

# The B. C. Teacher

OFFICIAL ORGAN OF THE B.C. TEACHERS' FEDERATION

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## Educational Survey Report

We present in this issue, a complete report of the suggestions laid before the Commissioners of the Educational Survey by the B. C. Teachers' Federation. Space alone, forbids an adequate reference to the excellence of the work accomplished, but we feel that all members will be delighted to know that the Commissioners fully realised the amount of time and energy which had been expended, and that they expressed their congratulations both upon the material embodied in the report, and also upon the manner of its presentation.

In asking for an Educational Survey, the Federation, at the outset, stressed the point, that the fact that teachers would be called upon to make suggestions, would involve on their part, a systematic and thorough study of the problems they encountered, and that such study or research in itself would be of inestimable benefit to the teachers themselves, and would also result in more efficient and intelligent service.

Such a forecast has been more than justified. Almost all Local Associations and many individual teachers have co-operated in a remarkable manner, and as long as the Federation members show such a keen and enlightened interest in the underlying principles of their profession, education in British Columbia is bound to advance as it should.

The suggestions received by the Educational Committee, were co-related and amended, and this work entailed very many hours of work, the small committee of Past-Presidents of the Federation holding afternoon and evening sessions every day for a period of three weeks. In this connection, it would be ungrateful not to mention the names of Mr. G. A. Ferguson (Chairman), Mr. J. G. Lister, and Mr. J. R. Pollock, who, together with the General Secretary, formed the Committee.

The three members named rendered a service of tremendous value to the Federation, and one which entitles them to the unstinted praise and earnest

thanks of all teachers in British Columbia. It must be remembered that all of them hold very responsible positions in our education system, and that their valuable services on behalf of the Survey report were given freely and ungrudgingly, after they had completed the daily arduous duties appertaining to their own particular school work.

Our thanks are also due to the larger committee, to the Chairman, and members of sub-committees, and to all who in any way aided in the success of the undertaking.

It was hoped to send the full report to the various Local Associations, before it was presented to the Commissioners, but, at the special request of the Executive of the Provincial Trustees' Association (who wished to endorse some of the suggestions we made), we advanced by two weeks the presentation of our reports.

This prevented us carrying out our original intention. It was suggested by the Federation Committee, however, that all associations should be notified that if their resolutions had been changed or omitted, and they felt that they still wished the Commissioners to consider them as sent in, then there would be no objection whatever on the part of the Committee, to such resolutions being forwarded directly to the Survey Commissioners.

### CHAIRMAN'S THANKS

As Chairman of the Educational Committee of the Federation, to which was assigned the task of preparing the report to present before the Survey Commissioners, I should like to express through the magazine my appreciation of the splendid co-operation shown by the teachers throughout the Province. The great interest taken, and the excellent work accomplished, were great factors in making possible the report for which the Federation was commended by the Commissioners.

Especial credit is due to the Chairmen of the Sub-Committees, who not only prepared their reports, but also appeared before the Commissioners in support of them, and to the Past-Presidents of the Federation whom the Executive entrusted with the task of co-ordinating the various resolutions, and of presenting the Federation's suggestions.

I cannot speak too highly of the yeoman service rendered by Mr. Charlesworth. I feel that the Federation will bear me out in the statement made before the Commissioners, that the harmonious relations existing between the Federation and the Department of Education on the one hand, and the Federation and the Provincial Trustees' Association on the other, have been furthered very materially by the fairness and courtesy of the General Secretary in presenting the views of the Federation.

(Sgd.) G. A. FERGUSSON,

Chairman, Educational Committee, B.C.T.F.  
Vancouver, B. C.

#### EDUCATIONAL COMMITTEE OF THE B. C. TEACHERS' FEDERATION

G. A. Fergusson, Chairman.

J. G. Lister,	E. S. Martin	H. B. King
J. R. Pollock	Miss B. Pope	N. F. Black
H. Charlesworth, General Secretary.		

#### GENERAL STATEMENT

To the Commissioners of the Educational Survey:  
Gentlemen:

In placing before you the reports of the B. C. Teachers' Federation, we would like to express first of all our sincere appreciation of the action of the Provincial Government, in providing for a survey of the educational system of British Columbia.

Since its inception, the Federation has constantly urged upon its members the great importance of increasing their professional efficiency,—by every possible means, and particularly by taking a keen interest in the modern movements which have brought about so many changes in the conception of the aims of education; in the theory and practice of teaching, and in the methods of administration.

As a result, study groups and special committees have been active, and have done much to raise the proficiency of the profession by their efforts. Many suggestions arising from such interested members have been brought to the attention of the Department of Education, and both the Minister of Education and the Superintendent have at all times welcomed such suggestions, and whenever possible, have adopted them and incorporated the necessary changes in the system.

It has always been our practice to deal with constructive criticisms—for we consider that mere fault-finding without suggestion of remedies, is valueless, and tends to retardation rather than progress.

After some years of study, the Federation felt that

the time had arrived when a thorough impartial scientific survey of our whole Provincial System of Education, would result in great good to every resident of the Province. This conclusion was reached, not because of any widespread dissatisfaction or discontent, but rather because we believed that the common business practice of occasionally "taking complete stock" in order to keep up-to-date and progressive—would be very beneficial if applied to the tremendously important business of education.

Accordingly on January 7th, 1922 (almost three years ago) the Federation Executive asked for a "broad and comprehensive enquiry into the Provincial System of Higher Education." On April 21st, of the same year, the Federation at its annual meeting, passed a unanimous resolution respectfully requesting that such a Survey include the whole of the educational system of the Province. On November 18th again, of the same year, the Federation delegation waited on the Minister of Education and pressed for the institution of a Commission for this purpose.

At a later date, other bodies joined in advocating such a course, the Provincial Trustees' Association and the Provincial Parent-Teacher Federation, as well as many of the civic and service clubs, doing much valuable work in aiding to educate public opinion on the question.

Since the time when the idea of a Survey first took definite form, many teachers have given much time, thought, and energy, to the study of the strengths and weaknesses of our present educational system, and as a result of meetings, conventions, etc., there has been a definite crystallization of opinion on many points. During the last few months this work has been organized along certain definite lines, and as a result we are now able to present a series of detailed reports expressing what we believe to be the consensus of opinion of the teaching profession of British Columbia, on the various matters included. Our effort has been to make suggestions of a concrete practical nature:—with the sole aim and object of improving our educational facilities—always keeping in the foreground the vital and fundamental truth, that the system should be made to fit the child, and not the child to fit the system.

We feel sure that you will give our suggestions your earnest consideration, and we trust the results of our efforts will be of some assistance to you in the difficult task you have been called upon to undertake.

We are of the opinion that the preparation of the Survey reports has been of such value to the teachers of B. C. that we should express the hope that, arising from your present work, there will be organized by the Department of Education, in connection with a College of Education affiliated with the University of British Columbia, some form of Research Bureau—by means of which there may be a continuous and directed study of the educational problems of our Province.

All of which is respectfully submitted.

## EDUCATIONAL ADMINISTRATION

Chairman of Sub-Committee: N. F. Black

The administration of the educational system of British Columbia is one of the most vital and important matters affecting the Province, not only from the educational, but also from the financial and general welfare points of view.

It is clearly evident that in a Province which has attained its present population in such a comparatively small number of years, development has been very rapid, and that this development has made the provision of adequate educational facilities for all children in all parts, a task of great proportions. The success attained in the past reflects great credit upon all those who have been associated with the problem and particularly upon those who carried the system through its pioneering stages.

It must be just as evident, however, that present day conditions, and the necessity of keeping pace with other countries, make it impossible for the general scheme of administration of former days, to be adequate and sufficient to-day. Yet, while administration advances have been made in many directions, there are still several fundamental and essential principles which have remained practically unchanged, and until the desirability of such change is recognized, much future progress will be retarded.

A few examples will illustrate:

(a) In early days the system necessarily had to be highly centralized. In many respects this centralization is still retained, in direct contrast to the general practice now adopted by the most successful industries and business houses. In British Columbia to-day the system requires a Government Inspector to report directly upon every teacher in the Province. The report on the Principal of a school is on identically the same form as that used for his assistants. There is no provision for a report on a Principal's duties as principal, but only as a teacher of a division. His school as a unit either for statistics or progress can only be judged by taking the sum total of the individual reports of the whole staff. Furthermore, it is not necessary, as far as regulations go, for an Inspector to notify a principal as to his report on the various members of his staff, although, of course, this may be often done.

Principals are seldom consulted concerning appointments to their staff; they are seldom given opportunity for supervising and assisting the members of their staff; they are, in many cases, not consulted upon the reports of the efficiency of their staff—and yet are held responsible for the success of their school.

Since the inauguration of this centralized system, principals and teachers have advanced their professional efficiency to a great extent, many having specialized in school administration.

Hence it would seem that educational administration might be generally based upon a definite allocation of duties and responsibilities to the various members in the educational service, holding each responsi-

ble for those under his charge.

With this general idea as a basis we have collated the following observations and suggestions and we would respectfully beg to ask the Survey Commissioners to take them into their consideration; believing that the adoption of some such proposals would render our administration system still more efficient, and would give opportunity for the development of initiative leading to continuous progress.

### Observations and Suggestions Concerning Educational Administration

#### A. General Principles.

1. The Administration System should be such as would ensure that educational policies, appointments, promotions, and dismissals, are at all times free from the possibility of political control or influence.

2. The system should be based upon the principle of delegating to each member in the educational service, duties, powers and authority, holding each responsible for those under his charge.

The definite allocation of these duties and responsibilities would remove much overlapping, would eliminate sources of friction and grievance, and, by giving scope for initiative and freedom of action, would tend to greater efficiency.

3. Grants made by the Legislature to cover certain educational expenditures should be voted en bloc (i.e. in cases such as the salaries of teachers in assisted schools) leaving it to the Education Department to arrange the expenditure in such manner as will give to the educational system the maximum benefit from such grants.

4. As soon as feasible, candidates for appointment as Provincial Inspector, Municipal Inspector, Supervising Officer, or Principal, should be required to possess, in addition to the qualifications required for ordinary teaching appointments, special diplomas issued by the Department of Education, such diplomas being granted only to those who have taken the required special professional training necessary for the successful fulfilment of the duties involved, the training to include adequate practical experience.

The adoption of this principle of delegated responsibilities would require that—

(i) The Provincial Inspectors—in places employing Municipal Inspectors, or supervising principals, should be called upon to make their primary function the inspection of the administration of the local school system, rather than the inspection of all of the individual teachers. They should examine and report upon the work and qualifications of any individual members of the teaching staff whose efficiency is reported by the local authorities as being doubtful or unsatisfactory and should also find out what has been done to help such teacher to reach a higher standard.

In the case of such individual examinations, the Provincial Inspector should make clear where the fault lies (whether with the teacher, or some previous teacher, or the mental age and educational grounding of the pupils, or the lack of efficient supervision and helpful assistance from those in authority, overcrowding, bad physical conditions, lack of necessary equipment, etc.)

In addition the Inspector should visit the class-rooms of—

- (a) Some teachers selected because rated exceptionally high by the local supervising officials.
- (b) A certain number chosen at random.
- (c) Any teachers specially requesting such inspection.

In cases where there is no supervising principal or local Inspector, all teachers should be visited by the Provincial Inspector.

- (ii) In relation to his own school, the Principal should be recognized as the administrative official upon whom efficiency most directly depends and he should be given opportunity for, and be responsible for, supervision of his own school. He should also be consulted in connection with appointments, promotions, transfers or dismissals affecting his staff.
- (iii) Considerable improvement in the efficiency of rural schools could be brought about by the adoption of some system of district school supervision (by District Inspectors, or by Supervisors).

**5. In Connection with the Dismissal of Teachers—**the following would aid considerably in removing the sense of unfairness which is so often a feature of such dismissals:

- (a) Any recommendation for dismissal of a teacher should be in writing and the reasons for such recommendation should be clearly stated, a copy of this recommendation being forwarded to all parties concerned.
- (b) Where a recommendation for the dismissal of a principal is made, it should be based upon the written report of the Provincial Inspector together with that of the Municipal Inspector where such an official is employed.
- (c) That in the case of an assistant teacher it should be based upon the written reports of the Principal, the Municipal Inspector (where such an official is employed) and the Provincial Inspector.
- (d) That in all cases, upon receiving a recommendation for the dismissal of a teacher, the School Board shall make enquiries as to whether the teacher concerned has been given such advice and assistance as his case demanded, and has had ample warning. Before taking action to dismiss a teacher the Board shall give him an opportunity to defend himself.

We base these recommendations upon recognition of the fact that where a teacher's efficiency is called into question, the ones most competent to judge should be those directly responsible for the supervision of his work.

**6. Raising the Standard of Service—**We feel that the standard of service in the teaching profession has a tendency to be lowered by the presence of many who intend to remain in it only for a short period, or to use it as a stepping stone. We feel that the standard can be raised by having greater attention paid to remedying the inadequacy of the terminal salaries and the yearly increases, as those factors do not tend to attract to, or to retain in, the teaching profession many who are likely to prove themselves very efficient and desirable teachers. We feel, also that it is desirable that School Boards should give some recognition showing their appreciation of the endeavours made by many teachers to give still better service by improving their qualifications while in service. This might be done in connection with salary increases, or by giving preference to such in the matter of promotion.

**7. In the Matter of Local Control of the Schools—**We are emphatically of the opinion that the present system of administration by School Boards, elected by the people for the one specific purpose of controlling the educational facilities of the district, is the one most calculated to retain the necessary standard of education, and that any decision to place the school system under the Municipal Councils, or even directly under the Provincial Government, would be a retrograde step.

The election of the School Boards gives the people an opportunity to express their will directly upon school issues. This would be impossible if these issues were inseparably connected with other problems or civic or Provincial administration as they would be if the alternatives, suggested by those who favour the abolition of School Boards, were adopted.

Again, we would point out, that there are many men and women, eminently fitted to serve on a body which has local control of the schools, who, because of their great interest in education, have been and are willing to give freely of their time and energy in such service. To such, much credit is due for the high state of efficiency of many of our local school systems. These people, however, in many cases, would not entertain the idea of serving on Municipal Councils charged with the control of general civic administration, and their removal from the service of education would be a distinct and irreparable loss.

Furthermore, we would submit, that education

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differs vitally from many of the departments now under the control of Municipal Councils, inasmuch as it is a compulsory duty of districts to provide educational facilities for all children of school age, (and none would deny the wisdom of such compulsion). In the case of roads, boulevards and such things, the amount of work undertaken can be governed by the amount of money available for such purpose, and there is no undue hardship if some of these activities are curtailed.

It would seem that financial reasons only are responsible for the suggestion of any change in local educational administration, the idea being generally conveyed that School Boards have been guilty of extravagance. We contend that a thorough investigation of the activities of School Boards and Municipal Councils would prove that in general, the School Boards have in no sense been more extravagant than the Councils, and further, that the mere transfer of the school administration to the Municipal Councils would not provide the best remedy for the financial situation, for the latter, probably not being able to increase their revenue by extra-taxation would no doubt adopt the apparently simple, though dangerous expedient of reducing educational expenditures without due regard to the effect of such reductions from the point of view of the educational facilities made available for the pupils in our schools.

It should also be remembered that at the present time there is nothing to prevent any member of a Municipal Council from holding office as a member of a School Board at the same time, if he cares to offer himself for election in both capacities. It is significant, however, that in many cases the electors have not seen fit to elect to the dual positions.

We feel that it would be much wiser to adopt some plan whereby the Provincial Government, whose available resources for raising revenue are greater and wider than those of the Municipal authorities, would assume responsibility for the collection of a greater portion of the total amount necessary for education in British Columbia and, by means of an equalizing fund, distribute it on a basis which would recognize the great variations in the financial and educational conditions of the many Municipalities, and which would to some extent at least tend to equalize the incidence of local taxation.

We would favor making School Boards completely independent of the Municipal Council in the matter of local administration, making them entirely responsible for the raising and expending of local revenue for educational purposes, with the proviso that they should use the same tax-collecting machinery as the Municipal Councils. Such a method would remove the cause of much friction, would add greatly to the importance of the office of School Trustee, and would give much greater scope for effective local administration, while the fact that the members would be elected to deal entirely with school affairs, would give the people full control of the situation.

We are of the opinion that in some of the isolated districts where it is almost impossible to secure even three persons fitted to control school affairs, that some measure of direct control by the Education Department (who pay the full salaries in the majority of such districts) would be far more satisfactory.

8. In Connection with the Local Administration by School Boards—there is necessity that there should be some supervision by the Provincial Education Department in order that it may be satisfied that the powers, duties and responsibilities delegated to the Boards, have been exercised in accordance with the School Law, and in the public interest. Where any violation occurs, the Department itself should assume the responsibility of seeing that the matter is set right, thus relieving any teacher or individual from having to take issue with the Board, either by investigation or in the Courts. Again, School Boards occasionally exercise functions properly appertaining to their executive employees, and, naturally, by so doing create considerable friction.

Concrete examples might be cited as—

- (a) Interference in school grading.
- (b) Visit by members to pronounce definitely upon the efficiency of a teacher.
- (c) Interference in school discipline.

These are matters for expert opinion and it should be made clear that such things are outside the province of School Boards.



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## General Introduction to School Organization and Curriculum

The traditional system of school organization on a basis of eight years Elementary and three (or four) years of High, or Secondary School has been found to be ineffective in the following details:

1. It is not justified by psychology.
2. It is not justified by Comparative Education.
3. It is not justified by historical development of Education.
4. It is not justified by results.
5. It does not sufficiently prepare for life's activities.
  - (a) Owing to endless repetition.
  - (b) Too much symbolic work.
  - (c) Progress of pupils in grammar grades is not so marked as in other periods of school life.
  - (d) In early adolescence pupils do not get the needed influence of teachers of both sexes.
  - (e) Elementary and often childish methods are continued too long and too suddenly changed.
6. The 8-4 organization fails to sufficiently bridge the gap between Elementary and High School.
7. It causes elimination and fails to retain the pupils.
8. It does not make adequate provision for personal guidance.
9. At the end of the Elementary School period there are three classes of pupils on hand:
  - (a) Those who can and will continue.
  - (b) Those who intend to leave school.
  - (c) Those who are uncertain what to do.

The Junior High School, or the Intermediate School as it has been called, has been in operation a

sufficient length of time as part of a system made up as follows:

- (a) Six years' Elementary School.
- (b) Three years' Intermediate School: made up of grades 7 and 8 of the traditional elementary school and grade 1, or grade 9 of the High School—or 6-3-3 plan as it is commonly designated:

To demonstrate its functions.

1. To retain or hold the pupils longer in school.
2. To attract pupils to school who had formerly been lost to the system, and to show a higher attendance thus demonstrating its holding power.
3. To increase the number of promotions owing to promotion by subject.
4. To show a greatly increased interest in school activities.
5. To provide for greater economy in school time.
6. To provide more effectually for individual differences in pupils.
7. To provide means for exploration and guidance.
8. To provide pre-vocational training for pupils who are looking forward to a vocational career.
9. To provide departmentalization at the proper time in a pupil's school career.
10. To provide a more suitable school equipment and better teaching conditions.

Therefore, we would respectfully suggest that provision be made for the incorporation of the Junior High School in our system of education and that the School Act be enlarged so as to permit School Boards to provide for the adoption of the system.

## PUBLIC SCHOOL CURRICULUM

Chairman of Sub-Committee: J. E. Pollock

**Note:**—The recommendations here made concerning the Public School Curriculum are based on our present system of grading. They would apply equally, with slight modifications, in a course based on the 6-3-3 plan.

It is suggested that in order

- (a) to broaden the course of study.
  - (b) to improve and extend the requirements in various studies without additional burdens
  - (c) to save time, that—
1. The subject matter to be taught be reorganized, correlated and grouped about a few large type units of study:
  2. These units of study develop operative principles and that the necessary facts be gathered around them so that the pupil may be led to collect material, and apply principles in solving problems and working out projects.
  3. The programme of studies be drawn up in accordance with this method.
  4. That the minimum essentials of the material required for the development of each study be outlined.

### I. English. Course of Study

#### 1. Reading:

- (a) **Oral:** Should train in the mechanics of reading and provide the road to silent reading.
- (b) **Silent:** This should form the basis for mental training, information, inspiration and enjoyment.

#### 2. Composition: The main aim should be to solve language problems.

- (a) **Oral:** Should develop freedom of expression and self-criticism.
- (b) **Written:** Should aim to give facility in good sentence structure and paragraph building, with training in the use of correct English.

#### 3. Grammar. This should provide a minimum of formal grammar and a grounding in fundamentals.

#### 4. Spelling. This should be based on a minimum graded list not to exceed say the first 4,000 words for the first 8 grades.

#### 5. Writing: The present course is satisfactory. We would recommend that definite standards of speed and quality be laid down for the different grades to be measured by some generally accepted scale.

**II. Mathematics:**

Arithmetic: We would suggest the deletion from the present course of all work not in accordance with everyday business and social practice (e.g., bank discount, papering, carpeting, etc.)

**III. Cultural:**

1. **Literature:** Simpler Readers in Grades III, IV and V are recommended. The present system of optional literary selections as applied to Grades VII and VIII should be extended to the lower grades. There should also be more silent reading.

2. **Geography:** The underlying principle should be to deal with the earth as the home of man from the social and commercial point of view. This should be supplemented by Readers, employing language easily understood by the pupils.

3. **History:** This should not be treated as an intensive study but rather as an extensive one, dealing with the achievements of the race in science, art, literature and industry. Here again much supplementary reading in language that is within the pupil's easy comprehension would be of great benefit.

4. **Civics:** This should train pupils in the most important principles underlying good citizenship.

5. **Use of Library:** Pupils should receive training in how to make the best use of the Library in all phases of their work.

**IV. Science:**

(a) **Hygiene:** This subject should be taught as at present but with more emphasis on the practice of health-giving habits. The text-book might be eliminated as a pupil's book and retained only for the teacher. The use of illustrated pamphlets, particularly in lower grades, would be helpful. With regard to sex Hygiene, we feel that the present state of public opinion makes impossible the study of this subject in the public schools.

The aim should be for the present, to educate the public, so that much might be done by the parents in the homes.

(b) **Nature Study.** The course should be so arranged as to allow of modifications to suit local conditions.

**V. Art:**

Drawing and colour work, as outlined in present manual, is satisfactory, but more attention might be given to definite study in art appreciation.

**VI. Music:**

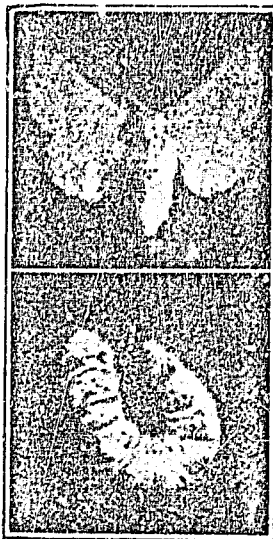
The present system of music teaching might be supplemented by an effort to bring about an appreciation of the works of great masters, and a study of their biographies. We would also suggest that music be compulsory in the Elementary Schools.

**VII. Manual Training:**

We would suggest a definite course that would be continuous throughout the grades from I to VIII.

**VIII. Home Economics:**

We feel that the present course should be continued and extended.



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1. The time of day.
2. What the peasant girl is doing.
  - (a) Analyze her expression. Which of these emotions do you think she registers?
    1. Elation.
    2. Joy.
    3. Exhilaration.
    4. Wonder.
    5. Awe.
    6. Yearning.
3. Why she has paused.
4. The effect of the lark's song upon the girl.

#### II. Problem: What Is the Style of Composition?

1. The girl as the dominating feature.
2. The lark as the centre of interest.
3. The rising sun.
4. The depth of sky and its effect.
5. The background of houses.
6. The foreground of stubble.
7. Simplicity of the picture.
8. Color harmony.

#### III. Problem: What Are the Purpose and Message?

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2. Idealism of the French peasantry.
3. Joy in spite of irksome toil.

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## THE HIGH SCHOOL ENTRANCE EXAMINATION

Chairman of Sub-Committee: H. B. King

We are of the opinion that the present Entrance Examination occupies a far too important place in the general scheme of education, and that much of the work of the Elementary School is dominated by its influence. The teaching in consequence, tends to become formal and informative, dealing with the acquisition of knowledge rather than the development of intelligence. We feel that an Examination which deals with both intellectual and achievement standards, scientifically determined, would be a much more reliable criterion of a suitable High School student, than that afforded by the examination in its present form.

In submitting the views of the Teachers' Federation upon this subject, the report is divided into three sections. The first deals with specific questions presented by the Survey Commissioners to the teachers attending the summer school at the B. C. University. The second embodies the specific recommendations covering the type of examination which we feel will best determine the fitness of students to enter upon the High School courses. The third gives a modification which can be used until such time as it is possible to adopt the full scheme outlined in Section 2.

### The High School Entrance Examination

#### A. Re Questionnaire:

1. "What are the objectives of the present system?"  
It is based on the traditional, formal, disciplinary doctrine.

2. (a) "Is the present examination an improvement over the former one?"

Both of them are unsatisfactory; no examination so subjective in character can be satisfactory.

(b) "Are the formal subjects over-emphasized?"

The formal subjects are unduly emphasized from the point of time spent upon them, but the time spent is largely ineffective in result; because of the lack of definite objectives and scientific standards of measurement.

We are unable to say to what extent over-emphasis upon examinations leads to neglect of non-examination subjects.

(c) "What is the effect of the Entrance Examination upon the problem of retardation and elimination?"

To answer this question scientifically requires a large amount of data and a statistical study which we are unable to make. It is our opinion that the examination is a large factor; that it allows unfit pupils to enter the High School and at the same time keeps better pupils out.

(d) "Are the Entrance Examinations held from year to year of comparatively uniform difficulty?"

The answer is that there is much variation, particularly in the amount to be answered in the given time.

#### B. Recommendations:

It is our opinion that, apart from such matters as health, temperament, adolescent emotional life, there

are two main requirements for initial High School success, viz., a command of fundamental processes, i.e., a mastery of the "tool" subjects—and a certain level of mental age. It is therefore recommended:

1. That there be laid down definite standards of achievement in tool subjects, and that the pupil's achievement in these be measured by standard tests.

2. That a definite mental age be laid down as necessary for admission to High School. What particular mental age is necessary for initial success in the High Schools of British Columbia and what I.Q. is necessary for final success is not known, and calls for a research study. It is suggested, however, that it is unlikely that a student will succeed in the existing High Schools whose mental age at entering is below 14 years.

3. To lessen the chances of error due to a single measurement, it is suggested that two group tests be given to each pupil, and that the final M. A. be either the higher of the two, or the average of them.

4. That the intelligence test be changed from year to year.

5. That the pupils' Achievement Quotients or Accomplishment Ratio be calculated where it is suspected that there has been "coaching" for the Intelligence Test.

6. That the Standard Tests to be used in measuring the pupils' work in the tool subjects be:

I. (a) Tests in fundamental operations with integers, vulgar and decimal fractions, simple measurements and the simple operations with percentage, not including Bank Discount.

(b) A test in Arithmetical reasoning (standardized), unless this has been included in the Intelligence Test.

II. Spelling: An objective examination based on words of ascertained equal difficulty, from a list of the words most commonly used (not beyond the first 4,000).

Dictation: The measuring of this has in the past been highly subjective and unreliable. It is presumed

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that the object of the Dictation has been to measure the pupils' ability to punctuate and capitalize as well as to spell. It is recommended that Punctuation and Capitalization be measured by a scale.

III. An objective test in Silent Reading.

IV. Writing: A certain standard of speed and quality as measured, for example, by the Ayres' Scale.

V. An objective test in correct English.

VI. To have a check upon the teaching of the content subjects, and to furnish information to the High School as to the cultural background of pupils, it is recommended that there be one objective examination on the content subjects, such as the True-False, Best Answer, or Completion Tests, but that the results of this do not affect the pupils' passing.

VII. That cities of the first class be allowed themselves to control admission to the High Schools, provided that definite measurable standards approved by the Department are met, and that the Department do the same for the rest of the Province.

VIII. That teachers in training in the Normal Schools be trained hereafter in the giving, scoring, interpretation, and use of intelligence and achievement tests.

IX. That an expert in measurement and statistical methods be obtained by the Department of Education, or that the Department provide for the adequate training of one of its present officials.

## HIGH SCHOOL CURRICULUM

Chairman of Sub-Committee: A. Bowles

Owing to the fact that the present High School Curriculum does not make sufficient allowance for the individual differences of pupils or even include several subjects that have a high social value at the present time, or possess elasticity enough to be readily adapted to changing conditions and in view of the fact that recent research in the field of Education has shown that the type of school organization now in operation in British Columbia does not meet the present demands as well as one organized on the six, three, three plan and the unit system, we beg to submit a suggested curriculum for High Schools on such plan.

It is well known that there is a decided break in the Elementary School Curriculum at the end of the sixth grade when the tool subjects are pretty well mastered, and the adolescent mind reaches out for new fields. Surely this is the time when an effort should be made, not blindly, but scientifically, to find the child's bent and to direct him towards his vocational goal. The Junior High School is peculiarly adaptable for such purposes. This normally takes in grades seven, eight, and nine, and should be housed in a proper

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## INTERIM RECOMMENDATION

The above forms an educationally sound type of Eight Grade Examination, towards which our system might aim, but realizing that such could not be adopted in its entirety immediately, we would respectfully suggest the following as an immediately practical arrangement leading towards this end:

(a) That all entrance pupils be admitted to High School by a recommendation system.

(b) That for this purpose a "Recommendation Board" consisting of the High School Principal, the Public School Principal, together with the Provincial Inspector, shall make the recommendation.

(c) That each pupil in the Public School have his progress each year recorded on a chart or dossier, and that this be available for the Board's examination.

(d) That the examination papers, and all pupils' answers during the regular eight grade year, be kept for examination by the Board if necessary.

(e) That obviously successful pupils be promoted on records.

(f) That records and examination results of border-line pupils be investigated.

(g) That doubtful pupils (or any rejected pupil if so desirous) be given an examination, such examination to consist of mental intelligence test and achievement test.

building by itself. This should be the objective. Reorganization of certain urban school districts could be done, so as to set aside one school for a Junior High; and a programme of building Junior High Schools, to relieve congestion in Public and Senior High Schools, would help to distribute the cost over a period of time. Even where it is impossible to work either scheme suggested, the seventh and eighth grade work as suggested in our curriculum could be carried on in public schools. These grades could be carried on in a platoon system and passed on to the General Senior High School for the ninth grade work.

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In large industrial centres three types of Senior High Schools would be required: General, Commercial and Technical. In most places the General Senior High School would meet the requirements.

The optional subjects should be largely determined by the local authorities, subject to the approval of the Department of Education, and alternative or additional optional subjects might be found necessary.

The curriculum would also provide for graduation into the University, if necessary, at the end of grade XI, though we make provision for grade XII, and we feel that such work should be taken in the Senior High Schools.

In addition to the curriculum we have submitted a number of forty-minute periods per week with units for the different subjects, merely to show that our scheme is workable. Neither periods nor units have been refined. At this stage we considered that unnecessary. We have also submitted a few typical courses to further indicate the feasibility of the scheme.

We claim that students taking any of these courses, or similar courses, in accredited High Schools should be admitted to the University to pursue these courses or any other courses for which adequate foundation

has been laid, and that in the case of pupils of other than accredited High Schools, some suitable basis of admission be instituted.

In most of these typical courses, several study periods per week are provided for as our plan is on a thirty-five period week. By reorganizing several of the subjects, much time could be saved and given either to more physical culture, supervised study, or a fuller programme.

We recommend stressing functional grammar with sufficient emphasis on the technical side to co-ordinate the work with the requirements of foreign language study.

In the case of History, we felt that the lower grades should be introduced to it through historical readers, and gradually approach the important details of the subject.

Nature Study and Geography, we thought, should form the background for Physiography, as Biology does for Botany and Zoology.

However, these details are non-essential at this stage, as we wish to stress a curriculum narrow enough for the dull, broad enough for the brilliant, and elastic enough to meet the requirements of the different times and localities.

### SUGGESTED CURRICULUM FOR HIGH SCHOOLS

Based on the 6. 3. 3 Plan and the Unit System

#### JUNIOR HIGH SCHOOL

1. Obligatory Subjects:	Grade 7	Grade 8	Grade 9	Units
1. English—				
Literature .....	4	5	5	3
Composition .....	2	2	2	1
Grammar .....	1	1	1	½
Silent Reading .....	2	1	..	½
2. Arithmetic .....	4	3	3	2
3. Elementary Civics and History (Can. & Br.)..	2	3	3	1½
4. Geography .....	3	3	..	1
5. Nature Study .....	2	2	..	1
6. Physiography .....	..	..	3	..
7. Manual Training or Home Economics.....	3	3	3	2
8. Health and Physical Training .....	3	3	3	2
2. Optional Subjects:				
1. Music .....	3	3	3	2
2. Art .....	3	3	3	2
3. French .....	3	3	3	2
4. Latin .....	..	..	3	½
5. Algebra .....	..	3	3	½-1
6. Geometry .....	..	..	3	½
3. Graduation Requirements:				
Obligatory Subjects .....	15 Units			
Optional .....	3    "			
Total .....	18    "			
Maximum of units from optional subjects, 7.				
This to allow for enrichment of course.				

## SENIOR HIGH SCHOOL

1. Obligatory Subjects:		Grade X.	Grade XI.	Units	Grade XII.	Tot. Un.
1. English—		40 min. periods per week				
	Literature .....	5	5	2	5	3
	Composition .....	3	2	1	2	1½
	2. Citizenship (Elem. Sc.) .....	2	..	½	..	½
	3. Physical Training .....	2	2	1	2	1½
		<hr/>				<hr/>
		4½				6½
2. Optional Subjects:						
	1. Arithmetic .....	3	2	1	..	1
A.	2. Algebra .....	4	4	2	3	2½
	3. Geometry .....	3	4	1½	3	2
	4. Trigonometry .....	2	3	1	3	½
B.	5. Physics .....	4	4	1½	3	2
	6. Chemistry .....	4	4	1½	3	2
	7. Biology .....	4	..	1	..	1
	8. Botany .....	..	4	1	..	1
	9. Forestry .....	..	..	..	3	½
	10. Zoology .....	..	4	1	..	1
	11. Geography .....	3	..	½	..	½
	12. Agriculture and Horticulture .....	2	3	1	..	1
	13. Physiology .....	3	2	1	..	1
C.	14. Manual Training .....	2-12	2-12	1-5	2-12	1½-7
D.	15. Home Economics .....	2-12	2-12	1-5	2-12	1½-7
E.	16. Commercial .....	2-12	2-12	1-5	2-12	1½-7
F.	17. Canadian History .....	..	3	½	..	½
	18. British History .....	3	2	1	..	1
	19. Ancient History .....	2	3	1	..	1
	20. Modern History .....	3	2	1	..	1
G.	21. Economics .....	..	2	½	..	½
	22. French .....	4	3	1½	3	2
H.	23. German .....	4	3	1½	3	2
	24. Spanish .....	2	3	1	..	1
	25. Latin .....	4	4	1½	4	2½
	Greek .....	4	3	1½	3	2
I.	26. Music .....	3	4	1½	3	2
	27. Art .....	3	4	1½	3	2

## Graduation Requirements:

Grade XI ..... I. 4½ Units  
 II. 7½ "  
 Total ..... 12 "

Grade XII. .... I. 6½ Units  
 II. 11½ "  
 Total ..... 18 "



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## SUGGESTED COURSES

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COURSE	Grade X. Hours	Grade XI. Hours	Units	COURSE	Grade X. Hours	Grade XI. Hours	Units
<b>English and History:</b>				<b>Classical:</b>			
1. (Ob. S.) .....	12	9	4½	1. (Ob. S.) .....	12	9	4½
F. ....	8	10	3½	H. 22, 24, 25 .....	10	10	4
B. 11 .....	3	—	½	B. 11 .....	3	—	½
G. 21 .....	—	2	½	F. 19 .....	2	3	1
H. 22 .....	4	3	1½	I. 26 .....	3	4	1½
I. 26 .....	3	4	1½	G. 21 .....	—	2	½
—	—	—	—	—	—	—	—
—	30	30	12	—	30	28	12
—	—	—	—	—	—	—	—
<b>Mathematics and Science:</b>				<b>Commercial:</b>			
1. (Ob. S.) .....	12	9	4½	1. (Ob. S.) .....	12	9	4½
A. ....	10	10	4	E. ....	12	12	5
B. 5, 6 .....	8	8	3	G. 21 .....	—	2	½
G. 21 .....	—	2	½	A. 1 .....	3	2	1
—	—	—	—	H. 22 .....	3	4	1½
—	30	29	12	—	—	—	—
—	—	—	—	—	30	29	12½
—	—	—	—	—	—	—	—
<b>Shopwork:</b>				<b>Home Economics:</b>			
1. (Ob. S.) .....	12	9	4½	1. (Ob. S.) .....	12	9	4½
C. ....	12	12	5	D. ....	12	12	5
A. 1, 3, 4 .....	8	9	3½	B. 13 .....	3	2	1
—	—	—	—	B. 6 .....	4	4	1½
—	—	—	—	I. 27 .....	3	4	1½
—	32	30	13	—	—	—	—
—	—	—	—	—	34	32	13½
—	—	—	—	—	—	—	—

## RURAL EDUCATION

Chairman of Sub-Committee: H. Charlesworth

The question of rural education is one that requires the serious attention of all interested in the future of our Province. It is clear that many of the features applicable to urban schools are not equally effective in rural districts, and hence it would seem wise to allow such modifications in our general system of education as will enable the country schools to have a curriculum which will conform most closely with the life and activities of the local community.

Though we are perfectly well aware of the many difficulties involved, yet we are of the opinion that rural education will never reach the desired educational standard, until some workable alternative is found for the present practice, which results in the employment of the young and inexperienced teachers in most of the rural and assisted schools.

The problems to be faced in such schools are often too great for solution by the young teacher, and as a consequence both pupils and teacher suffer.

If, by any means, experienced teachers with ability for community leadership, could be attracted to rural districts, a great step forward would have been taken.

In this connection, the provision of suitable living accommodation; the building of teacherages in some districts; and the payment of higher salaries for rural teachers, would, no doubt, tend to help.

Wherever it is possible, we would also strongly recommend that consolidation be put into effect, as by this method, better facilities could be provided, and a more complete type of education could be given.

We also consider that in some districts, the appointment of a District Supervisor would assist greatly in raising the standard of efficiency.

The co-operation of the rural teachers with the Provincial Library Commission would also be of great benefit, and would result in the establishment of valuable library service, both for the parents and the children.

In the smaller and more scattered rural districts, we are of the opinion that an improvement might be effected by a change of local administration from the School Board System now operative. Probably more direct control through the Education Department would give better results.

## TECHNICAL EDUCATION

Chairman of Sub-Committee: J. G. Lister

In view of the change of curriculum which we are recommending for all High Schools, we feel that it is not necessary to go into great details on the question of Technical Education. The world is convinced to-day that an education suitable for every class in our communities has not been and probably never will be formulated. Therefore, we feel that there is only one way in which a satisfactory solution can be found and that is to regard all types of secondary schools as of equal importance so that the general High School may still function as of old, with its course generally leaning towards literature, the church, the teaching profession, law, etc.; the commercial High School following such options as would be conducive to success in finance, merchandising, etc., whilst the Technical High School should be concerned with that of training for industrial and practical life generally.

We would, however, beg to be allowed to observe that the subject matter in all these schools should be looked upon as of equal value and the progress towards further educational advance should be just the same for the graduates of one school as for another. Thus a student desirous of taking advanced work in the University should only have to show that his training has been such that he can be reasonably sure of

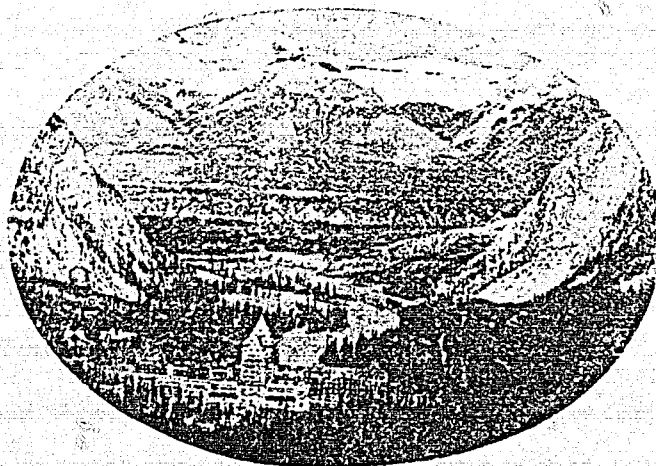
success in either Commercial, Technical or General subjects.

As a Technical School is necessarily a much more costly institution as regards plant, equipment and cost of maintenance, especially in the second and succeeding years, it is suggested that the Junior High School should have such equipment as would take care of all First Year Technical work, leaving the three years of Technical High free for as advanced work in Technical subjects as the General High should be free for class-room or literary subjects.

We would urge that the public should be made to realize in some very definite way that a Technical High School is not a Trades School, though such a school may well have place in the same building, and even use the same faculty and equipment.

The question of financing a Technical School, should not, in our opinion, be left, in British Columbia at any rate, to a single Municipality. Communities surrounding large cities should be able to receive the benefit of the large staff and equipment necessary to such an institution, either by contributing some portion of the cost or by the Provincial Government assuming control and financing such schools to such an extent that the school would be regarded rather as a consolidated or community school.

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## HOME ECONOMICS

Chairman of Sub-Committee: Miss B. Pope

We would respectfully ask that the Commissioners give consideration to the following recommendations concerning the improvement of Home Economics Courses in connection with our educational system.

1. (a) To require cities of the first and second class and district municipalities throughout the Province to establish Courses in Home Economics both in their Public and High Schools and to require all girls to complete successfully in these Courses a minimum of 200 hours in Public School and 120 hours in High School.

(b) To include Home Economics as a subject for which reports shall be made regularly to parents, as is done with other subjects, with the idea of raising the status of this subject in the minds of parents and children.

(c) To dispense with special diplomas for Home Economics and instead, to include it as part of the regular course of study for Entrance, and place it on an equality with other subjects.

2. In order to effect the above as easily as possible, to appoint a thoroughly competent woman with a University Degree or its equivalent in qualifications,

as Provincial Organizer and Supervisor of Home Economics, who shall be directly responsible to the Department of Education.

3. To make Home Economics one of four electives possible for University Matriculation. (1. General Arts and Science. 2. Home Economics. 3. Commerce. 4. Agriculture).

4. To provide in the Provincial Normal School such adequate Courses in Home Economics for High School Graduates in Home Economics as will fit them to teach Home Economics subjects in the Public School.

5. To do everything possible toward the establishment of a Home Economics Department in the University of British Columbia, so that students of our own Province may have the advantage of the training needed to fit them as teachers and leaders in a Science which is rapidly becoming recognized as an essential in any broad educational plan for girls.

6. To make it compulsory for School Boards as soon as possible, and wherever possible, to establish Technical and Vocational Schools for girls throughout the Province.

## MEDICAL INSPECTION, PHYSICAL EDUCATION AND SCHOOL SPORTS

Chairman of Sub-Committee: W. H. Morrow

It is the opinion of the Federation:

1. That a most important and essential consideration in connection with education is the health of the child.

2. That two indispensable means to this end are Medical Inspection and Physical Education.

3. That every child in British Columbia is entitled to the benefits of proper attention in these matters.

4. That already better work is being done along these lines in some places, than either the general public, or the teachers of the Province, realize; but that much still remains to be done, more especially in smaller centres and rural communities.

5. That the modern tendency is to make our physical education much less formal, and more suited to the natural activities of the child.

6. That an invaluable means of Physical Education is competition in Team Games, because of their value not only physically, but along such lines of character development as self-discipline, development of initiative, sportsmanship, leadership, etc.

7. That this important phase of Physical Education is worthy of much more attention than it has yet received from our educational authorities.

We believe that the following recommendations, if acted on, will tend to improve present conditions:

1. That in every possible way there should be co-operation between those responsible for Medical Inspection and those in charge of Physical Education, so that physical work might be adapted to the needs

of the individual pupil as revealed by medical inspection.

Two lines along which improvement might be possible in many centres are:

(a) Suggesting of remedial exercises for certain weaknesses.

(b) Stricter examination of those taking part in more strenuous forms of team games.

2. That every teacher-in-training should be given a course making clear the importance of Medical Inspection and Physical Education, and their general place in any scheme of education.

3. That facilities should be provided for training specialists in Physical Education.

4. That some provision should be made for training in the coaching of Team Games, possibly during the Summer at Victoria or the University Summer School, or at the Normal Schools.

5. That Inspectors should be required to report on the work being done along these lines in the schools of their Inspectorates.

6. That the time devoted to Physical Education including Team Games should be a part of the regular school day.

(Possibly the school day might be lengthened in case of older pupils, in graded schools. Something along the line of the "Platoon System" provides a possible solution of getting Physical Education more fully into the regular time).

7. That where such Physical Education as Team Games much be carried on as extra work, financial recognition be given for it.

We believe that the ideal condition towards which our efforts should be directed may be stated somewhat as follows:

1. The provision of opportunity to get the physical and social development obtainable from Physical Education and Team Games for every pupil in our schools; and the requirements that every pupil should be expected to take part in such training unless prohibited

from doing so on physical grounds.

2. The placing of all Physical Education, including the handling of Team Games, in the hands of properly qualified members of the teaching profession; the recognition of their work as of at least equal importance with other phases of education; and the planning of all work of this type from the point of view of the general place of such training in the Physical, Mental, and Social development of those taking part in it.

## TEACHER TRAINING

Chairman of Sub-Committee: G. A. Ferguson

The improvement of our system of education depends very largely upon the effectiveness of the teaching body. This effectiveness can best be secured by demanding high qualifications and thorough training. The fact that teachers of high attainments and of wide experience are availing themselves of every facility for growth in service is a proof that the teaching profession considers that most thorough preparation is essential for success.

Realizing that the task of the teacher is not only the training of the mind but also the moulding of character, we feel that too great care can not be taken to see that only those of sterling character, sound scholarship and thorough training should be allowed to assume such a responsibility.

While we appreciate the advances made with regard to teacher training, we feel that conditions should be changed so as to allow the training staffs to do their best work.

In submitting these recommendations on Teacher Training, we wish to state that they have been drawn up with the object of making still more efficient the services rendered by the teachers of the Province.

### Requirements for Entrance to Normal School:

1. That the High School curriculum be arranged so as to allow those intending to qualify as teachers to select the options which will fit them best for their work and for which they should receive credit for University Matriculation purposes.

2. That higher requirements be demanded for entrance to the Normal School.

3. That candidates be 18 years of age before entering Normal.

### Standard of Attainment:

4. That those who prove themselves unfit be eliminated early in the Course so that they can seek other avenues.

5. That a higher standard of attainment be demanded from students in training before they be granted any certificate.

### Curriculum:

6. That teachers in training be instructed in every subject which they are expected to teach.

7. That they should have Rural Training as well as Urban.

8. That they be given a course making clear the

importance of Medical Inspection and Physical Education and their part in the scheme of Education.

9. That provision be made for training specialists in Physical Education.

10. That they be given more extended courses in such work as Sociology, Educational Psychology, History of Education, Modern Movements in Education, Statistical Methods and Educational Measurements with special training in the giving, scoring, interpretation and use of intelligence and achievement tests.

11. That there be more teaching by the student teacher, making the student responsible for a longer period than the teaching lesson and that as much observation as possible of the work of experienced teachers be provided.

### Certificates:

12. That in granting certificates the measuring rods should be:

- (a) The scholarship of the student.
- (b) The natural and acquired teaching ability of the student.
- (c) The personality of the student.
- (d) The character and conduct of the student.


13. That a permanent certificate be granted only after the candidate has taught successfully for a period of two years or more in the Public Schools of British Columbia; has received favorable reports from the Inspector; and has taken extra training in Education in at least two sessions of the Summer School.

14. That Education be made a major subject in the curriculum of the University of British Columbia leading to a Degree in Arts.

15. That while we appreciate the steps taken up to the present time by the University of British Columbia in preparing for extra-mural work, leading to a Degree in Arts they be urged to put this into practice as soon as possible.

16. That a College of Education in affiliation with the University of British Columbia be established under the control of the Department of Education

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through which extra-mural work in Education may be given as well as work leading to a Degree in Education.

17. That arrangements be made whereby those taking the work at the Summer Session of the University of British Columbia could get additional courses such as are given at the Victoria Summer School.

#### General Recommendations:

18. That strict regulations be laid down and close supervision made regarding the boarding houses which may be used and regarding the general behaviour of

those in training for the teaching profession. Such an official as a dean of women is recommended.

19. That a teacher who has not been teaching for a period of five years or longer be required to take an approved course in method and practice before assuming duties as a teacher in British Columbia Public Schools.

20. That provision be made for specific training for the positions of Principal, Inspector or other Supervisor with the idea that no official be appointed except from men with such training and that the salary should be commensurate with the position.

### EDUCATIONAL FINANCE

Chairmen of Sub-Committee: H. Charlesworth and L. W. Taylor

The question of Educational Finance is one requiring special detailed duty, and, no doubt, this aspect has received due consideration by means of particular investigation along various lines, under the direction of the Survey Commissioners.

We feel, however, that the following observations and suggestions concerning the broader principles are of importance in this connection.

A thoroughly good and sound Educational System is a prime requisite for any people who desire to have progress and prosperity. Furthermore, almost all persons will concede the universality of education, and rightly regard it as essential that every individual should have such educational opportunity as will fit him to play his part as a citizen, with as good a chance of success as possible.

This being the case, it follows, that education must have a first place amongst the compulsory obligations of the state, and that this obligation carries with it, the necessity of providing the required finances.

As the provision of adequate educational facilities is of such fundamental importance, and as the cost in any case is bound to be considerable, we agree that all educational expenditures should be such as can be justified, on educational grounds, and that every effort should be made to prevent wastage or loss and to ensure the fullest return from the sums expended.

We feel, strongly, that much of the criticism freely made concerning educational costs is unjustifiable, and that many of the statements made to verify such criticism are misleading. The problem of Educational Finance should be considered in two ways:

Firstly, from the educational point of view.

Secondly, from the taxation point of view.

Many critics base their arguments entirely upon taxation without consideration of educational needs.

Again, many draw conclusions from mere comparisons of the mill-rate for school purposes, ignoring the fact, that unless mill-rate be combined with a study of assessment valuations, such conclusions are worthless.

Furthermore, one of the most obviously unfair methods of making comparisons is constantly being used by even those who claim to speak with expert knowledge of the subject. They give the increase in

educational costs over a period of years, either in money values or as a percentage, by such statements as "The cost of Education has more than doubled since 1913," supporting such statements with figures, which, when all other factors are eliminated, prove conclusively the assertion made. It needs no argument, however, to show that for a real, true, honest and practical comparison of the increase in educational costs, such factors as the following must be considered:

- (a) The increase in school population.
- (b) The increase in teaching staff.

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240 Words per minute—5 minutes.	
1st—Charles Swem .....	8 ..
3rd—NATHAN BEHRIN .....	13 ..
200 Words per minute—5 minutes.	
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Charles Swem .....	5 ..
	29 29

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(c) The increase in necessary school accommodation.

(d) The increase in educational facilities.

(e) The variation in the purchasing power of the dollar.

When these factors are included and scientific comparisons made, the misleading nature of much of the criticism heard is perfectly apparent.

Note: Refer to the Exhibit of a comparison of per capita costs of Vancouver Schools on Page 91.

Similarly, almost all of the statements concerning teachers' salaries are made without full investigation, and here again, the inclusion of the essential connecting factors show that the conclusions so expounded are not by any means correct.

With these things in view, we would welcome a reliable, accurate and fair investigation of the whole field of Educational Finance.

In this connection, we would submit the following broad suggestions:

(a) In view of the universality of education, the necessary finances should be raised by the broadest basis of taxation, so that the largest possible number should be compelled to contribute.

(b) The present method of taxation puts an unfair burden upon "real property". In olden times there was a definite and reliable connection between a man's personal property and his wealth. A man's wealth was accurately indicated by the number of sheep he possessed, or the extent of his property. Such does not hold to-day, when probably the greater portion of what constitutes wealth consists of bonds, securities, etc., and is entirely unconnected with real property.

(c) The present method of taxation also results in some municipalities being burdened with school taxes, while others are comparatively free from financial difficulty, this difference in general being caused by conditions largely or entirely beyond the control of the municipalities.

We feel that an equalization of the local taxation could be brought about by a system whereby the Provincial Government assumed responsibility for the collection of a greater portion of the amount necessary for educational purposes, and used such portion as an equalizing fund for the purpose of assisting municipalities, according to their legitimate needs.

In this connection, we would point out that the sources of taxation available to the Government are are much more numerous than those of the municipalities. As an example of possible fields for taxation, we would suggest:

(a) Many amusements which are at present not included in the "Amusement Tax."

(b) Many luxuries, which at present escape taxation.

(c) The income or investment (beyond a certain minimum) of those who do not contribute by any other form of property or improvement tax.

As already suggested in our report on Educational Administration, we would favour complete autonomy for local School Boards in the matter of local Educational Finance.

The difficulty arising from the non-payment of taxes might be overcome by following the practice of levying by distress warrants as is done in England, in some cases of Dominion and Provincial taxation, and also in municipalities in Ontario.

(In this connection, see also Section 7, School Administration, on Page 76.

Among the methods by which we believe savings could be made in educational expenditures:

(a) We endorse most strongly the principle of the application of the "one mill rate" for school building purposes. A great deal of our present school taxation is caused by paying interest on money borrowed for school building. This would in many cases, be saved entirely, if the mill-rate system were adopted. Under our present way of building, a \$40,000 school costs probably \$80,000, the cost being doubled by the interest on borrowed money. The mill-rate principle would make possible the building of a \$40,000 school for considerably less than \$40,000, as, each year, the amount available in the building fund would be drawing interest.

The "mill-rate" can be put into operation at the present time by School Boards, if the Municipal Councils give consent. It is significant, however, that in spite of criticism of School Boards' expenditures by Councils, the Councils concerned have up to the present refused to ratify any proposition made by School Boards to utilize such a money-saving system.

(b) We are in agreement that due economy should be exercised in connection with school building and that unnecessary elaboration of architecture or design should be avoided. We also think that due notice should be taken of the fact that modern developments in educational practice and organization, may necessitate changes in our conception of school buildings, for future use.

(c) The scheme of Entrance Examinations as outlined in our report, would result in saving several

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thousand dollars each year.

(d) We feel also that some of the free text-books might be either eliminated or replaced, with a resultant saving, e.g. "Public School Speller," "How to be Healthy," etc., and that some of the matter contained in the Annual School Report might be omitted—thereby reducing the cost of printing the same.

(e) Our suggestions for some regulation of the cost of school text-books bought by pupils, would also result in a saving to parents.

(f) By the consolidation of school districts.

(g) By the elimination of wastage caused by such matters as retardation, lack of economy of time in school methods, etc.

### VANCOUVER SCHOOL BOARD COMPARATIVE EDUCATIONAL PER CAPITA COST—1913-1923

1913				1923			
	Total Expenditure	Average School Attendance	Per Capita Cost	Total Expenditure	Reduced to Economic Basis 1913—\$1—65.9c	Average School Attendance	Per Capita Cost
Municipal Inspector and Assistants .....	\$ 5,100.00	11,204	\$ .45	\$ 12,300.00	\$ 8,118.00	19,273	\$ .44
Office Administration .....	35,735.05	"	3.19	57,464.50	37,926.57	"	1.96
Teachers' Salaries .....	442,779.43	"	39.52	1,061,764.38	699,702.64	"	36.30
Supplies .....	44,415.63	"	3.96	65,414.94	43,173.86	"	2.29
Miscellaneous Expense .....	50,046.42	"	4.46	82,299.12	54,317.43	"	2.82
Repairs and Renewals .....	23,382.26	"	2.08	108,934.89	71,897.02	"	3.73
Janitors' Salaries .....	39,457.20	"	3.51	82,371.41	54,431.13	"	2.82
Sinking Fund and Interest .....	185,397.02	"	16.54	213,784.72	213,784.72	"	11.02
<b>Total .....</b>	<b>\$826,313.01</b>	<b>11,204</b>	<b>\$73.71</b>	<b>\$1,684,333.96</b>	<b>\$1,183,351.37</b>	<b>19,273</b>	<b>\$61.38</b>

(Amounts taken from Vancouver School Board Statement).

Certified Correct,

L. W. TAYLOR, C. A.

### TEACHERS' TENURE

Chairman of Sub-Committee: E. H. Lock

The question of tenure is most vital to the teaching profession, and also to the general cause of education, in British Columbia, for it is quite obvious that teachers are able to render far more satisfactory and efficient service when they are able to feel that they have a reasonable security of tenure.

For many years it was considered that the School Law of British Columbia gave ample protection to teachers in the matter of tenure, but more recently many concrete cases have proved the contention to be absolutely false. The records of the Federation show conclusively, that as far as the School Law is concerned, there is little or no security against unjust and unfair dismissal of a teacher, and that only the high sense of fairness and justice, together with a full recognition of moral obligations, on the part of the large majority of Boards of School Trustees, has prevented the insecurity afforded by law from becoming a matter of grave concern.

We feel most strongly that it would be in the general interest of all connected with education, that the School Law should be so amended as to make it impossible for any School Board to dismiss unjustly any teacher, and also to make it just as impossible for any teacher to evade his obligations to his Board. The principles of fair and square dealing which are now recognized and acted upon by so many teachers,

and so many Boards, should be incorporated in a legal way in the School Act, so that those who fail to appreciate moral obligations can be forced to act justly by means of the application of the law.

Such a provision would not affect those who are now attempting always to do the right thing, but it would ensure an equal measure of justice to all teachers and all Boards in all parts of the Province.

Some of the difficulties which have arisen under the present system of tenure have been caused by—

#### (a) The dual control of teachers:

The Council of Public Instruction controls the courses of study, the certification of teachers, and the prescription of their duties.

The School Board controls the appointment and dismissals of teachers.

The teacher is placed in the difficult position of serving two masters who are, in many essential ways, independent of each other.

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(b) The wider powers at present possessed by School Boards of School Trustees in their relations with teachers:

A teacher may be legally, though most unjustly, dismissed on charges unknown to him, and arising from unreliable sources. Furthermore, in many cases where the charges are known, a teacher is given no opportunity to refute them.

The strict performance of duty by a teacher may even bring about his dismissal. For example, the enforcement regarding attendance, or the disciplining of a child in conformity with the School Act, may result in the resentment of those, who, in small districts particularly, may possess sufficient influence to force the dismissal of the teacher.

(c) The fact that it is within the power of the Trustees to judge the efficiency of a teacher.

This judgment clearly requires a knowledge of the fundamental principles of teaching, and hence it should be impossible for a teacher to be dismissed, for inefficiency, without some confirmation of the Board's opinion, by those whose duty it is to examine and report upon his teaching ability.

(d) The wide powers given to School Boards make it possible for them to repudiate a definite arrangement concerning salary by availing themselves of these wide powers of dismissal, with an offer of re-appointment at a less salary.

(e) The fact that a School Board may dismiss "in its discretion" and need only give "the reason or reasons therefor."

There is no provision in the Act that such reasons shall be valid. It has been established by the Supreme Court of British Columbia, that the present law has been complied with, if "any reason" is given, no matter how vague, general or unsubstantiated such reason may be.

(f) The fact that, if School Boards treat a teacher

illegally, by a distinct violation of the School Act, yet they are not checked by any superior authority:

Section 6-b of the School Act states that "It shall be the duty of the Superintendent of Education to enforce the provisions of this Act and the regulations and decisions of the Council of Public Instruction." Yet, when a Board is guilty of a breach of the provisions, it has been necessary for some teacher to take action in the Courts. In most cases, the weakness of the tenure clauses of the School Act make it very difficult for the teacher to secure justice.

(g) Teacher has no right to appeal:

As far as the present Act itself is concerned, the mass of teachers of ordinary efficiency and respectability have less consideration and protection than those whose morality is seriously called into question, for only dismissals for gross misconduct can be appealed.

(h) The present loose method of appointment (no provision being made for a definite contract), often makes it difficult for a teacher to establish the terms of his appointment in cases in which the validity of such terms is called into question.

(Note:—The B. C. Teachers' Federation has records of actual cases of difficulties arising in connection with tenure, which illustrates fully the various weaknesses dealt with above. Such records are available, if required).

In view of the above, we would respectfully suggest the urgent necessity for amending the School Law in such manner that a reasonable security of tenure may be given to all teachers. To this end we would suggest:

(a) A restriction of the present wide powers of dismissal held by School Boards.

(b) The provision of a Board of Reference, with the right of any teacher to appeal to it, if he so desires.

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(c) Provision for engagement by contract.

(d) Some supervision of School Boards, insofar as carrying out the terms of the School Act is concerned.

(e) Recognition of expert opinion where the technical question of teaching efficiency is concerned.

The last two points have been covered under the heading of School Administration.

### MEMORANDUM *Re* AMENDMENTS TO "SCHOOL ACT."

1. Repeal 134.

Re-enact as 134.

#### Board of Reference

134. (1) There shall be constituted a Board to be known as "The Board of Reference"; said Board shall consist of three members to be appointed by the Lieutenant-Governor in Council, one representing the School Trustees of the Province, one representing the School Teachers of the Province, and the Chairman of the Board, who shall be neither Trustee nor Teacher.

2. The said Board shall have power—

(a) To cause enquiry to be made into, and to investigate all cases where it is made to appear to the Board upon complaint of any teacher, organization of teachers, Board of School Trustees, or organization of Boards of School Trustees, that a disagreement between teachers and trustees has arisen, or wherever the Board has reason to believe that such a disagreement is likely to rise, and to make such report thereon as is just and reasonable having regard to all the parties involved in such disputes, and the special circumstances existing or likely to come into existence in the matter affected.

(b) To act as a Board of Arbitration at the request of either party to any dispute between any Board of School Trustees and its teacher or teachers, and when so acting such Board shall exercise all the powers regarding the attendance of witnesses and the production of documents as are vested in the Supreme Court of British Columbia in Civil cases.

(c) To act as a Court of Appeal to deal with all matters arising out of the decision of a Board of School Trustees where such decision affects a teacher.

(d) To deal with such other matters as may be referred to them from time to time by the Lieutenant-Governor in Council.

3. The decision or finding of the said Board shall be binding upon the parties affected thereby.

4. The members of the said Board shall serve without remuneration, except at such time or times as

As a method of covering the other points, we beg to submit definite suggested amendments to the "School Act", which amendments, in our opinion, would do much to remove causes of disagreement between teachers and School Boards, and would tend to bring about that harmony and co-operation which is so essential for the most effective functioning of our educational system.

the said Board shall be called upon to act under the powers aforesaid, when their remuneration shall be fixed by the Lieutenant-Governor in Council.

5. The costs and expenses of the Board in acting as aforesaid shall be paid jointly by the parties affected, or in such manner as the said Board may direct.

Amend Section 133, Sub-Section (b) by adding the following:

All contracts made between a Board of School Trustees and a teacher shall be in the form set forth in Schedule One of this Act. It shall be lawful for a Board of School Trustees to notify a teacher of his or her appointment by letter or otherwise, and for such teacher to accept such appointment by letter or otherwise, provided that the contract hereinbefore referred to shall be entered into and signed by both the parties thereto within one (1) week after the date of such teacher taking up his or her duties.

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## SUPERANNUATION

Chairman of Sub-Committee: J. G. Lister

It is desirable that there should be some workable scheme of teachers' superannuation inaugurated in the Province.

The present Act has proven unacceptable to School Boards and Municipal Councils, as is evidenced by the fact that the scheme is not in operation in any part of British Columbia.

According to the Commissioner for the survey of the educational system of Saskatchewan (Dr. Foght):

"No group of laymen is qualified to draft a Superannuation Bill.

"It is essential that scientific insurance principles and expert actuarial assistance should be employed from the outset.

"The exact details of the system should be worked out by a group of representatives of the Government, Schools Boards, the teachers, and the public.

"Practically all the older pension systems in North America are considered radically defective."

Therefore we would respectfully request the Commissioners to investigate the reasons for the non-acceptance of the present Act, in an endeavour to find whether any modification or amendment would render it acceptable.

We would further ask that information be gathered on the following points:

1. Number of teachers who are now (1924) over the usual retiring age of 65 years.

2. Number who would become eligible for benefit within one year, were an Act passed in 1925.

3. Number of teachers at present employed in British Columbia, who, on account of failing health, etc., are not capable of giving efficient service in education.

4. The average number of teachers who enter the teaching profession in each year (Many sources, normal, etc.)

5. The average number who leave each year.

6. The number who would or should retire each year, for, say, the next five or ten years.

7. The reasonable incidence of contribution necessary for a successful scheme (by the three interested parties, Government, School Board, Teacher), whether in equal amounts or what could be considered an equitable contribution by each.

In conclusion we would beg to be allowed to observe:

1. That in our opinion the Government's proposed method of buying Dominion Government annuities is a thoroughly sound one, but we would suggest that the alternative method of purchasing only such annuities from year to year as would be necessitated by the teachers retiring in that year, be investigated.

2. That it is most urgent that annuities should be purchased for, or some other method devised to take care immediately of, such teachers as are 65 years of age, and have given long service in the profession in this Province.

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## MISCELLANEOUS RESOLUTIONS

We desire to bring to the attention of the Commissioners the following important resolutions of a miscellaneous character.

**Special Facilities for Gifted Child**

Whereas we are convinced that the bright children in our schools are a valuable asset of the nation, since we must look for leadership in the arts, the professions, in the commercial world, and in statesmanship, in their generation:

And Whereas, so far nothing has been done to provide special teaching and guidance for these children, or to direct their unusual gifts, but that on the contrary scientific investigation shows them to be the most retarded class of our children, because they have not had the opportunity of doing work suited to their mental and social age, shows them also to be acquiring bad mental habits which will permanently handicap them, shows that our schools have done less for them than for any other class of children:

And Whereas, we believe the above stated conditions to be highly detrimental to the welfare of the State, and not in keeping with the democratic spirit which demands opportunity for all to reach the highest development of which they are capable:

We therefore strongly recommend that special provision be made in graded schools, where possible, for segregating gifted children in all the grades by the best scientific methods:

That the pupils be accelerated in the lower grades, but that the curriculum be adequately enriched in the higher grades:

That suitable teachers, specially prepared, be appointed for this work.

**Educational and Vocational guidance for pupils beyond compulsory school age:**

Whereas, we deplore the fact that many young persons between the ages of fifteen and eighteen years of age are unemployed, or employed in blind alley occupations, and that the use they make of their leisure is detrimental to their moral and social welfare:

And Whereas, such young persons form about 5% of our total populations, and that less than 10% of them are engaged in any sort of study:

And Whereas, we subscribe to the principle that the State is responsible for providing opportunity for all-round development for young people since the State must either make them self-supporting or support them:

We therefore urge that a strong policy of educational and vocational guidance be adopted, with a view to reaching this class of persons;

We also urge that the law be amended to give to young persons up to the age of eighteen, and over fifteen, the option of working under conditions satisfactory to the Vocational Officer and attending school part time, or of attending school for full time, provided that pupils graduating from High School before the age of eighteen be exempt.

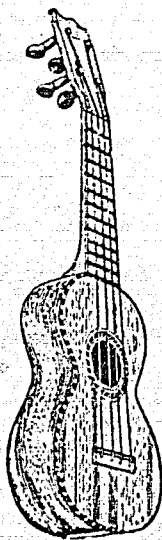
We Further urge that the curriculum of schools be made more elastic to provide varied types of instruction, for young persons up to the age of eighteen, with special emphasis on the social and economic value of the subject matter.

**Care of the Feeble-Minded:**

The Province of British Columbia makes provision for imbecile and idiot children in a Custodial Cottage at Essondale, which is so overcrowded that an equal number are housed in the wards of the Mental Hospital.

Feeble-minded delinquent boys and girls are committed to the Boys' and Girls' Industrial Homes, and returned to the community after a short time, only to repeat their offences.

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Therefore, we would urge the need of a Training School on the Cottage System for the care of the feeble-minded.

#### School Attendance Law:

The question of an effective and enforced School Attendance Law is worthy of great consideration—not only for the benefit of the children concerned, but also for its direct bearing on the problem of unemployment. It is evident that the non-employment of children of school age, would make more positions available for adults.

#### Educational Experiments:

That certain schools, or groups of schools, of the Province be allowed to carry out and test any scheme which would seem to be of benefit to the schools of the Province and education in general; said scheme and working out thereof to be followed closely and aided by the Department of Education.

#### Government Grants to School Boards:

That the Government grant to School Boards should be paid partly in proportion to the amount the School Board pays the teacher.

The reports of the Committees on "The Interrelation of the School and the Community", and "Better Relations Between Home and School," will appear as special articles in the January issue.

#### NOTICE

As this issue will no doubt be of great interest not only to teachers, but also to School Trustees, members of Parent-Teacher organizations, and the public generally, we have printed a number of extra copies. These will be forwarded to those desiring them, if notification be sent to

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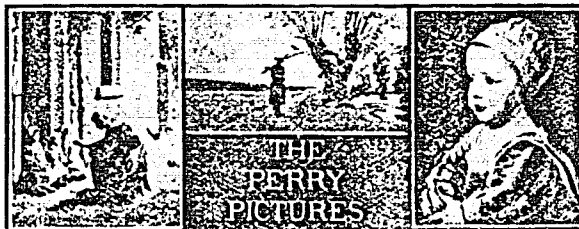
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