the school boards, the secretary sent the following brief report to Dr. Percival, including a comment on the attitude of each Board.(39)

Dr. W.P. Percival

As promised, here's a brief report of meeting held at St. Lambert Sept. 9.

Rev. J.D. McCrae was elected Chairman(40)

(39) Letter - from H.B.Lee to W.P.Percival, Sept. 10, 1942

(40) Rev. J.D. McCrae was minister of St. Lambert United Church

Harold B. Lee was elected Secretary.

Secretary outlined developments leading up to this evening's meeting. All Boards from the county were represented by one or more delegates. After discussion, St. Lambert, Longueuil, Greenfield Park, Chambly-Richelieu declared themselves in full accord with suggestion of immediate action towards County unit. St. Hubert was favourable but 'on the fence' on details. East Greenfield against.

Further discussion ensued and the attached resolution was subsequently passed for an appointee from each Board to obtain information to be discussed by the committee Sept. 16 and to report its finding to a general meeting of Boards Sept. 23rd.

The committee met on Sept. 16 and Mr. A. Bentley of the St. Lambert Board was elected chairman, with Mr. Lee as secretary. The reports of the members were handed to the secretary to condense and correlate and the committee decided to meet a half-hour before the general meeting of Boards on Sept. 23rd. This general meeting of Boards was, for the most part, in favour of the formation of a County Board with reservations of a minor character being registered by some members. A request was sent to Dr. Percival to meet with the assembled Boards in St. Lambert during the month of October.

The first sign of difficulty was revealed just following the September meeting in a letter from the secretary-treasurer of the Board of School Commissioners of the Municipality of Greenfield Park. It requested, on behalf of Mr. W.P. Gaudry, the delegate of that Board to the committee of Boards, a copy of the invitation to Dr. Percival, and that the secretary of the committee keep him posted in order "that he might have time to further discuss the question with the members of our board before attending the proposed joint meeting."(41)

(41) Letter - from W.E.Board to H.B.Lee, Sept. 26, 1942

On Sept. 30, 1942, Mr. Lee reported to Dr. Percival the specific difficulties of each local board.

St. Lambert want to be sure they won't be sacrificed for others.

Greenfield Park won't have school fees for eighth and ninth grades etc.

St. Hubert, Chambly-Richelieu and Longueuil, all for it though Chambly would like free transportation if possible, but that would not block it, and so it went.(39)

Mr. Lee also reported that he had been appointed secretary-treasurer of the St. Hubert Board.

It was generally known that the Megantic County area was experimenting with a co-operative and voluntary form of the county unit, this having been given some publicity in the Montreal newspapers, especially the "Star" and the "Gazette". Mr. Lee wrote Mr. Andrew S. Johnson of Megantic requesting information and guidance. The organization in Megantic was the first of its kind in the Province of Quebec, but the undertaking eventually collapsed without the establishment of a central school board. On October 16, the secretary-treasurer received a reply that outlined in detail the steps taken towards the formation of a County Central School Committee, the first time such a title is used. Enclosed with the letter was a list of questions that could be studied "without much opposition", and the agenda of the Megantic County meeting of school boards at Inverness, July 29, 1942.(42)

The people of Megantic envisioned the formation of a Central School Board "to be more of an advisory committee to act as buffer between local boards and the Department

(39) Letter - from H.B.Lee to W.P.Percival, Sept. 30, 1942

(42) See Appendix A

of Education."(42) Mr. Lee visualized a highly centralized county unit, and had in fact been working along those lines in his many capacities as secretary-treasurer of school boards. Mr. Lee wrote Dr. Percival on Oct. 23, 1942, regarding the possibility of additional revenue, and pointed out that interest on tax arrears had not been rigidly enforced. He also states;-

Re St. Bruno. I saw Mr. W. Birks to enquire possibility of reviving that area to bring in additional revenue. Five children would be the maximum available at the present so that's out unless 2nd par. of Art. 91 can apply. Perhaps Art. 99 to 117 could be invoked to bring in this district.

There are 11 valuable Protestant properties thereabouts with probably \$500,000 conservative valuation (also 3 large companies for NP) and Mr. Birks felt sure they were good enough Protestants to wish to pay into a Protestant Board especially if one for the County were organized. Mr. Birks does not know if some are in town or parish of St. Bruno.

A question you will probably be asked is;-

1. If a county unit were formed can it claim protestant property assessments for its funds of those living outside present school board boundaries?
2. Arising from that thought can protestant proprietors living in areas outside the present Protestant school boards apply for and pay their taxes to a county unit should one be formed? Would Art. 95 cover this? "any number"

Personally I have no fear of extra funds being found when the whole area has been thoroughly surveyed and adjustments (equitable) are made.

We have only to look at our own municipalities with an average of;

\$38.00 per taxpayer in Longueuil
 \$27.00 per taxpayer in Montreal South
 \$5.00 per taxpayer in the Parish.

I know of many cases in the Parish of undervaluation. Just one instance. Cost \$3000, valued at \$600. I got municipal authorities to raise it first to \$800 then \$1200 and there it rests. Article 373 should be invoked but local Boards hesitate!!!

From a superficial glance at St. Hubert affairs I do not think their valuations are more than 30 or 40% of true valuation, hence the high rate of \$2.25 for school purposes. No doubt other municipalities are the same.(43)

(42) See Appendix A

(43) Letter - from H.B.Lee to W.P.Percival Oct. 23, 1942

This letter indicated clearly that the secretary-treasurer was thinking of a powerful central school board collecting taxes and setting rates.

Dr. Percival arranged to meet the assembled school boards of Chambly County on Oct. 29th and this meeting produced the following;-

After due consideration, the following resolution, Moved by Mr. W.H. Smedley representing the St. Lambert Board and seconded by Mr. T.V. Battersby representing the Longueuil Board, was carried unanimously:

We, the following Protestant School Boards of the County of Chambly:

Chambly-Richelieu
Greenfield Park
Longueuil
St. Hubert
St. Lambert

assembled at St. Lambert, October 29th, 1942, request the Director of Protestant Education of the Department of Education to enact legislation to set up larger school units in certain counties of the Province of Quebec, and we further request that copies of this resolution be sent to:

The Honourable Adelard Godbout, Premier of the Province of Quebec

The Honourable Hector Perrier, Provincial Secretary

The Honourable J.A. Mathewson, Provincial Treasurer

D.E. Joyal, M.L.A. for the County of Chambly

Dr. W.P. Percival, Director of Protestant Education Quebec

Dr. W.P. Percival, Secretary, Protestant Committee of Education for the Province of Quebec.(44)

On Nov. 12, the local Boards had placed a similar resolution on record with the same officials but worded - "That this Board urges the Department of Education and the Government of the Province to establish a larger county unit for Protestant education for the County of Chambly at its next session of the Provincial Parliament."(45)

(44) Minutes of special meeting of school boards of Chambly County, October 29, 1942.

(45) Letter - from H.B.Lee to W.P.Percival Nov. 16, 1942

By November 12 most local Boards had placed themselves on official record as favouring county units. Pinehurst and East Greenfield notified both the Department and the other local boards of their intention of having nothing further to do with a county board.(46) However a personal letter to the secretary from Mr. A. Dobbs of the Pinehurst and East Greenfield Board asked for specific information concerning the proposed county unit. He had managed to re-open the question at the Pinehurst board meeting of Dec. 4 and wanted to have more accurate information about the matter to present at a rate-payers meeting on Dec.11. He felt that members of his board had answered some questions incorrectly. Mr. Dobbs had six questions;-

1. Will a central school board result in a raise in the rates? Our present rate is 2%.
2. From where will the central school board obtain the assessed valuations? At present the tax rates are based upon the valuations of the St. Hubert Municipality. Some of the members feel that a central school board means that our property will be assessed far beyond our true value.
3. At present our school has eight and ninth grade high school, will the central school board take that away from us and if so where will the high school be located. Regarding this, will the pupils of outlying districts be discriminated against, supposing that the pupils had to attend St. Lambert High School and that the school happened to be crowded. Would the pupils of St. Lambert obtain preference for seats?
4. Has there been any thought regarding fees for high school and for the intermediate and junior school. A lowered or better still no fee would be better as far as outlying pupils are concerned.
5. Has there been thought regarding free transportation for pupils, if so by autobus or by train. If the transportation remained as expensive as it is at present, it would certainly result in a lot of pupils being unable to attend a school away from the municipality.
6. What about the communities that have debts?

(46) Letter - from K.H.Spriggs to H.B.Lee, Nov. 16, 1942

Will school boards such as ours that have been debt free, be forced to help in paying, say, St. Lambert's debt.(47)

Establishment of Central School Committee

Nothing of consequence occurred until April 30, 1943 when some of the local Boards decided to get things started along the lines of the Megantic County voluntary unit. The agreement and the brief supporting the amalgamation were worded as follows, and indicated once again that the belief in a strong central unit was prevalent among the Chambly County officials.

We, the following Protestant School Boards of the County of Chambly, hereby voluntarily agree to amalgamate under the plan of the proposed County of Chambly enactment and to abide by all its rules and regulations so as to enable the Boards to plan for 1943-1944 and request the Director of Protestant Education to petition the Government to pass the necessary Order-in-Council to establish this fact to bind all signatory parties thereto.

In event of a municipality not joining, and thereby causing a vacancy on the Central Board, such vacancy shall be filled by the members and confirmed by the Superintendent of Education.

We have signed:

Chairman

- Chambly-Richelieu Protestant School Board
- St. Hubert Protestant School Board
- Protestant Board of School Commissioners - Longueuil Town and Parish
- St. Lambert Protestant School Board
- Greenfield Park Protestant School Board

This agreement was included in the following brief, but was not signed by either St. Lambert Board or Greenfield Park.

(47) Letter - from A.Dobbs to H.B.Lee, Dec. 7, 1942

Dear Sir,

We, the Protestant School Boards of the County of Chambly, have signed the attached request re County Board and submit the following brief in support of our resolution.

The County of Chambly affords an outstanding example of the need of a larger county school unit with its many advantages for the education of the Protestants in our scattered area. Especially is this so with our proximity to Montreal with our difficulties of transportation due to the River St. Lawrence dividing us.

There are in all 12 schools serving 1665 pupils of which:

43 per cent are in St. Lambert municipality
 27 per cent are in Longueuil municipality
 16 per cent are in Greenfield Park municipality
 14 per cent are in the rest of the county municipalities.

The area of most of the present School Boards are so badly delimited that many children have to pass a school near them in another municipality to attend the only one they have a right to attend in their own municipality several miles away unless they pay extra outsider fees.

High School privileges are denied all except those residing in St. Lambert and Longueuil unless extra outsider fees are paid, making it almost impossible for many bright pupils to continue their education owing to this extra cost.

We believe these situations are a disgrace to our Christian democratic ideals and ones that should not be allowed to continue in the interest of better trained men and women to carry on the industrial, civic and other branches of our national life.

We believe the question of equity of school fees in the High School grades - the assistance of transportation expenses, the adjustment of inequality of valuation and assessments of the municipalities and the carrying of past liabilities by the individual municipalities concerned and the general adjustment that will of necessity be imposed upon the Central School Board will be equalized to the satisfaction of all concerned by a broad outlook and wise administration of those delegated to administer its affairs.

We also wish to affirm our democratic belief that any Board not wishing to align itself at the passing of this agreement should be allowed to enter at a later date if they so desire but that this progressive movement should not longer be held up by a few dissidents.(48)

The "plan of the proposed County of Chambly enactment" that was used for the basis of the agreement and established

(48) Letter - from H.B.Lee to W.P.Percival, April 30, 1943

as such by order-in-council number 1742, July 20, 1943, was in fact a draft of "An Act Respecting Central School Boards in Certain Counties"(35) that was not on record as a bill passed by the Legislature. The Executive Council had actually recognized a proposed piece of legislation before the Legislature had. Officially the "proposed enactment" was not on record anywhere but was being used as a basis for a legal contract between three parties.

The form that provided for the agreement between the various parties indicated that St. Lambert and Greenfield Park were expected to join in, but not Pinehurst and East Greenfield, the board having sent a resolution to that end to the Department of Education and to the committee of County Boards. At this time a Compulsory Education Act was before the Legislature and there was some confusion arising from it. The general sentiment was that this Act would eliminate school fees for pupils up to the age of sixteen, but no one in authority would commit himself to the exact provisions of the Act, since the draft was still subject to amendment, and the Legislature had shown a marked tendency to alter any enactments concerning education.

Knowing that the Compulsory Education Act might be held up, or seriously modified by amendments, the Greenfield Park Board refused to enter into the agreement unless they were promised free education up to the end of Grade 9.(49) The secretary-treasurer had pointed out to them that under the

(35) See Appendix D

(49) The Compulsory Education Act (7 Geo. VI, c.13) was assented to on May 26, 1943.

form that the Compulsory Education Act had at the moment, most of "Longueuil's grade VIII and IX pupils would be free on the age question." (50) In a letter to Dr. Percival explaining why Greenfield Park was not joining the new Central School Committee, the secretary-treasurer also explained the committee's request of April 30 "to try and get some form of legality behind the movement" by having an order-in-council passed. St. Lambert Board had been expected to take the lead in the movement but at the last moment had refused saying, "Get it legalized by law first and then we will go ahead - every move must be detailed in black and white - incorporated into the act and we will then favourably consider the whole matter." (50) Even with the order-in-council passed in July, St. Lambert still would not enter into the agreement.

The inaugural meeting of the Chambly County Protestant School Committee was held on August 9, 1943, in the Longueuil High School. (51) By that time the participating boards had appointed their representatives, and three substitute members had been elected until such time as St. Lambert and Greenfield Park Boards decided to join. (52) The Montreal "Gazette" of August 10 gave the following accurate account of the meeting.

CHAMBLY SCHOOL BOARD APPROVED BY MEETING

The Chambly County Protestant School Commission was formally organized last night at a meeting held in Longueuil High School, in accordance with an order-in-

(50) Letter - from H.B.Lee to W.P.Percival, May 12, 1943

(50) Same letter.

(51) Minutes of Chambly County Central School Committee in files of Board of School Commissioners of Town and Parish of Longueuil.

(52) Appendix E

council approving the formation of the board, and proceeded to hold its inaugural meeting. The members of the new board are Mrs. Ethel Dixon, representing Longueuil; James R. Beattie, St. Hubert and Chambly; H.T. Palmer, R.M. Miller and C.E. Burnet, elected as substitute members, pending the decision of St. Lambert and Greenfield Park to join the central unit.

Mrs. Dixon was elected chairman of the new board and Harold B. Lee secretary-treasurer, and chief attendance officer for the county. The following were elected chairmen of the several administrative committees: Mr. Beattie, finance committee; Mrs. Dixon, education committee; Mr. Palmer, building committee; Mr. Burnet transportation committee.

Powers of Central School Committee

Of extreme importance here is an appreciation of the powers which the Central School Committee understood itself to have under the agreement based on the proposed Act, since the future actions of the group, after being established as a Central School Board were based largely on these provisions, many of which were removed before the final enactment.

The proposed Act made the establishment of eighteen central school boards in various counties obligatory, and the territory under the jurisdiction of each was laid down. The Chambly County Central Board was to have five members, two appointed by the St. Lambert school commissioners, one by the Longueuil commissioners, one by Greenfield Park, and one by the delegates of the boards of; Pinehurst and East Greenfield, St. Hubert(Prot.), St. Bruno(Diss.), and Chambly-Richelieu.

Of particular importance in the proposed Act was Section 13, part 6, giving the Central School Board the duty "to acquire and hold movable and immovable property, sums of money or income, and to apply the same for the purposes for which they are intended." The same act provided

that local boards report to the Central Board, which in turn submitted a single annual report to the Director of Protestant Education. The local board could select a site and build a school only with the approval of the Central Board, which also was to approve all annual budgets. Perhaps the most important single provision in the proposed Act was Section 16 which stated in part "...each County Central School Board shall adjust the ordinary and special taxes for school purposes and school fees in an equitable manner in the various municipalities under its control and shall cause the local protestant school boards under its control to levy upon all immovable property owners under their control a rate sufficient to cover the expenses anticipated in the combined budgets." In most other aspects the proposed enactment closely resembled the present County School Boards Act, and the Committee began to operate under the terms of their agreement at their first meeting in August. Although the Committee felt bound by the provisions of the proposed Act, they apparently felt that the section of the Act applying to representation on the Central School Board did not apply to them.

Accomplishments of the Central School Committee

The first expenditures of the Central School Committee were made at the meeting of October 18, 1943, when a monthly salary of twenty dollars for the secretary-treasurer was approved, as well as incidental expenditures amounting to \$67.14. The first steps were taken in considering means of raising capital for a new high school building and the secretary was instructed to write to the Rockefeller Institute

to try to obtain a grant for that purpose. The reply from the Institute indicated that it was supporting medical research only. At that same meeting the Committee acknowledged the use of Mr. Leslie Perry's sketches and plans for the proposed new county high school.

At the November 6th meeting it was decided to write each local board under the Central School Committee to arrange the transfer of all collections, finances, purchases and payments, and consolidation of accounts by February 1, 1944. The Committee was still considering ways and means of financing a new high school. On December 1, a cheque was received from the Director of Protestant Education, for five hundred dollars, to meet expenses in connection with organizing the Central School Committee, tangible indication of official approval.

The December 13 meeting saw the establishment of a minimum salary scale for teachers as follows:-

Elementary Diploma	\$900	increasing by \$25 or \$50 to \$1100
Intermediate	\$1000	increasing by \$25 or \$50 to \$1300
High School	\$1200	increasing by \$50 to \$1800

The secretary-treasurer submitted a draft of an advertising circular designed to raise funds for the new high school.(53) It was accepted at the January 11 meeting and 5000 were to be printed. The tentative plans for the new building show a two-and-a-half-storey building.

On February 14, 1944, two members of the St. Lambert Board of School Commissioners, Mr. McCrae and Mr. Bentley, were present as well as Inspector Brady. The two visitors

from St. Lambert were there in an unofficial capacity but when they heard the progress report of the county unit, volunteered the use of their facilities for Grade X and XI to the pupils under the Central School Committee. The Committee was then able to consider the re-engagement of teachers and wanted to hire a man to be both principal of the Longueuil High School and to teach Grade VI. The lady principal was to be notified to that effect and discharged, since all other teachers had already been engaged.

At the March 13 meeting Mr. Palmer resigned from the Committee and since the Committee now felt that St. Lambert would soon join them, the seat was left vacant. The Committee passed a resolution that arrangements be made for the sale of vacant lands or lots unproductive of taxes, with a suitable method for reimbursing the appropriate school board if any revenue was realized.

It was at the April 10th meeting that the Central School Committee made the first of a series of financial mistakes arising from its belief in the legality of the draft act and the agreement based on it. The draft proposed to give the Central School Boards the right to equalize the tax rate. The Committee felt it had the power to do so and this belief persisted for five years after the Central School Board was established in 1944. At the April meeting a resolution was passed that the assessment rate for the Protestant Panel be \$1.25 per \$100.00, and the Neutral Panel \$2.00 per \$100.00 over the whole area covered by the Committee. Further, that in accordance with Article 373

the valuations be adjusted to Protestant Panel for school purposes only as follows;--

all municipal valuations in St. Hubert and Longueuil Parish be increased 100%;

in St. Bruno decreased to 55% of present values;

in Chambly-Richelieu decreased to 80% of present values.

At the May 22nd meeting the part of the resolution setting the \$2.00 rate for the Neutral Panel was rescinded since it was found to be ultra vires.

On April 25 a letter was sent to the Minister of National Defence requesting him to study the possibility of purchasing the Longueuil High School which was on land rented from the Dominion Government for a dollar a year. The building was in the Jacques Cartier Army Camp, next to the coal dump and three hundred yards from the detention quarters. At the May 22nd meeting the Committee authorized the Longueuil Board to sell the high school and its other two properties in Longueuil and Montreal South if necessary and if the offer of the military was satisfactory and approved by the Department of Education. The Board was also authorized to enter into contracts to provide adequate new facilities for school purposes.

The minutes give no indication of having authorized an appeal to the Director of Protestant Education, but the Act providing for the Incorporation of Protestant Central School Boards had just been passed and was to receive official assent on June 3rd. On May 31st, aware of the passage of

Bill No. 36, (the Central School Board Act) the following letter was despatched. It indicated a complete lack of awareness of the extent of the amendments made to the original draft that was the basis of their agreement.

Dear Sir:

That whereas:

This Committee having been appointed in July 1943 by Order in Council No. 1742, and having as its aims and purposes and its rules and regulations the then proposed County Central School Board Act which now is law and known as Bill No. 36.

And whereas:

This Committee has performed such acts as are contained therein and has already accorded many advantages to its co-operating School Boards.

And whereas:

It has gone a long way to consolidating its revenues etc.

And whereas:

This body has been known and operating as the Chambly County Protestant School Committee and recommends that it henceforth be known as the Chambly County Central Protestant School Board, and that its five members who were sworn in for a term of four years as and from July 1943 be confirmed in such appointment under the act (Bill No. 36).

Therefore this Committee pray the Superintendent of Education to have these facts confirmed by an order in council to establish our incorporation and actions to bring it within Bill No. 36 just passed with act provided for the incorporation of Protestant Central School Boards. (54)

On July 10 the Committee started proceedings attempting to bring St. Bruno territory into the Longueuil Board. The St. Bruno area would have been of considerable value on the taxation roll for Protestant schools but in order to

(54) Letter - from H.B.Lee to W.P.Percival, May 31, 1944

attach it to Longueuil for school purposes it had to be contiguous with Longueuil area. St. Hubert unorganized area was between the two areas and that had first to be joined to Longueuil. It was necessary to persuade the Protestant rate-payers to petition Quebec for the erection of a school municipality under the provisions of Article 99 of the Education Act. They had to invoke Article 311 of the Act next, permitting the new school trustees to join with the Longueuil Board.

The Committee was now aware of the drastically amended form of the Central School Boards enactment and it was the source of tremendous consternation and confusion. Dated July 25, 1944, the following letter to Dr. Percival from the secretary indicated how vital the changes were to their very ability to carry on;-

Until four or more boards of the Chambly County signify their intention to form a Central School Board:

1. What is the status of the above Committee?
2. Does the Act 8 George VI Chapter 15 supercede the Order-in-Council 1742?
3. In the event that the above Act does supercede the Order-in-Council, has the Committee the right to continue its actions, namely;
 - A. Setting of a uniform assessment rate?
 - B. Centralization of collection of taxes if authorized by each co-operating Board?

In other words, what is the present status of the above Committee?(55)

No reply to this can be found in the files of the Committee.

On August 28, still believing that they had the right to equalize tax rates throughout their area, the motion passed on April 10 concerning valuation was struck out, and the following passed;-

(55) Letter - from H.B.Lee to W.P.Percival, July 25, 1944

...in accordance with Article 373 the valuations be adjusted as follows;-

St. Hubert increased 100%

Chambly Basin Parish including Albani increased 80% of 100% up to a maximum of \$2000.

Balance of Chambly-Richelieu Board's jurisdiction decreased to 80% of municipal valuations.

Longueuil and Montreal South present municipal valuation.

Longueuil Parish 100% increase of municipal valuation to a maximum of \$3000 and straight municipal valuation over \$3000.

At the September 11 meeting the secretary reported that he had made progress in obtaining signatures for incorporation of part of the unorganized territory in St. Hubert Parish under Longueuil, and of Longueuil's motion to accept them.

The problem of disposing of the Longueuil High School was still before the Committee and they did not feel that it would be right for them to dispose of the building without conferring with the members of a future Central School Board. Accordingly, on October 31 a conference of the school boards was held, with representatives present from St. Lambert, Greenfield Park, Longueuil and Chambly. It was decided that, in view of the uncertainty of Quebec's support, it would be wise to go slowly, unless M.D. 4 wanted an immediate decision, and hold the school for the Central School Board to take care of.

A meeting was held on November 20, 1944, that was of little import, except that it was the last the Committee had. The minute book of the Committee has one final entry as follows;-

January 2, 1945.

From this date it was agreed that chairman and secretary sign usual checks under the direction of the new County Central Board and close accounts as directed by them.

(signed) Harold B. Lee, Secretary-Treasurer

On November 23, 1944, Order-in-Council Number 4540 established the Chambly County Protestant Central School Board in accordance with the legislation passed on June 3rd of that year.

Summary

The people of Chambly County envisaged a strong centralized school unit as the solution to their financial and educational difficulties. The legislation originally proposed made such an administrative unit possible and without waiting for a final enactment three of the local boards formed a Central School Committee with the proposed enactment as the basis for an agreement that was given legal status by an order-in-council. When the legislation was finally passed it was so severely amended that the Central School Committee was operating illegally in several matters, particularly in matters of taxation.

CHAPTER VII

CHAMBLY COUNTY PROTESTANT CENTRAL SCHOOL BOARD

The story of the establishment of the Chambly County Protestant Central School Board is one of confusion. The participating local boards had been urging a county unit for three years or more, and each petition sent to the officials at Quebec seemed to achieve nothing. One reason for the confusion has already been indicated. Some of the local boards were impatient and were determined to organize without waiting for the Central School Board Act to be given final form. They did not take into account the extent to which amendments might modify the proposed enactment.

Petitions concerning Central Board Legislation

On April 16, 1940, the Board of School Commissioners of Greenfield Park wrote to Mr. D.E. Joyal, M.L.A. for Chambly County soliciting support for a delay in the passage of the act concerning central boards pending further study.

A bill revising the organization of the Montreal Island School Boards under the Greater Montreal Board had been drafted in 1942(34) and it followed some of the recommendations of the Hepburn Report. That meant that some of the communities in the St. Lawrence River south shore area could be brought in with the Montreal Island School Boards. On May 20, 1942, the Longueuil Board was invited to send a representative to a meeting in Montreal called to consider the draft of the proposed enactment. The secretary-treasurer of the

(34) See Appendix C

Longueuil Board sent for copies of the act and distributed them among the board members for study. He also sent a letter dated May 28, 1942, which summarizes the situation at that time.(56)

Act concerning Montreal Protestant Central School Board was presented to Government and copies sent to Island Boards. They after study condemned it as not being satisfactory from many angles and it was subsequently held up for this Session.

Island Boards were requested to make rough draft of new enactment for Protestant Schools in and around city of Montreal, which is to be thoroughly discussed at meeting June 16th next to decide on any action to be taken.

The Act is designed to strengthen the Protestant position by consolidation - otherwise we are likely to lose our hold altogether and eventually be ruled by the Cardinal. (by this we meant more of the majority control)

The Roman Catholic Boards are expected to form a Montreal Island Board in the next year or so - therefore it behooves us to get together and stick together.

It was thought the South Shore Boards might like to "come in" on it - hence the invitation - attendance thereat in no way commits any one.

If the County of Chambly were to be constituted into a self-contained larger unit as previously outlined St. Lambert would be the natural center for one High School and the difficulties of transportation for scholars attending is well known. Secondly, with our ever dwindling numerical taxpayers we are likely to have to pay an increased tax to maintain the present standard to say nothing of an additional building to establish a modern high school at St. Lambert.

If our Boards joined in with Montreal, the High School scholars could have all the advantages of specialized teachers and splendid equipment of Montreal High School together with the added social and material connections that are attached to that institution.

A standardized and uniform curriculum for all grades applicable to Montreal and the South Shore would be appreciated by parents and teachers. Teachers would be enabled to move within the whole orbit of the Board which they cannot do under smaller boards.

Maintenance and repairs would be standardized and supplies bought at a better price.

Considerable saving would result to augment teachers salaries to bring them in line with Montreal's minimum and maximum of \$900.00 to \$1800.00 for elementary teachers.

The few High School scholars we have could be assisted

to the extent of cost of transportation to make them equal in fees to residents of Montreal.

The general feeling of those who are most concerned with education is that all should take the long view to the advantage of the Scholars.

In unity there is strength.

On October 29, 1942, the school boards of Chambly County with the exception of Pinehurst and East Greenfield, sent to the Premier, the Provincial Secretary, the Provincial Treasurer, the county member of the Legislative Assembly, the Director of Protestant Education, and the Secretary of the Department of Education, a resolution asking for legislation establishing larger school units in certain counties. On November 12, 1942, the same local boards again made strong recommendations to Quebec, but were requesting the larger unit for Chambly County specifically.

During the months that followed, the Central School Committee was organized and established but there was still some doubt as to the methods required to have legislation enacted concerning a centralized school unit. On April 30, 1943, the three boards co-operating in the Central School Committee sent to Quebec a brief asking for the establishment of a county unit and making the point that they could not reasonably be joined with the Greater Montreal Board.

On May 31, 1944, the Central School Committee, having heard that the Central School Board Act had been passed, sent a brief to Quebec requesting that under the terms of that act, they be constituted the Chambly County Protestant Central School Board. The Central School Committee had not had an opportunity to study the bill in its amended form or

they would have realized immediately that such a thing was impossible.

According to Bill 36, which was passed by the Legislature at its recent session, Central Boards may be erected when the majority of the local school boards concerned have delivered petitions in favour thereof, to the Superintendent of Education. The request that I have received comes from the Chambly County Protestant School Committee and concerns the three boards presently constituting that Committee. According to the law the school boards concerned would have to pass resolutions and deliver petitions.

It was only at its meeting held last Friday that the Protestant Committee resolved to petition the ~~Lieutenant-Governor-in-Council~~ to set up the framework for the formation of Central School Boards as contained in the draft act of which you have a copy. According to this framework seven boards are named in the Chambly County unit. This number includes St. Bruno. A majority will be four boards. It will be necessary to await action by the ~~Lieutenant-Governor-in-Council~~ if and when he approves the setting up of the framework. Petitions must be received from at least four boards in Chambly County before the proposed erection can be advertised in the Quebec Official Gazette. (57)

It was not until July 28, 1944 that an acceptable petition concerning the formation of a Central School Board was received from a local board in Chambly County. From this point on, the Department could proceed with the erection of a Central School Board in accordance with the provisions of the Act.

Establishing the Central School Board

On October 7, 1944, copies of the following official notice were sent to the various local boards in Chambly County;-

I have the honour to inform you that a majority of the school boards concerned in the Chambly unit described on page 1980 of the Quebec Official Gazette of Saturday September 9th, 1944, have presented to the Superintendent of Education petitions in favour of the erection of a

(57) Letter - from W.F.Percival to H.B.Lee, June 28, 1944

central school board in accordance with the Act 8 Geo. VI, Chapter 15 and consequently a notice to this effect is being printed in the Quebec Official Gazette.

In accordance with Division I, Section 4, thirty days from today the Superintendent shall make a written report to the Provincial Secretary on the petitions received by him and thereupon the central school board may be erected by Order of the Lieutenant-Governor-in-Council.

The petition of your board is among those received.(58)

On October 18, 1944, the situation was again presented by Dr. Percival in a letter which summarized the position of the various boards up to that point. Petitions in favour of the unit had been received from Chambly-Richelieu, Greenfield Park, Longueuil, St. Hubert and St. Lambert. A petition asking to be excluded had been received from Pinehurst and East Greenfield.(59)

The actual erection of the Central School Board was done on November 23, 1944, by Order-in-Council Number 4540.(53) Pursuant to the provisions of the act, the Superintendent of the Department of Education notified the St. Hubert and the Chambly-Richelieu Boards that they must appoint a delegate to elect a member for the two school boards. The election of the member was to be held on Saturday, December 16, 1944, in the offices of the Protestant Board of School Commissioners in Montreal. Similar appropriate notices were sent to the other participating local boards.

Powers of the Central School Board

The powers of a central school board are a matter of record in "An Act to Provide for the Incorporation of Protestant

(58) Letter - from W.P.Percival to H.B.Lee, October 7, 1944

(59) Letter - from W.P.Percival to H.B.Lee, October 18, 1944

(53) See Appendix G

Central School Boards"(28), but of greater importance are the powers which the central school board does not have.

The preamble of the act states in part;-

Whereas the chief benefits to be derived from the erection of such central school boards will be the more equitable distribution of government grants, the adjustment of tax rates and school fees over wider areas, giving better opportunities to children in rural and remote areas to receive the greatest possible benefits of education, and increasing the general level of education in the Protestant schools of the Province;

Whereas it is deemed advisable to preserve the identity of the various local school boards already constituted in the Province;

The preamble prepares the way for the central school board to have the power to adjust tax rates equitably. The act does not give the central board that right. The entire emphasis of the act had been shifted to the second paragraph quoted above, that is, the preservation of the identity of the local school boards. The central school board had the power to become security for the loans, debts, or obligations contracted by any of the local boards, but the central board had nothing to offer as security since it could not hold real property. The expectation that the Central Board would be given the right to adjust taxes and to hold property had made centralization very attractive to many of the local school boards and it was these two points that had been removed from the Act.

Early Actions of the Central School Board

The most pressing matter that faced the new Central School Board was the disposition of the Longueuil High School building and the construction of a new county high school.

Before the Central Board was legally installed, a meeting was held of the members-elect of the new board on December 7, 1944. They decided not to operate until legally formed, but considered the following resolution of the Longueuil Board passed December 4;- "That the Longueuil High School Building be not sold until some definite assurance of adequate financial assistance be received." In reply to this, the members elect directed the secretary to send the following letter to M.D. 4;-

As the new County Board is not officially set up as yet, and inasmuch as adequate provision cannot be made for all those pupils of Longueuil High School without using basements of other school for a protracted period, and that under these conditions the Longueuil Board is not willing to release its building until the 250 pupils therein can be adequately taken care of, and also as no definite assurance can be received from the Provincial Government of adequate financial assistance, it is felt that no date can be arrived at for the disposal of the Longueuil High School.(60)

The early actions of the Central School Board indicate that they still were confused as to the actual powers they possessed and the clarification of their exact situation was to occupy the next five years or more. The most immediate problem was still the Longueuil High School.

The first meeting of the Central School Board was held in the St. Lambert High School on January 4, 1945. Prior to the meeting the five members, namely;

Rev. J.D. McCrae	St. Lambert
Mr. G.E. Ricketts	St. Lambert
Mr. H.T. Palmer	Longueuil
Mr. William Dysart	Greenfield Park
Mr. James R. Beattie	St. Hubert and Chambly-Richelieu

took the oath of office before Mayor H.G. Clack of St. Lambert. The Rev. Mr. McCrae was appointed chairman of the Board and Mr. H.B. Lee was asked to act as secretary-treasurer on a temporary basis. The Central Board decided that the local boards should continue to administer their own finances for the rest of the school year. The following resolution also was passed;-

That the County Board ratify the action of the Longueuil School Board regarding the sale of the High School on Officers Road, with the understanding that action be taken without delay to provide adequate permanent facilities for the junior grades affected by this sale, and that the necessary steps be taken towards the provision of a high school for the County.(61)

At the next meeting on February 19, 1945, the Central Board adopted as a general principle localized primary schools conveniently located for the the junior classes, and centralized educational facilities for the older children.

On March 19, the Central School Board discussed the question of valuations and equalizing of assessment rate over the whole county. Mr. Beattie was asked to act as chairman of the finance committee and to go into the details of this matter.

Summary

It would seem that the extreme anxiety of certain local school boards to establish a county unit jeopardized the possibilities of success that the Central School Board had when finally formed. There was considerable confusion that resulted when the Central School Committee, operating under one set of regulations, assumed that the Central School Board would be operating the same way, when in fact the Central Board had to break with the precedents set by the Committee in order to

(61) Minutes of the CHAMBLY COUNTY PROTESTANT CENTRAL SCHOOL BOARD, January 4, 1945

abide by new and more limiting regulations.

CHAPTER VIII

SUMMARY

The writer was concerned with the growth of the larger school administrative district in Quebec. In approaching the study it was first necessary to consider for a time the background in Quebec against which such a concept must grow. Further, the development of centralized schools in other parts of the world had to be studied in order to appreciate the trends in school administration.

It was found that Quebec had provided for larger school units in two ways, either by consolidation or by centralization. Consolidation resulted when two boards combined to become one, or when a board extended the boundaries of the municipality under its jurisdiction to include territory hitherto unorganized for school purposes. The growth of this movement was traced back to the Adams Report of 1902, and examples of consolidation in Chambly County were cited.

Centralization first started in Quebec with the erection of the Montreal Protestant Central School Board. Under centralization, local school boards remained active but joined together for purposes of giving the poorer local boards the benefits of taxation in a wealthier area. Certain powers held by the local boards were transferred to the central board, usually in the area of finance.

Dr. Percival became the first active influential supporter of centralization in Quebec, although credit for instigating it is often mistakenly given to the Hepburn Survey Committee of 1938. Dr. Percival saw the central

school board as a powerful body controlling school finance in its area, adjusting assessments to make them equitable, setting equal tax rates and school fees throughout the territory under its jurisdiction, thus solving the most vexing problems of school administration. His concept was either politically unpalatable or so far in advance of the thinking of the time in Quebec that the Legislature would not give it effect.

There were three school boards in Chambly County that were very anxious to have a centralized school unit erected there. Feeling that the proposed enactment dated 1942 was the final form which the legislation would take, they joined together voluntarily under the terms of the draft and had their agreement given legal standing by the passage of an order-in-council. This voluntary Central School Committee operated for twenty months under an agreement which permitted it to undertake the work of equalizing assessments and tax rates. It was in this field that the Central School Committee created difficulties, since when the Central School Board took over, its members were under the impression that their powers were the same as those of the Central School Committee. There seems to have been no steps taken to enlighten the Central School Board members, for a conversation with the first chairman of the Board reveals that he was convinced at the time that the Central School Board had the right to equalize assessments and tax rates. It eventually took several years for the Central School Board to untangle fact and fancy and thus legalize its operations.

Answering the question on page 5, "To what extent did the establishment of the Chambly County Protestant Central School Board deviate from the procedure laid down by law?", we have shown that the procedure of erecting the Central School Board did not deviate from the provisions of the legislation, but that prior to its erection a voluntary body, operating for twenty months, had established precedents that were difficult to break, but were illegal in view of the revised form of the Central School Boards Act that finally received Royal Assent.

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59. Letter - from W.P. Percival to H.B. Lee, Oct. 18, 1944
60. Minutes of Special Meeting of Members-elect, Chambly County Protestant Central School Board, Dec. 7, 1944
61. Minutes of meeting on Jan. 4, 1945, Chambly County Protestant School Board.

Unless otherwise noted, all the documents and letters cited above are to be found in the files of the Chambly County Protestant Central School Board.

A P P E N D I X A

Letter from A.M. McCammon to
H.B. Lee including first
Agenda of Megantic Central
School Committee

October 16, 1942.

Mr. Harold Lee,
Secretary-Treasurer,
241 St. Charles St. W.,
Longueuil, Que.

Dear Mr. Lee,

As Mr. A.S. Johnson is busy with the Victory Loan, he requested the writer to reply to your letter of October 9th in connection with County Central School Boards.

In so far as our County is concerned I know that Mr. Johnson has done a lot of work in connection with this matter and that his efforts have met with success. There is one point, however, that he emphasized to both the school boards and the rate-payers and that is that the County Central School Committee should be formed on a voluntary basis and that this committee did not make any changes in connection with present School Boards, nor their rate of taxes without first having the approval of the ratepayers. I think it is impossible to emphasize too strongly that this committee was formed on a voluntary basis. For your information I might outline just what steps were taken:

1. Mr. Johnson interviewed members of the different school boards, going over the whole situation with them and explaining that this committee would be formed on a voluntary basis only - that there was no compulsion and that there would be no question of this committee trying to do away with their present School Boards.
2. A meeting of all School Boards was held at a central point for the purpose of electing the County Central School Committee (copy of the agenda

for this meeting is enclosed).

3. As soon as the committee had been appointed, Mr. Johnson together with at least one member of the committee met with the different School Boards and the ratepayers of the locality. These meetings were held in order to assure the ratepayers exactly why the Central Committee had been appointed and also to try and get them interested as well as to solicit their co-operation.

4. The members of the County Central School Committee held meetings with the local School Boards and these meetings wherever possible were held in the school building. At these meetings, any problems which the local School Board wished to bring up were considered and studied. For your information we are enclosing list showing the different problems which the County Central Committee is working on.

As it is difficult to go into details in a letter, should your County be seriously considering this matter, I might suggest that you have a representative call on Mr. Johnson, or as an alternative, have Mr. Johnson meet with some of your representatives sometime when he happens to be in Montreal.

Should there be any further information which you require, I shall be only too pleased to furnish same.

Yours very truly,

(signed) A.M. McCammon

A careful study of the following questions could be easily started without much opposition -

1. Formation of a County Central School Board.
(To be more of an advisory committee to act as buffer between local boards and the Department of Education)
2. Careful study of County's present educational set-up.
3. Study of each Board's financial status.
4. Proper distribution of pupils (Consolidations)
5. Proper conveyances.
6. Improvement to school buildings and equipment.
7. Co-operation of school boards in the engagement of teachers.
8. Co-operation of boards in system of purchasing school books. (especially at beginning of school year.)
9. Instil Boards with more sense of responsibility.
10. Create more interest with ratepayers.

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MEGANTIC COUNTY SCHOOL BOARDS' MEETINGINVERNESS, QUEBECJULY 29, 1942AGENDA

1. Appointment Chairman pro tem
2. Appointment Secretary pro tem
3. Roll call of School Board members.
4. Depositing of copies of School Board Resolutions.
5. Reading of Report of Survey of County.
6. Reading of Instructions from Protestant Committee on Education.
7. Reading of Notice of Meeting.
8. Election of County Central School Committee.
 - (a) Reading of Resolutions appointing members to Central Committee.
 - (b) Reading of Resolutions appointing voting delegates.
 - (c) Nominations for members of Committee.
 - (d) Appointment of scrutineers, if necessary.
 - (e) Results of vote.
9. Appointment by Central Committee of a Chairman.
10. Appointment by Central Committee of a Secretary-Treasurer.
11. General discussion re inter-co-operation.
12. Adjournment.

A P P E N D I X B

Draft Act for
Central School Boards
February 28, 1938

DEPARTMENT OF EDUCATION

QUEBEC

.....

An Act Respecting Protestant Central School Boards In Certain Counties of the Province of Quebec.

.....

Whereas the Quebec Fair Wage Board has issued an ordinance governing all workers in the Province of Quebec by which it is decreed that male and female teachers engaged by school corporations must receive at least \$400 per year unless they are provided with free lodging;

Whereas the Government of the Province of Quebec has been pleased to grant by Statute I George VI 1937, Chapter 63, Article 3, the sum of \$400,000 per annum and to increase further the aid to rural school corporations with a view to augmenting the salaries of teachers in these areas;

Whereas the Protestant share of these amounts will be distributed by the Superintendent of Education on the recommendation of the Director of Protestant Education and on the authorization of the Lieutenant-Governor-in-Council;

Whereas other grants are accorded annually to school municipalities;

Whereas the Protestant Committee of the Council of Education has decided that it is advisable to constitute county central School Boards in the areas of the Province of Quebec most populated by Protestants in order that greater benefits shall accrue to Protestant education as a consequence of these grants;

Whereas the chief benefits to be derived from the creation of such county central School Boards will be the more equitable distribution of government grants, the adjustment of property assessments, tax rates, and the rates of school fees over wider areas; giving increasing opportunities to children in rural and remote areas to receive the fullest benefits possible of education; and increasing the general level of education in the Protestant schools of the Province;

Whereas it is expedient to preserve the identity of the various local School Boards already constituted in the Province;

Whereas it is expedient to give effect to this legislation;

Therefore, His Majesty, with the advice and consent of the Legislative Council and of the Legislative Assembly of Quebec, enacts as follows:

1. There shall be erected, constituted and incorporated the following eighteen Protestant central School Boards for the counties of Argenteuil-Two Mountains, Bonaventure, Brome, Chambly, Chateauguay-Beauharnois, Compton, Gaspé, Gatineau-Hull City, Huntingdon, Megantic, Missisquoi, Papineau, Pontiac, Quebec-Levis, Richmond-Drummond-Arthabaska, Shefford, Sherbrooke, Stanstead, hereinafter referred to as the county central Boards.

The said corporation shall, from and after the first day of March, 1938, when the members thereof shall have been appointed, have perpetual succession and possess all the rights and powers generally vested in corporations, subject to the special provisions of this act.

2. The eighteen County Boards referred to in Section 1 shall comprise the territory at present under the control of the Protestant School Boards named in Section 4 of this act.

3. If any Protestant school municipality is subsequently erected in any of the territory mentioned in Section 2 or shall hereinafter annexed to any one of the existing school municipalities, the territory of such municipality shall, for Protestant school purposes, come ipso facto under the jurisdiction of the corporation within the territory of the county central Board created by Section 1, and the assets and liabilities of such school municipality shall be merged with the assets and liabilities of the municipality to which it is annexed, subject always to the award of the Superintendent of Education, given in accordance with Article 87 of the Education Act, Chapter 133, R.S.Q. 1925.

4. (1) Each county central Board shall consist of five members professing the Protestant religion and residing within the territory over which the county school board exercises its authority.

(2) The members for the several county central Boards shall be chosen in the following manner:

Chambly County Board

Two members shall be appointed by resolution of the School Commissioners of St. Lambert.

One member shall be appointed by resolution of the School Commissioners of Longueuil City and Parish.

One member shall be appointed by resolution of the School Commissioners of Greenfield Park.

One member shall be elected by delegates of the Protestant Boards of School Commissioners of; Pinehurst and East Greenfield, St. Hubert (Prot.), St. Bruno (Diss.), Chambly-Richelieu.

Each local Protestant School Board in the territory named above shall, at its first regular meeting or at a special meeting held within the thirty days following the coming into force of this act, appoint a member as is shown above or proceed with the appointment of a delegate to elect a member of the county central Board. Such a member may or may not be a member of a School Board. The delegates appointed to elect members shall meet at the place appointed by the Director of Protestant Education in the Province, during the thirty days following the coming into force of this act, upon convocation by written notice of five days given by the said Director by registered letter and shall then and there choose such member by the vote of the majority of the delegates present. The omission by any Board to appoint its delegate or for such delegate to be present shall not prevent the making of the appointment.

(3) Every such member shall be appointed for a term of four years, the first term to end on June 30, 1942.

(4) If, on the 15th of April, 1938, the Director of Protestant Education in the Province has not been notified of the appointment of all the members as above-mentioned, he shall advise the Lieutenant-Governor-in-Council who shall fill any vacancies.

5. Each County central Board shall elect a chairman from among its members at its first meeting or at any adjournment thereof. Such election shall be upon the vote of the majority of the members present. Each county Central Board shall at the same time appoint a secretary-treasurer who, being Protestant, may also be secretary-treasurer of one or more of the local school Municipalities. Each central Board shall fix the salary of its secretary-treasurer. The chairman shall hold office until the expiry of the four years for which the board electing him was appointed. The term of office and duties of the secretary-treasurer shall be fixed by the regulations to be adopted by each county central Board.

The chairman, or chairman pro tem, shall have a casting-vote in addition to his vote as member.

6. Every appointment made in virtue of this act must be communicated in writing within seven days to the Director of Protestant Education in the Province by the authority bound to make such appointment.

7. The Lieutenant-Governor-in-Council may, at any time, make any appointment authorized by this act, when such appointment has not been made by the proper authority within the required delay or in accordance with the provisions of this act.

His decision shall be final and without appeal and may be altered only by another order-in-council.

8. Any vacancy in any county central Board due to death, accepted resignation, absence from the Province for three consecutive months, or other cause deemed sufficient by the Director of Protestant Education, shall be filled in the same manner as that in which the appointment of the member to be replaced.

In such cases, the vacancy must be filled within thirty days of the cause of the vacancy. Otherwise it shall be filled by the Lieutenant-Governor-in-Council.

9. Any member appointed to fill a vacancy shall perform the duties entrusted to him only until the expiration of the term of office of the member he replaces.

10. Each county central Board is authorized to make and amend its regulations as it may deem necessary for establishing the procedure according to which subsequent appointments may be made, provided in every case that such regulations are not inconsistent with the Education Act of the Province. Such regulations before coming into effect must be sanctioned by the Lieutenant-Governor-in-Council, on the recommendation of the Director of Protestant Education in the Province and of the Superintendent of Education.

11. It shall be the first duty of each county central Board to establish the actual assets and liabilities of all the local Boards now forming part of the territory over which it has jurisdiction and to make out a detailed statement of the sums required for the payment of the interest and sinking-funds of the loans.

In order that this may be possible it shall be the duty of the secretary-treasurer of each local Board to furnish to its county central Board, not later than the first day of June, 1938, a detailed statement of the actual assets and liabilities of such Board for the session 1936-1937 and not later than the first day of August 1938 in subsequent years. Failure to comply with this condition will make the offender liable to the penalties stated in Articles 501-507 of the Education Act. (R.S.Q. 1925, Chapter 133)

12. The county central Boards - within the bounds fixed by the laws in force respecting schools in the various local Protestant school municipalities subject to its jurisdiction as well as by this act - shall receive from the treasurer of each local municipality comprised in the territory subject to the jurisdiction of its county central Board all the sums that he receives including the proceeds of all taxes imposed for the share of the Protestant schools in the whole of the territory subject to the jurisdiction of each county central Board, the whole as more fully set out in Section 16.

13. Subject at all times to the provisions of the Education Act (R.S.Q. 1925, Ch. 133) and of the present Act constituting the county central Boards or amendments authorized in either, it shall also be the duty of each county central Board:

- (1) To comply, as regards the accounts and registers kept by the secretary-treasurer, with all instructions, whether special or general, given by the Superintendent of Education;
- (2) To cause to be made each year, before the 15th of September, a report to the Superintendent of Education upon a form which he shall furnish;
- (3) To keep a register in which shall be entered the minutes of its meetings, which shall be signed by the chairman and by the secretary-treasurer, in accordance with the provisions of Article 219 of the Education Act, Chapter 133, R.S.Q. 1925;
- (4) To keep books of account in the manner and according to the forms indicated by the Superintendent of Education;
- (5) To verify and pay its debts;
- (6) To acquire and hold movable and immovable property, sums of money or income, and to apply the same for the purposes for which they are intended;
- (7) To study the report of the local boards in order to establish their general financial condition;
- (8) To engage teachers qualified as required by law to teach in the schools under its control;
- (9) To pay the teachers under its control at the end of each month of teaching;
- (10) To cancel the engagement of teachers and other employees of the Board on account of incapacity, negligence in the performance of their duties, insubordination, misconduct or immorality;
- (11) To engage the secretary-treasurers and/or assistant secretary-treasurers of local School Board and to fix their salaries;
- (12) To see that every Protestant school within its jurisdiction is opened where a sufficient number of pupils can be enrolled;
- (13) To exercise supervision over all phases of education within the schools under its jurisdiction, especially over those reported upon by the Inspectors.

14. (1) It shall likewise be the duty of each county central Board to prepare a general financial statement providing for its own expenses as well as for the expenses approved for the local School Boards.
- (2) Each local School Board must submit to the county central Board budget for the ensuing year. Each county central Board shall have the power to amend any or all of the budgets submitted by each and every local Board under its jurisdiction. The budget of each local Board must be approved by its county central Board.
- (3) No administration or other expenses shall be made by any local Board unless they are included in its budget and unless they have been approved by the county central Board concerned; provided, however, that in case of emergency any county central Board may approve other expenditures required by a local Board during the course of any year.
- (4) Each county central Board shall, by resolution, fix the date at which the reports and budgets of the various local Boards under its jurisdiction shall be considered by its members so that financial statements may be drawn up at the proper time and adopted at the precise date specified in the resolution of each county central Board. If any local board does not submit its budget on the date required the county School Board shall draw up one forthwith and that shall be the budget of that School Board for the session.
15. Subject at all times to the provisions of the Education Act and of the present act constituting the county central Boards or amendments authorized in either, it shall be the duty of every local Board:
- (1) To make regulations for the management of the schools under its control, and to communicate them in writing to the teachers;
- (2) To take the measures necessary to have the course of study authorized by the Protestant Committee of the Council of Education, followed in each school;
- (3) To furnish, if necessary, text-books to indigent children attending the school under its control; such books to be paid for out of the board's school funds;
- (4) To make and carry out such regulations respecting hygiene in schools as are not contrary to those of the Superior Board of Health of the Province of Quebec;
- (5) To comply, as regards the accounts and registers kept by its secretary, with all instructions, whether special or general, given by its county central Board;

- (6) To cause to be made each year, before the 15th of September, an annual report to its county central Board upon a form to be furnished by it;
- (7) To keep a register in which shall be entered the minutes of its meetings, which shall be signed by the chairman and by the secretary, in accordance with the provisions of Article 219 of the Education Act, Chapter 133, R.S.Q. 1925;
- (8) To keep books of account in the manner and in the form indicated by its central Board;
- (9) To settle all disputes arising in relation to the schools in its territory between the parents or children and the teachers;
- (10) To dismiss from the school any pupil who is habitually insubordinate or whose conduct is immoral either in word or deed;
- (11) To select, with the approval of its county central Board, the necessary grounds for the school sites, and, under the control of its county central Board, to build or reconstruct its schoolhouses and dependencies;
- (12) To repair and maintain such school houses and dependencies, to purchase or repair school furniture, and to lease temporarily or accept free of charge the use of houses or other buildings fulfilling the conditions required by the regulations of the Protestant Committee of the Council of Education for keeping schools therein;
- (13) To associate with itself supervisors, permanently or temporarily, to assist in administering, building, repairing, heating and cleaning the schoolhouses, and keeping the movable and immovable property belonging to the local Board in good order;
- (14) To take a census of the children in its territory;
- (15) To follow the general or special instructions given by its county central Board;
- (16) To administer its movable or immovable property;
- (17) To exercise the powers generally conferred upon school commissioners or trustees by the laws in force, and to perform the duties not specially allotted to the county central Boards;
- (18) To pay the insurance premiums on the property and furniture of each school within its jurisdiction and to see that these are insured for at least one half their value;

(19) To engage the necessary employees needed to take care of the heating, cleaning, building, repairing and otherwise administering and keeping in good condition the movable and immovable property pertaining to each school.

16. As soon as possible after the coming into effect of this act but not later than the first day of July, 1938, without the consent of the Director of Protestant Education, who shall have power to set special dates, each county central Board shall adjust the assessments, tax rates for school purposes and school fees in an equitable manner in the various municipalities under its control and shall cause the local Protestant School Boards to levy upon all immovable property owners under their control a rate sufficient to cover the expenses anticipated in the combined budgets.

It is provided, however, in accordance with Article 252 of the Education Act, Chapter 133, R.S.Q. 1925, that upon the recommendation of the Director of Protestant Education and the Superintendent the school commissioners or trustees of a municipality in which a town or village is comprised may levy upon the real estate of such town or village a tax different from that which they levy upon the real estate outside such limits but in such case the tax upon real estate outside such town or village shall not be less than one half of that imposed upon the real estate in the said town or village.

School Fees where charged shall be uniform in the respective grades in all schools under the administration of any county School Board. It is further provided that all pupils within the territories of each county central Board nearest to their domiciles in the territory under the control of the county central Board for the same monthly school fees that are charged to residents of the municipality in the place in which such secondary school is located.

17. The taxes both ordinary and special and all school fees collectable in every school municipality affected by this act shall, subject to Article 16, paragraph 1, of this statute, be imposed and collected by the authorities that impose and collect the said taxes and fees at the date that this act comes into effect. The amount of the said taxes and the share of the taxes upon the neutral parcel accruing for the benefits of Protestant education shall be paid over to each county central Board by the collecting authorities monthly on the last day of each month. Failure of any local Board to make such payments shall result in collections being taken over by the county central Board.

18. Out of the money so received each county central Board shall pay the teachers and other employees engaged by it as well as any amount approved in the budget of each local Board.

19. Besides the power which corporations have under the Civil Law and the Education Act, any county central Board may borrow and guarantee or become security for the loans, debts and obligations contracted by each of the local boards affected by this act after such loans, debts and obligations have been authorized by the Minister of Municipal Affairs upon the recommendation of the Director of Protestant Education and the Superintendent in accordance with Article 242.

20. No local Board may contract or renew a loan or issue bonds unless it be specially authorized by resolution of its county central Board which in its turn had been approved by the Provincial Secretary and the Minister of Municipal Affairs, Trade and Commerce upon the recommendation of the Director of Protestant Education and the Superintendent.

21. Any county central Board may contract temporary loans in anticipation of the collection of its revenues, always, however, in accordance with the provisions of the Education Act as specified in Article 248 thereof which applies to school corporations.

22. If, in carrying out this act, any dispute should arise between any county central Board and any local Board regarding any matter affecting the powers, duties or obligation given to or imposed upon the county central Board or any local Board by this act or generally by the laws applicable thereto, such dispute shall be submitted to the Protestant Committee of the Council of Education who shall decide the same.

23. Every dispute between two or more local Boards shall be decided by the county Central Board in the territory in which the local Boards are situated.

An appeal from such decision may also be taken before the Protestant Committee of the Council of Education, who likewise shall decide the same.

24. If any local Board refuses or fails to follow the general or special instructions given by the county central Board and which the said county central Board may be legally entitled to give or incurs any expense that is not included in the budget and is not an expenditure approved by the county central Board, the Lieutenant-Governor-in-Council, upon the application of the county central Board and the recommendation of the Director of Protestant Education, may deprive such local Board of its powers and duties and transfer the same to the county central Board, during pleasure.

But no action shall be taken under this section unless ten days' written notice shall have been given to the local Board by the county central Board of the time and

place of such application and of the grounds invoked therein, and until the local Board shall have been given a hearing thereon and an opportunity of replying to any such application.

25. Any county central Board or any local Board may make, amend or repeal its own regulations as it may deem necessary or expedient for the exercise of the powers conferred upon it by the laws applicable thereto, provided however that such regulations are not inconsistent with such laws.

The regulations made by a local Board shall come into force only after having been approved by its county central Board.

The regulations made by any county central Board shall come into force only after having been sanctioned by the Lieutenant-Governor-in-Council, on the recommendation of the Superintendent of Education.

26. Any county central Board may make, amend or repeal any regulations respecting matters within the special competence of the local Boards, providing such regulations are applicable in all the territories subject to its jurisdiction, which regulations, amendments, or repeals may not interfere with the operation of the Education Act.

27. Unless derogated from by this act, or unless there should be in the context of its provisions anything indicating a different meaning, -

(a) the provisions of the laws respecting education of this Province; and

(b) the special or general laws applying to any of the local Boards subject to the jurisdiction of the county central Boards, -

shall continue to apply or be applicable to all county central Boards as well as to the local Boards.

28. With the consent and approval of its county central Board any local Board may unite with any other local Board for all school purposes to form one local board.

Any such union or amalgamation of local boards shall take effect only on the approval of the Lieutenant-Governor-in-Council.

29. All by-laws, resolutions or ordinances, agreements, engagements or other public acts passed or consented to by any local Board affected by this act, and now in force, shall remain in force and retain their legal effect so long as they are not inconsistent with any provision of this act, and so long as their object is not accomplished.

30. Between the date of the sanction of this act and the 30th of June, 1938, the local boards affected by this act shall perform only acts of current administration; any matter relating to the building of a schoolhouse or to a loan may be settled only subject to the approval of the Director of Protestant Education in the Province.

31. All provisions of any act either general or special, affecting any of the local boards placed by this act under the jurisdiction of the county central boards, are hereby repealed insofar as they may be incompatible with the provisions of this act.

32. This act shall come into force on the day of its sanction.

February 3rd, 1938.

A P P E N D I X C

Draft Act Revising
Montreal Protestant
Central School Board
May, 1942

DEPARTMENT OF EDUCATION, QUEBEC

- - - -

AN ACT RESPECTING PROTESTANT SCHOOLS IN
AND AROUND THE CITY OF MONTREAL

Whereas it is expedient to provide for the centralized administration of the Protestant schools now subject to the jurisdiction of the school municipalities in and around Montreal, in order to make adequate provision for the educational needs of the Protestant children of the said metropolitan area.

Therefore, His Majesty, with the advice and consent of the Legislative Council and of the Legislative Assembly of Quebec, enacts as follows:

1. The Protestant Board of Education of Greater Montreal, hereinafter termed the Greater Montreal Board, is hereby incorporated;

The Greater Montreal Board shall possess all the rights and powers formerly vested in the Montreal Protestant Central School Board, the Property, rights and obligations of which are hereby transferred to the Greater Montreal Board: (Hepburn page 274 par. 10)

2. Its jurisdiction in relation to the matters hereinafter mentioned shall extend to the whole of the Island of Montreal, without affecting the generality of the foregoing shall extend in particular to the Protestant School Municipalities subject to the jurisdiction of the following Protestant school boards:

- (1) The Protestant Board of School Commissioners of the city of Montreal;
- (2) The Protestant Board of School Commissioners of Lachine;
- (3) The Protestant Board of School Trustees of Verdun;
- (4) The Protestant Board of School Commissioners of Coteau St. Pierre;
- (5) The Protestant Board of School Commissioners of the city of Westmount;
- (6) The Protestant Board of School Trustees of the town of St. Laurent;
- (7) The Protestant Board of School Commissioners of the Town of Mount Royal;
- (8) The Protestant Board of School Commissioners of Sault au Recollet;
- (9) The Protestant Board of School Commissioners of Point-aux-Trembles;
- (10) The Protestant Board of School Trustees of the city of Outremont;

- (11) The Protestant Board of School Commissioners of the town of Hampstead;
- (12) The Protestant Board of School Commissioners of Pointe Claire and Beaconsfield;
- (13) The Protestant Board of School Trustees of Ste. Anne de Bout de L'Île;
- (14) The Protestant Board of School Trustees of Ste. Anne de Bellevue;
- (15) The Protestant Board of School Trustees of Senneville.

3. The Greater Montreal Board is further empowered to enter into agreements with the Protestant School Commissioners of any school municipality outside of the Island of Montreal which is susceptible of being conveniently administered together with the Island of Montreal, for the extension of its jurisdiction to the said school municipalities on such terms not contrary to law as may be agreed to. (Hepburn Report - par. 9, p. 274) (Alternatively the South Shore Boards might be added to the list in paragraph 2.)

4. If any school municipality is hereafter annexed to any one of the school municipalities within the jurisdiction of the Greater Montreal Board, the territory of such school municipality shall for Protestant school purposes come ipso facto under the jurisdiction of the Greater Montreal Board if not already subject to such jurisdiction, and the assets and liabilities of such school municipality shall be merged with the assets and liabilities of the municipality to which it is annexed, subject to the provisions of Sections 81-87 inclusive of the Education Act, R.S.Q. 1941, Ch.59. (We find this in the Central Board 1925 Act and feel that it may still have some application - - if we were dealing only with Montreal it would not be needed.)

5. (1) The Greater Montreal Board shall consist of 14 members professing the Protestant religion and residing within the territory subject to the jurisdiction of the said Board with power in the event of the extension of its jurisdiction as aforesaid to add from time to time such additional number of members as it may deem necessary to give adequate representation to such extended territory;

(2) Of the 14 members, 11 shall be elected, one from each of the electoral districts as set out in schedule A of this act. (See Hepburn Appendix 2 - pages 332-339) (Hepburn includes the South Shore as a 12th district and in case they are included one additional member should be provided.)

(3) Of the 14 members, the remaining three shall be appointed as follows:

- (a) One clergyman appointed by the Protestant Ministerial Association of Montreal;
- (b) One expert in social welfare problems, by the Montreal Council Social Agencies;
- (c) One specialist in public health, by the Medical Faculty of the Royal Institution for the Advancement of Learning (McGill).

(4) The members shall be elected or appointed as the case may be, for a term of four years, commencing from the first day of July, 1943; but five of the first elected members shall retire on the 30th of June 1945, those to retire being selected by lot by the chairman at a special or regular meeting of the Greater Montreal Board held at a date not later than the 1st day of May, 1945, and shall be succeeded by five members similarly elected for a term of four years; all members shall be eligible for re-election or re-appointment.

6. Every appointment made in virtue of this act must be communicated in writing within seven days to the secretary-treasurer of the Greater Montreal Board by the authority bound to make such appointment, and the secretary-treasurer shall without delay advise the Director of Protestant Education.

7. The Lieutenant-Governor in Council may, at any time, make any appointment authorized by this act, when such appointment has not been made by the proper authority within the required delay or in accordance with the provisions of this act.

8. Any vacancy in the Greater Montreal Board among the appointed members due to death, accepted resignation, absence from the province for three consecutive months, or other cause deemed sufficient by the Director of Protestant Education, shall be filled without delay in the same manner as that in which the appointment of the member to be replaced was made.

9. Any member appointed or elected to fill a vacancy shall perform the duties entrusted to him only until the expiration of the term of office of the member he replaces, except in the case of vacancies occasioned by the retirement by lot in 1945.

ELECTIONS

10. All British Subjects of the full age of twenty-one years and professing the Protestant religion shall be electors in the district in which they reside, and shall be entitled to vote upon registration as hereinafter set forth, provided that registration shall not be necessary to qualify any person to vote who has the qualifications

required for an elector under Article 125 of the Education Act. (Other necessary election provisions can be formed on the lines of those contained in the City and Towns Act.)

11. The general election of members of the Greater Montreal Board shall be held every two years on the second juridical Monday of June, to replace the members then retiring from the Board.

12. For the purposes of the first election held under this act the duties of the secretary-treasurer shall be performed by the secretary-treasurer of the Montreal Protestant Central School Board, and the office of the Greater Montreal Board shall be at the office of the said Montreal Protestant Central School Board.

13. The nomination of candidates at a general election shall be held on the second juridical Monday in May from one o'clock to three o'clock in the afternoon at the office of the Greater Montreal Board.

14. Twenty-five electors may nominate a candidate for election in the district in which they reside, by signing a nomination paper in such manner as sufficiently to identify such candidate and by delivering the said nomination paper to the secretary-treasurer at the office of the Greater Montreal Board at or before the hour fixed for nominations.

15. With each nomination paper shall be filed a declaration from the candidate stating under oath that he is a British Subject, and that he is duly qualified.

16. Eight days at least before the day fixed for nominations the secretary-treasurer shall give public notice setting forth the place, day and hour fixed for the nomination of candidates, and the numbers of the districts for which nominations are called; by publishing the same once in a newspaper of the English language having general circulation in the city of Montreal.

17. If, at the expiration of the delay fixed for nomination for any district one candidate only is nominated, such candidate shall ipso facto be elected and it shall be the duty of the secretary-treasurer forthwith to declare such candidate elected.

18. In any case in which more than one nomination has been made in any district, it shall be the duty of the secretary-treasurer to prepare or have prepared an electoral list. In all such cases, the said secretary-treasurer shall forthwith give public notice of the times and place at which voters may become registered, the names, residences, occupation of the candidates, in the order on which they are to be printed on the ballot papers, the day fixed for

election, the time during which the poll will be held and in the event of there being more than one poll for any district, the territory to be served by each poll, by publishing the same at least twice in a newspaper of the English language having general circulation in the city of Montreal.

19. The Greater Montreal Board is also authorized to make and amend such regulations as it may deem necessary for establishing the procedure according to which subsequent appointments may be made, or elections held, provided such regulations are not inconsistent with the laws in force.

Such regulations shall come into force after they are sanctioned by the Lieutenant-Governor in Council, on the recommendation of the Director of Protestant Education of the Province.

CHAIRMAN

20. The Greater Montreal Board shall elect a chairman from among its elected members at its first meeting in each school year, or at any adjournment thereof, such election shall be upon the vote of the majority of the members present. The chairman, or chairman pro tem, shall have a casting vote in addition to his vote as a member.

21. In case of the absence of the chairman, the members shall appoint one of themselves as chairman pro tem and he shall have the same powers and duties as the chairman.

DUTIES AND POWERS

22. It shall be the duty of the Greater Montreal Board to establish the actual assets and liabilities of all the local boards within the territory over which it has jurisdiction, and to make out and keep up to date a detailed statement of the sums required for the payment of the interest and sinking-funds of the loans. It shall be the duty of each local board to furnish to the Greater Montreal Board a detailed statement of the assets and liabilities of such board as of the 30th of June preceding, or before the 15th day of July of 194.... or of any subsequent year in which the Greater Montreal Board may require the same.

The ownership of all the said assets subject to the liabilities shall be vested in the Greater Montreal Board as at the close of business on June 30th 194...., without the necessity of any further transfer, assignment, conveyance, registration or legal formality whatsoever.

23. The Greater Montreal Board - within the bounds fixed by the laws in force respecting schools in the various

local Protestant school municipalities subject to its jurisdiction, as well as by this act - shall receive from the treasurer of each city, town or other local municipality comprised in the territory subject to the jurisdiction of the Greater Montreal Board all the sums that have to be paid and the available proceeds of all taxes imposed for the share of the Protestant schools in the whole of the territory subject to the jurisdiction of the Greater Montreal Board, the whole as more fully set out in Section 2.

24. The Greater Montreal Board shall have the power to impose a uniform rate of taxation for school purposes to be in effect in all the territory coming under its jurisdiction subject to such (Note Article 373 of the Education Act would allow for variations in Municipal valuations and the Board would have power to act accordingly.) variations as may be sanctioned by the Lieutenant-Governor in Council on the recommendation of the Greater Montreal Board and of the Director of Protestant Education.

25. Subject to the relevant provisions of the Education Act and to the by-laws and regulations of the Protestant Committee of the Council of Education, the Greater Montreal Board shall direct the education of Protestant pupils and other pupils legally entitled to attend the schools of the said Board and shall possess all the powers of School Commissioners and Trustees under the general law as well as all powers granted by any special act to any School Commissioners or Trustees within its jurisdiction and shall carry out all the duties of the said School Commissioners and Trustees except as hereinafter stated and for greater certainty but not so as to restrict the generality of the foregoing terms, it shall have the following powers:

(a) To engage all duly qualified principals and teachers required for the schools under its control, and such other officers and employees as it may deem necessary, and to determine from time to time their duties, salaries, and other conditions of employment. Provided that any local board shall have the right to notify the Greater Montreal Board by resolution, that it requires submission to it of all appointments to the teaching staff of the schools within its jurisdiction and from such notification, the Greater Montreal Board shall only make appointments to such teaching staff subject to the approval by resolution of the board concerned.

(We have omitted from Article 7 of the Mar. 3 Bill, 13-1, 13-10, 13-11, 13-12, 13-13 due to the fact that they are required by the Education Act and Section 25, provides that the new board shall do what is required by the Education Act.)

(b) To provide for the courses of study to be followed in the schools under its jurisdiction, and the text-books to be used.

- (c) To provide adequate and satisfactory equipment and supplies for all the schools under its control.
- (d) To grant bursaries, scholarships, and other prizes and awards. (Insert Hepburn Report clause 227-12)
- (e) To direct research in educational matters.
- (f) To establish and maintain every type of school necessary to meet the needs of Protestant education.
- (g) To determine what school fees, if any, are to be paid.
- (h) To make grants for educational purposes to institutions and organizations not under its control.
- (i) To conduct special classes for retarded children and to determine in the case of any mentally defective child that it shall not be allowed to attend school or shall attend it at a special class.
- (j) To select sites for new school buildings and grounds and to build, reconstruct, equip and keep in good condition, all school and other buildings and their dependencies under the control of the Board.
- (k) To determine the districts which are to be served by the individual schools under its jurisdiction, and to provide for the education of any child in a district other than that in which he resides.
- (l) To exercise the power of expropriation mentioned in Section 268 of the Education Act as well with regard to property built upon as with regard to vacant lots. (See Mtl. 15-A)
- (m) To apply for and promote the organization, consolidation, or abolition of school municipalities insofar as it may deem necessary in any part of the territory within its jurisdiction.
- (n) To insure its property whether real or personal to such an extent as it may deem necessary, or in its discretion to set up a reserve fund in lieu of insurance.
- (o) It shall examine and pass upon the budgets submitted by each local board for the ensuing year and shall finally approve of the same with power to amend. No expenses shall be undertaken by any local board without the approval of the Greater Montreal Board as aforesaid, provided that in any case or emergency, the Greater Montreal Board may approve other expenditures in the course of any year. The Greater Montreal Board

may by resolution fix the date by which the budgets of the various local boards will be considered.

(q) The Greater Montreal Board shall have the right to delegate any of its powers or duties to any one or all of the local boards within its jurisdiction, such delegation to be exercised subject to its control.

(p) The Greater Montreal Board shall have the right to acquire and hold land and immovable property in the territory within its jurisdiction and to hypothecate the same.

26. It shall be the duty of the Greater Montreal Board to prepare and publish an annual report of its activities which shall include a financial statement.

LOCAL BOARDS

27. Every local board within the jurisdiction of the Greater Montreal Board shall continue as presently constituted under the provisions of the Education Act and special statutes applicable, but their powers shall be strictly limited to those set forth in this act.

28. Every local board shall have the following powers:

(a) To elect annually from its members a chairman .

(b) To appoint a secretary-treasurer and such clerical staff as it may deem necessary.

(c) To stimulate interest in the schools and their needs.

(d) To make recommendations to the Greater Montreal Board for the improvement of educational and other conditions in the schools.

(e) To administer all trust funds arising out of private sources.

(f) To visit the schools within their jurisdiction within or outside of school hours.

(g) To permit the use of school buildings within their jurisdiction after school hours by such persons and on such terms and conditions as they shall see fit; subject to any general regulations laid down by the Greater Montreal Board.

(h) To furnish text books and remit fees, if any, to indigent children, subject to the general regulations laid down by the Greater Montreal Board.

(i) To require the attendance at any meeting of the board of any teacher or principal employed in the schools within its territory, and to require from them from time to time reports on any matter affecting the said schools.

(j) To carry out any of the duties or powers of the Greater Montreal Board which may be delegated to them by the said Board.

29. It shall be the duty of every local board:

(a) To follow the general or special instructions given by the Greater Montreal Board.

(b) To prepare its estimates or budget for the ensuing year and to submit the same to the Greater Montreal Board at the time required by that Board.

(c) To make to the Greater Montreal Board all reports which the said board may require.

(d) To take a census of the Protestant children and of the other children legally entitled to attend the schools within its jurisdiction and to accept in lieu thereof in part or in whole such census as in the opinion of the Board have been taken adequately by any municipality authority.

(e) To take all appropriate measures to protect the health of pupils and teachers, and to carry into effect all health laws and regulations having effect in their jurisdiction.

(f) To keep a register of proceedings of the Board in accordance with Section 219 of the Education Act.

30. The financial provisions set forth in Section 16 of the Act 15 Geo. V, Ch. 45, are continued in force, the Central Board being replaced for the purposes thereof, by the Greater Montreal Board, subject to the right of the Greater Montreal Board to alter the rate of taxation as hereinafter set forth. (Subsections 7 and 7-A of Section 16 are now spent and could be repealed.)

31. Any local board may delegate any of its duties and powers either generally or specially to the Greater Montreal Board, subject to the approval of the latter and, in the event of all its powers being so delegated and local board may at its request, and on the recommendation of the Director of Protestant Education, be dissolved by order of the Lieutenant-Governor in Council.

32. (Borrowing powers should be provided for the Greater Montreal Board - see Articles 19, 21-B, 21C-F inclusive of the present Montreal Central Board - also 23.)

33. All members of the Greater Montreal Board, and of local boards within its jurisdiction shall serve without remuneration. Section 3 of the Act 8 Ed. VII, Ch. 34 is repealed.

34. If, in carrying out this act, any dispute should arise between the Greater Montreal Board and any local board regarding any matter affecting the powers, duties or obligations given to or imposed upon the Greater Montreal Board or any local board by this act, or generally by the laws applicable thereto, such dispute shall be submitted to the Lieutenant-Governor in Council, who shall decide the same. 16 Geo. V, Chap. 42, Sec. 4.

35. If any local board refuses or fails to follow the general or special instructions given by the Greater Montreal Board and which the said Greater Montreal Board may be legally entitled to give or incurs any expense that is not included in the budget and is not an expenditure approved by the Greater Montreal Board, the Lieutenant-Governor in Council, upon the application of the Greater Montreal Board and the recommendation of the Director of Protestant Education, may deprive such local board of its powers and duties and transfer the same to the Greater Montreal Board, during pleasure.

But no action shall be taken under this section unless ten days written notice shall have been given to the local board by the Greater Montreal Board of the time and place of such application and of the grounds invoked therein and until the local board shall have been given a hearing thereon and an opportunity of replying to any such application, 24 Geo. V, Chap. 43.

36. Every dispute between two or more local boards shall be decided by the Greater Montreal Board. An appeal from such decision may also be taken by the Lieutenant-Governor in Council, within the thirty days following that upon which the decision of the Greater Montreal Board was sent by registered letter to the local boards interested. The decision of the Lieutenant-Governor in Council in that respect shall be final and may be altered only by the same authority.

37. (1) The Greater Montreal Board or any local board may make, amend or repeal such regulations as it may deem necessary or expedient for the exercise of the powers conferred upon it by the laws applicable thereto, provided however that such regulations are not inconsistent with such laws.

(2) The regulations made by a local board shall come into force only after having been approved by the Greater Montreal Board.

38. With the approval of the local boards, the Greater Montreal Board may make, amend or repeal any regulations respecting matters within the special competence of the local boards; providing such regulations are applicable in all the territories subject to its jurisdiction.

39. Unless derogated from by this act or unless there should be in the context of its provisions anything indicating a different meaning:

(a) The provisions of the laws respecting education in this province,

(b) The special or general laws applying to any of the local boards subject to the jurisdiction of the Greater Montreal Board,

shall continue to apply or to be applicable to the Greater Montreal Board as well as to the local boards.

40. With the consent and approval of the Greater Montreal Board any local board may unite with any other local board for all school purposes to form one local board.

Any such union or amalgamation of local boards shall take effect only on the approval of the Lieutenant-Governor in Council.

41. All by-laws, resolutions or ordinances, agreements, engagements or other public acts passed or consented to by any local board affected by this act, and now in force, shall remain in force and retain their legal effect so long as they are not inconsistent with any provision of this act, and so long as they are not set aside, amended or cancelled, and so long as their object is not accomplished.

42. All provisions of any act either general or special, affecting any of the local boards placed by the act, (15 Geo. V, Ch. 45) under the jurisdiction of the Central Board, are hereby repealed insofar as they may be incompatible with the provisions of this act.

43. This act shall come into force on the day of

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ALTERNATIVE PLAN

Substitute for (a) in par. 25.

(a) To engage all duly qualified persons required to oversee and supervise education in the schools of the local boards under its control, and such other officers and employees as it may deem necessary, and to determine their duties,

salaries, and other conditions of employment;

(a-1) To fix the scale of salaries to be paid teachers and principals in the schools of the local boards under its control, and to pay the salaries of the said teachers and principals.

Add to paragraph 27:

(c-1) To engage duly qualified principals and teachers required for the schools under their control, subject to the following conditions:

(1) They shall before engaging any teacher or principal submit the proposed engagement to the Greater Montreal Board for approval, stating where and in what capacity the said teacher or principal is to be employed, and any engagement contracted without the approval of the Greater Montreal Board shall be invalid, null, and of no binding effect on any of the parties thereto.

(2) The terms of employment, once approved by the Greater Montreal Board shall in no way later be varied on pain of the nullity of the said engagement.

(3) Such teachers or principals shall be engaged at the rate of salary fixed or approved by the Greater Montreal Board, and their contracts of engagement shall be deposited with the Greater Montreal Board.

(4) The teachers and principals so employed shall be paid by the Greater Montreal Board.

(5) The said teachers and principals shall in all educational matters follow the instructions of the Greater Montreal Board, or any person appointed by it to supervise or oversee education within the area subject to its jurisdiction.

(c-2) To suspend or discharge any teacher or principal, subject to the approval of the Greater Montreal Board.

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A P P E N D I X D

Draft Act for
Central School Boards
1942

DEPARTMENT OF EDUCATION

QUEBEC

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AN ACT RESPECTING PROTESTANT CENTRAL SCHOOL
BOARDS IN CERTAIN COUNTIES

Whereas the Protestant Committee of the Council of Education has recommended that it is advisable to constitute county central School Boards in the areas of the province most populated by Protestants in order that greater benefits shall accrue to Protestant education;

Whereas the chief benefits to be derived from the creation of such county central School Boards will be the more equitable distribution of government grants, the adjustment of tax rates and school fees over wider areas; giving increasing opportunities to children in rural and remote areas to receive the fullest possible benefits of education, and increasing the general level of education in the Protestant schools of the province;

Whereas it is expedient to preserve the identity of the various local school boards already constituted in the Province;

Whereas it is expedient to give effect to this legislation;

Therefore, His Majesty, with the advice and consent of the Legislative Council and of the Legislative Assembly, enacts as follows:

1. There shall be erected, constituted and incorporated eighteen Protestant Central School Boards for the various counties.

The said corporations shall, when the members thereof shall have been appointed, have perpetual succession and possess all the rights and powers generally vested in corporations, subject to the special provisions of this act.

2. The territory under the jurisdiction of the eighteen county central School Boards referred to in Section 1 shall comprise the territories now under the jurisdiction of the Protestant school boards named in Section 4 of ~~this~~ act.

The Protestant Committee of the Council of Education, if deemed advisable, may from time to time by resolution increase, decrease or otherwise alter the area of the territory under the jurisdiction of any county central

School Board. Notice of any such resolution shall be published in the Quebec Official Gazette.

4. (1) Each county central School Board shall consist of five ratepayers professing the Protestant religion who are qualified to be school commissioners or trustees in accordance with Section 122 of the Education Act and who reside within the territory over which the county central School Board concerned has jurisdiction.

(2) The members for the several county central School Board shall be chosen in the following manner:

Chambly County Board

(Other counties likewise specified in the act.)

Two members shall be appointed by resolution of the School Commissioners of St. Lambert.

One member shall be appointed by resolution of the School Commissioners of Longueuil City and Parish.

One member shall be appointed by resolution of the School Commissioners of Greenfield Park.

One member shall be elected by delegates of the Protestant Boards of School Commissioners or Trustees of: Pimhurst and East Greenfield, St. Hubert (Prot.), St. Bruno (Diss.), Chambly-Richelieu.

The Protestant Committee of the Council of Education if deemed advisable, may from time to time alter the manner of appointing any of the members of any county central School Board. Notice of any such resolution shall be published in the Quebec Official Gazette.

The Protestant Committee of the Council of Education by resolution shall determine the date upon which each county central School Board will commence to operate. Notice of any such resolution shall be published in the Quebec Official Gazette.

Each local Protestant school board in the territory named above shall, at its first regular meeting, or at a special meeting held within the thirty days following the appointment of its county central School Board, appoint a member as is shown above or proceed with the appointment of a delegate to elect a member of the central School Board. Such a member may or may not be a member of a school board but must be qualified to be a school commissioner or trustee in accordance with Section 122 of the Education Act. The delegates so appointed shall meet at the place designated by the Director of Protestant Education within five days of the receipt of written notice

which shall be given by the said Director by registered letter and shall then and there choose such member by the vote of the majority of the delegates present. The omission by any school board to appoint its delegate or the failure of such delegate to be present shall not prevent the making of the appointment.

(3) Every such member appointed in 1942 shall serve a term of four years, the first term to end on June 30, 1946.

(4) If, on the 15th of July, the Director of Protestant Education has not been notified of the appointment of all the members as above-mentioned, he shall advise the Lieutenant-Governor in Council who shall fill any vacancies.

5. The first meeting of each county central School Board shall be held at the place and at the time designated by the Director of Protestant Education in a written notice given by registered letter to each elected member at least five days before the meeting. Each member shall be entitled to receive from the local board or boards represented by him all reasonable travelling expenses that may have been incurred by him in attending the first meeting and any adjournment thereof. All such travelling expenses paid by local boards shall be reimbursed to such local boards by the county central School Board concerned when funds become available. Each county central School Board at its first meeting or at any adjournment thereof shall upon the vote of the majority of the members present elect a chairman from among its members. The Board shall at the same time appoint a secretary-treasurer who must be of the Protestant religion and who may also be secretary-treasurer of one or more of the local boards. The Board shall fix the salary of its secretary-treasurer who must furnish security in accordance with Section 322 of the Education Act. The chairman, or chairman pro tem, shall have a casting vote in addition to his vote as member. The term of office and duties of the chairman and the secretary-treasurer shall be fixed by regulations adopted by each county central Board.

6. Every appointment made in virtue of this act must be communicated in writing within seven days to the Director of Protestant Education in the Province by the authority bound to make such appointment.

7. The Lieutenant-Governor-in-Council may, at any time, make any appointment authorized by this act, when such appointment has not been made by the proper authority within the required delay or in accordance with the provisions of this act.

His decision shall be final and without appeal and may be altered only by another order-in-council.

8. Any vacancy in any county central School Board due to death, accepted resignation or absence from meetings for three consecutive months shall be filled in the same manner as that in which the appointment of the member to be replaced was made. In such cases, the vacancy must be filled within thirty days of the cause of the vacancy.

9. Any member appointed to fill a vacancy shall perform the duties entrusted to him only until the expiration of the term of office of the member he replaces.

10. Each county central School Board is authorized to make and amend its regulations as it may deem necessary for establishing the procedure according to which subsequent appointments may be made, provided in every case that such regulations are not inconsistent with the Education Act. Such regulations before coming into effect must be sanctioned by the Lieutenant-Governor-in-Council, on the recommendation of the Director of Protestant Education, approved by the Provincial Secretary.

11. It shall be the first duty of each county central School Board to establish the actual assets and liabilities of all the local boards now forming part of the territory over which it has jurisdiction and to make out a detailed statement of the sums required for the payment of the interest and sinking-funds of the loans.

In order that this may be possible it shall be the duty of the secretary-treasurer of each local board to furnish to its county central School Board not later than the first day of July, 1942, a detailed statement of the actual assets and liabilities of such board for the session 1941-1942 and not later than the first day of August 1942, and in subsequent years for the session ending the preceding June 30. The neglect on the part of any secretary-treasurer to comply with this requirement will make him liable to the penalty provided in Section 501 of the Education Act.

12. Each county central School Board - within the bounds fixed by the laws in force respecting schools in the various local Protestant school municipalities subject to its jurisdiction as well as by this act - shall receive from the secretary-treasurer of each local school municipality within the territory subject to the jurisdiction of the county central School Board concerned all the sums that he receives including the proceeds of all taxes, imposed for the share of the Protestant schools in the whole of the territory subject to the jurisdiction of the county central School Board concerned, the whole as more fully set out in Section 16 of this act.

13. It shall also be the duty of each county central School Board:

- (1) To comply with all instructions whether special or general, given by the Director of Protestant Education;

- (2) To cause to be made each year, before the 15th of September, a report to the Department of Education upon the official form;
 - (3) To keep a register in which shall be entered the minutes of its meetings, which shall be signed by the chairman and by the secretary-treasurer, in accordance with the provisions of Section 219 of the Education Act;
 - (4) To keep books of account in the manner and according to the forms indicated by the Department of Education;
 - (5) To verify and pay its debts;
 - (6) To acquire and hold movable and immoveable property sums of money or income, and to apply the same for the purposes for which they are intended;
 - (7) To study the reports of the local boards in order to establish their general financial condition;
 - (8) To engage teachers qualified as required by law to teach in the schools under its control and in the case of high schools to consider the recommendations of the local boards;
 - (9) To adopt salary scales for all teachers under its control, provided that no teacher's salary that may be above the salary scale when this act comes into force shall be decreased without the consent in writing of the Director of Protestant Education.
 - (10) To pay the teachers under its control at the end of each month of teaching.
 - (11) To cancel the engagement of teachers and other employees of the board on account of incapacity, negligence in the performance of their duties, insubordination, misconduct or immorality;
 - (12) To open schools at any place in the territory under its jurisdiction where pupils are available for enrolment in sufficient numbers.
 - (13) To exercise supervision over all phases of education within the schools under its jurisdiction and, if deemed advisable, to appoint a qualified supervisor.
14. (1) It shall likewise be the duty of each county central School Board to prepare a general financial statement providing for its own expenses as well as for the expenses approved for the local school boards.
- (2) Each local school board must submit to its county central School Board a budget for the ensuing

year. Each county central School Board shall have the power to amend any or all of the budgets submitted by each and every local board under its jurisdiction. The budget of each local board must be approved by its county central School Board.

(3) No administration or other expenses shall be made by any local board unless they are included in its budget and unless they have been approved by the county central School Board concerned; provided however, that in case of emergency any county central School Board may approve other expenditures required by a local board during the course of any year.

(4) Each county central School Board shall, by resolution, fix the date on which the reports and budgets of the various local boards under its jurisdiction shall be considered by its members so that financial statements may be drawn up at the proper time and adopted at the precise date specified in the resolution. If any local board fails to submit its report and budget on the date fixed, the county central School Board concerned shall forthwith prepare a budget for that local board.

15. It shall be the duty of every local school board:

(1) To make regulations for the management of the schools under its control, and to communicate them in writing to the teachers;

(2) To take the measures necessary to have the course of study authorized by the Protestant Committee of the Council of Education, followed in each school;

(3) To furnish, if necessary, textbooks to indigent children attending the schools under its control; such books to be paid for out of the board's school funds;

(4) To make and carry out such regulations respecting hygiene in schools as are not contrary to those of the Department of Health of the Province;

(5) To comply, as regards the accounts and registers kept by its secretary, with all instructions, whether special or general, given by its county central School Board;

(6) To cause to be made each year, before the 15th of August, an annual report to its county central School Board upon a form to be furnished by it;

(7) To keep a register in which shall be entered the minutes of its meetings, which shall be signed by

the chairman and by the secretary, in accordance with the provisions of Section 219 of the Education Act;

(8) To settle all disputes arising in relation to the schools in its territory between the parents or children and the teachers;

(9) To dismiss from the school any pupil who is habitually insubordinate or whose conduct is immoral either in word or deed;

(10) To select, with the approval of its county central School Board, the necessary grounds for the school sites and, under the control of its county central School Board, to build or reconstruct its schoolhouse and dependencies;

(11) To repair and maintain such schoolhouses and dependencies, to purchase or repair school furniture, and to lease temporarily or accept free of charge the use of the houses or other buildings fulfilling the conditions required by the regulations of the Protestant Committee of the Council of Education for keeping schools therein;

(12) To associate with itself supervisors, permanently or temporarily, to assist in administering, building, repairing, heating, and cleaning the schoolhouses, and keeping the movable and immovable property belonging to the local board in good order;

(13) To take annually a census of the children in its territory;

(14) To follow the general or special instructions given by its county central School Board;

(15) To administer its movable or immovable property;

(16) To exercise the powers generally conferred upon School Commissioners or Trustees by the laws in force, and to perform the duties not specially allotted to the county central School Board;

(17) To pay the insurance premiums on the property and furniture of each school within its jurisdiction and to see that these are insured for at least half their value;

(18) To engage the necessary employees needed to take care of the heating, cleaning, building, repairing and otherwise administering and keeping in good condition the movable and immovable property pertaining to each school.

16. As soon as possible after the coming into effect of this act but not later than the first day of August, 1942, without the consent of the Director of Protestant Education, who shall have power to set special dates, each county central School Board shall adjust the ordinary and special taxes for school purposes and school fees in an equitable manner in the various municipalities under its control and shall cause the local Protestant school boards under its control to levy upon all immovable property owners under their control a rate sufficient to cover the expenses anticipated in the combined budgets.

It is provided, however, that the Director of Protestant Education may authorize the Protestant School Commissioners or Trustees of a municipality in which a town or village is comprised to levy, upon the real estate of such town or village, a tax different from that which they levy upon the real estate outside such limits; but in such case the tax upon real estate situated outside such town or village shall not be less than one half of that imposed upon the real estate in the said town or village.

School fees, where charged, shall be uniform in the respective grades in all schools under the administration of any county central School Board. It is further provided that all pupils within the territories of each county central School Board may enroll in the high school grades of the secondary school nearest to their domiciles in the territory under the control of the county central School Board for the same monthly school fees that are charged to residents of the municipality in the place in which such secondary school is located.

17. The taxes, both ordinary and special, and all school fees collectible in every school municipality affected by this act shall, subject to the first paragraph of Section 16 of this act be imposed and collected by the authorities that impose and collect the said taxes and fees at the date that this act comes into force. The amount of the said taxes and the share of the taxes collected from corporations and incorporated companies accruing for the benefits of Protestant education shall be paid over to each county central School Board by the collecting authorities monthly on the last day of each month. Failure of any local board to make such payments shall result in collections being taken over by the county central School Board.

18. Out of the money so received each county central School Board shall pay the teachers and other employees engaged by it as well as any amount approved in the budget of each local board.

19. In addition to the powers which school corporations have by virtue of the Civil Law and according to the Education Act any county central School Board may borrow

and guarantee or become security for the loans, debts and obligations contracted by any of the local boards under its jurisdiction provided that such loans, debts and obligations shall be authorized and approved by the Provincial Secretary and by the Minister of Municipal Affairs, Trade and Commerce upon the recommendation of the Director of Protestant Education.

20. No local board may contract or renew a loan or issue bonds unless it be specifically authorized by resolution of its county central School Board which in its turn has been approved by the Provincial Secretary and the Minister of Municipal Affairs, Trade and Commerce upon the recommendation of the Director of Protestant Education.

21. Any county central School Board may contract temporary loans in anticipation of the collection of its revenues in accordance with Section 248 of the Education Act.

22. If, in carrying out this act, any dispute should arise between any county central School Board and any local board regarding any matter affecting the powers, duties or obligations given to or imposed upon the county central School Board or any local board by this act or generally by the laws applicable thereto, such dispute shall be submitted to the Protestant Committee of the Council of Education who shall decide the same without appeal.

23. Every dispute between two or more local boards shall be decided by the county central School Board in the territory in which the local boards are situated. An appeal from such decision may be taken before the Protestant Committee of the Council of Education whose decision shall be final.

24. If any local board refuses or fails to follow the general or special instructions given by the county central School Board within its authority or incurs any expense that is not included in the budget and is not an expenditure approved by the county central School Board, the Lieutenant-Governor-in-Council, upon the application of the county central School Board and the recommendation of the Director of Protestant Education, may deprive such local board of its powers and duties and transfer the same to the county central School Board, during pleasure.

But no action shall be taken under this section unless ten days' written notice shall have been given to the local board by the county central School Board of the time and place of such application and of the grounds invoked therein, and until the local board shall have been given a hearing thereon and an opportunity of replying to any such application.

25. Any county central School Board, or any local board may make, amend or repeal its own regulations as it may deem necessary or expedient for the exercise of the legal powers conferred upon it. Such regulations made by a local board shall come into force only after having been approved by its county central School Board. The regulations made by any county central School Board shall come into force only after having been sanctioned by the Lieutenant-Governor-in-Council, on the recommendation of the Director of Protestant Education, approved by the Provincial Secretary.

26. Any county central School Board may make, amend or repeal any regulations respecting matters within the special competence of the local boards, providing such regulations are applicable in all the territories subject to its jurisdiction, which regulations, amendments, or repeals may not interfere with the operation of the Education Act.

27. Unless derogated from by this act, or unless there should be in the context of its provisions anything indicating a different meaning,

(a) the provisions of the laws respecting education in this province; and

(b) the special or general laws applying to any of the local boards subject to the jurisdiction of the county central School Board,

shall continue to apply or be applicable to all county central School Boards as well as to the local boards.

28. With the consent and approval of its county central School Board any local board may unite with any other local board for all school purposes to form one local board. Any such union or amalgamation of local boards shall take effect only on the approval of the Lieutenant-Governor-in-Council.

29. All by-laws, resolutions or ordinances, agreements, engagements or other public acts passed or consented to by any local board affected by this act, and now in force, shall remain in force and retain their legal effect so long as they are not inconsistent with any provision of this act, and so long as they are not set aside, amended or cancelled, and so long as their object is not accomplished.

This act shall come into force on the day of its sanction.

A P P E N D I X E

Agenda of
Inaugural Meeting
Chambly County Protestant
Central School Committee.
August 9, 1943

CHAMBLY COUNTY PROTESTANT SCHOOL COMMITTEEMeeting - Longueuil High School, August 9, 1943AGENDA

(of inaugural meeting)

1. Appointment of Chairman.
2. Appointment of substitute members.
3. Appointments of secretary-treasurer.
4. Bond of \$1,000,000 for secretary-treasurer. (\$5,000)
5. Appointment of Auditor.
6. Resolution authorizing Chairman and Secretary to sign the necessary papers at the Bank.
7. Set date, time and place for holding meetings of the Board.
8. Appointment of Building Superintendent and Chief Attendance Officer for the County.
9. Appointment of Chairmen of sub-committees (with power to add any persons in an advisory capacity to their committees.)

(a) Finance Committee

Duties: To consider, approve, and pay all matters relating to expenditures.

Matters to be considered:

- (1) Ways and means to bring St. Brune into the unit.
- (2) Ways and means to bring unorganized territory into the unit.
- (3) Adjustment of Valuations and Assessments.
- (4) Consolidation of Budgets and Adjustments of Finances. Decide on date for starting new

arrangements for transfer of moneys and payments by Central Board.

(b) Educational Committee:

Duties: To study all problems relating to Educational matters and to advise thereon.

Matters to be considered:

- (1) Suggested appointment of Inspector Brady as Consultant Superintendent of Education, with the approval of the Department.
- (2) Appointment of Superintendent of Education, or Committee of Principals.
- (3) Question of Chambly-Richelieu being included in Inspector Brady's Inspectorate.
- (4) System of wage scale and progressive promotion of all teachers under County Board to be worked out.

(c) Building and Maintenance Committee:

Duties: To study all questions relating to maintenance of present buildings and construction of future buildings.

Matters to be considered:

- (1) Survey of physical assets and elimination of, or addition of schools where necessary.
- (2) Plan for future separate High School in best location - one that can be enlarged to take care of future needs.

(d) Transportation Committee:

Duties: To study and develop best and cheapest

means of transportation in relation to all students and their placement in the most convenient school.

Matter to be considered:

The best amalgamation of areas and means of transportation.

10. Question of public notices to be published.
11. Appointment of Insurance Agent to
12. Question of sale of schools.

A P P E N D I X F

Draft of
Circular
for
High School Fund

PROGRESSIVE PEOPLE APPROVE ADVANCE

The following are supporting this movement:

(insert names)

The Chambly County Protestant School Committee, authorized by Order-in-Council, has vision and venture as its motivating force, and believes with Dr. Percival, the Director of Protestant Education, that when the people express their willingness to provide the necessary facilities for adequate education according to the interests and ability of the youth of our Country, real progress will be made in enabling them to shoulder their responsibility.

Our work is the education of the young people of the County of Chambly towards a vision of Canada's tomorrow. On the youth of our land depends the kind of country Canada will be.

Instead of being educated under present conditions, think of your boy or girl as being in the photographs that follow, taken from localities that have already done what we are endeavouring to do for the youth of Chambly County.

Tentative plans have been drawn up for a High School Building for grades eight to twelve, together with Commercial, Technical and Home Economics Training and evening classes to suit the interests and ability of each and every student. Present buildings and equipment will be used to meet increasing obligations in the lower grade classes. As you probably know, grade twelve is accepted pro tanto for admission to the second year of McGill University.

The sum of \$200,000.00 is required to bring the plans

into reality, and we believe that if everyone will do his or her part by sending a donation, large or small, to the Building Fund of the Chambly County School Committee, the project will soon be an accomplished fact.

THE DOMINION GOVERNMENT CANNOT DONATE TO THIS AND THAT, BUT HAS PASSED THE INCOME WAR TAX ACT, WHICH ENABLES INDIVIDUALS TO DEDUCT UP TO 10% OF THEIR TAXABLE INCOME AND TO DONATE THIS AMOUNT TO WORTHY CAUSES, AND FOR COMPANIES TO DEDUCT UP TO 5% OF THEIR TAXABLE REVENUE AND TO DONATE IT FOR SUCH PURPOSES.

All plans, specifications and contracts must be approved by the Department of Education in Quebec, so you will know that strict supervision is the order of the day and that every dollar donated will be an investment in your own welfare and that of the children of the County, by giving all of them a full and complete opportunity for development and for living as they should be able to in a free and democratic country.

When we recognize that we are a dynamic part of world progress, and plan accordingly, we shall not overlook education.

EDUCATION is a most valuable asset.

It is a business asset at all times.

It can never be taken away.

Your investment in education is always worth one hundred cents on the dollar.

"MANKIND OWES TO THE CHILD THE BEST IT CAN GIVE."

The educated man or woman is a big factor in maintaining

industry and employment, and in so doing, plays a strong part in making a better Canada.

It all depends on what WE do for Youth. Shall they have the proper training and guidance for true democratic leadership, or shall they be allowed to develop without sufficient character, principles, morals and faith, and as such be a detriment to themselves and to Canada?

The ultimate objects of the Committee are;

1. To provide an adequate programme of education for all grades by the construction of a High School for grades eight to twelve;
2. To better utilize present buildings and equipment for elementary grades;
3. To institute special classes, academic, technical, commercial and home economics to suit varying needs, thus providing instruction according to individual aptitude;
4. To secure better and more equitable distribution of Government grants;
5. To employ better qualified and higher salaried teachers of sound scholarship and high professional skill.
6. To provide transportation facilities for students from outlying districts;
7. To provide equipment and facilities for part-time evening students, for which there is a definite need.
8. To organize centralized control which will assure economical and efficient administration.

The responsibility of the Committee in charge of this progressive enterprise is grave, so they are associating

with themselves the best specialists obtainable in helping to solve any problems that may arise in the various activities outlined.

Our aims are positive. We have appropriated the word "CONSTRUCTION" in relation to child progress during the years five to eighteen at School, to give them a chance to make the best of themselves.

In the words of the first survey of Canadian Education "The idea is to make our schools serve democracy better than they do to-day."

Thus, there is your opportunity to participate with all "Progressive People" in an investment that will pay dividends in enhanced human values. Please make all remittances payable to: CHAMBLY COUNTY PROTESTANT SCHOOL COMMITTEE, and mail to Harold E. Lee, Secretary-Treasurer, 241 St. Charles St. W., Longueuil, Que.

Chambly County Protestant School Committee

Enclosed please find my/our subscription as follows:
 \$_____ herewith and I/we will send \$_____ each month
 until the sum of \$_____ is subscribed, or

I/We enclose herewith \$_____ as a cash donation.

Name of Subscriber _____

Address _____

Official Receipts will be issued for tax deduction purposes.

A P P E N D I X G

Order-in-Council

No. 4540

November 23, 1944

erecting

Chambly County Protestant

Central School Board

ORDER IN COUNCIL
EXECUTIVE COUNCIL CHAMBER

No. 4540

Quebec, Nov. 23, 1944

PRESENT:

The Lieutenant Governor in Council

CONCERNING the erection of a central school board
in the County of Chambly.

WHEREAS, by written report, dated November 13th, 1944, the Superintendent of Education declares that petitions have been received from the majority of the Protestant School Boards in the County of Chambly, asking for the erection of a central School Board in that area, in accordance with the Act 8 George VI, Chapter 15;

WHEREAS the petitions have been signed by all the members of the board in each case and certified by the secretary-treasurers in accordance with Section 3, sub-section 2 of the said Act;

WHEREAS the school boards that have petitioned in favour of the Act are Chambly-Richelieu, Town of Greenfield Park, Longueuil (Protestant), St. Hubert (Protestant) and St. Lambert;

WHEREAS a petition has been received asking for the exclusion of the Protestant Board of School Commissioners of Pinehurst and East Greenfield;

WHEREAS notice of the receipt of the petitions, in accordance with Section 3, sub-section 3, was published in the Quebec Official Gazette number 40, Volume 79, of October 7th, 1944, and sent by registered letter to all local school boards concerned;

WHEREFORE, it is ordered, upon the recommendation of the Honourable the Provincial Secretary:-

THAT a central school board be set up in Chambly County and that its constitution be that announced in the Quebec Official Gazette number 36, Volume 76, of September 9th, 1944, excluding Pinehurst and East Greenfield, composed of, namely:

Two members to be appointed by resolution of the school commissioners of St. Lambert:

One member to be appointed by resolution of the school commissioners of Longueuil City and Parish (Protestant):

One member to be appointed by resolution of the school commissioners of Greenfield Park:

One member to be elected by delegates of the Protestant Boards of school commissioners or trustees of St. Hubert (Protestant) and Chambly-Richelieu:

The whole pursuant to the provisions of the Act 8 Geo. VI, Chapter 15.

(signed) G. Morisset, Clerk of Executive Council.



NOTES

- 1. DESIGNATES CENTRAL SCHOOL BOARD OUTLINE, 1956.
- 2. DESIGNATES MUNICIPALITIES.
- 3. DESIGNATES COUNTY OUTLINE.
- 4. DESIGNATES RAILROADS.
- 5. DESIGNATES ROADS.

MAP OF CHAMBY COUNTY SCHOOL BOARDS

PROTESTANT SCHOOL BOARD AREAS 1944

- CHAMBY-RICHELIEU
- GREENFIELD PARK
- LONGUEUIL
- PINEHURST AND EAST GREENFIELD
- ST. HUBERT
- ST. LAMBERT