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OFFICIAL ORGAN OF THE BRITISH
COLUMBIA TEACHERS' FEDERATION

THE VOLUME ~~XXXIII~~
XXIV

NUMBER ~~6~~
5

B. TEACHER

FEBRUARY, 1945



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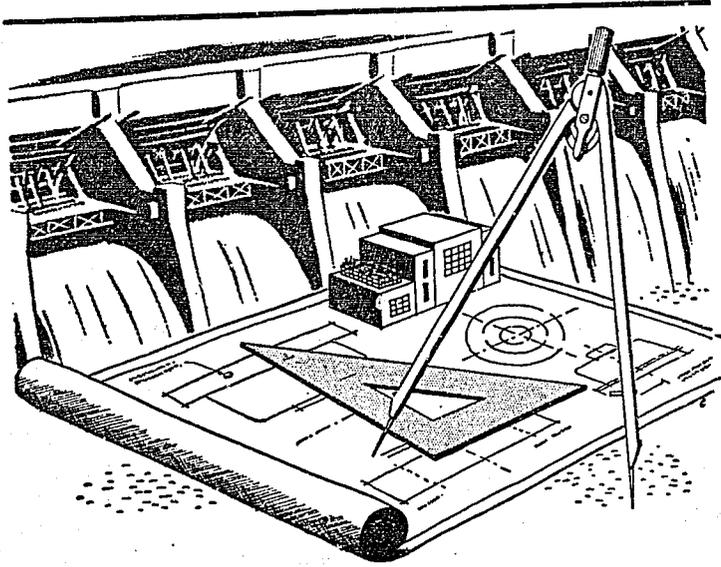
FEBRUARY, 1945.

VANCOUVER, B. C.

TABLE OF CONTENTS

	Page
ANNOUNCEMENTS:	
The Convention	155
Fergusson Memorial Award.....	155
The Federation Brief.....	156
RESOLUTIONS FOR SUBMISSION TO THE ANNUAL GENERAL MEETING, 1945	156
BETWEEN THE BOOK-ENDS	165
BRIEF OF THE BRITISH COLUMBIA TEACHERS' FEDERATION TO THE COMMISSION OF INQUIRY INTO EDUCATIONAL FINANCE	169





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THE B. C. TEACHER

VOL. XXIV., No. 5.

FEBRUARY, 1945.

VANCOUVER, B. C.

THE CONVENTION

THE Convention this year will be held in the Hotel Vancouver, April 2nd to 5th, inclusive.

Detailed plans and programmes are not available as yet but these will be published in the March issue of *The B. C. Teacher* which will appear in about two weeks time.

In the interval association meetings can be called to consider the resolutions to be presented to the Annual General Meeting. These appear on pages 156-164.

FERGUSON MEMORIAL AWARD

CHAIRMAN of the Ferguson Memorial Award Committee is Miss Ella G. Cameron, 1030 Park Boulevard, Victoria, B. C.

Nominations of candidates for the award may be made by any Federation member or by any Local Association of the Federation. Each nomination should be accompanied by a description and supporting evidence of the work for which the Award is claimed. Meritorious work on behalf of the Federation, or of any Association, may rightly be included.

The conditions provide that the award shall be made annually to the Federation member, or to a member association who (or which) has made, in the judgment of the Trustees, an outstanding contribution to education.

Nominations should be returned to Miss Cameron not later than Saturday, March 24, 1945.

THE FEDERATION BRIEF.

THIS issue, apart from resolutions, is made up almost entirely of the brief which was submitted by the Federation to the Commission of Inquiry into Educational Finance, headed by Dr. M. A. Cameron.

Teachers are requested to study this submission carefully as it reveals what educational improvements the Federation is seeking to bring about. Association secretaries should file the brief for future reference.



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Resolutions For Easter Convention, 1945

GENERAL POLICY

1. Submitted by Greater Victoria Teachers' Association:

Whereas the teaching profession is expected to raise its professional standard by frequent attendance at summer schools and active participation in professional organizations;

Be it resolved that the Dominion Government be asked to include the following expenses as exemptions from income taxation:

- (1) Summer School fees;
- (2) Graduation fees;
- (3) Travelling expenses to and from Summer School;
- (4) Cost of professional books;
- (5) Membership fees in the British Columbia Teachers' Federation.

2. Submitted by the Creston Valley Teachers' Association:

Whereas Canadians are planning and looking forward to an improved world and Nation following the war; and

Whereas money and effort will be expended to improve the economic and social aspects of the citizens' lives; and

Whereas education in Canada has not yet been fully recognized as the basis for molding the Nation; and

Whereas a Commission has been appointed by the Government of British Columbia to survey the field of education and to bring in specific recommendations which will presumably provide the basis for education in the Province for many years to come; therefore

- (a) Be it resolved that the Executive of the British Columbia Teachers' Federation in its representation to the said Commission strive to emphasize the fact that education should be given an outstanding preference in our post-war plans, that is to say, a complete revaluation of its function and reassessment of its importance in order that it might take the lead as a most vital institution in the formation of the visualized post-war era; and
- (b) Be it further resolved that a mere patching-up of the present educational system or a meagre raising of salaries and allotments be considered as an inadequate aim of the Executive.

3. Submitted by Creston Valley Teachers' Association:

Whereas it is essential to the welfare of our Nation that a uniformly high standard of education be made available to all Canadians;

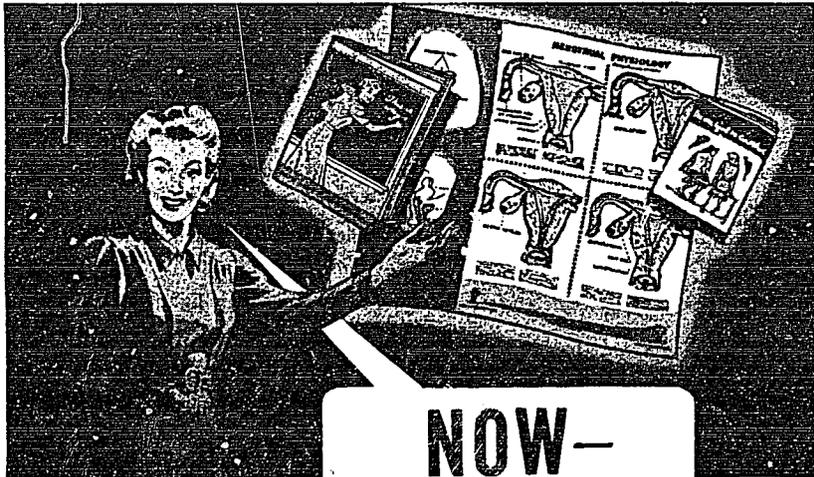
Be it resolved that the Executive of the British Columbia Teachers' Federation in its representation to the said Commission urge that special attention and consideration be given to the problems of rural areas to enable these areas to offer educational opportunities of the Canadian standard rather than those based on the local economic conditions.

4. Submitted by Vancouver Secondary School Teachers' Association:

Whereas the National Labor Relations Act governing arbitration for workers permits arbitration of almost all issues of dispute; and

Whereas the present School Act limits arbitration to salary matters only;

Be it resolved that the British Columbia Teachers' Federation request amendment to the Schools Act to the effect that there shall be provision for arbitration of all matters of dispute between School Boards and teachers.



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GENERAL POLICY—(Continued)

5. Submitted by the Vancouver School Librarians' Association:
- (a) Be it resolved that in view of the fact that the present editor of "The B. C. Teacher" now has all the onerous duties of General Secretary of the British Columbia Teachers' Federation, he be relieved of the editorship of the magazine and that an editor be appointed who has no other Federation duties.
 - (b) Be it further resolved that a suitable honorarium be paid the editor.
6. Submitted by the Creston Valley Teachers' Association:
- Whereas the British Columbia Teachers' Federation in wishing to make public the deplorable conditions existing in some of our schools today in regard to equipment, and salaries and qualifications of teachers, has published articles in "The B. C. Teacher" which tend to belittle the intelligence and training of members of the profession; and
- Whereas these articles appear to throw a degrading light on the whole profession;
- Be it resolved that the British Columbia Teachers' Federation instruct the editor of "The B. C. Teacher" to refrain from the use of articles which in any way belittle the high standards in education so faithfully adhered to and practised by the majority of teachers in this province.
7. Submitted by Trail-Tadanac Teachers' Association:
- Be it resolved that we favour the principle of having a good Canadian Teachers' magazine instead of a British Columbia Teachers' magazine which entails so much expense.
8. Submitted by the North Vancouver Teachers' Association:
- Whereas a recent court decision has ruled that members of the teaching profession are disqualified from serving on the council of the municipality where they live and teach; and
- Whereas this decision makes it impossible for the voters of any municipality to obtain the services of any of their teachers in this capacity, should they so desire; and
- Whereas the education and training of teachers is such that they could make a definite contribution to the community by so serving; and
- Whereas the continuance of this restriction would be detrimental to both teachers and community by making this profession less desirable; and
- Whereas teachers are supposed to teach and practise the principle of democracy and democratic citizenship; and
- Whereas thousands of suitably trained people are by this decision barred from the exercise of their full rights as citizens; and
- Whereas all citizens should have a right to expect such service from their teachers, especially at the present time when the need for sound planning is greater than ever before;
- (a) Therefore be it resolved that the British Columbia Teachers' Federation Executive be urged to take immediate action to obtain for teachers in British Columbia the right to hold office on municipal councils, such action to consist of either:
 - (a) co-operation, financial and otherwise, with Mr. I. R. Miller, the teacher involved in the above decision, in making an appeal, or
 - (b) an attempt to secure revision of the British Columbia Municipal Act, or
 - (c) such other steps as the Executive may deem fit;
 - (b) And further be it resolved that the British Columbia Teachers' Federation be urged to interest itself continuously in this matter until such time as a satisfactory conclusion is reached.

Attend the 26th Annual Convention, Hotel Vancouver, April 2-5

9. Submitted by Kamloops City Teachers' Association:

Be it resolved that the British Columbia Teachers' Federation urge the Federal Government to make the legislation which is necessary to establish a Canadian nationality, a Canadian flag, and a Canadian national anthem.

10. Submitted by the Central Mainland District Council:

Whereas Japanese students are charged one scale of fees for the Correspondence School courses provided by the Department of Education; and

Whereas all other children doing the same courses are charged a different scale of fees (considerably lower) for identical instruction; and

Whereas this discrimination is manifested by a Department of Education offering as two of the aims of the Senior High School:

- (1) To provide experiences which will make for tolerant understanding of modern social problems, and of the interests, possessions, privileges, and duties which one citizen shares with another in a democratic society;
- (2) To develop high and just standards of moral value and to develop right habits of action through high ideals of sportsmanship;

Be it resolved that such unfair discrimination in the matter of Correspondence School fees be superseded by a course of action more compatible with the ideals of democracy.

11. Submitted by the Central Mainland District Council:

Whereas Japanese students residents in some school districts are being discriminated against in the matter of school fees; and

Whereas just treatment to minority groups is one of the boasts of democracy;

Be it resolved that Japanese students be accorded the same treatment as all other British Columbia children in the matter of school fees.

12. Submitted by the Central Mainland District Council:

Whereas it is impossible for some school districts to provide for the education of a large influx of Japanese pupils; and

Whereas all children in British Columbia are entitled to such an education;

Be it resolved that the Department of Education assume its full responsibility in such cases by arranging for the education of Japanese students now debarred from some schools or obliged to pay discriminatory fees in others.

13. Submitted by the Central Mainland District Council:

Whereas suitable accommodation for teachers in some school districts is either woefully inadequate or entirely non-existent; and

Whereas such a circumstance is not conducive to the maximum efficiency necessitated by the requirements of the rural school programme;

Be it resolved that (1) teacherages be built in school districts in which the school inspector recommends such action; (2) a part, at least, of the consequent expense be borne by the Department of Education; and (3) any such teacherage meet a minimum set of building standards, to be agreed upon by representatives of the school district concerned and the British Columbia Teachers' Federation.

14. Submitted by the North Kootenay District Teachers' Association:

Whereas the Revelstoke Teachers' Association in recent arbitration proceedings was unable to secure from the Revelstoke School Board permission for its President, who was also Chairman of the Salary Committee, to attend the hearings; and

Whereas from the salary of the teacher presenting the brief was deducted two and one-half day's pay;

GENERAL POLICY—(Continued)

Be it resolved that Clause 3, Article 17 of the Rules and Regulations of the School Law be amended to read "That teachers shall be allowed leave of absence, without loss of pay, when taking part in an Arbitration of Salaries".

15. Submitted by the North Kootenay District Teachers' Association:

Whereas the Revelstoke Teachers' Association upon receiving a recent award by a Board of Arbitration has learned that this Board was precluded from awarding the new salaries of temporary and probationary teachers until September 1, 1945, because of the School Board's legal contention that the salaries of temporary and probationary teachers have been fixed by contract for the current school year; and

Whereas the Revelstoke Teachers' Association considers, that as a matter of fairness, all teachers whether permanent, temporary, or probationary, should benefit by the new schedule at the same time; and

Whereas the Revelstoke Teachers' Association wish to help prevent other teachers who might possibly be denied similar benefits elsewhere at some time because of an incorrectly worded letter of acceptance to an offer of a teaching position;

Therefore be it resolved that through the medium of "The B. C. Teacher" or otherwise, first a caution be given that any teachers accepting temporary or probationary appointments should add the additional clause to their letters of contract that the salary accepted shall be subject to any upward revision if existing schedule is negotiated, and second; that the Executive frame a suitable sample letter for teachers accepting appointments; and thirdly; that students of the Teachers' Training Classes be informed of such a procedure of application.

16. Submitted by the Langley Teachers' Association:

Whereas the existence of labour affiliation for over a year now has had little effect upon most locals of the Federation; and

Whereas local affiliation with Trades and Labour Councils, where geographically possible, has made little headway;

Be it resolved that the locals be more widely informed of our relations with the Trades and Labour Council as well as of general Trades and Labour Congress activity, both through "The B. C. Teacher" and through information bulletins; and

Be it further resolved that the process of affiliation be speeded up.

17. Submitted by the Langley Teachers' Association:

Whereas the provincial minimum schedule accepted by the 1944 Convention has not, as yet, been effected by the Government; and

Whereas much progress has been made on a regional scale in the improvement of salary schedules;

Be it resolved that the campaign for the 1944 minimum provincial schedule be continued, involving both direct representations to the government and co-ordinated publicity drives; and

Be it further resolved that regional trustee-teacher negotiations of the type pursued in the Fraser Valley be carried on concurrently in an effort to improve and equalize schedules within regions.

18. Submitted by the Langley Teachers' Association:

Whereas many municipal school districts have indicated their desire but inability to raise salary schedules to the level called for in accepted British Columbia Teachers' Federation salary policy;

Be it resolved that the provincial government be urged to increase grants to municipal school districts with a view to enabling them to pay the minimum schedules approved by the British Columbia Teachers' Federation.

19. Submitted by the Fraser Valley District Council:

Be it resolved that the Minister of Education be requested to establish by law the following principle:

Wherever a salary schedule may be operative any teacher shall be granted full increments for the time he has spent on active service and for the time spent in military or Department of Pensions and National Health hospitals between his discharge from active service and his initial discharge from such hospital.

20. Submitted by the North Vancouver Teachers' Association:

Whereas the present system of Bible reading is inefficient;

(a) because selections are not consecutive;

(b) because they are incomprehensible, especially to children;

Be it resolved that the British Columbia Teachers' Federation seek to have compulsory Bible reading in the schools discontinued.

21. Submitted by the Comox District Teachers' Association:

Resolved that it be recommended to the Department of Education that, in future, meetings of the Board of Reference be held in camera.

22. Submitted by the Langley Teachers' Association:

Whereas one of the aims of labour affiliation is the enlistment of the support of organized labour for the efforts of teachers to improve their status, and on behalf of educational progress generally;

Be it resolved that the action of our representative to the 1944 Convention of the Trades and Labour Congress in securing the passage of a resolution calling for the setting up of an educational committee of the Trades and Labour Congress of Canada, be heartily endorsed; and

Be it further resolved that efforts be made to secure the organization of similar committees by the district Trades and Labour Councils.

23. Submitted by the Langley Teachers' Association:

Whereas friction and dissension within the staffs of some schools have led to public expressions of disunity among the teachers involved; and

Whereas both the British Columbia Teachers' Federation and the teachers concerned have been considerably embarrassed by the publicity given to these incidents;

Be it resolved that the Code of Ethics Committee urge all British Columbia Teachers' Federation members to consult with the Executive before taking any steps against any other members of the profession; and

Be it further resolved that the Code of Ethics Committee and the provincial executive act speedily in all cases of staff dissension, in an effort to settle differences within the bounds of the profession.

24. Submitted by the Langley Teachers' Association:

Whereas the resolution regarding compulsory membership, passed by the 1944 Convention would give to the British Columbia Teachers' Federation all the advantages of greater control over the members of the profession within the province and none of the disadvantages of governmental legal control of the teachers' organizations so manifest in other provinces of Canada; and

Whereas the effectiveness of the Code of Ethics Committee in maintaining the solidarity of the profession is reduced by the lack of 100% membership; and

Whereas many teachers share in the benefits obtained for them by the Federation without discharging their obligations to it;

Be it resolved that the campaign for the enactment of provincial legislation incorporating the principles of the 1944 resolution on compulsory membership be continued and intensified.

26th Annual Convention, Hotel Vancouver, April 2-5

QUALIFICATION AND CERTIFICATION

25. Submitted by Creston Valley Teachers' Association:

Whereas the British Columbia Teachers' Federation has at present no control over the admission of candidates to the profession;

Be it resolved that the Executive of the British Columbia Teachers' Federation request the Commission to consider the setting-up of a licensing body on which the British Columbia Teachers' Federation would have a fair representation.

26. Submitted by the Maple Ridge Teachers' Association:

Whereas in the construction of any salary schedule the meaning of the term "Specialist" is nowhere uniformly or sufficiently defined; and

Whereas, there are at least two categories of teachers who are now designated as specialists, namely (a) Teachers having full academic standing in addition to their specialist training; and (b) Teachers not having full academic training but who hold certificates as specialists;

Be it resolved that the Executive of the British Columbia Teachers' Federation take up this matter with the Department of Education with the object of having the term "Specialist" adequately defined.

CONSTITUTION

27. Submitted by the Senior Social Studies Section of the Greater Victoria Teachers' Association:

Whereas the sole purpose of the British Columbia Secondary Teachers' Association has come to be the organization of subject sections and subject section meetings for the Easter Convention; and

Whereas such subject sections are no longer merely secondary school subject sessions;

Be it resolved that the British Columbia Secondary Teachers' Association be dissolved and that adequate machinery for the formation of subject sections be set up and operated directly through the British Columbia Teachers' Federation.

28. Submitted by Central Mainland District Council:

Whereas many teachers would find it much easier to pay the British Columbia Teachers' Federation fees by instalments rather than in a lump sum; and

Whereas such a plan would tend to increase British Columbia Teachers' Federation membership (and therefore, British Columbia Teachers' Federation finances);

(a) Be it resolved that the Membership Committee investigate the possibility of having Boards of School Trustees, where so requested by the teacher, deduct 1/200 of the teacher's salary each month and forward it to the British Columbia Teachers' Federation. In the case of rural teachers who receive a cheque from the Department of Education that the Department be requested to do this;

(b) And further be it resolved that the Constitution of the British Columbia Teachers' Federation be so amended that teachers paying their fees in this manner be considered as fully paid-up members.

29. Submitted by the Maple Ridge Teachers' Association:

Whereas the British Columbia Teachers' Federation is presently organized under "The Societies Act" and therefore is unlikely ever to achieve 100% membership of British Columbia teachers; and

Whereas under the present system the British Columbia Teachers' Federation does not have disciplinary power over its members;

Be it resolved that the executive of the British Columbia Teachers'

Federation investigate (a) The desirability of disorganizing under "The Societies Act" and reorganizing under "The Professional Organizations Act"; or (b) The desirability of forming a "Teachers' Union Act", in order to improve the position of the Federation in the above-mentioned respects.

30. Submitted by the Powell River and District Teachers' Association:
Resolved that the Powell River and District Teachers' Association be granted direct representation on the British Columbia Teachers' Federation Executive.

MISCELLANEOUS

31. Submitted by West Kootenay and Boundary Teachers' Association:
Be it resolved that in ungraded schools, beginners be not admitted until the second week of the term when other classes will have been organized, in order that the teacher may concentrate on making the first school days of the beginner a pleasure instead of a bore.
32. Submitted by West Kootenay and Boundary Teachers' Association:
Be it resolved that this Convention recommend that expenditures by school boards for Physical Education equipment be set at a minimum of \$1.00 per pupil per school year.
33. Submitted by West Kootenay and Boundary Teachers' Association:
Be it resolved that, in the best interests of the teaching of music in the schools of British Columbia, an annual conference (or conferences) of music teachers be held for the purpose of discussing and determining the best system or systems of teaching music in the schools of British Columbia; said conference(s) to be held in convenient geographic centres.
34. Submitted by West Kootenay and Boundary Teachers' Association:
Be it resolved that every cadet be supplied with summer fatigue clothing including a helmet and trousers.
35. Submitted by West Kootenay and Boundary Teachers' Association:
Whereas there is no Assistant Cadet Instructor from Cadet Headquarters posted in this area;
Be it resolved that one be appointed immediately to be stationed in the West Kootenay District.
36. Submitted by West Kootenay and Boundary Teachers' Association:
Be it resolved that Cadet Instructors be paid for their cadet work prior to the termination of the school year during which the work was done.
37. Submitted by West Kootenay and Boundary Teachers' Association:
Whereas the discipline of the Cadet Summer Camp is of a low order; and
Whereas this tends to lower standards of discipline in the Cadet Corps generally;
(a) Be it resolved that the District Cadet Officer be requested to take steps to improve the discipline at Cadet Camps; and
(b) Be it further resolved that a copy of this resolution be sent to the G.O.C. in C. Pacific Command.
38. Submitted by Central Mainland District Council:
Whereas it is considered advisable to have in each school some place where the teacher may have some privacy and where children taken ill may have necessary attention away from the rest of the pupils;
Be it resolved that in planning new schools such a room be incorporated in the plans, and that where possible in existing school premises such a room be provided.
39. Submitted by the Ladysmith-Chemainus District Teachers' Association:
Whereas the average parent is not acquainted with his child's scholastic ability; and
Whereas the present report fails to give a true picture of the child's progress in regard to the rest of the class; and

MISCELLANEOUS—(Continued)

Whereas Elementary School reports have no space for specific comments;

Be it resolved that reports to parents be revised.

- 40. Submitted by the Langley Teachers' Association:

Whereas there has been no change in the report cards in use in British Columbia public schools since the 1944 Annual Convention;

Be it resolved that efforts be continued to obtain the issuance of a report card by the Department that will call for the use of letter grades based upon percentages.

- 41. Submitted by the North Central District Council:

Whereas in small districts the library facilities in elementary and high schools are inadequate; and

Whereas the pooling of school library collections is recognized as practicable;

Be it resolved that the North Central District Council of the British Columbia Teachers' Federation recommend to the Department of Education that co-operative library pools be organized under Provincial library administration, in consultation with members of the teaching profession in the districts concerned.

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BETWEEN THE BOOKENDS

Books for review and correspondence bearing upon book reviews should be addressed to MR. P. J. KITLEY, 4177 West 14th Ave., Vancouver, B. C.

TEACHING, by A. Gordon Melvin, College of the City of New York; John Day Co., N. Y.; pp. 270.

Here is a book that should be read carefully by all teachers who are more than five years out of Normal School. Subtitled "A Basic Text in Education", it will be found refreshingly invigorating and stimulating by all teachers broad-minded enough to learn from a philosophy of education not altogether native to this province.

Let us say at the outset that Mr. Melvin is a Progressivist, or as he would choose to say, an "organic" teacher. This does not mean, however, that followers of another school of thought may ignore what he has to say. Indeed, to quote his own words in one section of the book: "Even commonplace horse-and-buggy teaching, in a thousand classrooms in schools that will not change, would be bettered if ordinary instruction followed the plan set forth here for the securing of organized knowledge."

The book presents the elements of teaching as a logical development, touching frequently on the need for a personal philosophy and concluding with an outline of the author's own philosophy. The style is friendly, and abundant practical references enliven the pages. A most complete survey is given of some problems, as for example in the provocative section dealing with curriculum building.

The reviewer is sorely tempted by a book of this sort to head off into an educational essay of his own. For instance, it is obvious that Mr. Melvin has no deep respect for Dr. Dewey, an attitude which prompts us to say that we ourselves have for some years had a suppressed feeling that Dr. Dewey's halo sits altogether too securely.

Then there is the chapter which deals devastatingly with such handy expressions as "interest", "intelligence", "integration" and "project". Speaking of "the unit", the author says: "The word simply means 'one'. A unit of what?—that's the question. Let us have no more

of units. We might as well have pairs or dozens". When the reader turns smilingly to "The Unit of Work", he finds this: "Even more pernicious is the term, 'Unit of Work'. . . . It is actually being used to describe a cut and dried formula for artificially stimulated activity".

A worthy book to get your pedagogical teeth into, this. And if you are not above teachers' discussion groups, you'll have a lively programme the day you decide to spend time kicking these ideas around! —P. J. K.

BALLADS and Narrative Poems, edited by T. W. Moles, B.A., B.Sc., Canadian edition with notes and additional poems edited by W. F. Lanford, M.A.; Longmans, Green and Company, Toronto, 1944; pp. 182; no price given.

This small anthology which is offered by the publishers for a class text or reference book contains a number of poems which are not included in the anthology at present used in Grade IX. Such selections as "King John and the Abbot of Canterbury", Thomas Love Peacock's "The Priest and the Mulberry-tree", Walter De La Mare's "Goliath" and "Three Jolly Farmers" as well as standard anthology selections such as "The Wonderful One Hoss Shay", Macaulay's "Defence of the Bridge", "The Pied Piper of Hamelin" provide a variety of material for supplementary reading which might not be easily available in small libraries.—S. W.

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by

DR. W. E. BLATZ

Director of the Institute for Child
Study, University of Toronto

\$2.50

Dr. Blatz is now internationally famous for his work in the field of child study and especially for his recent contribution to the organization of emergency wartime nurseries in Britain. In this brilliant book he poses many important questions and seeks intelligent solutions: What is this child going to be? What specific traits would I like to see in him as he grows up? How can I arrange for these results? Among the topics included, teachers will find of particular interest the discussion of the philosophy behind the setting up of a formal system of education. The nursery school is shown to be, not a luxury, but a necessity. A list of children's books used at the Toronto Nursery School and a detailed programme of its activities are included.

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THE *Friend of Little Children*; Grade I; price \$.55; pp. 107. *Stories of God and Jesus*; Grade II; price \$.60; pp. 150; Ryerson Press, Toronto; 1944.

To the teacher in the classroom or the church-school, or the mother of young children, these two little books should be a boon. These teachers' guides are the first of a series prepared by an English interdenominational committee for use in the schools of Great Britain. They have been revised by a Canadian interdenominational board assisted by a group of teachers for use in the schools of Ontario where a well-planned programme of religious training is established. Many teachers in the primary grades of British Columbia schools must feel the need of making the truths set forth in the daily Bible readings a part of the day's school and home activities. These books offer, without dogma or religiosity, activity programmes that would interest any child, and develop the qualities of wonder, appreciation, reverence and service which are the heart of true religion.

Each book contains thirty-two lessons, each introduced with a Bible reading (many of them the same as our British Columbia Bible readings). This is followed by "The Children's Story" which interprets and retells with delightful literary skill the Bible reading in terms of the child's understanding and of the world in which he lives. Many nature stories, and modern stories of interest are also used. Practical handwork suggestions, suitable memory gems, and simple and beautiful prayers for children, form a part of each lesson. Background notes for the adult are brief, interesting and scholarly.

To all who are interested in training children in happy, reverent, responsive attitudes towards whatsoever things are pure, lovely and of good report these books, as well as others in the series in courses of preparation, should fill a long-felt want.—J. C. R.

Jesus and His Friends, Grade 3; pp. 161; \$.60.

This third book in the series received since the above was written, continues to uphold the high standards set in the preceding volumes. As the title indicates, the subject matter is largely New Testament, but such stories as the Building of the Temple, and Joseph, are brought in as "stories told to Jesus".—P. J. K.

26th Annual Convention,
April 2-5, Hotel Vancouver

LIVING In Canada, by Margaret Josephine Vant, M.A., and Gladys Robertson; Ryerson; pp. 157; \$75.

Are your Grade 5 and 6 classes looking for a good geography book on Canada? Here is the answer.

The first chapter gives helpful suggestions for launching a new Social Studies Unit. Following this, every phase of living in Canada is covered—farming, mining, logging, trapping, fishing, manufacturing, and various civic jobs as well as our various forms of communication and travel.

Each of these modes of living is illustrated and certain phases developed. For example, in manufacturing a discussion arises on various wood products such as rayon. The book also describes the process of drying eggs to prepare them for shipment overseas. An interesting approach to the fishing industry is made through a survey of its history from the time of John Cabot.

Near the end of the book is a chapter on citizenship and government. The executive of the Junior Red Cross is used to illustrate institutional executives and the Civic, Provincial and Dominion Governments of Canada. The relation of Canada to the Commonwealth is also suggested.

The book concludes with an aeroplane trip from Eastern to Western Canada pointing out physical and economical features on the way.

Each chapter closes with suggestions for further study and activity. There are also useful reference lists throughout the book. Its content will make it an asset to any class library and its friendly style ensures that children will need no invitation to read it.

FOUR Good Plays to Read and Act, edited by Herman Voaden; Longmans, Green & Co., Toronto; pp. 297.

Here is variety sufficient for most tastes—William Saroyan's "My Heart's in the Highlands", Noel Coward's "Cavalcade", Helen Jerome's well known dramatization of Jane Austen's "Pride and Prejudice", and Archibald MacLeish's "The Fall of the City".

Together with these are interesting notes in a chatty vein about the plays and the authors. The book is not dulled by a plethora of notes and explanations.

"The Fall of the City" should prove a stimulating contrast to the more traditional type of play which the course of study offers.—P. L. K.



NEW BOOKS

This Is Canada

Edited by Donald Buchanan.

This book of photographs is a wonderful supplement to other books used in Social Studies classes. The way we work, how we live, our social institutions, the landscape and industries of the Dominion are here shown in sixty excellent photographs which are accompanied by explanatory notes. Introduction by Morley Callaghan. \$2.00.

An Introduction To Tests and Testing

By M. B. Marshall, Acadia University, N.S. This is for the average teacher who is not skilled in testing but wants to know what it is all about and how to do it. Chapters are: Achievement Tests, Diagnostic Tests, Aptitude Tests, Intelligence Tests, Measures of Other Aspects of Personality, Practical Considerations in Testing. \$1.50.

The Girl's Place In Life

Edited by J. Frank Faust. This is a commonsense description of occupations open to girls. It gives, for each occupation, the nature and scope of the work, qualifications, openings, income, opportunities for advancement and for service. Cloth, \$2.25; paper, \$1.95.

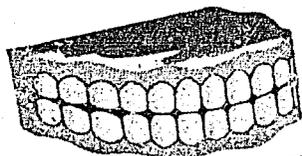
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**BRIEF OF THE B. C. TEACHERS' FEDERATION TO THE
COMMISSION OF INQUIRY INTO EDUCATIONAL FINANCE**



PREAMBLE

The British Columbia Teachers' Federation is highly gratified by the action of the Government of British Columbia in appointing a Commissioner empowered to study all phases of the financing of public education in the Province, with special reference to the incidence of taxes for education, and to make recommendations for such reform in the existing system of educational finance as the results of the study may dictate. We welcome with enthusiasm this opportunity to present the views of the Federation before the Commissioner. Realizing that many organizations wish to make representations to the Commissioner and that the field of study is very wide, we are deliberately making our representations as brief and to the point as possible.

This presentation is divided into two parts. Part I. deals with two major considerations in connection with the educational finance of the Province, namely, (1) its degree of adequacy, and (2) the incidence with which it falls upon the tax-payer. Part II. deals with certain concomitant educational problems which materially affect the total cost of education.

PART ONE

FINANCING EDUCATION

While the responsibility for providing adequate educational opportunities for all the children of all the people constitutionally and morally falls upon the Provincial Government, it seems to us that the delegation to school districts of a portion of this responsibility in respect to both administration and financing is both sound and wise.

There is probably no community activity which touches so many so closely as the education of the children of the community. Consequently, there is no field in which the interest of the people is more general and in which the desire for participation in planning and administration is more keen. The field of education, then, provides one of our very best laboratories for the development of improved Democracy. It is a common axiom in education that the individual learns by doing. Effective democracy is one of the avowed end-products of our system of education.

In the control and management of education the citizens should be given every opportunity to participate and to gain experience and efficiency in Public Service. The B.C.T.F., while recognizing the place and importance of educational experts, is firmly convinced that direct local democratic control in education should be conserved and refined.

When we say local, we refer to areas of such size and homogeneity, in economic, social, and cultural matters, that can form an effective school district. We wish to go on record as definitely opposed to the continuance of many of the small illogical and impracticable school districts which are our heritage from the 19th century traditions of New England and Ontario. These districts have long proved their inefficiency and have constituted an unwarranted drain upon the Provincial Treasury for the purpose of merely keeping them alive. We strongly urge that the various provisions now contained in the Schools Act for the creation of united and/or consolidated school districts and educational areas be implemented by the Council of Public Instruction in the immediate future. Some progress has already been made in this direction but on the whole it has been depressingly slow as compared with Alberta, New Brunswick, Nova Scotia and Ontario. (See "Trends in Education, 1944", C.N.E.A.)

Experience has shown that initiative in forming large districts must come from the Department of Education. Parochial-

ism, jealousies, and unwarranted suspicions on the part of existing small districts stand in the way of progress. It is worth recalling that when the Alberta Government decided this matter for the people, temporary resentment was rapidly transformed into approval because of the benefits which soon became apparent. This is obvious from the continued and increasing support which has been accorded to the Government which effected so radical a reform.

Should the Government not wish to take action on its own initiative in the matter of establishing larger units of administration, their formation could be encouraged effectively by the provision of a special grant available only to the areas forming an approved union or consolidation. A plan of this kind has been adopted in Ontario.

**AN APPROPRIATE MEASURE OF LOCAL CONTROL OF
EDUCATION SHOULD BE PARALLELED BY AN
APPROPRIATE MEASURE OF FINANCIAL
RESPONSIBILITY**

If the School Districts are to exercise a substantial measure of control in education it is obvious that they must accept an appropriate share of the financial obligations involved in carrying out the educational programme. We believe that it would be quite unsound for the districts to exercise control without a parallel financial responsibility. Without this, unwise spending would be sure to result. Roughly speaking, we can divide our educational costs into three sections: (a) The cost of teachers' salaries, (b) General operating costs exclusive of teachers' salaries, (c) The cost of buildings and equipment. We believe that the districts should accept a uniform but moderate share of the cost of teachers' salaries, while the Provincial Government should pay all salary costs in excess of this fixed amount in accordance with provincially adopted minimum salary scales. A statement of the minimum salary scales for which the Federation stands is contained in Part II. The districts should bear the full costs of other general operating expenses except for the statutory assistance now forthcoming for conveyance, library, etc.

Buildings and equipment should continue to be the property of the districts and should be paid for on a percentage basis by District and Department.

One of the most serious defects in our present system of Educational taxation is its inequality of incidence. This is the essence of the complaint of the owners of real property. Many adults in school districts both urban and rural pay nothing in direct taxation toward the support of the schools and very little,

if any, indirectly. Often these people are receiving large benefits in the form of educational services rendered to their children. The Federation takes the stand that this inequality in bearing educational costs can be and should be remedied. We feel that all the parents of all the children, and all adults who are financially capable, should contribute directly to the local educational funds.

In the rural areas especially, real property constitutes probably the most workable basis for taxation for those who are property owners. It is often argued that income should be the basis of such taxation. Theoretically, this may be sound but the difficulties in ascertaining the real income of most of our rural dwellers is so great that an income basis for school taxation in rural areas seems impracticable. Subsection 3 of Section 63 and Clauses (a) and (b) of subsection 1-14 of Section 122 of the Schools Act provide machinery for taxing for school purposes those adults who do not own real property in the School District. Unfortunately, these provisions of the Act have been largely ignored by the councils of municipalities and the qualified voters of the rural School Districts. One important reason for this is our ineffective organization of School Districts. With the larger school districts and educational areas which have already been referred to, these provisions could be implemented with a marked equalizing effect. We think it important that a redistribution of educational costs should equalize the burden as between the owners and non-owners of real property within the district as well as between the district and the Provincial Government.

DISTRICTS' SHARE NOW TOO GREAT

Taking the Province as a whole School Districts assume approximately 65% of the cost of education while the Provincial Treasury bears approximately 35%. This distribution already imposes too heavy a burden on the School Districts and, in view of the fact that the progress and security of the state demand greatly improved educational facilities for both our youth and adults, it is obvious that the Province must bear a greater percentage of educational costs, otherwise the intensified overburdening of real property will undermine the prosperity of the Province while at the same time few districts will be able to afford the standard of education which is essential not only for the happiness and success of the individual but also for the preservation of Canada's place among the nations.

In this connection it is worthy of note that the Premier of the Province of Ontario has recently announced that in future his Government will pay 50% of the cost of education in that Province. In impoverished Britain, as has been already noted, the New Education Bill calls for a greatly increased national expenditure on education.

GLARING INEQUALITIES IN PRESENT MILL RATES

Another aspect of our present system of educational finance must not be overlooked. This is the glaring inequality of the mill rates required to raise the amounts for which the districts are responsible. The existence of this inequality has long been recognized and various attempts have been made to ameliorate it but the problem is still acute. In a typical geographic area the school mill rates of the rural districts for the current year vary from 1.5 to 24.2, while the city mill rates for the whole Province vary from 11.5 to 34.8, and in the District municipalities from 8.5 to 22.5. Many of the worst of these inequalities can be removed by the creation of more appropriate school districts. Many others can be removed only by a redistribution of the costs between the districts and the Provincial Treasury. We suggest the following as a basis for the distribution of costs between the districts and the Provincial Government.

A PLAN FOR STANDARDIZING THE MILL RATE ACCORDING TO THE TYPE OF SCHOOL DISTRICT

In Appendix (A) a submission is made to show that it is possible to set a minimum standard for the district's share of teachers' salaries at 3 mills for rural areas and district municipalities and at 5 mills for all but the large cities of the Province. At the same time it can be shown that operating expenses apart from salaries and debt can be calculated and averaged for similar areas. There are four suggested areas in this plan:

- (a) The less wealthy rural districts which appear to fall into the pattern of 3 mills for salaries and 3 mills for other expenses apart from salary and debt. This makes a total of 6 mills for these areas.
- (b) The more wealthy rural districts and the district municipalities appear to fall into the pattern of 3 mills for salaries and 5 mills for other expenses apart from salary and debt. This makes a total of 8 mills for these areas.
- (c) The city municipalities, exclusive of big cities, which would fall into the pattern of 5 mills for salaries and 6 mills for other expenses apart from salaries and debt charges. This makes a total of approximately 11 to 13 mills.
- (d) The large cities, viz., Greater Vancouver, Greater Victoria, and New Westminster, for which no plan is offered herein.

2. Under our plan the districts' minimum share of salary costs would be standardized at 3 or 5 mills, calculated on the assessed

land values, and 50% of the assessed value of improvements (less statutory exemptions). The Government would pay all salary costs, based on Provincial minimum scales, in excess of the amounts raised by the standardized mill-rate. In cases where salaries higher than the Provincial minimum scales are paid, the school districts and the Provincial Government would share the additional amount on a percentage basis.

3. The Government would continue to make statutory grants in respect to conveyance, building, libraries, equipment, etc. In regard to libraries and equipment, especially, these grants should be increased to enable all school districts to meet prescribed minimum standards.

4. General operating expenses, except salaries, could be borne by the district.

5. It is suggested, too, that rural school districts be relieved of the Provincial Assessor's Costs.

6. In deriving this plan, we have grouped together existing school districts according to their suitability for inclusion in larger school areas.

NEW SOURCES OF REVENUE FOR FINANCING EDUCATION

We quite realize that the main obstacle toward a revision of educational finance in the past has been the concern of the Provincial Government as to what new sources of revenue it could draw upon if more money for education were to be paid out of consolidated revenue.

In this connection we should like to point out that at the present time there are large industrial holdings in the Province (e.g. Fraser Mills) which are located just outside any school district. At the same time the children of the workmen employed in such concerns attend schools in the neighbouring district and toward their education the industrial property pays no taxes. We would suggest that such property be assessed on the same basis as property in the adjoining school district but that such taxes be paid directly to the Provincial Government.

Further, many persons, including many who have children attending school, are escaping all direct taxation for the support of education. Surely it would not be difficult to devise ways and means to require such persons to make an appropriate contribution toward funds for education.

If it is decided to exempt agricultural land from all local educational taxation we would suggest that the Provincial Government collect taxes on such land on the basis of a small uniform mill rate. There is no doubt that the existence of schools

does increase to a considerable extent the value of agricultural land and for that reason it seems only just that farmers should pay some share of the costs of maintaining those schools.

Previous studies of the matter of educational finance have recommended the income tax as the most equitable method of paying for education. In this recommendation we concur and would urge that after the war the Provincial Government use this method of replenishing its consolidated revenues by the additional amounts expended on education. We firmly believe, however, that during the war the big surpluses which have been the boast of this province for many years now are more than sufficient to take care of any increased costs and should be used for this purpose.

A sound revision of educational finance must take cognizance of the fact that total public expenditures on education have been inadequate.

It is our main thesis that it is not sufficient merely for the Commission to investigate the costs of the present system of education. Any revision on this basis would be simply one of a redistribution of costs as between provincial and municipal authorities, whereas recognition should be made of the fact that the present system of financing education has been restrictive to the point of impeding educational advance. It is our earnest hope that the Commission will agree with us on this main point and will in its report make recommendations designed to remove these restrictions.

PART TWO

MINIMUM EDUCATIONAL STANDARDS

We earnestly feel that the present educational system of British Columbia has decided merit and has many advantages over other educational systems in Canada. The present Public Schools Act requires little alteration, and the courses of study are sufficiently flexible to be made adaptable to changing conditions. It has been our experience, however, that the teachers of this Province are being prevented from carrying out the prescribed theories and practices partly because of the severe limitations caused by the present methods of financing the operations of our schools, and partly because minimum standards of education have not to any extent been prescribed.

The Provincial Government in delegating its educational responsibilities in large measure to the School Boards of the various School Districts has not sufficiently provided that all such districts would meet the defensible standards of educational efficiency. Thus it prevails that a child's educational opportunities and his future depend very largely upon the place of residence of his parents during the years of his youth. If this place should be Vancouver he will have full and wider opportunities for his utmost development, along whatever lines he may desire, even including readily available university education. If, on the other hand, this place should be any one of the many remote rural school districts in British Columbia, he will be lucky if he secures the opportunity for even the minimum essentials of a rudimentary education. Even if the place be one of the more thickly populated municipalities or cities of the province, his opportunities will still fall short of those to which he is justly entitled, for there is no definite connection between the size of the population and educational progress. Such a condition can in no way be justified.

The jurisdiction for education is Provincial, therefore education should be on a Provincial and a District basis. The Province has the same obligation for one child as for another. They are all children of British Columbia and British Columbia must assume responsibility for all of its children. The fact that it has delegated some of these responsibilities to School Boards and School Districts does not relieve the Government of its responsibility to all children, irrespective of school districts. Surely it follows constitutionally and legally that if any school district does not, or cannot, provide adequate educational facilities for

the children of such district, it is the bounden duty of the Province itself to see to it that such facilities are provided, either through itself or its delegated body, the School Board, or directly, by the Government.

In Part One of our brief we have suggested a plan whereby all school districts would be guaranteed sufficient revenues to enable them to implement reasonably well a good programme of education. The responsibility of the Provincial Government for education does not end with the provision of sufficient grants, however. There remains the problem of insuring that educational efficiency will be at a defensibly high level in every district. The Provincial Government should see to it that adequate educational facilities are provided by every school district and we suggest that this be done through the prescription of minimum standards in respect to all phases of school operation.

In order to provide equal opportunity for all our youth it is essential that minimum defensible standards of facilities, equipment, and personnel be set forth as a basis of determining costs. It is necessary to point out here that there is a danger of minimum standards becoming maximum standards; therefore, means must be provided whereby these minimum standards can and will be exceeded. For example, we recommend a basic minimum salary schedule on a compulsory basis, but additional finances must be forthcoming to provide an extension to what is in practice in many areas at the present time. Any system which tends to level off, or which tends to pull the highest down to average, creates a vicious cycle in which the average soon decreases to the minimum. For this reason, safeguards must be established to provide for extension beyond the minimum and financial encouragement must enable local initiative to exceed the minimum. In other words, there should be a premium placed on local initiative designed to secure the maximum educational efficiency.

SALARIES

Salaries have been kept so low that many of our best teachers have left the profession and students of high calibre have been discouraged from entering it with the result that too often good work being done by good teachers in one year is being undone the next by mediocre teaching. Inequalities of salaries in rural and district municipality school districts have been so great that there has been heavy annual turn-over of teachers in these areas that has prevented long range planning and has made it almost impossible for principals who remain to build an effective school organization and school spirit. The present gross discrimination between teachers in different school districts must cease. There is great dissatisfaction among the many teachers of the Province whose salaries are unfair, unreasonable and

totally inadequate. They see their colleagues in neighbouring districts receiving much higher pay, although their work is equivalent and their qualifications and experience identical. They see their neighbours assured of future financial security through operation of a salary scale while their own future is uncertain. They see a cost of living bonus paid in other school districts while they receive none. They know that, because of their low salary, their annuity pension will be lower than that of other teachers. Moreover, it is the same teacher who is discriminated against in all four ways:

1. He teaches in a poor district; he therefore receives a minimum starting salary.
2. He gets no annual increment in salary, because the present minimum salary schedule in rural areas is so low that he starts above the maximum provided. The maximum provided by the basic salary schedule is below the salary being paid because the law of supply and demand has forced the minimum salary beyond the compulsory maximum in rural areas.
3. He get no cost of living bonus.
4. He receives a smaller retiring pension, because of the regulation by which one part of his pension is based on salary deductions. For a man who receives a salary of \$1,200.00 and who pays a minimum of approximately 4% the pension is very small. Even if he wanted to do so it would almost be impossible financially to increase his contribution sufficiently to provide an adequate pension. This is particularly true of older men because of the rapid increase in rates according to age.

The logical results of this haphazard salary situation are obvious. We have a body of worried, dissatisfied teachers. We have a direct negation of that principle of justice in which we in Canada take such pride. We have a constant stream of teachers moving from district to district in search of security, with consequent disruption and inefficiency in the school programme. Above all, we have a situation in which only inexperienced teachers are available for the ungraded rural schools, where experience in organization is most essential, and where the assistance of experienced colleagues is not to be had. As a result of the deplorable situation, we have been faced with a steady stream of people leaving the profession for other jobs. We have too few recruits now in training. We cannot expect to attract to the teaching profession young people of the highest scholarship. There is an acute shortage of qualified teachers. A number of rural schools have been closed for lack of teachers. A larger number are shortstaffed. This situation is a logical result of past policy, and it will not improve fundamentally until the present

basis of paying teacher salaries is revised. There is one, and only one, way to meet and solve the problem of training and of supply of teachers in British Columbia. All teachers must be assured of a decent, adequate living. Teachers' remuneration must be commensurate with their training and experience. Teachers, in common with other people, should be able to look forward to a future financially secure. The establishment of a minimum provincial salary schedule will go far toward meeting this problem.

Before stating an opinion as to what this minimum provincial salary schedule should be, we wish to dispel a quite common illusion that the salaries of British Columbia are quite high enough in relation to those paid in other provinces of the Dominion.

It is true that the average salary of teachers in British Columbia is higher than that of any other province but there are many factors influencing this situation. The average wages paid in industry are also higher in B. C. than in any other province. The average industrial wage in B. C. is approximately \$1400, which is 2½ times that of an eastern province. The same is true in industrial and professional salaries which also are higher in B. C. Teachers' salaries must be compared only in relation to other wages and salaries in the same locality. At the present time the average salary of teachers is below that of unskilled and semi-skilled labourers. Even in the city of Vancouver it has been demonstrated that many teachers with high qualifications are receiving less than unskilled workers.

Any comparison of salaries of teachers in British Columbia with those paid in other provinces must take into consideration the following correlative factors:

- (a) percentages of men and women
- (b) percentages of teachers with academic qualifications
- (c) experience and tenure of teachers
- (d) percentage of pupils in secondary schools

In all these particulars, as shown in tables below, British Columbia leads Canada; and certainly these factors must be considered to have a direct bearing on salaries paid.

Percentage Male Teachers	Percentage of Pupils Taking Secondary Education
Prince Edward Island 11%	P.E.I. 15 %
New Brunswick 9	N.S. 14
Manitoba 21	N.B. 15
Ontario 22	Ont. 18.2
British Columbia 29	Man. 17
	Sask. 18
	Alta. 19
	B. C. 23

Percentage of Teachers who are University Graduates		Median Experience in Years	
P.E.I.	2.3%	P.E.I.	5.6 Yrs.
N.S.	14.8	N.S.	6.1
N.B.	8.6	N.B.	7.1
Ont.	17.2	Ont. (not recorded)	
Man.	18.8	Man.	10.3
Sask.	9.4	Sask.	6.0
Alta.	12.0	Alta.	8.0
B. C.	32.9	B. C.	12.2

Great inequality of treatment as far as salaries are concerned exist in this province in two specific ways:

- (a) the median salary in areas differs greatly as is shown by the Dominion Bureau of Statistics report, 1943:

Rural schools (one room)	\$ 895
Rural schools (more than one room) ...	1137
Municipal schools	1352
City schools	1795

- (b) Except where salary schedules are in operation the experienced teacher receives little more and often less than the inexperienced teacher. The following table shows the lack of recognition of experience in rural areas:

Experience of Rural Teachers Receiving a Salary of \$1200

Years of Experience	Number of Teachers
1	43
2	15
3	9
4	20
5	8
6	3
7	8
8	8
9	4
10 and over	40

In order to overcome these injustices and inequalities we recommend:

- (1) That there be established a basic minimum salary schedule as the lowest possible standard of remuneration to be paid to B.C. teachers.

- (2) That this minimum schedule be based on the one as adopted by the 1944 Annual General Meeting of the B.C.T.F. as follows:

Year	3rd Class Certificates Permits	2nd Class Certificates	1st Class Certificates	Academic Certificates
1	\$1200	\$1200	\$1200	\$1500
2		1300	1300	1600
3		1400	1400	1700
4		1500	1500	1800
5		1600	1600	1900
6		1660	1660	1960
7		1720	1720	2020
8			1780	2080
9			1840	2140
10			1900	2200
11		Elementary	1950	2250
12		Specialist	2000	2300
13			2050	2350
14			2100	2400
15				2450
16				2500

The basic schedule above for teachers with permanent first class certificates provides an average annual salary of \$1654 for those who continue teaching for 12 years; \$1743 for those who remain for 15 years; and \$1845 for those who remain for 20 years.

The basic schedule for those with academic qualifications provides an average annual salary of \$1954 for those who continue teaching for 12 years; \$2036 for 15 years; \$2152 for 20 years.

The average salary paid in British Columbia in 1943 was \$1407. The adoption of the minimum schedule recommended would increase the average salary to \$1759, based on the average tenure figure of 12 years. In view of the minimum of \$1500 annual income recommended for Canada by other organizations, this recommendation is not unreasonable. The adoption of this schedule would provide for a mere equitable distribution of salary costs among teachers with varying length of experience and an incentive to teachers to improve their academic qualifications.

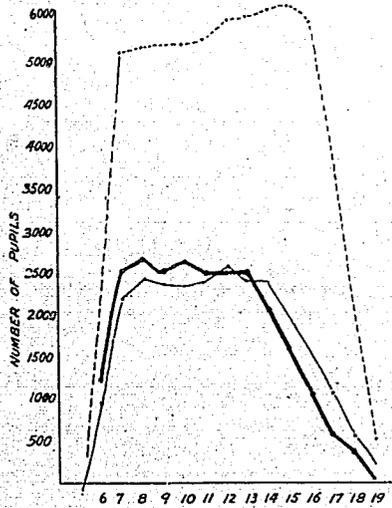
- (3) That the minimum academic salary schedule apply to holders of Shop Teachers and other Specialists Certificates that are recognized by the Department of Education as being the equivalent of an Academic certificate.
- (4) That recognition of experience and qualification be estab-

lished in such a way that teachers are not in a disadvantageous position every time they move from one area to another.

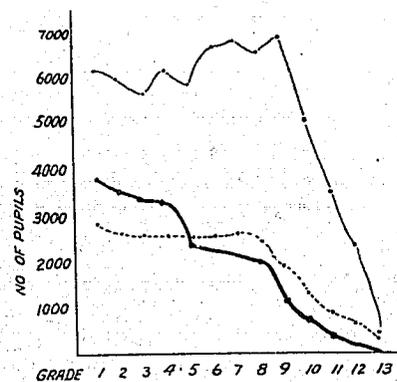
- (5) That provincial grants towards teachers' salaries be on a basis by which local boards will not profit by engaging inexperienced teachers; nor be penalized for engaging experienced teachers. At the present time the fixed grants per teacher encourage boards to employ inexperienced teachers at as low a salary as possible.
- (6) That sufficient provincial grants be provided to enable local boards who pay salaries in excess of the basic salary schedule to continue to do so.
- (7) That should our suggested salary schedule be not acceptable, the Commission undertake to recommend one of its own, taking into consideration the factors involved in schedule making as outlined in Appendix B attached.

NUMBER OF PUPILS ATTENDING SCHOOL

The following graphs show the rapid decrease in the number of pupils attending school beyond Grade V and beyond age 13. The figures from the Public Schools Report 1938 were used because later figures would give an abnormal decrease because of war conditions. From Dominion statistics it is shown that there are approximately 10,000 pupils of each age group in



AGE ATTENDANCE—1938.
 — Rural
 — Municipal
 - - - City



GRADE ATTENDANCE—1938.
 - - - Municipal
 — Rural
 — City

British Columbia. If all pupils from age 5 to 18 years were at school the enrolment would be approximately 140,000. Approximately 120,000 children were at school in 1938 which means that 20,000 pupils must have been without adequate educational facilities. Because of transportation difficulties, etc., many pupils do not attend school until age 7 and a great many leave school in Grade 5 in the rural areas, in Grade 8 in Municipal areas, and Grade 9 in cities. There must be instituted new types of schools, more diversified curricula, and part-time education in order that these young Canadians may have an opportunity to further their education.

SIZE OF CLASSES

The narrow concept of education based on the impartation of skills and the acquisition of facts has long been abandoned and teachers have become imbued with the philosophy that it is their concern to educate the whole child. Our programme of studies is based on the philosophy that in educating children we should be concerned with the development of the total personality and provision for individual differences looms large in the plan of school organization.

How this modern philosophy is to be made to work in practice is beyond the understanding of many teachers who at the present time enrol classes of from forty to fifty pupils. They find that either they have to resign themselves to classroom confusion or become martinetts in an effort to create a condition of "order."

There is a widespread feeling that the Department of Education should stop trying to make an idealistic programme fit impractical conditions or else change those conditions in order to meet the needs of the prescribed programme. The teachers, believing that the present programme is in theory sound, would much prefer to have the latter course adopted.

It is for this reason that we argue the size of classes should be materially reduced. We feel that no instructional class should contain more than 30 pupils, that no primary class (Grades I, II or III) should exceed 25 pupils, that no Industrial Arts class (Grades VII and VIII) should exceed 25 pupils and that no Industrial Arts class (Grades IX to XII) should exceed 20 pupils.

If this reduction is to be accomplished the present ratio for grant purposes of 40 pupils to one teacher should be done away with and in its place a simple ruling as to the maximum size of class inserted in the "Schools Act." The mere changing the ratio to 30:1 would not suffice because, as at the present time, in junior high schools especially, classes taking constant subjects would have to be abnormally large in order to compensate for small classes taking optional classes. In this connection a ruling

might have to be made in respect to the number of students necessary before an optional course could be offered.

Should the Commission consider it advisable to retain a teacher-pupil ratio, we recommend that in determining the number of teachers toward whose salaries grants will be paid, principals and teachers of home economics, industrial arts, and guidance should count not more than one-half.

In effect, at the present time in urban elementary schools, in a great many cases, the minimum size of class is 40.

At every Annual General Meeting of the Federation for the past four or five years a resolution urging a reduction in the size of classes has been passed. The Department of Education has expressed itself as being in favour of such a move but has replied that such reduction would have to await the end of the war because of the present shortage of teachers. We consider that this proposal can be now seriously considered inasmuch as the war is in its final stages.

SCHOOL EQUIPMENT

Too often teachers are prevented from fulfilling the requirements of prescribed courses for the reason that equipment provided them is inadequate.

In addition to teachers' salaries, reduction in size of classes, and adequate programmes for approximately 20,000 pupils whom we have been failing to educate, therefore, equipment must be considered in any estimate of the total costs of education. We suggest that the Commission recommend that a comprehensive survey be undertaken in order to prepare compulsory minimum lists of equipment, and should such a survey be instituted, we should be pleased to assist in any way possible.

Such minimum school equipment lists should be in respect to the following:

- Libraries.
- Gymnasia and apparatus.
- Visual equipment.
- Lunch rooms.
- Teachers' residences in rural and some municipal areas.
- Radio and inter-communication systems.
- Sanitation.
- Buildings.
- Medical and dental facilities.
- Music and drama facilities.
- Industrial Arts equipment.

We recommend that the Commission investigate the costs of such minimum lists and make definite recommendations as to the sharing of these costs between School Districts and the Provincial Government. Particularly is this necessary where capital expenditure is required in the construction of new buildings. Such buildings should conform to minimum standards established by joint committees of teachers, trustees, architects, and Department of Education officials.

In densely populated areas the problem of extensive capital expenditure can be reduced considerably by the more effective use of the school buildings. We recommend that the Commission investigate the cost of using school buildings on the shift system and as community centres. It is poor business to make a large capital investment in a building and equipment and to restrict its use to five or six hours a day. School Boards are often unable to use the school as a community centre because they have to assume the full costs for additional uses.

TEACHER TRAINING

In the final analysis the success or lack of success of any educational programme must depend upon the quality of the teaching personnel.

At the present time, insufficient attention is paid to the training and selection of teachers in the light of the above guiding principle.

School principals know full well that it is not their best students who elect to take teacher training.

Student teachers during their first years of service find that their training has been insufficient to enable them to meet adequately the many complex and varied problems with which they find themselves faced.

Experienced teachers under present conditions hesitate to recommend teaching as a permanent career to their promising students.

The remedy for the above situation is to be found in the following suggested programme of teacher training and selection:

- (a) The institutional training of all teachers should extend over a period of at least two years.
- (b) Candidates for teacher training institutions should be required to file applications early in April or May, so that references can be obtained from the high school principal or counsellors; the references will stress personality, character, academic standing, leadership and other qualities necessary for teaching.

- (c) On completion of training or on completion of two years' teaching, a Certification Board composed of representatives of the B. C. Teachers' Federation, B. C. School Trustees' Association, The Department of Education, and teacher-training institution representatives would make the final decision regarding the granting of a permanent certificate. This Board should also be assigned the evaluation of qualifications of teachers trained in other provinces.
- (d) Much greater emphasis should be placed on the in-service training of young teachers. Sufficient time should be allowed the principal adequately to assist the new teacher. In areas where a considerable numbers of teachers are in small rural schools, the employment of visiting teachers should be extended.
- (e) Courses in teacher-training institutions should widen the programme to include courses in administration, guidance, nursery school training, rural teaching, physical education, home economics, etc.
- (f) Attendance at teacher-training institutions depends too largely on the financial standing of the student or of his parents. Suitable candidates are too often prohibited from attending because of the costs involved. To meet this problem the number and amount of bursaries should be increased.
- (g) The establishment of a College of Education is long overdue in this province. Teachers have to go outside the province for advanced, and in many cases, for preliminary work in Physical Education, Administration, Supervision, etc.
- (h) The Summer School of Education and the University Summer Session should be retained to enable teachers to improve upon the minimum prescribed professional qualifications.

The standard of the courses of the Summer School of Education should be raised to warrant their acceptance by the University as credits towards such a degree as Bachelor of Pedagogy (i.e., raised in terms of instructional hours, content and examination standards). A large number of the University Summer Session courses should be so planned as to meet specifically the needs of teachers, as teachers constitute a large proportion of the student-body of the Summer Session. The courses of the two institutions might well be co-ordinated so as to lead to a degree in pedagogy. Fees for training towards such a degree should be abolished as it is in the interest of the province as a whole to have well-trained and progressive teachers.

TEACHER TRAINING—INDUSTRIAL ARTS

- (a) That the institutional training of a shop teacher shall cover a basic Teacher Training course before being granted an Interim Certificate.
- (b) That no candidate for shop teacher training be accepted until approved by a committee (as at present).
- (c) That Industrial Arts Teacher Training Courses be revised and that the complete outline of the content of each course be made and printed.
- (d) That Shop Teacher Training re observation and practise teaching be similar to the academic educational course procedure.

ADDITIONAL EDUCATIONAL FACILITIES, EXTENSIONS

No survey of the costs of education would be complete without an estimate being made of additional facilities that are essential in a well-balanced educational system. We beg to submit the following list of suggestions and recommendations for consideration:

- (a) The establishment of a number of Junior Colleges, located in the centre of geographical educational areas, should provide continuing and terminal courses with a broad curriculum to meet the agricultural, industrial, economic and social needs of this province.
- (b) The extension of secondary education should provide opportunities for all students in rural areas to secure similar benefits to those in urban centres. With this aim in view composite secondary schools providing for technical, commercial, academic and vocational courses should be established. Where necessary, dormitory facilities should be provided.

(c) *Nursery Schools:*

Since the very great benefit to be derived from nursery schools is already recognized by most leaders in the educational field, and is being more and more recognized by the general public and by the parents of small children, it would appear that in any consideration of the future costs of education in British Columbia, allowance should be made for the integration of nursery schools into the school system of the province.

The actual cost of nursery schools to the community would be repaid many times in the better health, and the more satisfactory social and emotional adjustment in later adult life, which would result from expert care and guidance during the formative years from two to six.

Since the all important factor in the success of nursery schools is the employment of specially and highly trained workers, and since students wishing to take up this work have at the present time to go to Toronto or to the United States for their training, it would be advisable to establish as soon as possible, a suitable Faculty at the University of British Columbia where the training for this work could be undertaken.

- (d) Night schools should be established in all parts of the province to meet the needs of a sound adult educational programme.
- (e) Improvements in administration of the school would necessitate changes in personnel and staff.
 - (1) In schools of 6 rooms or over, a stenographer would relieve the principal and staff of routine, clerical work.
 - (2) A principal in schools of 8 rooms or more should be free for supervisory duties at least half time. He should have the assistance of a vice-principal.
 - (3) Boys' and girls' counsellors should be free at least half time in all large secondary schools and colleges.
- (f) The compulsory leaving age should be raised to 18 years; at least part-time education beyond 15 years should be required.
- (g) Sufficient funds should be provided to permit an extensive use of aptitude, personality and vocational tests under the services of a teacher or counsellor who is adequately qualified to administer such tests. This testing programme should be of a diagnostic nature and is not intended to conflict in any way with promotional tests and examinations.

We have urged that it is the responsibility of the Provincial Government to ensure that a truly adequate programme of education is followed by all school districts in the Province. Such a programme, we feel, should be drawn up by educational experts and adherence to it made compulsory on the condition that the Provincial Government guarantees to all school districts funds sufficient for its implementation.

We have foreseen the possibility that the Commission may decide that the prescription of minimum standards in respect to teachers' salaries, size of classes, school equipment lists, school buildings, etc., is beyond the scope of its intended investigations. Our opinion is that these matters do come within the terms of reference of this inquiry, involving as they do educational costs, and urge strongly that they be considered seriously by the Commission.

We are especially concerned with the matter of teachers' salaries. These, in our opinion, should be placed on a much more logical basis than they are at present. It must be borne in mind that the prescribed minimum salaries of \$780, \$1100 and \$1200 for elementary (excepting rural districts now), junior high and senior high were enacted during the depression to meet depression conditions and to provide a basis for the paying of Provincial grants. Since then salary schedules have become such a generally adopted principle that they now exist in every school district of any size or importance in the Province. Schedules not arrived at through negotiation have been awarded by Boards of Arbitration, but in the case of both negotiation and arbitration it has been a source of strong resentment among trustees, even feeling as they do that schedules are desirable, that the total cost of annual increments should be borne entirely by the school district. This situation can and should be remedied by the recommendation and subsequent adoption of a Provincial minimum salary schedule and the drawing up of a system of paying grants that takes into account the fact that salaries paid to teachers do increase and should increase with experience. We strongly urge that the Commission accept this particular recommendation of ours even should it find it necessary to decide against every one of our remaining suggested minimum standards.

So long as enough money is provided, the prescription of minimum standards in respect to such other matters as we have dealt with can be left as problems for future consideration to be dealt with through conferences of Department of Education officials with Trustee and Teacher representatives.

In conclusion we wish to state that the work of this Commission represents a long felt need of the teachers of British Columbia who will be looking forward eagerly to the completion of its report.

In taking this preliminary step toward educational reform, the Province of British Columbia is evidencing to the world that it does not intend to lag behind the rest of the Empire in educational advance. We commend this attitude whole-heartedly and trust that the Report of the Commission when received will be speedily implemented.

The reforms we have advocated, if adopted, will restore to British Columbia the Canadian leadership in educational matters that seemed for a time was being wrested from it in many respects by the Provinces of Alberta, Saskatchewan and Ontario. The educational future of the children of British Columbia will be rendered secure for many years to come and the public clamor for reform that has grown ever more insistent over the past few years will be silenced.

We wish the Commission of Inquiry every success in its endeavours to plan, as a result of careful investigation, a truly sound system of educational finance for British Columbia.

**APPENDIX A
THE SALMON VALLEY AREA**

Existing School Districts	Taxable Value of Property Exclusive of Improvements	Mill Rate	Amount Paid by District for Teachers' Salaries	District's Operating Expenses Exclusive of Salaries and Debt	Number of Teachers	1944 Salaries	Annual Payments on Debt
Silver Creek	\$147,775	14.5	\$360.23	\$ 338	1	\$1250	\$1175
Hendon	42,505	2.7	113	36	1	1080	Nil
Salmon Bench	46,025	4.95	178	69	1	1020	"
Heywood's Corner	25,805	7.1	113	76	1	1080	"
Salmon Valley	39,639	6.2	173	54	1	1140	"
Glenenna	68,525	4.6	253	34	1	1200	"
Falkland	231,702	6.4	595	411	2	2380	"
Westwood	307,830	3.1	409	356	2	2200	"
Monte Lake	147,555	4.23	348	200	1	1200	"
TOTALS	\$1,057,361		\$2,542	\$1774	11	\$12,550	

2.4 mills
or
1.7 mills

NOTE: This is an example of a relatively poor, sparsely-populated area in which expenditures on education are very meagre. Except in Falkland, where the work of Grades Nine and Ten is given, there is no provision for secondary education.

THE LUMBY AREA

Existing School Districts	Taxable Value of Property Exclusive of Improvements	Mill Rate	Amount Paid by District for Teachers' Salaries	District's Operating Expenses Exclusive of Salaries and Debt	Number of Teachers	1944 Salaries	Annual Payments on Debt
Lumby	\$783,928	11.3	\$2649	\$2575	7	\$9310	\$500
Shuswap Falls	144,592	4.3	166	158	1	1050	200
Mabel Lake	72,900	6.6	253	250	1	1200	Nil
Reiswig	51,215	10.1	173	182	1	1140	"
Hilton	33,550	13.5	163	55	1	1140	"
Richlands	53,125	5.2	193	150	1	1140	"
Creighton Valley (closed)	27,100						
Trinity Valley (closed)	26,680	4.8	113	100	1	1080	"
Medora Creek (closed)	16,800						
TOTALS	\$1,209,870		\$3710	\$3470	13	\$16,070	\$700

3.07 mills
or
2.88 mills

NOTE: This is an example of an area with one centre of fair size and several sparsely-populated outlying districts. Full high school work is carried on at Lumby and a limited number of high school pupils come in from the outlying areas.

APPENDIX A (Continued)
KELOWNA RURAL AND WESTBANK AREAS

Existing School Districts	Taxable Value of Property Exclusive of Improvements	Mill Rate	Amount Paid by District for Teachers' Salaries	District's Operating Expenses Exclusive of Salaries and Debt	Number of Teachers	1944 Salaries	Annual Payments on Debt
Okanagan United	\$1,055,794	9.0	\$2321	\$5150	8	\$9530	\$300
Rutland	887,919	11.2	3098	5002	12	16330	897
Ellison	449,833	3.7	657	1289	2	2200	Nil
Okanagan Mission	409,887	8.6	1207	2278	2	2720	"
Black Mountain	81,528	11.5	263	500	1	1200	"
Okanagan Centre	197,375	6.1	268	890	1	1060	"
Winfield	394,230	9.5	1221	2414	2	2850	"
Oyama	354,723	10.7	1744	1878	4	5800	"
TOTALS	\$3,831,289		\$10,779	\$19,401	32	\$41,690	\$1,197

2.8 mills
or
5.06 mills

Westbank							
Mt. Boucherie							
Glenrosa							
Peachland	378,415	10.0	998	\$1784	4	5230	450
	210,050	11.0	868	1397	4	5100	250
TOTALS	\$ 588,465		\$ 1,866	\$3181	8	\$ 0,330	\$700

3.2 mills
or
5.4 mills

NOTE: These two areas are examples of rural areas of the better-off class where secondary education is general and building, equipment, etc., are relatively good.

THREE REPRESENTATIVE CITY SCHOOL DISTRICTS

Cranbrook	\$1,599,880	25 (app.)	\$19,708	\$19,807	25	\$40,485	\$3000 (app.)
			or	or			
			12.44 mills	12.45 mills			
Kamloops	4,113,120	17 (app.)	\$39,289	\$22,236	36	\$62,540	\$6000 (app.)
			or	or			
			9.55 mills	5.4 mills			
Courtenay	1,253,598	16 (app.)	\$11,764	\$ 7,840	17	\$26,150	negligible
			or	or			
			9.38 mills	6.25 mills			

APPENDIX A (Continued)
THREE REPRESENTATIVE DISTRICT MUNICIPAL SCHOOL DISTRICTS

Existing School Districts	Taxable Value of Property Exclusive of Improvements	Mill Rate	Amount Paid by District for Teachers Salaries	District's Operating Expenses Exclusive of Salaries and Debt	Number of Teachers	1944 Salaries	Annual Payments or Debt
Spallumcheen	\$1,547,995	12.2	\$ 8,339	\$10,937	13	\$17,439	Nil
			5.4 mills	7.1 mills (of this amount \$5850 or 3.7 mills is for pupil conveyance)			
Surrey	7,616,310	13 (app.)	\$38,837	\$45,448	104	\$121,713	\$7500 (app.)
			5.1 mills	5.96 mills			
Saanich	9,524,209	16 (app.)	\$68,228	\$ 1,569	85	\$129,261	\$8000 (app.)
			7.16 mills	7.51 mills			

SHOWING the average amount that City School Districts can pay towards Teachers' Salaries at a 5-mill levy on the full taxable value of land and on 50% of the taxable value of improvements.

This calculation includes all city school districts except those of Greater Vancouver (Vancouver and Burnaby), Greater Victoria (Victoria, Oak Bay, and Esquimalt), and New Westminster. It also includes the District Municipalities of Tadanac and Spallumcheen which are consolidated with Trail and Armstrong, respectively.

Taxable land value of the cities and Tadanac	\$21,889,348
50% of the taxable value of improvements in the cities and Tadanac	37,526,741
Annual income on the above at 5 mills	59,416,789
Taxable value of the land in extra-municipal areas and Spallumcheen	4,585,531
50% of taxable value of improvements in extra-municipal areas and Spallumcheen	2,005,235
Annual income on the above at 3 mills	6,590,766
	19,773
	<u>\$316,853</u>

Latest report shows 747 teachers in these areas; Average available per salary \$ 424

APPENDIX A (Continued)

SHOWING the average amount that District Municipal School Districts can pay toward Teachers' Salaries at a 3-mill levy on the full taxable value of the land and on 50% of the taxable value of improvements.

Taxable value of the land of the municipalities	\$40,135,767	
50% of the taxable value of the improvements in municipalities	32,156,995	72,292,762
Annual income at 3 mills	71,788	216,878
Taxable value of extra-municipal land		
50% of the taxable value of extra-municipal improvements	94,000	
Annual income at 3 mills		497
		<u>\$217,375</u>

Latest report shows 606 teachers in these areas; Average available per salary \$ 359

SHOWING the average amount that Rural Districts can pay toward Teachers' Salaries at a 3-mill levy on land.

Taxable value of the land in rural districts	\$136,339,327	
Annual income at 3 mills		\$408,718
Number of rural teachers 1163; average available per salary	\$ 351	

APPENDIX B
FACTORS INVOLVED IN SALARY SCHEDULES

In order to determine what an adequate salary schedule should be it is necessary to study the technical details involved in schedule construction. The general public and administrators are interested chiefly in total costs; teachers are attracted by high maxima. Neither group considers sufficiently the long range implications of various factors involved in schedules. The following hypothetical schedules are presented in order to show the determining factors of minima, increments, maxima, and average salary earned. These schedules are used for illustrative purposes only and are not to be interpreted as schedules approved by the B. C. Teachers' Federation:

Year	SCHEDULE A		SCHEDULE B		SCHEDULE C	
	Schedule Salary	Cumulative Total	Schedule Salary	Cumulative Total	Schedule Salary	Cumulative Total
1	\$1000.	\$1000.	\$1200.	\$1200.	\$1200.	\$1200.
2	1100.	2100.	1300.	2500.	1250.	2450.
3	1200.	3300.	1400.	3900.	1300.	3750.
4	1300.	4600.	1500.	5400.	1350.	5100.
5	1400.	6000.	1600.	7000.	1400.	6500.
6	1500.	7500.	1700.	8700.	1500.	8000.
7	1600.	9100.	1800.	10500.	1700.	9700.
8	1700.	10800.	-----	12300.	1900.	11600.
9	1800.	12600.	-----	14100.	2100.	13700.
10	1900.	14500.	-----	15900.	-----	15800.
11	2000.	16500.	-----	17700.	-----	17900.
20	-----	34500.	-----	33900.	-----	36700.
30	-----	54500.	-----	51700.	-----	57700.

Average Salary	SCHEDULE A	SCHEDULE B	SCHEDULE C
5th year	\$1200.	\$1400.	\$1300.
10th year	1450.	1590.	1580.
20th year	1725.	1695.	1835.
30th year	1816.	1723.	1926.

(1) *Effect of Low Minimum:*

Schedule A begins at a \$200 lower minimum than schedule B. A comparison at the end of the 7th year shows that the cumulative total of schedule A is not \$200 less as one might expect, but is \$1400 less; that is, although schedule A appears at first glance to be preferable it means a distinct loss of \$200 for every year of service. In order to compensate for this loss, four additional increments of \$100 each are essential, and even then such loss is not regained until nearly 20 years on schedule A. In view of the fact that tenure where teaching in B. C. is 4.4 years, and in view of the fact that teachers move from one schedule to another, a relatively high minimum should be established.

(2) *Effect of Small Increments:*

The effect of small increments is shown by a study of schedule C. There is a general trend to allow several small increments to meet the situation that arises from the practice of teachers leaving the profession after 1, 2, or 3 years of service. However, if small increments are adopted, they create a situation wherein the average salary is reduced until service approaches the 20-year period. In schedule C, three \$200 increments and a maximum \$300 higher than schedule B are necessary to provide a higher average after the tenth year of service.

Another trend in schedule construction is to increase the number of increments and reduce the amount of the increment. Regardless of all literature on theoretical schedules, and regardless of current practices in Canada, the vital factor which determines the remuneration of teachers must be the average salary earned. Some solution must be found so that those who remain in the profession for at least twenty years must be assured of an average salary considerably in excess of the average wage paid in industry.

(3) *Effect of High Maximum:*

A high maximum must be the compensation for a low minimum and many small increments. Schedule B, although \$200 below schedule A and \$300 below schedule C, yields a higher cumulative total until the 11th year in the case of schedule C and the 12th year in the case of schedule A. Keeping in view that the average tenure where teaching is 4.4 years at the present time, the maximum has little effect on a large percentage of teachers. The average teaching experience of the teachers of British Columbia is 12.2 years; thus only 50% of the teachers could benefit to any extent by a high maximum. Schedule A is superior to schedule B only to those who remain at least 20 years. Schedule C is superior to schedules A and B after the 11th year. The maximum salary set, therefore, should bear a close relationship to actual, or anticipated, teacher tenure figures.

Experts recommend that the maximum be 2½ or 3 times the minimum in order to provide a fair average salary for those who remain in the teaching profession.

**EFFECT OF LACK OF RECOGNITION OF EXPERIENCE
ON TEACHERS' SALARIES:**

The following tables are used to show the unequal distribution of costs for salaries. Table A shows the total cost of a hypothetical schedule using tenure where teaching and the number of teachers in rural schools as per Public Schools Report (1942-43). On this hypothetical schedule the average earnings over a period of 15 years should be close to \$1743, but in actual practice, following the tenure where teaching figures, the median would amount to only \$1398. It must be noted here also that the 485 teachers in their first year where teaching, receive almost one-third of the total cost of such a schedule:

APPENDIX B (Continued)

TABLE "A"

Tenure Where Teaching	Number of Teachers in Rural Schools	Schedule Salary	Total Cost
1 year	485	\$1200.	\$582,000.
2 years	218	1300.	283,000.
3 "	128	1400.	179,200.
4 "	68	1500.	102,000.
5 "	39	1600.	62,400.
6 "	29	1660.	48,140.
7 "	39	1720.	67,080.
8 "	43	1780.	76,540.
9 "	33	1840.	60,720.
10 "	17	1900.	32,300.
11 "	12	1950.	23,400.
12 "	5	2000.	10,000.
13 "	4	2050.	8,200.
14 "	5	2100.	10,500.
15 and over	37	2150.	79,550.

\$1,625,030.

Using the same schedule and number of teachers, Table B shows what the total cost would be if teachers were given full credit for teaching experience anywhere in the province. In the first place the total cost would be increased slightly, and the median would advance from \$1398 to \$1609; in the second place there would be a better distribution of salary among teachers according to experience. Accordingly, we recommend that full credit, up to a maximum of 10 years, for experience be established; or, in the very least, credit be given for half the experience when moving from one area to another:

TABLE "B"

Total Tenure in B. C.	Total Cost
199	\$238,000.
167	217,100.
115	161,000.
86	129,000.
80	128,000.
53	87,980.
57	98,040.
47	83,660.
52	95,680.
46	87,400.
51	99,450.
29	58,000.
24	49,200.
13	27,300.
144	309,600.
	<u>\$1,870,010.</u>

In 1943 the average salary in one-room rural schools was only \$895; in rural schools of more than one room, \$1137.00. (Bureau of Statistics, 1944).

The net loss to the profession because of lack of recognition of experience in B.C. is self-evident. The Provincial legislature has established compulsory recognition of experience in rural elementary schools for the first five years. This principle should be extended to a period of 10 or 12 years in accordance with the average tenure in British Columbia; it should also be extended to include all teachers in rural, municipal and city schools.

Recognition of experience has been conceded:

- (a) By the Provincial Legislature in the case of rural elementary teachers.
- (b) By many school boards which grant one-half credit for outside experience.

There are many schedules, however, which make no reference to this matter but leave it to individual negotiation between board and teacher. This results in teachers with little or no experience being placed on the schedule at a figure as high or higher than that paid to some teachers already employed and disharmony is created among the teaching staff.

RECOGNITION OF ADDITIONAL QUALIFICATIONS:

The National Education Association estimates the cost of additional training beyond that required for an elementary certificate, i.e., university degree, at approximately \$3,000. In order to compensate for this expenditure, a higher minimum, larger increments, and a higher maximum must be established for teachers with academic certificates.

In 1937 the research committee of the National Education Association recommended that the minimum salary for teachers with academic qualification should be \$1500, followed by ten annual increments of \$200 each to a maximum of \$3500.

This schedule is quoted in full as follows:

HYPOTHETICAL SALARY SCHEDULE FOR TEACHERS

Years of Experience	Years of Training Beyond High School			
	2	3	4	5
Initial	\$1200	\$1300	\$1400	\$1500
1	1250	1400	1550	1700
2	1300	1500	1700	1900
3	1350	1600	1850	2100
4	1400	1700	2000	2200
5	1450	1800	2150	2400
6	1500	1900	2300	2600
7	1550	2000	2450	2800
8	1600	2100	2600	3000
9	1650	2200	2750	3100
10	1700	2300	2900	3500

Based on assumption of \$900 as local cost of necessities for the beginner and assumption that he or she has no dependents but does not maintain a home; and \$1750 as the cost of necessities for the experienced teacher and assumption that he or she maintains a home and has the average number of dependents.

This schedule was compiled by the Research Committee of the National Educational Association in 1935. (The Teacher's Economic Position, N.E.A., 1935).

APPENDIX "C"

SUMMARY OF MAJOR RECOMMENDATIONS

Re Administration and Control of Education:

- (1) That no changes be made in the Public Schools Act that will alter the present basis of administration and control of locally elected school boards.
- (2) That where geographically possible and educationally desirable small school districts be brought together into a single educational division, such larger unit to be administered and controlled by elected School Boards.
- (3) That the Department of Education take the initiative in forming larger educational divisions, encouraging their formation, if necessary, by providing special grants to those school districts participating in an approved union or consolidation.

Re Financing of Education:

- (1) That no specific "educational tax" be levied.
- (2) That educational costs be a charge on the entire consolidated revenue of any local or provincial authority.
- (3) That school districts be required to bear a share of educational costs up to an amount which would be raised by a uniform mill rate levy on an equalized assessment basis in accordance with the plan suggested in Part One of this brief.
- (4) That the Provincial Government provide out of consolidated revenues grants sufficient to enable all school districts to establish a defined defensible minimum standard of education.
- (5) That school districts be permitted to make financial commitments for education beyond those required to meet the prescribed minimum standards, in which event the Provincial Government will provide assistance toward the payment of these extra costs.
- (6) That the total public expenditure on education be materially increased on the basis that the Provincial Government will provide approximately two-thirds of the total cost of education, and the local authorities one-third.

Re Minimum Educational Standards:

- (1) That minimum educational standards be prescribed in respect to all phases of school operation: teacher training, salaries, size of classes, equipment and compulsory school attendance.

- (2) That these minimum standards be established at a level high enough to guarantee the full implementation of an efficient educational programme in every school district.
- (3) That it be required of all school districts that they carry out the prescribed minimum standards on the understanding that the Provincial Government will assure them adequate revenues.
- (4) That school districts be permitted to raise minimum standards in order to ensure maximum educational efficiency.
- (5) That should the Commission decide the prescription of minimum standards is beyond the scope of its inquiry, it recommend nevertheless a minimum provincial schedule of salaries for teachers, as being the major educational need of the moment and the one involving educational costs more than any other.

Respectfully submitted,

F. J. McRAE, President,

C. D. OVANS, General Secretary.



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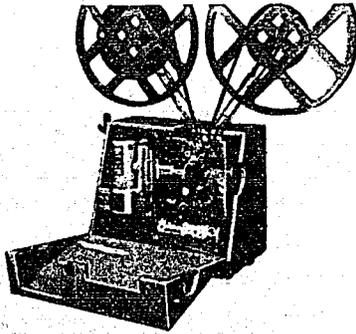
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