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**THE HALIFAX PUBLIC SCHOOL SYSTEM--A CONSIDERATION
OF THE RELIGIOUS FACTOR, 1900-1966**

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INTRODUCTION

The Halifax Public School System has been traditionally divided into schools which are generally attended by non-Roman Catholic students and schools which are generally attended by Roman Catholic students. This division, which was initiated by provincial statute and perpetuated by the Halifax Board of School Commissioners, is recognized as the religious factor in Halifax Public Education.

It is the purpose of this study to assess the influence of the religious factor on the Halifax Public School System throughout the twentieth century. The study will not claim to be all-encompassing but will discuss some of the major impacts of the religious factor. It was thought necessary to summarize briefly the early history of the Halifax system so that the reader would have an understanding of and an appreciation for the present system. In order to shed light on the consequences of the religious factor the study examines the growth of the system under the leadership of the five, twentieth century Superintendents.

Following this, some of the factors which influence the education of Halifax children are examined in an attempt to determine whether all children receive the same educational advantages. Finally, the study examines the monetary costs involved in the Halifax system and the utilization of its physical facilities.

To study the impact of the religious factor the writer drew upon sources of several kinds. When possible primary sources were used. Personal interviews were conducted. Minutes and reports found in the Public Archives of Nova Scotia and in the offices of the Halifax Board of School Commissioners were read. Data was gathered from school record cards. In addition, newspaper accounts relevant to the subject at hand were read and journals and books pertaining to the study were examined.

CHAPTER 1

EDUCATION IN HALIFAX BEFORE 1900--

A BRIEF SUMMARY

The first Board of ~~School~~ Commissioners for the City of Halifax was appointed in 1850. In order to comprehend the present day Halifax school system, however, it is useful to refer briefly to the earlier history of education in Halifax.

In 1749, Halifax was founded with a population of 3,022. Approximately twenty percent of the citizens were Roman Catholic. During the latter part of the eighteenth century and the early years of the nineteenth century, children attended private schools if their parents could afford the fee. One exception to this was Reverend John Breynton's Orphans School, which opened in 1752.¹

The third School Act of 1786 repealed the Acts of 1758 and 1766 which prohibited Roman Catholics from acting as school masters. The Act of 1786 granted Catholic

¹Terence Burns, "Public School Education of Catholics in the City of Halifax, 1818-1900" (unpublished Master's thesis, Saint Mary's University, 1962, p. 5.)

emancipation. The only stipulation was that "Catholic schools could not accept Protestant youths under fourteen years of age."¹

From 1786 until 1840, the question of separate schools rarely arose. Churches ~~constructed~~ schools to which families sent their children if they could afford it. In 1841, the major concern of Joseph Howe and others like him was to get "all the children in the province into schools whatever the type."² To accomplish this, Howe suggested a universal tax assessment. The principle of assessment was defeated in 1841 but Howe continued to fight for its acceptance.

The census of 1861 revealed that 36,430 children in the province between the ages of five and fifteen were unable to read.³ Tupper realized that something must be done. In 1864, as the Provincial Secretary, he presented his bill--An Act for the Better Encouragement of Education.

¹ ~~Terms, p. 18~~, citing Nova Scotia Laws, Statutes at Large, Caput 1, 1786.

² C.B. Sissons, Church and State in Canadian Education (Toronto: Ryerson Press, 1959), p. 313.

³ C.B. Fergusson, "Inauguration of the Free School System in Nova Scotia," Journal of Education, Vol. XIV, (October, 1964), p. 21.

This Bill established a "Council of Public Instruction" which would be directly responsible to the Legislature. A Board of Commissioners was to be appointed for nineteen districts including Halifax. Provincial aid to all schools was increased. An important step was taken with the offer of a twenty-five percent premium for all schools founded on the assessment principle and declared free. "Thenceforth, all schools were to be free to all children residing in the section in which they were established-- hence the popular name of the bill, the Free School Act."¹

In 1865, Tupper decided to introduce the Compulsory Assessment Act. He was well aware of the limitations of the 1864 Act and felt that compulsory assessment was a necessity. At this time a resolution in favor of separate schools was introduced into the Legislature and soundly defeated. Both the government and the opposition leaders spoke against separate schools and Tupper declared,

The government could not consent to the introduction of clauses into the bill, which, everyone must feel, would be destructive to the common school system of this Province.²

¹Ibid., p. 24.

²Ibid., p. 26.

The Education Acts of 1864 and 1865 gave Nova Scotia the right to claim that she was the first province to establish free schools.

In his memoirs, Sir William Dawson, Superintendent of Education from 1850 to 1853, wrote,

On the whole . . . the much vexed question of separate schools has, I am glad to say, never arisen in any grave form in Nova Scotia. The plan of having mixed boards of commissioners and for conciliatory arrangements in districts where there is a Protestant or Roman Catholic minority, have, except for the larger towns allowed the school system to be a common one.¹

Not all authorities agree with Dawson. Sissons states:

In the late fifties the province was divided into two camps on the issue of religion in the schools as never before or later. From a meeting of the Catholic Bishops in Halifax a manifesto issued demanding that "no effort should be spared to secure, if possible, the blessings of a thorough Catholic education in the schools of the district in which Catholic children live." On the other hand the Protestant Alliance declared, "Whereas Christianity is the only true basis upon which a sound system of education can repose; Resolved --That no school within this Province shall be entitled to aid from the public funds until it shall have been made to appear that the Holy Scriptures of the Old and New Testaments are read daily therein."²

¹Sissons, p. 314, citing Fifty Years of Work in Canada.

²~~Sissons~~. p. 316.

Nova Scotia entered Confederation in 1867, without legalized status for separate schools. After Confederation, according to Sissons,

The question of separate schools never became an issue in Nova Scotia. Tupper had settled it. For the future it became a matter of administration--and there largely it has remained to this day.¹

In Halifax, a slightly different system was evolving. Following the appointment of the first Halifax Board of School Commissioners in 1850, it was acknowledged that there were two types of schools:

Public, those whose affairs are superintended by Trustees and those of denominational character and from which, generally applications may be expected for grants of money from sums voted by the Legislature; private, those carried on by individual adventure without supervision by Trustees or any controlling second party and whose expenses are defrayed by fees only.²

Between 1850 and 1865, the provincial government left the Halifax Board of School Commissioners to direct its own affairs. Section 49 of the Education Act of 1865, however, dealt specifically with Halifax City. The Halifax Board of

¹Sissons, p. 325.

²"Minutes of the Halifax Board of School Commissioners," June 12, 1850. (Hereafter referred to as "School Board Minutes.")

School Commissioners was to be composed of twelve members, two from each ward, and a chairman, all of whom would be appointed by the Governor-in-Council. The Act further authorized the Board to

cooperate with the governing body of any city school, on such terms as to the Board shall seem right and proper, so that the benefits of such schools may be as general as circumstances will permit and in such cases the Board may make allowances to such schools out of the funds under their control as shall be deemed just and equitable. But no public funds shall be granted in support of any school unless the same be a free school.¹

This Section caused considerable discussion in the House of Assembly. The member for Inverness, Mr. Blanchard, spoke against it: "If the government wished to give denominational schools to Halifax, let it be so expressed."² The Act, however, was passed in its entirety. Commenting on the passage of the Bill, the Evening Express stated,

The action of the Legislative Council in reference to the clause of the School Bill affecting the City is likely to produce much trouble and give a great deal of dissatisfaction.³

¹Nova Scotia, Laws, Statutes at Large, Chapter 29, Section 49, 1865.

²Nova Scotia, Debates and Proceedings of the House of Assembly, April 7, 1865.

³Evening Express, May 1, 1865.

Although the Act of 1865 compelled the City to accept the new method of compulsory assessment it was not until January, 1867, that the Council cooperated with the School Board.¹

According to L.G. Power, from 1865 on "there were no longer Catholic schools in Halifax under the control of the Catholic Church but Halifax Public Schools attended by Catholic children."² In the 1870's not all citizens would have agreed with Power. The Halifax School Association formed in 1873 listed fourteen charges against the School Board including extravagance, incompetent teachers, neglect in not building a high school and partiality to Roman Catholics. The Board replied that the charges were false. Changes in the appointment of School Board Commissioners may, however, be attributed to the Halifax School Association. In 1875, the government extended the Commissioners' terms to three years and stipulated that a one year's lapse must occur before reappointment. The number of members was reduced from thirteen to twelve and provision was made for the election of the Chairman and

¹Burns, p. 40.

²Evening Mail, February 11, 1899.

Vice-Chairman by the Board members. Clergymen were declared no longer eligible to sit on the Board.¹ The charges of the Halifax School Association that Protestant teachers could only be appointed to certain (non-Catholic) schools while Catholics could be appointed to all schools led to the Reform of 1876. In June, 1876, the following resolution was drafted and later passed by the Board:

1. None but Roman Catholic teachers shall be appointed to or employed in the schools where the teachers are now exclusively of that denomination.
2. No Roman Catholic teacher shall be appointed to or employed in any other of the existing public schools than those referred to in the preceding paragraph.
3. The Roman Catholic teachers shall be appointed on the recommendation of the Roman Catholic members of the Board and all other teachers upon the recommendation of the members of the Board not belonging to that denomination.
4. All teachers after their appointment shall be subject to the foregoing provisions and be under the control and management of the whole Board.
5. This scheme shall not apply to the proposed high school.²

¹Nova Scotia, Laws, Statutes at Large, Chapter 32, 1875.

²"School Board Minutes," June 14, 1876.

As this method of appointing teachers was put into effect the principles of tolerance which were to guide the "Halifax System" through the major part of the twentieth century began to evolve. Another guide line was to develop before the turn of the century. In 1892, the Board decided to construct all schools in the City.¹ Prior to this, all Catholic schools had been built by the Catholic Church. It can be seen, therefore, from this brief glimpse of the early days of the Halifax Public School System that by 1900

a set of regulations had been decided upon to govern the schools attended by Catholic children. The Board had decided that new school buildings were to be built by the City, (an exception to this was the Saint Mary's Boys' School built on Grafton Street). Also, the Board had guaranteed the Catholics of the City that the schools their children attended would always be taught by Catholic teachers.²

An even clearer picture of the nature of the Halifax School System may be obtained from a letter which the Superintendent of 1913, Alexander H. McKay, wrote to the Catholics of Winnipeg. The letter analyzed the system as follows:

1. All the schools of Halifax are conducted under the one local County Inspector, and

¹Burns, p. 65.

²Ibid., p. 69.

the one Supervisor, with the same textbooks and making the same returns.

2. The schools of the city are administered by one School Board, consisting of "Commissioners for Schools," as distinguished from trustees in school sections outside cities and incorporated towns.
3. The Halifax Board consists of twelve members, six of whom are appointed by the City Council and six by the Provincial Government. It appears to be as an unwritten local usage that at least two of each set of appointments be Catholics--at least four Catholics to eight others on the Board.
4. The electorate is about two-fifths Catholic.
5. Teachers in the schoolhouses owned by Catholics and in the new schoolhouses erected by the School Board for Catholic children are always nominated only by the Catholic members of the Board, but all appointments are made by the whole Board.
6. The old Catholic school buildings are rented by the Board so long as they can be kept in satisfactory condition for school purposes.
7. New schoolhouses for Catholic children have now for many years been built by the Board.
8. Catholics and others are entitled to attend the schools nearest to them, so that Catholics are thus generally found in nearly all the other schools, while many non-Catholics attend the so-called Catholic schools.
9. In the so-called Catholic schools, the use of the robes characteristic of the Order to

which the teacher belongs and pictures distinctly Catholic are not prohibited.

10. In the so-called Catholic schools, no devotional exercises are allowed during school hours. These services are permitted after regular school hours or before them.
11. All these local arrangements (which do not conflict with the Education Act nor with the regulations of the Council of Public Instruction) are unwritten but distinctly understood and loyally observed by all classes of citizens, who, instead of trying to overreach each other, endeavour to establish a reputation for fairness.¹

McKay summed up the system as follows:

While, therefore, we have none of the disadvantages of a system of separate schools, we have the advantage of a single public school system, with the local elasticity allowing the Catholics the essential advantages of a separate system for Catholics.²

It is highly unfortunate from the writer's point of view that McKay did not enumerate what he considered were the disadvantages of a separate school system. In actuality, when Catholic children attend schools taught by

¹Sissons, pp. 333-334, citing Educational Conditions in Nova Scotia, Showing How the Excellent Non-Sectarian Public School Law is Violated in the Interest of the Roman Catholic Church.

²Ibid.

Catholic teachers and non-Catholic children attend schools taught by non-Catholic teachers it is debatable whether or not a separate school system exists. The key to the "Halifax System" is found in point eleven of McKay's letter. For the most part, the local arrangements are unwritten and exist as a matter of custom. According to Sissons,

In 138 Sections of the Present School Act there exists no reference to Separate Schools. The Governor-in-Council has the general supervision of public schools and education in the Province, and, without restricting the generality of the foregoing, may . . . and the nine items follow, none of which concern religion.

Nova Scotia says less about religion than any other province except British Columbia yet she is more profoundly influenced by the Church than any province except Quebec and Newfoundland.¹

¹Ibid., p. 303.

CHAPTER 2

THE ADMINISTRATION OF THE HALIFAX PUBLIC SCHOOL SYSTEM (1900-1966)

Until 1962, all of the chief executive officers of the Halifax Board of School Commissioners were Protestant. Their official title was Supervisor until 1956 and Superintendent after that time. In 1962, the first Roman Catholic, Dr. Maurice E. Keating, was appointed. This chapter, in an attempt to explore whether or not the dual system has limited the quality of administration, will examine the evolution of the Halifax Public School System under the leadership of the five, twentieth century Superintendents. In order to do this, each man's qualifications, religious affiliation and achievements will be examined.

In the early years of the twentieth century, the Halifax Board of School Commissioners by an unwritten, gentleman's agreement was two-thirds Protestant and one-third Roman Catholic.¹

¹supra, p. 10.

The composition of the Board must be remembered when one attempts to evaluate the influence which religion has had on the Halifax Public School System. The eight to four proportion of Protestants to Roman Catholics continued until 1962 when it shifted to seven Protestants and five Roman Catholics. In 1965, there were six non-Roman Catholics and six Roman Catholics and, in 1967, the Roman Catholics obtained a majority for the first time as the Board composition shifted to seven Roman Catholics and six non-Roman Catholics.¹

Alexander McKay was appointed Supervisor of the Halifax system in 1883. It is generally accepted that McKay was a Protestant² and this fact is substantiated because he taught at the Academy and Roman Catholics were not allowed to teach at the Academy during this time.³

¹City of Halifax, Board of School Commissioners, "Secretary-Treasurer's Reports," 1955-1967. (Hereafter referred to as "School Board Secretary-Treasurer's Reports").

²Documentary evidence of McKay's religion was not found. The Dalhousie University Alumni Office, the report of his appointment and resignation found in the "School Board Minutes" and his obituary found in the Acadian Recorder, April 9, 1917, show no record of his religion.

³Burns, p. 62.

McKay must not be confused with Alexander H. MacKay, the Superintendent of Education for the province during approximately the same period. An account of McKay's appointment was found in the Morning Chronicle.

Three men, Alexander McKay from Dartmouth, J.B. Currie from the City and F.C. Sumichrast also from the City, applied for the job. The result of the first ballot was; McKay--four votes, Currie--four votes, Sumichrast--three votes. A second ballot was taken and McKay was elected with six votes.¹

The Chronicle noted further that McKay's duties would commence December 1, at a salary of \$1,250. It is interesting to note that the account of McKay's appointment released to the press does not wholly agree with the record of his appointment as found in the "School Board Minutes." The position of Supervisor was advertised from October 4 to October 30, 1883. The Supervisor was to be appointed at the School Board meeting on October 30. Nine applications were received and eight ballots were taken without anyone receiving a majority. The top three men were F.C. Sumichrast, J.B. Currie and Alexander McKay. On no one ballot did McKay receive more than three of the nine votes cast. That meeting adjourned and the Secretary,

¹Morning Chronicle, November 16, 1883.

Robert J. Wilson, stated, "No election yet resulting, the Board by unanimous consent finished the Order of the Day and try, try again [sic] upon conclusion of the business on the Order."¹ The School Board Year ended on October 30 and the new members were appointed prior to the next meeting held on November 15, 1883. It is the account of this meeting which is recorded in the Morning Chronicle. As reported there, on the first ballot McKay received four votes, Currie received four votes and Sumichrast received three votes. On the second ballot, McKay was elected having received six votes to Sumichrast's five votes. It should be noted that the three new Provincial Commissioners, W.M. Roche, H.H. Read, and H.Woodbury all voted for McKay.² Perhaps this was coincidental but it may indicate that the Province desired McKay's appointment.

McKay was well qualified for the position of Supervisor. He attended Dalhousie University in 1876 and then went to Acadia College in Wolfville where he received a Master of Arts degree. He later attended Dalhousie Law School. Apparently he taught school before being appointed

¹"School Board Minutes," November 15, 1883.

²Ibid.

to teach mathematics and physical science at the Halifax Academy in 1881.¹ McKay held a Grade A or Academic certificate, which was the highest license available at that time. In fact, only one other person in Halifax then held that license.²

According to the Acadian Recorder,

McKay had passed through a splendid education course himself and had years of successful experience in the teaching profession before receiving the appointment of Supervisor and his enthusiasm knew no bounds.³

McKay remained as Supervisor until December 31, 1916, a total of thirty-five years. During that time, the Halifax school system developed and the position of the "schools for Roman Catholic children" was strengthened. As seen previously,⁴ McKay felt that the Halifax system was a good solution, and he worked in harmony with the Roman Catholics. During his tenure as Supervisor, the number of

¹McKay's background is sketchy. His application bears no record of past appointments.

²City of Halifax, Board of School Commissioners, Annual Report, 1883, p. 51. (Hereafter referred to as School Board, Annual Report.)

³Acadian Recorder, April 9, 1917.

⁴Supra, p. 11.

teachers employed in the system increased from ninety-eight in 1883¹ to two hundred six in 1916.² At the same time the pupil enrolment climbed from 5,128 to 10,076.

The main problem which McKay faced throughout his tenure as Supervisor was the overcrowding and inadequate facilities at the high school level. This problem was compounded by the lack of money available from the City Council. In 1900, McKay stated in his Annual Report that "overcrowding at the Academy was definitely hindering the teachers' and students' progress."³ Although McKay recognized the problem of overcrowding at the high school level, he was unable to convince the School Board to act to resolve the problem until, in 1913, a tender was let for a six room addition at Bloomfield. This addition was to be used exclusively for high school classes. The Board realized that this was just a temporary solution to the problem and that the "North End needed a high school for geographical justice,"⁴ but their finances would not permit construction

¹School Board, Annual Report, 1883, p. 11.

²School Board, Annual Report, 1916, p. 18.

³School Board, Annual Report, 1900, p. 10.

⁴School Board, Annual Report, 1912, p. 10.

of a new school.

McKay was known as a diplomat who could persuade teachers and school boards to accept his broad educational philosophy. Under his leadership the goal of the Halifax school system typified the down-to-earth approach to life held by Nova Scotians. It was McKay's goal to

fill a student with knowledge, make a man of him and a law-abiding citizen, to establish in him self control, obedience, courtesy and to mould his character.¹

In order to attain this goal, McKay and his successive Boards enlarged the curriculum to include more than the traditional offerings of previous eras. Optional subjects were introduced, a three year commercial course commenced at the high school level, mechanical and domestic sciences were expanded, drawing, singing and physical training were added to the curriculum.

McKay realized that a large number of students, forty-two percent in 1907,² were forced to leave school because of family circumstances. To assist these students, night school classes were increased and technical courses in laundry and forge work were introduced. Vacation schools

¹School Board, Annual Report, 1903, p. 13.

²School Board, Annual Report, 1907, p. 26.

commenced during the summer of 1907, and the following year two ungraded departments were opened to aid the slow learners and handicapped students.

McKay's influence may be noted in the curriculum which was developed at the new Bloomfield High School. Industrial and mechanical arts were included as part of the daily course of studies. An attempt was made to "adapt the school to the boy rather than the boy to the school."¹

Under McKay's administration the Halifax Public School System grew and, for the most part, flourished. Perhaps the best evaluation² of his contribution is found in his obituary which paid tribute to his greatness:

In the death of Alexander McKay, Nova Scotia loses a great educationalist and a citizen of the highest type. For thirty-five years he moulded and directed the destinies of the Public Education system in this city and was largely responsible for making it what it is today, one of the most efficient in the Dominion of Canada. His fitness for the responsible position was acknowledged by all His intellect was alert, comprehensive and logical in its deductions and his deep reading covered the field of educational literature published in the English language. His sympathies were wide and he was as nearly

¹School Board, Annual Report, 1913, p. 18.

²The tribute paid McKay by the School Board closely parallels his obituary.

without fads as a man of positive opinions could be. His energy was unflagging and his devotion to duty was a genuinely religious devotion. Nothing was neglected, nothing was carelessly or perfunctorily performed and no problem ever daunted him, for his courage was equal to his energy and ability, and close attention to detail marked his work in everything. Few, very few, of his judgments were unsound, despite the fact that the number of matters referred to his decision was almost countless, many of them calling for immediate decision. He was always on the friendliest of terms with teachers, who felt that in him they had a sympathetic and intelligent helper and director who perfectly understood the difficulties of the situations which are constantly arising. Of the successive School Boards he was Master and Adviser, almost invariably having his will, for he was as determined and diplomatic, as he was experienced and wise, so that it can be said that for many years at least, every change, every forward movement could claim him as its inceptor. Outside of the immediate sphere of school work, Mr. McKay took a keen and active interest in all moral and humane reforms and his voice and pen were always ready in the service of good. Taken all in all, he must be reckoned in the galaxy of the more remarkable of Nova Scotia sons, for his work was a great one and is bound to endure in the shaping and moulding of the character and mind of generations to come.¹

The last official act of Alexander McKay before his retirement was the recommendation of his successor. McKay suggested that the Board appoint George Killam Butler to

¹Acadian Recorder, April 9, 1917.

the position of Supervisor. Following McKay's resignation on December 31, 1916, the Board discussed ways in which they could recognize and honor McKay's long service. It was decided that the school under construction on the corner of Russell and Gottingen Streets would be named the Alexander McKay school. This school for Catholic pupils is still used today.

Butler was chosen by McKay to be Acting Supervisor early in 1916. McKay was ill and needed an assistant. When McKay resigned, the Board unanimously appointed Butler to succeed him.¹ There were no other applicants as the position was not advertised. Butler, an Anglican,² assumed his duties on January 1, 1917. He served as Supervisor until July 31, 1935.

Butler was born at sea off the coast of Peru on the Merry Killam, a British ship out of Yarmouth. His family moved to Yarmouth where Butler obtained his early education. He graduated from Dalhousie University in Honors Classics with a Bachelor of Arts in 1896 and a Master of Arts in

¹The record of Butler's appointment has been torn out of the "School Board Minutes." Subsequent "Minutes" substantiate his appointment.

²Interview with Dr. F.J. Butler, son of G.K. Butler, June 8, 1968.

1897, Butler was granted an Academic license and upon McKav's graduation he was appointed to the Guysborough school district where he taught grade eight and nine until 1901 when he became the principal of Alexandra School in Halifax. He remained as principal until his appointment as Acting Supervisor in 1916. The classes, therefore, were overcrowded. Outside of his professional interests, Butler enjoyed gardening, reading and walking. He owned a cow and citizens often saw him tending the animal at his Dutch Village Road home. The worst disaster ever to face the people of Halifax and the Halifax School Board occurred during Butler's administration. The repercussions of the Halifax explosion of December 6, 1917 were to be felt throughout the next twenty years. In a school system which was overcrowded before the explosion, the Board had to contend with the total destruction of the following schools: Richmond, Saint Joseph's Girls', and Bloomfield Common. As well as this, Joseph Howe, Saint Patrick's Girls', Chebucto, Bloomfield High School and Oxford school were so heavily damaged that they remained closed for one year.

Under McKay, the difficulty the School Board had in obtaining funds for construction was seen and now, in

1917, when there was no more money available than in McKay's time, the estimated building loss was \$785,324.¹ The schools had to be replaced immediately, the education of the children must continue, but the little money available had to be distributed to the various City departments which had suffered loss. The classes, therefore, were overcrowded; indeed, the average primary class in 1918 enrolled seventy pupils.² In 1921, overcrowding persisted and ten percent of the students attended school on shifts. By 1929, the number of students on shift had increased to twelve percent. The years 1923 to 1926 were particularly barren ones for the Halifax School Board. No construction was undertaken, salaries of teachers and janitors were cut, no money was available for school repairs or improvements and no increase in staff was permitted. It may be said that Halifax entered the great depression before other Canadian cities.

Butler's relationship with his teachers was excellent. In fact, the ability to understand and to communicate with his staff may be considered his greatest

¹School Board, Annual Report, 1917, p. 15.

²School Board, Annual Report, 1918, p. 7.

achievement. After interviews with several teachers and administrators who were members of Butler's staff, the writer felt that Butler was the most popular Supervisor the system has ever had.¹ His relationship with the Boards, however, was not always as harmonious. This may be attributable to the "anti-education" attitude of some Commissioners. In 1924, one Commissioner was so outspoken against education that the teachers organized and actively campaigned against him.² In spite of the problems he experienced with some Commissioners, Butler, because of his personality, was generally able to persuade the Boards to act in the best interests of the school system.

It must be remembered that the demands of the Supervisor's job were not as great as they are today. When Butler was appointed in 1917, there were 10,228 pupils enrolled and two hundred six teachers employed.³ Upon his retirement in 1935, the numbers of pupils had increased to 13,409 and the number of teachers employed was 300.⁴

¹Interviews with Dr. R.E. Marshall, Dr. F.J. Butler; Others interviewed did not want their names to be revealed.

²Ibid.

³School Board, Annual Report, 1916, p. 24.

⁴School Board, Annual Report, 1935, p. 11.

As previously stated, Butler was able to work with others. He established a satisfactory working relationship with the Catholic members of the system. During his administration little was mentioned in Board records about the divided system. Also, teachers interviewed, in particular a Roman Catholic principal who wished to remain anonymous, stated she found it far easier to work with the non-Roman Catholic Superintendents because they "bent over backwards" to ensure that there was no discrimination.

Butler was aware of the value of establishing high standards of scholarship in all the Halifax schools. Because of this he became convinced of the value of having standardized testing. These standardized tests would be administered by the ~~school~~ in order to ascertain the degree of competency within each school. The tests he designed covered the fields of Arithmetic, English Grammar and History. In this way, Butler tried to obtain a norm for each school.

During the last years of his supervisorship, Butler had to answer ever-increasing criticism from the Halifax citizenry. Overcrowding and the lack of facilities were the main targets. Butler recognized the need for more buildings and an expanded teaching staff especially in the fields of Household and Industrial Arts. He reminded the

people of Halifax of the improvements that had been made in the school facilities during the depression years and in view of the scarcity of money he felt that, on the whole, Halifax could be proud of its public education system.

The circumstances surrounding the appointment of Butler's successor are interesting. Upon his resignation, Butler recommended that F.G. Morehouse, principal of the Academy, be appointed Supervisor. When the Committee on Teachers failed to recommend anyone for the position, Butler requested that his recommendation be withdrawn. Nominations were then accepted from the Commissioners. The vice-chairman, J.F. McManus, nominated Edward Cummings, principal of Saint Mary's Boys' school, Commissioner F. Adams nominated F.J. Phelen, principal of Saint Patrick's Boys' school and Commissioner J. Smeltzer nominated F.G. Morehouse, principal of the Academy. Table 1,¹ indicates the qualifications and religious affiliation of the nominees. Morehouse was elected on the second ballot with the following vote recorded, Morehouse--six, Cummings--three, and Phelen--two.² At this time, the Board was

¹Infra, p. 30.

²"School Board Minutes," June 6, 1935.

composed of eight non-Roman Catholics--H.J. Steck, R. McInnes, R.A. Major, W.E. Haverstock, J.W. Gordon, E.J. Cragg, F. Adams and A.J. Smeltzer--and four Roman Catholics--J.F. McManus, J.N. Meagher, J.F. McDonald and J.J. Power. It does not appear that Morehouse's religion influenced his appointment. He simply had more experience as an administrator and higher academic qualifications than did the other applicants. It is interesting to note that Commissioner Adams, a non-Roman Catholic, nominated Phelen, a Roman Catholic, for the position.

TABLE 1

APPLICANTS FOR THE POSITION OF SUPERVISOR, 1935^a

Name	Religion	Degree	License	Experience
Cummings	Roman Catholic	B.A. (honors)	A	34 years as teacher and principal
Phelen	Roman Catholic	B.A. (honors)	A	25 years as teacher and principal
Morehouse	non-Roman Catholic	B.Sc. M.Sc.	A	33 years as teacher, principal, supervisor

^a"School Board Minutes," June 6, 1935.

Morehouse was born at Sandy Cove, Digby County, on November 25, 1880. He received his early education in that area and later attended the Provincial Normal College. Morehouse taught in Masstown for a few years and then decided to attend university. From Kings in Windsor he received his Bachelor of Science degree in 1906. He returned to teaching and in 1924, by thesis, was granted his Master of Science degree from Kings. Mount Allison University later granted Morehouse a Doctor of Laws Degree in recognition of his outstanding educational work in the Amherst area. Morehouse worked in the Amherst school system as a teacher, principal and supervisor from 1912 until his appointment as Principal of the Halifax Academy in 1933. He assumed his duties as Supervisor of the Halifax School System on August 1, 1935 at a salary of \$3,500.

When Morehouse commenced his duties he inherited the major problem of previous Supervisors. Twenty buildings built before 1900 were still in use¹ and great overcrowding existed at the high school level. The solution to the overcrowding was delayed as controversy broke out over the site for a new high school. The Board Chairman, J.F. McManus,

¹School Board, Annual Report, 1935, p. 7.

a Roman Catholic stated:

The suggestion of a central high school is to my mind impracticable in the City of Halifax. It will cost a large amount of money and it will be difficult to secure a suitable site owing to the spread of the City and the distance to be travelled. Two small high schools, one in the south-west end and the other in the north-west end, both of which sections of the City are being rapidly built up would, in my opinion, solve our present day problem. We have tried to secure a site in the north-west end but as yet have not been successful.¹

The problem became urgent after the outbreak of war. An influx of servicemen's families stretched facilities to the breaking point. The Board had to abandon their search for a north end high school site and, in 1940, construction of Queen Elizabeth High School started at the corner of Robie Street and Quinpool Road, (the Willow Tree).

It was not until after the war that the school construction boom commenced. The postwar planning committee established in 1944 charted a critical path for school construction. Before Morehouse retired in 1951, the following schools were built: Queen Elizabeth, Cornwallis, Saint Agnes, Gorsebrook, Alexandra, Westmount, Le Marchant, Saint Francis and the County Vocational. In addition,

¹Ibid., p. 9.

construction had commenced on Saint Patrick's High School. Morehouse, himself, considers the post war building program to be the biggest achievement of his career.¹ In 1946, the School Board acknowledged that

education is at the crossroads--Halifax can either maintain existing facilities or accept the heavy burden to build the new facilities which would give the youth of Halifax an equal opportunity with those of other Canadian cities.²

It must be remembered that the budgets of all City departments had been kept at an absolute minimum during the war. Every department, therefore, was clamouring for the commencement of their own special projects. Credit must be given to Morehouse and the Boards who convinced the City Council that education must be placed high on the list of post-war priorities.

During the sixteen years that Morehouse served as Supervisor of the Halifax Schools, several administrative changes occurred. In 1942, the Board recognized that the Supervisor's duties were rapidly expanding and, to aid Morehouse, they appointed M.E. Keating as Assistant Supervisor. The following year Morehouse convinced the

¹Letter from Dr. F.G. Morehouse, June 18, 1968.

²School Board, Annual Report, 1946, p. 8.

Board of the urgency of appointing two other members to his administrative staff. He recognized that the field of educational guidance was growing and there was a need for its implementation in the Halifax system. The first Director of Educational Guidance, H.Y. Haines, was appointed. Morehouse also recognized the importance of early school years and felt that primary teachers should receive as much assistance as possible. As a result, Gladys Gessner was appointed to the position of Director of Primary Studies. Once again, in 1944, the administrative duties increased and a second Assistant Supervisor, M.M. Rankin, was appointed.

Morehouse was not afraid to criticize the civic administration. In 1944, he complained that the City Council often slashed the School Board budget without adequate information.¹ He suggested that the Board needed greater financial independence, but City Council would not accept this. Morehouse and the Board, therefore, made a conscious attempt to educate both the City Council and the general public to be aware of the educational needs of the City.

¹School Board, Annual Report, 1944, p. 24.

It has been acknowledged that Morehouse was a good administrator. Upon his retirement, the School Board paid him this tribute:

He has served the Board faithfully and well for a great many years and was known throughout the province and indeed throughout Canada in the education field.¹

The Canadian Education Association honored Dr. Morehouse by making him an Honorary Life Member.²

No evidence has been found to suggest that Morehouse's religion interfered with his duties.³ His relationship with Boards and with his teaching staff was generally congenial. Morehouse, himself, felt that the system acted as a unit rather than as two parts; religion did not influence decisions or appointments during his tenure as Supervisor.⁴

When evaluating his tenure as Supervisor, one must remember that Morehouse assumed his duties while Halifax was still in the midst of the Depression. The first ten

¹School Board, Annual Report, 1951, p. 29.

²Ibid., p. 30.

³The writer reached this conclusion after completing an exhaustive search of School Board, Annual Reports, and "Minutes", and after discussion with teachers, principals and administrators who had worked under Morehouse.

⁴Letter from Dr. Morehouse, June 18, 1968.

years of his administration generally consisted of running the existing facilities and program. It could be suggested that the post-war building boom would have occurred regardless of who was the Supervisor. The record would seem to indicate, however, that Morehouse did play a positive role in the post-war educational developments.

Upon the resignation of Morehouse the Board met to appoint his successor. Morehouse did not recommend anybody for the position. Applications were received from G.D. Dowell, O.F. Fritz, R.E. Marshall, M.M. Rankin, M.E. Keating, and E.T. Parker. Each applicant's religious affiliation and qualifications are shown in the following table.¹

¹Infra, p. 37

TABLE 2

APPLICANTS FOR THE POSITION OF SUPERVISOR, 1951^a

Name	Religion	Degree	License	Experience
Dowell	non-Roman Catholic	M.Sc	A	18 years, teacher
Fritz	non-Roman Catholic	B.A. M.A.	A	19 years, teacher
Marshall	non-Roman Catholic	B.A. M.A. one yr. Ph.D credit	A	30 years, teacher, principal
Rankin	non-Roman Catholic	B.A. B.Comm.	high school	18 years, teacher, assistant to the Supervisor
Keating	Roman Catholic	B.A. M.A. L.L.B.	A	16 years, teacher, assistant to the Supervisor
Parker	non-Roman Catholic	B.A. M.A.	A	17 years, teacher, principal

^a"School Board Minutes," May 21, 1951.

The Committee on Teachers recommended for the consideration of the Board, R.E. Marshall and M.E. Keating.

Marshall was appointed, eight votes to three.¹ The Board was then composed of eight non-Roman Catholics--G.C. Hatfield, Mrs. J. Embree, W.C. Dunlop, G.D. Anderson, A.M. Butler, A.M. Smith, C.F. Abbott and M.T. Zive--and four Roman Catholics--A.M. Murphy, W.B. Moriarty, C.A. Vaughan and A.E. Hayes. At this time, Keating had taught seven years in the Halifax system and had been the Assistant Supervisor since the inception of the position in 1942. One might assume that it would be logical for the Assistant to be promoted to the position of Supervisor.

Dr. Marshall, however, was well-qualified to become Supervisor. He was born in 1897, at Falkland Bridge in Annapolis County. He received his early education in that area and in 1915, attended the Normal College in Truro. Upon his return from overseas he entered the Kentville sanitorium where he received treatment for tuberculosis until 1919. Marshall graduated from Acadia with a Bachelor of Arts

¹"Secretary's Report," 1951. It should be noted that the vote was by secret ballot and it is, therefore, impossible to determine from the "Minutes" whether the Commissioners voted along religious lines. Two Commissioners, one a Roman Catholic and the other a non-Roman Catholic, told the writer in confidence that at least one Roman Catholic Commissioner had voted in favor of Marshall. The two Commissioners did not feel that Marshall's appointment was based on religion. It should be noted that the Chairman, G.D. Anderson, only voted in the case of a tie.

degree in 1922 and a Master of Arts in History the following year. He then went to Harvard where he completed one year of credit towards a doctorate. He left Harvard because of ill health.

After returning from Harvard, Marshall sold insurance and then taught for half a year at the Halifax School for the Deaf. It was here that Marshall feels he learned resourcefulness, patience and other qualities of a good teacher.¹

Marshall was appointed to the Halifax system in 1925 and taught until his appointment as principal of the Academy in 1936. He was the last principal of the Academy and when Queen Elizabeth High School opened in 1942, he became its first principal. In 1951, Marshall was awarded an Honorary Doctor of Civil Laws by Acadia University.

Marshall, apart from his academic qualifications, was a veteran of World War I and an active member of the Rotary Club. It may be concluded that either Marshall or Keating could have fulfilled the duties of Superintendent, but, following the war, emotions ran high. Marshall was well known. Whether religion affected his appointment

¹Interview with Dr. R.E. Marshall, June 5, 1968.

cannot be determined.

Marshall assumed his duties as Supervisor on August 1, 1951. Shortly thereafter he had to deal with the question of religion and the Halifax system. In December, 1951, Commissioner Charles Vaughan stated that, "the divided system provided a happy working agreement."¹ This agreement was to be slightly disrupted in June, 1952. The Saint Francis Home and School Association requested that only the Sisters of Charity be appointed as teachers at the school. Marshall said no, because he felt that

the sons and daughters of Roman Catholics should be given an equal opportunity to teach even if they are lay teachers In handling public funds I consider the administrator should be concerned with its source and destination. School board money comes from the public and should be returned to the public, as far as possible. In filling vacancies in the staff of Protestant schools, no application is discarded because the position is reserved. This does not occur when it comes to dealing with applications for Roman Catholic positions. I had stated to some parents that no money from Sisters' salaries was returned through taxation either to the City or to the Nation. I was wrong. Sisters pay a poll tax but are exempt from income tax.²

¹"School Board Minutes", December 14, 1951.

²"School Board Minutes," June 5, 1952. (Sisters, or members of Religious Orders who profess poverty, are considered exempt from Income Tax because they have no income. Federal Information Office, Vancouver, Jan 20, 1969.)

Commissioner A.E. Hayes, a Roman Catholic, stated that the Sisters should be hired because they would provide a good education for Catholic children. A Protestant Commissioner, G.S. Cowan, on the other hand, stated that the Supervisor does not appoint the Sisters but rather the Mother General of the Sisters of Charity submits a list of proposed teachers which is accepted by the Board. The Board decided to send a letter to the Mother General informing her that from now on, members of Religious Orders applying to teach in the system would have to be interviewed in the same manner as other prospective teachers. It was suggested by Marshall that the number of Sisters should hereafter be limited to one hundred two, but this was not accepted by the Board.¹

On the whole, however, Marshall had a good working agreement with the Roman Catholics. It was during these years that the Ecumenical movement, which has greatly contributed to inter-faith understanding and tolerance, took

¹Ibid. Marshall was concerned because "positions were being reserved". Lay Roman Catholic teachers, generally trained in N.S., did not have he felt, the same opportunity to be hired as did the non-Roman Catholic teachers. Secondly, over fifty percent of the Sisters teaching in Halifax in 1951 were Americans, born and trained. Marshall felt that Canadian teachers were better equipped to deal with Canadian problems.

root in Halifax and other cities.

Under Marshall's leadership the Halifax system offered wider educational services. Major work classes commenced for bright children because Marshall convinced the Board that the average teacher found it necessary to teach to the level of the average student in the class, with the result that intelligent children were not fully developing their capabilities. Classes for handicapped and retarded children were also offered and a visiting teacher was appointed to supervise the work of sick children whose illness prevented them from attending school. In conjunction with the Provincial Department of Education, Marshall was instrumental in providing the first school television lessons in Canada. Language laboratories were opened--two at the junior high level and two at the high school level. Library grants, the first in the province, were established to assist in the purchase of books. The grant was fixed at a basic \$1,000 plus an additional fifty cents for each pupil.

As well as being concerned about the educational opportunities which the Halifax system offered its students, Marshall was extremely interested in the welfare of his teachers and he worked to better their position. A

personal records file was set up and used to evaluate each teacher. It was decided that all positions for promotion must be advertised. In-service training was intensified. Teachers were encouraged to take more courses for credit even though this would mean that the Board would be obligated to pay higher salaries. Marshall realized that if the Board wanted to attract the best teachers and to keep strong teachers in the system, salaries would have to increase. He continually fought for this and even though salaries were increasing because of the introduction of the Provincial Foundation scale, Marshall was not totally satisfied. He convinced the Board and the City Council that Halifax should pay its teachers above the Foundation Scale, and in 1956, a substantial increase was granted. Furthermore, the salary differential between male and female teachers was to be eliminated over a three year period.¹ In 1960, in order to obtain qualified teachers, especially in the sciences, Marshall recommended that the Board introduce a \$400 differential for all high school teachers. The Board accepted this proposal.

Overcrowding was not the serious problem in

¹School Board, Annual Report, 1956, p. 8.

Marshall's time that it was during the previous years. Although the pupil enrolment climbed from 14,839 in 1951,¹ to 18,496 in 1962,² the construction of new facilities generally kept pace with the growth. Both Gorsebrook and Westmount experienced overcrowding as the City population shifted, but these problems were minor when compared to the overcrowding of previous years. Saint Patrick's High School opened in December, 1954, and this building provided excellent facilities for the Catholic high school students of Halifax. No students attended classes on shift in Marshall's time and the average class enrolment was thirty-two.³

According to Marshall, his major problem was the difficulty of incorporating into the system a working method of supervision.⁴ He felt that progress depended upon evaluation and the giving of constructive criticism to principals and teachers. Marshall wanted the principals to communicate with the teachers and to offer them greater

¹Ibid., 1951, p. 21.

²Ibid., 1962, p. 19.

³School Board Minutes, May 13, 1961.

⁴Interview with Dr. R.E. Marshall, June, 1968.

assistance. The problem was that the principals were burdened with other duties and Marshall's request for five yearly evaluations of probationary teachers and a quinquennial report on all permanent staff met with opposition. Evaluations for probationary teachers were reduced to three a year.

In examining Marshall's tenure as Superintendent one finds that another problem comes to light. It appears that Marshall sometimes experienced difficulty in working with his Boards. This may be attributed partly to the fact that, due to his illness, Marshall was often absent for lengthy periods and his assistants were forced to carry his duties. Also, the Boards themselves appeared more knowledgeable in the field of education than did previous Boards. The overall organization and administration of the system were under constant review. In fact, immediately upon his resignation the system was altered. One must recognize that Marshall introduced many advances into the Halifax Public Education System but that his administration in later years was hampered by his illness.

The fifth, twentieth century Superintendent of Schools, Dr. Maurice Keating, was appointed on August 1, 1962. Keating, is the first Superintendent to be a product of the

Halifax system and the first Roman Catholic to hold the position. The School Board knew of Marshall's impending retirement and had authorized their Committee on Promotions to establish criteria for the appointment of the next Superintendent. Before the Committee finished its report, Marshall resigned. Commissioner J.A. O'Malley moved and Commissioner W.V. Thompson seconded that

Dr. Keating be appointed the chief executive officer and Superintendent of Schools to be effective July 31, 1962 and any contemplated reorganization of the administration be done under his jurisdiction.¹

The Chairman, J.B. Sawyer, ruled the motion out of order because it had not been listed on the agenda and because he wanted the Board to study the report of the Committee on Promotions before any appointment was made. Sawyer agreed, however, that Keating was well qualified to fill the position. Upon hearing this, Commissioners R.J. Butler and J.A. O'Malley stated that "the Chairman's ruling regarding the original motion was incorrect."² The original motion was then voted on and passed. The vote, however, was not recorded in the "School Board Minutes" but two Commissioners, one a Roman

¹"School Board Minutes," October 10, 1961.

²Ibid.

Catholic and one a non-Roman Catholic, consulted separately by the writer, concurred that Keating's appointment was nearly unanimous.¹

Tradition was broken by a man with superior qualifications. For the first time in the history of the Halifax Public School System a Roman Catholic would take command. Keating's appointment was not a conscious decision to placate Roman Catholics but rather it was a decision to appoint the most able man regardless of his religion. At this time the Board was composed of seven non-Roman Catholics--J.B. Sawyer, B.R. Goodday, W.N. Thompson, Mrs. Abbie Lane, C.F. Abbott, W.B. Greenwood, and J.E. Lloyd--and five Roman Catholics--J.J. Surrette, R.J. Butler, J.A. O'Malley, Dr. W.A. Condy and J.L. Connolly. The fact that it was decided to move that Keating's appointment be recorded in the "Minutes" as unanimous² would indicate that his appointment did not generate religious ill-feeling.

Keating attended College Street School, Saint Patrick's High School and Bloomfield High School. He

¹Interviews with J.L. Connolly (Roman Catholic) and W.B. Greenwood (non-Roman Catholic), June 27, 1968.

²"School Board Minutes," October 10, 1961.

graduated from Dalhousie University in 1927 with a Bachelor of Arts degree, in 1928 with a Master of Arts in Economics and in 1931 with a Law degree. As well as this, he attended the Maritime Business College and the Nova Scotia Summer School. In 1957, he was awarded an honorary Doctorate of Laws by Saint Mary's University.

Keating was first appointed to the Halifax system in 1935. He taught grades six and nine at Saint Patrick's Boys' School until his appointment as Assistant Supervisor to Dr. Morehouse in 1942. He also served as Assistant to Dr. Marshall. Keating had further administrative experience as the Director of Evening Technical Classes, a position he held for five years, and further teaching experience at Saint Mary's University in the Master of Arts in Education program.

Apart from his professional qualifications, Keating is a well-known and respected member of the Halifax community. He has been President of the Halifax Teachers' Union, a member of the Nova Scotia Teachers' Union Executive, President of the Dalhousie Alumni Association, President of the Halifax Rotary Club and a Grand Knight of the Knights of Columbus. Keating has written articles and market reports for "Maritime Merchant," and has done free lance

writing and was Editor of the Nova Scotia Teachers' Bulletin. He holds membership in the Canadian Superintendents' Association and the Canadian Education Association and is a member of the Board of Governors of Dalhousie, Saint Mary's and Mount Saint Vincent Universities.

It is expected that Keating will remain as Superintendent of Schools for a number of years and this alone makes evaluation of his tenure incomplete. It is possible, however, to examine the highlights of his early years as Superintendent. In 1962 when Keating assumed his position there were 18,496 pupils in the Halifax system and 691 teachers under his control.¹ One of his first achievements was the reorganization of the Guidance Department and the appointment of a Director of Guidance. The Guidance Service has since been expanded to twenty-two people working in the junior and the senior high schools, and, with Keating's assistance, Guidance is becoming an integral part of the system. To reduce the non-professional duties of the principals and to allow them to assume greater responsibility, Keating recommended that the Board hire a secretary for each school. This proved too expensive but the Board

¹School Board, Annual Report, 1962, p. 19.

did hire rotating secretaries who somewhat relieve the principals. The philosophy being developed is that principals should enter the classroom, give constructive criticism to their teachers and should be willing to receive suggestions from the teachers; a two-way communications system is necessary for the efficient operation of a school. Keating has encouraged the growth of the aesthetic qualities of education, and the appointment of Chalmers Doane as the first Director of Music should greatly enhance the curriculum.

The Board, under Keating, has sought to aid the disadvantaged child. A close working relationship has developed between the schools and the universities in an attempt to initiate pre-school programs and make the child's transition between home and school an easier one. To assist students with poor home study environments some schools operate after-school study sessions.

Keating recognized that students who were required to repeat the whole year's work on account of a deficiency in one subject were often frustrated, bored and became discipline problems. He decided such students could attend Summer Opportunity Classes to be conducted by Halifax teachers and, if successful, be promoted. These classes

are still in operation and have eliminated some of the problems previously caused by repeaters.

In cooperation with the Provincial Government, the Halifax School Board has initiated the comprehensive program. This program includes the "General Course", which provides a high school certificate for those pupils who are not proceeding to university. As well as the "General Course", a modified junior high school program to terminate in grade nine or ten has been introduced on an experimental basis. These programs require constant student guidance and parent-teacher cooperation and the Board, realizing this, is striving once again to increase its Guidance Service.

Although budgets have been limited, Keating has convinced the Board of the importance of audio-visual aids. A number of French films have been purchased. The I.T.A. alphabet has been introduced in some classes, and a number of other aids are now in common use.

In evaluating Keating's comparatively short tenure as Superintendent, it is apparent that his relationship with the Boards generally has been excellent. In 1962, the Board was composed of seven non-Roman Catholics and five Roman Catholics whereas, in 1968, for the first time, the Board is composed of a majority of Roman Catholics--seven:

M.D. Sullivan, J.L. Connolly, L.W. Smith, Miss E. Burns, E.J. Reyno, L.E. Moir and H.W. Butler--and a minority of non-Roman Catholics--six: W.R. Fitzgerald, H.G. Ivany, C.F. Abbott, F. Kent, A. Bridgehouse and J.R. McQuinn. This proportion reflects the school population which in 1968 is also greater than fifty percent Roman Catholic.¹

Keating's relationship with his staff has not been as relaxed as his relations with the Boards. Many of the senior teachers are resistant to change and hesitate to adopt new ideas such as team teaching and a greater use of audio-visual aids. It does not appear, however, that Keating's religion has interfered with his relationship with the teachers. It has been his desire to implement new ideas which has been the major source of conflict. This is especially evident in the Senior High Schools.

Keating has faced the same problems that have plagued the Halifax School System since its inception. The high schools are overcrowded, the City population is shifting due to redevelopment, and school budgets are limited. Controversy raged over the question of whether to add to the present high schools or to build new ones, and the former

¹Unpublished School Enrolment figures, September, 1967.

was done in order to save money.¹ Keating really has not made headway in solving these problems but it must be admitted that these problems are inherent in the economic conditions of the region. Although economic problems hamper the operation of the Halifax School System, Keating has tried to diminish the results of the lack of money. He does not believe in strict control imposed from above but rather that respect and communication between principals and supervisory personnel must flow in both directions. This allows principals and teachers to experiment and to meet problems in new ways. It may be concluded that under Keating's leadership the Halifax Public School System is advancing and will continue to grow.

In examining the administration of the Halifax Public School System throughout the twentieth century the writer has not discovered any outright religious discrimination unless the rigid composition of the School Board until 1961 can be construed as such. The Board's membership does not,

¹If the real reason was the desire to avoid the dilemma that would be posed by the "religious factor" if a single high school was constructed in the North End, it was not admitted. The problem was complicated by the lack of accessible land. This, of course, is linked to the lack of money which the School Board told the public was the basis for their decision.

however, appear to have unduly influenced the growth and development of the system. Since 1961, the composition of the Board has been more flexible and it appears that appointments of Commissioners have been made on the basis of interest rather than their religion.

As shown, each Superintendent possessed the qualifications, experience and personality to fulfill his duties. It is impossible to determine what the results would have been if a Roman Catholic (for example, Cummings) had been appointed in place of Morehouse or if Keating had been appointed in place of Marshall. If any advancement desired by a Superintendent has been delayed it has been delayed because of a lack of finances rather than because of any religious factor.

In conclusion, it appears unlikely that in the Halifax Public School system, throughout the twentieth century, quality of administration has been sacrificed for the sake of religion. It must be recalled that this study does not attempt to solve problems or in any final way to reach definitive conclusions; rather it is an exploratory

study of several aspects of the operation of the Halifax system.¹

¹Burn's study is the only other broad work written about the Halifax Public School System. Neither Burn's study nor this one should inhibit deeper explorations of the System.

CHAPTER 3

PUPIL AND TEACHER PERSONNEL OF THE HALIFAX PUBLIC SCHOOL SYSTEM

In order to obtain an adequate understanding of the Halifax Public School System it is necessary to examine the pupil and the teacher personnel. As there has been no research on the extent of the religious segregation of pupils within the system, this chapter will attempt to determine to what degree Roman Catholic children attend non-Roman Catholic schools and non-Roman Catholic children attend Roman Catholic schools. Apart from the separation of pupils, this chapter is also concerned with the equivalence of educational advantages and opportunities on the two sides of the system. In this connection pupil-teacher ratios, the qualifications of teachers, and the utilization of substitute and specialist teachers are considered.

According to Alexander McKay, the Supervisor of Schools for Halifax during the early years of the twentieth century, children could attend any school regardless of their faith. He stated:

Catholics and others are entitled to attend the schools nearest to them, so that Catholics are thus generally found in nearly all other schools, while many non-Catholics attend the so-called Catholic schools.¹

Again, in 1968, Dr. Maurice Keating, the present Superintendent of Schools for Halifax, stated, "We do not have separate schools, children are free to attend the school of their choice."²

To discover the extent to which in fact Roman Catholic children attend non-Roman Catholic schools and non-Roman Catholic children attend Roman Catholic schools, a survey of the 1967-1968 enrolments of selected schools was undertaken. The schools were chosen from three different socio-economic areas to allow for possible differences in parental attitude towards school choice. The areas with the schools surveyed are designated as follows: I, below average, the schools being Joseph Howe and Saint Patrick's Boys' and Girls'; II, average, the schools being Westmount, Saint Agnes and Saint Andrew's; III, above average, the schools being Saint Francis and Gorsebrook. It should be noted that these socio-economic divisions are

¹ Sissons, p. 333.

² Halifax Mail Star, April 26, 1968.

not absolute and some overlapping does occur but, generally speaking, the seven above-mentioned schools draw their students from the described socio-economic levels.

Each of the seven schools was visited. From an examination of student record cards the faith of all the children was determined. The principals were most cooperative and all provided the writer with the enrolment of their respective schools. The results of the survey¹ indicate that McKay's statement does not hold true today: there is only a small percentage of non-Roman Catholics attending the Roman Catholic schools and a comparable number of Roman Catholics attending the non-Roman Catholic schools.

It should be noted that McKay may even have been incorrect in 1913. The 1911 ~~Census~~ indicates that 41.4% of the City population were Roman Catholic.² The 1911 School Board Report indicates, however, that 46.9% of the children attended schools for Roman Catholic children.³ If we assume that the vast majority of Roman Catholic children in

¹Infra, p. 59

²Canada, Fifth Census, 1911, Vol. II (Ottawa: King's Printer, 1913), p. 34.

³School Board, Annual Report, 1911, p. 29.

TABLE 3

MINORITY ATTENDANCE IN SELECTED SCHOOLS, 1967

Area	School	Roman Catholic	Total Students	Minority ^a	% Minority
I	Saint Pat's Boys' and Girls'	yes	789	14	1.7
I	Joseph Howe	no	440	36	8.1
II	Saint Agnes	yes	806	10	1.2
II	Westmount	no	566	3	.53
II	Saint Andrew's	no	919	19	2.07
III	Saint Francis	yes	548	5 ^b	.91
III	Gorsebrook	no	372	0	0

^aMinority in the Roman Catholic schools means non-Roman Catholic students and in the non-Roman Catholic schools it means Roman Catholic students.

^b4 in Major Work Class

Halifax were included in that percentage, then the 5.5% difference between the total Roman Catholic population and the number of pupils attending Roman Catholic schools may be explained in two ways: firstly, one could assume that non-Catholic students were enrolled in Roman Catholic schools; or secondly, that Roman Catholics had larger families than did non-Roman Catholics and, therefore, a

greater percentage of Roman Catholics were of school age. In any event, if all the 5.5% were non-Roman Catholics attending Roman Catholic schools, only 490 of a total school population of 8,894 would have been involved.¹

As Keating stated, freedom of choice exists but the results of the survey indicate that McKay's statement does not hold true today; in contrast with his "many non-Roman Catholics" in attendance at Roman Catholic schools there are but few in attendance today. The majority of Halifax parents exercise their freedom of choice in a way that corresponds with their faith. In a real sense, therefore, Halifax may be said to have separate schools.

The survey found that in the above average socio-economic area only five students out of a total of nine hundred twenty attend a school other than the one corresponding to their faith. The percentage of students attending schools not of their faith increases slightly in the average socio-economic area and again it increases in the below average socio-economic area. In the latter a relatively high percentage of Roman Catholics attend Joseph Howe, a non-Roman Catholic school. Perhaps the reason for this is that families in a lower socio-economic area are

¹School Board, Annual Report, 1911, p. 29.

often more concerned with the daily struggle for survival and it becomes immaterial which school the child attends. Also, girls who attend Roman Catholic schools wear uniforms and it is possible that, because some families in the Saint Patrick's area cannot afford these uniforms, their children, to avoid embarrassment, attend Joseph Howe.

The writer has noticed and in casual conversation has discussed the reasons why there are not more children attending a school which is not of their faith. From these observations and discussions it may be concluded that principals encourage pupils to attend the school of their faith. If parents specifically wish their child to enrol in a school which is not of their faith the principals generally require an interview with those parents.

In the past, discouragement came also from the clergy. Parents of all faiths were instructed to send their children to the "proper school". There was definite pressure exerted on parents who did not wish to follow this advice.¹

It is perhaps unnecessary to mention that the City

¹Interviews with L.W. Smith, Roman Catholic, June 19, 1968 and G.A. Mosher, non-Roman Catholic, June 20, 1968.

of Halifax does not have religiously segregated areas. This is substantiated by the number of Roman Catholic and non-Roman Catholic schools which stand almost side-by-side throughout the City.¹ According to Aldermen C.F. Abbott and G.S. Black, their ward (containing Saint Francis and Gorsebrook schools) is not religiously divided in housing but is religiously divided to the extent that the children attend Roman Catholic and non-Roman Catholic schools.² Thus it is not residential patterns but the choice of parents that accounts for the results of this survey.

Let us now examine what, if any, influence this religious separation has on the educational opportunities of the pupils of Halifax. One of the main concerns of the administration of any education system is the optimal use of its personnel. Such optimal use is necessary to provide the maximum opportunities for both the students and the teachers. In Halifax, the problem of obtaining optimal use from qualified personnel could be compounded by the fact that only Roman Catholics are appointed to teach in Roman Catholic schools and only non-Roman Catholics are appointed

¹See attached map, Appendix A.

²Interviews with C.F. Abbott and G.S. Black, June 14, 1968.

to teach in non-Roman Catholic schools. In order to determine if there is equitable distribution of teaching personnel in Halifax, a table¹ was constructed. The results of this table indicate that the teacher-pupil ratio on both sides of the system has been approximately equal over many decades. A further check on the teacher-pupil ratio in the seven schools previously surveyed² revealed, as shown in Table 5, that approximately the same teacher-pupil ratio existed in those schools.

From Tables 4 and 5, it may be concluded that there is very little difference in the teacher-pupil ratio between the Roman Catholic and the non-Roman Catholic schools of the Halifax system. Therefore, it would appear that, to the extent that the teacher-pupil ratio is an indication of opportunity, the child who attends a Roman Catholic school and the child who attends a non-Roman Catholic school receive the same opportunities.

One of the indications of the strength of any educational system is the academic qualifications of its teachers. In order to determine whether teachers on both

¹See Table 4, Infra, p. 64

²See Table 3, Supra, p. 59.

TABLE 4

TEACHER-PUPIL RATIO IN SELECTED YEARS^a

Year	Roman Catholic Schools		Ratio	Non-Roman Catholic Schools		Ratio
	Teachers	Pupils		Teachers	Pupils	
1901	74	3,649	1:49.3	70	3,251	1:46.4
1911	84	4,178	1:49.7	90	4,932	1:54.8
1921	106	4,999	1:47.1	129	6,039	1:46.8
1931	128	5,534	1:43.2	154	6,708	1:43.4
1941	134	5,932	1:44.2	159	7,196	1:45.2
1951	209	7,050	1:33.7	252	7,599	1:30.1
1961	298	8,844	1:29.5	312	10,384	1:33.2

^a School Board, Annual Reports, 1901-1961

TABLE 5
TEACHER-PUPIL RATIO IN SELECTED
SCHOOLS, 1967^a

Area	School	Catholic	Enrolment	Teachers	Ratio
I	Saint Patrick's Boys' and Girls'	yes	789	30	1:29.3
I	Joseph Howe	no	440	15	1:26.3
II	Saint Agnes	yes	806	25	1:32.2
II	Westmount	no	566	20	1:28.3
II	Saint Andrew's	no	919	31	1:29.6
III	Saint Francis	yes	548	22	1:24.9
III	Gorsebrook	no	372	14	1:26.5

^a Unpublished school enrolment and teaching personnel figures, September, 1967.

sides of the Halifax system have approximately the same professional training a check of all teachers employed in the system during 1966 was made. This investigation revealed the teachers' license classifications. The year 1966 was selected because it was the latest year for which the desired information was available. The Superintendent's Report provided the data for the construction of

Table 6.¹ This table reveals that the Roman Catholics appear, on the whole, to be somewhat better qualified than their non-Roman Catholic counterparts. In only one classification, the top one (P.C. Cl. 1), did the non-Roman Catholics have more teachers. The City would like all its teachers to at least hold a Professional Certificate, Class 2. One can see that a larger number of Roman Catholic teachers have achieved this goal. Also, more Roman Catholic teachers hold University Degrees than do non-Roman Catholics (76.5% of the Roman Catholics as compared to 65.5% of the non-Roman Catholics). This difference has existed for some years as the writer discovered from the 1956 School Board Annual Report, which provided the data for the construction of Table 7.²

According to Table 7 it would appear that Roman Catholic teachers within the Halifax system have, for a number of years, been somewhat better qualified than their non-Roman Catholic counterparts. In 1956 as in 1966 there was an 11% superiority in the number who held university degrees. From Tables 6 and 7, it may also be seen that many teachers have improved their qualifications within

¹Infra, p. 67

²Infra, p. 68

TABLE 6

COMPARISON OF TEACHERS' LICENSES IN ROMAN CATHOLIC AND NON-ROMAN CATHOLIC SCHOOLS, 1966

	Class of License							University Degree	% University Degree
	P.C. ^b			T.L. ^c					
	Cl. 1	Cl. 2	Cl. 3	T.L. 1	T.L. 2	T.L. 3	T.L. 4		
non-Roman Catholic (total 316)	61	145	26	39	35	19	9	207	65.5
Roman Catholic (total 328)	48	175	48	30	18	8	1	251	76.5
	31	106	15	16	72	13	1	138	54.1

^a School Board, Annual Report, 1966, p. 18.

^b School Board, Annual Report, 1956, p. 24.

^c The Class of a Professional Certificate is determined by the number of years of education following Grade Eleven. A P.C. Class 1, indicated six years of education following Grade Eleven.

^d See note "c", Table 6, supra, p. 67.

The level of a Teacher's License is also determined by the number of years following Grade Eleven. A T.L. Level 4, is issued to a teacher with a complete Grade Eleven and a partial year of professional training at the Teachers' College or a Summer School. In 1968 the nomenclature and numbering of the two types of teachers' qualifications were revised and integrated.

TABLE 7

COMPARISON OF TEACHERS' LICENSES IN ROMAN CATHOLIC AND
NON-ROMAN CATHOLIC SCHOOLS, 1956^a

	Class of License							University Degree	% University Degree
	P.C. ^b			T.L. ^c					
	Cl. 1	Cl. 2	Cl. 3	T.L. 1	T.L. 2	T.L. 3	T.L. 4		
non-Roman Catholic (total 301)	39	91	3	7	126	33	2	130	43.1
Roman Catholic (total 255)	31	106	16	16	72	13	1	138	54.1

^aSchool Board, Annual Report, 1956, p. 24.

^bSee note "b", Table 6, Supra, p. 67.

^cSee note "c", Table 6, Supra, p. 67.

the last ten years and that the total staff is moving towards the goal of all teachers holding at least a Professional Certificate, Class 2.

In order to determine if the disparity between the Roman Catholic and the non-Roman Catholic qualifications exists at all levels throughout the system, it was thought necessary to examine the qualifications of principals. The license level of the thirty-one school principals for the year 1966 was as follows:

TABLE 8
LICENSE LEVEL OF PRINCIPALS, 1966^a

	Professional Certificate			Teacher's License	
	1	2	3	1	2
non-Roman Catholic	10	4	3	0	1
Roman Catholic	10	3	0	2	0

^aSchool Board, Annual Report, 1966, p. 18.

After examining the qualifications of principals for the year 1966 it can be seen that there is little difference at the top of the system.

The superior qualifications of the Roman Catholic

teachers at the elementary and junior high school level¹ cannot be ignored. The Roman Catholics have made a deliberate and commendable effort to upgrade their qualifications and, in the years surveyed, are better qualified than their non-Roman Catholic counterparts. If teachers' qualifications are a measure of the opportunities available to the students, it would appear that Roman Catholic pupils have greater opportunities within the Halifax system than do the non-Roman Catholic pupils.

Specialists are unique members of the Halifax system. They move from school to school teaching their speciality-- art, music or physical education--, or the children from a number of schools are transported to one school to receive instruction in Industrial Arts or Household Arts. Specialists are responsible to their Director rather than to the principal of any school. Neither the Director of Industrial Arts, H.A. Bain, nor the Director of Physical Education, S. Cook, receive any instructions as to the

¹There is little difference at the high school level. In 1966, 56 of the 57 teachers at Saint Patrick's Roman Catholic high school held university degrees while at Queen Elizabeth, the non-Roman Catholic high school, all 53 teachers held degrees. School Board, Annual Report, p. 18.

placement of their staff with regards to religion.¹ It is the Director's task to assign teachers to the various schools. The placement of specialist teachers is made with the intention of providing maximum opportunity for the students. It is not uncommon, therefore, to find Roman Catholic children receiving art instruction from a non-Roman Catholic specialist. In a system that is otherwise nearly totally segregated by religion the position of the specialist teacher is an interesting divergence. The acceptance of a qualified specialist without regard for his religion has occurred because specialists in all fields are in great demand. The School Boards have realized that if religion were to play a part in the placement of specialists it would be impossible to fill all vacancies. Until the School Board is financially able to assign specialists on a permanent basis to every school these fields of education will suffer. It may be concluded, however, that the use of specialists is the most efficient for the present circumstances.

The School Board's policy of assigning substitute teachers corresponds with its policy of assigning permanent staff. There are two men responsible for placing

¹Interviews with Stephen Cook and H.A. Bain, June 28 and 29, 1968.

substitutes; L.W. Collins assigns substitutes to the non-Roman Catholic schools while G. Moffatt assigns substitutes to the Roman Catholic schools. At the commencement of the school year the Superintendent gives each man a list of substitutes eligible to teach in his part of the system. When a principal of a Roman Catholic school requires a substitute he notifies Moffatt while a principal of a non-Roman Catholic school who requires a substitute notifies Collins. It should be noted that Collins and Moffatt are not responsible for assigning substitutes at the high school; it is the responsibility of the principal to obtain his own substitutes. This he does in cooperation with the Superintendent's office. Both Collins and Moffatt are instructed to assign substitutes from their respective lists.¹ If, after contacting each listed substitute, all vacancies have not been filled, Collins or Moffatt could then consult with the Deputy Superintendent who might then request a substitute of the opposite faith. The majority of vacancies in the Roman Catholic schools are filled by Roman Catholic substitutes and it is a rare occasion when a non-Roman Catholic substitutes in a Roman Catholic

¹Interviews with L.W. Collins and G. Moffatt, June 28 and July 3, 1968.

school.¹ Generally speaking, the problem of obtaining substitutes is handled easily and it is doubtful if the restriction imposed by religion hampers the assigning of substitutes.

In conclusion, it may be stated that Halifax has a separate school system in which the Roman Catholic teachers have been found to be slightly better qualified than their non-Roman Catholic counterparts. From this imbalance the writer feels that Roman Catholic children at the elementary and junior high schools have a greater opportunity than do non-Roman Catholic children.² However, from the other measures of educational opportunity both sides of the system have been found to enjoy the same advantages.

The Halifax system generally obtains maximum use of its personnel. It is difficult to determine whether greater use of personnel would result if the Halifax system were united rather than divided.

¹ Interview with M.M. Rankin, Deputy Superintendent, June 28, 1968. It should be noted that the opposite is also true; Roman Catholics rarely substitute in non-Roman Catholic schools.

² See note 1, Supra, p. 70.

CHAPTER 4

THE PHYSICAL FACILITIES OF THE HALIFAX SYSTEM

The Halifax School settlement, once accepted in 1865, has never since been seriously challenged.

Occasionally, Commissioners would suggest that one school might serve both Roman Catholic and non-Roman Catholic students but this rarely happened.¹ The system, therefore, was perpetuated until today Roman Catholic and non-Roman Catholic schools can be found standing almost side-by-side.² This chapter considers the monetary costs involved in the Halifax system and the utilization of its physical

¹The schools built by the War-Time Housing Authority were used jointly by Roman Catholic and non-Roman Catholic students. Classes, however, were not integrated. The only serious attempt to construct a unified school ended in disaster. In 1951, the School Board was sued for breach of contract by George E. Zinck Limited, which had been previously instructed to proceed with preparations for a thirty-two room school (Westmount) to accommodate all students in that area. The Board later decided that Westmount be designated a non-Roman Catholic school, which reduced its required size, and that another site (Saint Agnes) be purchased for the construction of a Roman Catholic school. Damages totalling \$12,146.59 were awarded to Zinck. (School Board "Minutes", August 3, 1951).

²See attached map, Infra, Appendix A

facilities.

It may be suggested that the construction of schools in close proximity occurred to satisfy the religious factor in Halifax education. However, schools built during the 1950's in most areas of the United States generally accommodated 500-700 pupils with maximum capacity being approximately 200 more.¹ When one considers the pupil-school ratio in Halifax (18,094:31² or 583 pupils in each school)³ one finds that this ratio is consistent with the aforementioned American practice.

It is difficult to determine how strictly this practice was followed in the United States. According to Neagley and Evans, Gary, Indiana, with an enrolment of 46,000 students divided between thirty-one elementary-junior high, three junior high and two high schools is an example of a typical city which has reorganized its schools into more effective units.⁴

¹W.D. Cocking, ed., American School and University, 1958-1959, Vol. I, (New York: American School Publishing Corporation, 1958).

²School Board, Annual Report, 1966, p. 17. There are 31 principals in the Halifax system. Some principals are responsible for multi-building schools.

³Ibid., p. 34.

⁴R.L. Neagley and N.D. Evans, Handbook for Effective Supervision of Instruction. (Englewood Cliffs: Prentice-Hall, 1965), p. 57.

The pupil-school ratio in Gary (1227:1) is considerably larger than the practice described by American School and University. Yet, Gary is classed as a "typical city with an efficient school system." With this ratio in mind it might be felt that efficiency could have been maintained in the Halifax school system if larger schools had been built.

The pupil-school ratio in the rapidly expanding City of Dartmouth, Nova Scotia (638:1)¹ is slightly larger than

¹Dartmouth School Board, "Minutes", June, 1967. Dartmouth was chosen because it has similar socio-economic conditions to Halifax. A check on the pupil-school ratio in schools operated by the Metropolitan Toronto Public School Board revealed that in that highly urbanized area there are 679 schools with a total enrolment of 443,118 pupils or 652 pupils per school. (Ontario, Minister of Education, Sessional Paper Number Seven, Toronto: Queen's Printer, 1967, p. 87.) It should be noted that comparisons between systems may be concealing differences in the combination of grades into schools or the number of buildings under one administration. In Halifax, the per-school enrolment is not always the per-building enrolment. Bloomfield school, comprised of three separate buildings, is an example of this. In Halifax there is only one school, Cornwallis, which just offers grades 7, 8, and 9, where in other systems these grades may always be in junior high schools. Despite these reservations, this comparison is offered to give the reader an indication of the pupil-school ratios in other areas and to enable tentative judgments to be made about the relative efficiency of the system.

that of Halifax (583:1). The difference of fifty-five pupils per school may not seem significant until one realizes that in thirty schools this would total over 1500 students.

In order to shed further light on whether the construction of schools in Halifax was decided by the religious factor a chart¹ of certain City schools was prepared. This chart indicates the proximity of Roman Catholic and non-Roman Catholic schools built following 1945.² Table 9 excludes some schools which were built since 1945. Cornwallis Junior High School is worthy of attention. It is the only three grade school in the system. LeMarchant and Sir Charles Tupper schools act as feeders for Cornwallis. Saint Patrick's High School built in 1954 was excluded because it was a replacement for a number of Roman Catholic schools which offered high school instruction. Joseph Howe constructed in 1966 and Oxford built in 1967 were also replacements for old buildings. Edgewood built in 1947 became a center for Household and Industrial Arts prior to

¹Table 9, Infra, p. 78.

²1945 was selected as, following the war, there was a population shift into the south and west ends of the City and money was released for school construction.

the opening of Saint Catherine's and Saint Andrew's and was excluded because it does not enrol any permanent students.

TABLE 9
 ROMAN CATHOLIC AND NON-ROMAN CATHOLIC SCHOOLS
 CONSTRUCTED SINCE 1945 WITHIN SPECIFIED
 DISTANCE OF EACH OTHER

Roman Catholic School ^a	Distance	Non-Roman Catholic School
Saint Francis (462 pupils, built 1951)	1/4 mile	Gorsebrook (378 pupils, built 1949)
Saint Agnes (814 pupils, built 1950)	1/4 mile	Westmount (578 pupils, built 1951)
Saint Agnes	3/4 mile	Saint Andrew's (973 pupils, built 1959)
Saint Catherines (1228 pupils, built 1958)	1/2 mile	Westmount
Saint Catherines	3/4 mile	Saint Andrew's
Saint Stephen's (958 pupils, built 1946)	1/4 mile	Mulgrave Park (345 pupils built 1958) ^c

^aSchool enrolment figures are taken from the School Board, Annual Report, 1966, p. 34. The school construction dates were obtained in an interview with D. Driscoll, Building Superintendent, July, 1968.

^bIbid.

^cMulgrave Park was built to replace a school originally built in 1945 by the Department of National Defence.

If one accepts the Gary standard it could be argued that schools in Halifax were built to satisfy the religious factor. In the case of Saint Francis and Gorsebrook and in the case of Mulgrave Park and Saint Stephen's one school would adequately serve each area. The four schools in the remaining area (Saint Agnes, Saint Catherines, Westmount and Saint Andrew's) were built in pairs, all within a ten year period. Once again, following the standards of Gary, it would appear that three schools could adequately serve the area.¹ If, however, one follows the practice outlined by American School and University, it could be stated that there was a definite need for the number of schools which had been constructed. Once again, if Halifax schools were of comparable size to those in Dartmouth, somewhat fewer schools could have been built.

Let us now examine the costs of perpetuating the Halifax system. In this regard interviews were held with men of the construction industry. Each man was presented with the hypothetical problem--which is less expensive, the construction of one, forty-room school or the construction

¹Note the proximity of other schools, Infra, Appendix A.

of two, twenty-room schools. According to Corkum,¹ the construction of a single forty-room school would be less expensive for the following reasons: there is less overhead for the contractor--only one site supervisor is required, only one field office is needed. In addition, the per unit cost per square foot of building decreases as the size of the building increases because supplies and construction materials purchased in larger quantities come at a more favorable price. Napier,² interviewed separately, agreed with Corkum. He also stated that in Halifax where land is at a premium it would appear that money could have been saved by building larger schools on fewer sites. In an area of redevelopment, such as the north end, for example, it would be less costly to obtain one site and construct one school than it would be to duplicate sites.

According to Napier and Corkum, therefore, it is less expensive to build one forty-room school than it is to build two, twenty-room schools. They also feel from a solely monetary point of view that it is less expensive to build a

¹ Interview with Henry Corkum, President, H.W. Corkum Construction, July 10, 1968.

² Interview with Paul Napier, Architect, July 11, 1968.

multi-storey school than a single storey school. It should be remembered that the choice of the design of a school plant, however, depends not only upon financial factors but also upon pedagogical factors. The decision to build up rather than out is made in the light of all factors.

It should be noted that architect's fees are directly related to the actual cost of construction. At the present time the architect receives six percent of the cost. There would be, therefore, a slight saving in the architect's fees as the cost of construction decreased. If, therefore, larger schools were constructed there would be some reduction in monetary cost.

The maintenance costs in the Halifax system today are greater than they would have been if larger schools had been built. The heating of schools is a major cost in this climate. In 1966, heating cost nearly fifty percent of the amount spent on contractual services.¹ It should be noted that the less surface area of a building is exposed to the elements, the less will be the heat loss; generally speaking, therefore, the more rooms a school contains the

¹School Board, Annual Report, 1966, p. 83.

less will be the per-room cost of heating.¹ Also, the principle of "borrowed heat"² may be employed in a larger building. Table 10³ supports the above claim. From this table one can see that considerable savings in fuel alone could have resulted if the City had built larger schools.

Other maintenance costs which must be considered are the expense of snow removal, garbage removal, light and power and water.⁴ As in the case of heating there would have been some reduction in the cost of the above services if larger schools had been built.⁵

In order to determine whether the physical facilities of the Halifax system receive optimal use, a table⁶ showing

¹ Interview with J.W. MacLean, Engineer, July 12, 1968.

² The principle of borrowed heat refers to the fact that heat rises so the second floor is partially heated by the same air which heated the lower floor.

³ Infra, p. 83.

⁴ It has been suggested that janitorial services might be included but Driscoll, the Building Superintendent, feels this would be difficult to substantiate as each man can only perform a certain number of tasks each day. There might be some saving as the number of head janitors decreased.

⁵ Interview with MacLean, July, 1968.

⁶ See Table 11, Infra, p. 84.

TABLE 10

COMPARISON OF HEATING COSTS IN TWO LARGE AND
TWO SMALL SCHOOLS, 1966

School	Rooms ^a	Heating Cost ^b	Cost per Room
Queen Elizabeth High	109	\$8,725	\$75.91 ^c
Saint Patrick's High	109	7,260	66.79
Gorsebrook	23	3,236	140.69
Saint Francis	23	3,468	150.78

^aFor heating purposes, the number of rooms is based on square footage. At the high schools the auditorium and gymnasium constitute 36 rooms while at Saint Francis and Gorsebrook they constitute 4 rooms. (Interview with Driscoll, July 12, 1968.) The comparison may be biased by the fact that in the large schools the gymnasias account for more of the space and lower temperatures are desired in the gymnasias because of the vigorous activity in which the pupils will be involved.

^bIbid.

^cQueen Elizabeth burns light oil which costs one cent more per gallon than the heavy oil which Saint Patrick's burns and Queen Elizabeth uses approximately 2,000 gallons more each year.

the pupil-classroom ratio was constructed. From Table 11, it may be seen that the pupil-classroom ratio on both sides of the system is approximately the same. However, certain schools on both sides of the system might be overcrowded whereas others might have room for more students. In order to shed light on this possibility it was decided to examine the pupil-classroom ratio in the seven previously surveyed schools.¹ Figures for 1961 and 1966 were computed because of the possibility that pupil-classroom ratios might shift significantly. From Table 12,²

TABLE 11

PUPIL-CLASSROOM RATIO IN ROMAN CATHOLIC AND NON-
ROMAN CATHOLIC SCHOOLS, 1961

	Enrolment ^a	Rooms ^b	Pupil-Room Ratio
Roman Catholic	8,854	266	33.2:1
Non-Roman Catholic	8,869	297	29.8:1

^aSchool Board, Annual Report, 1961, p. 32.

^bBuilding Superintendent's Unpublished Report, 1961. It should be noted that the 1961 figures were used because they were the latest figures processed.

¹See Table 5, Supra, p. 65

²Infra, p. 86.

it may be seen that some schools have been definitely more crowded than others. When one notes the proximity of those schools one feels that it might have been possible, in a unified system, to relieve overcrowding by shifting students to other schools to be permanently enrolled there. For example, students from Saint Patrick's Boys' and Girls' schools could attend Joseph Howe. While, on occasion, the "dual system has made it possible to overcome temporary crowded conditions in one school by utilizing space in a neighbouring school,"¹ it should be noted that the dual system does not make it possible to use the simpler expedient of shifting pupils to another school to be regularly enrolled there.

It should be noted that the 1961 discrepancy in the pupil-classroom ratio between Joseph Howe and Saint Patrick's Boys' and Girls' schools rectified itself by 1966 as redevelopment commenced in that area. The difference in pupil-classroom ratio between Saint Agnes on the one hand and Westmount and Saint Andrew's on the other has decreased during this period. However, the difference between Westmount and Saint Andrew's has increased. Some relief

¹School Board, "Report to the Board of School Commissioners of the Special Board Committee on Annexation", October 21, 1968, p. 17.

could be given to either Saint Agnes or Saint Andrew's by shifting pupils to Westmount. Students from Saint Andrew's a non-Roman Catholic school, could be relocated at Westmount, also a non-Roman Catholic school, without the religious factor entering the picture.

TABLE 12

A COMPARISON OF PUPIL-CLASSROOM RATIO IN SELECTED
SCHOOLS FOR THE YEARS 1961 AND 1966

School (with rooms) ^a	1961 Enrolment ^b	Ratio	1966 Enrolment ^c	Ratio
Gorsebrook (15)	420	28.0:1	378	25.2:1
Saint Francis (18)	488	27.1:1	462	25.6:1
Joseph Howe (10)	310	31.0:1	237	23.7:1
Saint Patrick's Boys', Girls' (29)	1,079	37.2:1	812	24.5:1
Saint Agnes (25)	948	37.9:1	814	32.5:1
Westmount (21)	636	30.2:1	578	27.5:1
Saint Andrew's (30)	735	31.1:1	973	32.4:1

^aInterview with D. Driscoll, Building Superintendent, August 1, 1968.

^bSchool Board, Annual Report, 1961, p. 32.

^cSchool Board, Annual Report, 1966, p. 34.

The use of special facilities which add to the cost of construction should also be considered. The writer has chosen to examine utilization of gymnasias as one example of special facility use.¹ In order to determine whether the Halifax schools' gymnasias receive optimal use interviews were held with physical educators. A.J. Coles stated and L.K. Goodwin, interviewed separately, concurred that "to justify the construction cost of a gymnasium, that facility should be utilized over eighty percent of the school day."² On the other hand, Leavitt recommends that "gymnasias should be utilized 70% of the school day."³ In order to determine

¹At the junior high level both Industrial and Household Arts facilities are used 100% of the school week. There are twelve industrial arts rooms and twelve instructors, an insufficient number for the size of the system. As many grade sevens as space permits receive instruction with priority being given to the adjusted classes. There are seven household arts rooms and twelve instructors. It should be noted that there is household arts at the high schools but no industrial arts. (Interview with H.A. Bain, Director of Industrial Arts, August 2, 1968.)

²Interview with A.J. Coles, Director, School of Physical Education, Dalhousie University, and L.K. Goodwin, Assistant Director, Athletics, Saint Mary's University, July 24, 1968.

³"Elementary School Size Relationships", cited by H.J. Otto and D.C. Saunders, Elementary School Organization and Administration (New York: Appleton-Century Crofts, 1964), p. 326.

the actual utilization of Halifax gymnasia the following table was constructed:

TABLE 13

UTILIZATION OF GYMNASIA, 1968

School	Percentage Use of Gymnasia ^a				
	0-20	21-40	41-60	61-80	80-100
Alexander McKay	*				
Joseph Howe		*			
LeMarchant		*			
Saint Francis		*			
Saint Stephen's		*			
Sir Charles Tupper		*			
Saint Patrick's Boys'		* ^b			
Saint Thomas Aquinas			*		
Tower Road			*		
Saint Agnes			*		
Richmond			*		
Oxford			*		
Tower Road Annex				* ^c	
Saint Catherine's				*	
Westmount				*	
Saint Joseph's				*	
Mulgrave Park				*	
Alexandra				* ^d	
Saint Andrew's				*	

^a Unpublished Physical Education Timetable, 1968.

^b Saint Patrick's Girls' also uses the gym at Saint Patrick's Boys' school. This percentage comprises total usage.

^c Tower Road Annex is used by Saint Mary's Boys' and Girls' schools as neither of those has gyms.

^d Alexandra is used by Saint Patrick's Junior High.

If one uses Leavitt's recommendation as an accepted standard it can be seen that seven of the nineteen Halifax school gymnasias receive optimal use. If, however, one uses the standard proposed by Coles and Goodwin it can be seen that none of the Halifax gymnasias is utilized to that extent. Taking as a guide the minimum recommendation it can be concluded that only 36.7% of the Halifax schools make optimal use of their gymnasias.¹

Under the present conditions the under-utilization of gymnasias might be partly an administrative problem. If, however, the schools were larger the present gymnasias would receive greater use. In the future it is hoped that the physical education staff will increase, the programs will expand and the utilization of gymnasias will reach recommended proportions.

In conclusion, it is difficult to determine whether

¹It should be noted that in many schools the gymnasias are used throughout the day for a variety of activities; music, drama and art. All these activities could be held in classrooms which are considerably less expensive to construct than are gymnasias. (Interview with S. Cook, Director, Physical Education, July, 1968). Also, according to Leavitt, "a multi-purpose room used for physical education invariably places major restrictions on the physical education program". Cited by Otto and Saunders, p. 34.

the cost of the Halifax system has been, over the years, significantly greater than the cost of a unified system would have been. On the one hand, there might have been some reduction in maintenance costs if larger schools had been built. It would have been less costly to obtain one site and construct one school than it has been to duplicate sites. Also, there has been a slight discrepancy between the pupil-classroom ratios in the Roman Catholic and non-Roman Catholic schools. This discrepancy has resulted in a minor loss of efficiency. Furthermore, it would appear that optimal use is not always made of special facilities.¹ On the other hand, it is conceivable that larger (divided) schools could have been built through somewhat greater geographical separation. The dual system, however, has made it possible to overcome temporary overcrowding by utilizing classrooms in neighbouring schools. One might conclude that the costs of the divided system have not been significantly greater than the cost of a unified system might have been.

¹The writer has only briefly glanced at this problem. Further research might prove worthwhile.

CHAPTER 5

CONCLUSION

The Nova Scotia Education Act does not make any provision for separate schools within the province. In Halifax, however, the public school system is traditionally divided into schools which are generally attended by Roman Catholic students and schools which are generally attended by non-Roman Catholic students. It was found that while parents are free to send their children to any school the majority of Halifax parents exercise their freedom of choice in a way that corresponds to their faith. In a real sense, therefore, Halifax may be said to have separate schools. The traditional division of schools is recognized as the religious factor in Halifax education.

This study has outlined the evolution of the Halifax Public School system in an attempt to assess the influence of the religious factor. It should be noted that this was an exploratory study of several aspects of the operation of the Halifax system. As the paper is of limited length the study was not intended to be all-inclusive. The

writer selected certain aspects of the problem to be examined in detail and others to be briefly glanced at; there were still others which would have extended the scope of the paper unduly. The purpose of this paper was neither to assess the total value of continuing the divided system, nor to conclude whether this has been the best system for Halifax, but to gain insight into its operation.

As the chief executive officer or Superintendent may be considered the pivotal point of a school system, the achievements of the twentieth century administrators and the developments which occurred under their leadership have been closely examined. The first four twentieth century Superintendents, McKay, Butler, Morehouse and Marshall were non-Roman Catholics. No evidence was found in the Reports and assorted Board documents or in the interviews with teachers, principals and administrators to indicate that religion influenced their appointments although the School Boards were predominantly non-Roman Catholic. Today's Superintendent, Keating, is the first Roman Catholic to occupy the position. At the time of his appointment the School Board consisted of seven non-Roman Catholic Commissioners and five Roman Catholic Commissioners. The fact that it was decided that Keating's appointment be

recorded in the "Minutes" as unanimous would indicate that his appointment did not meet any firm religious opposition. It may be concluded that any teacher desiring to become the chief executive officer of the Halifax school system will be evaluated by his qualifications and personal merit and not by his religious affiliation. The writer found no evidence to indicate that quality of administration has been sacrificed for the sake of religion.

The Superintendent may be considered as the peak of the pyramid but it is the students and teachers who are the base of the educational pyramid. One may examine a Superintendent's qualifications but the opportunities available to the pupils and the qualifications of the teachers are better indicators of the strength of an educational system.

The pupil-teacher ratio was selected as an indication of the opportunities available to the students. An examination of this ratio on both sides of the Halifax system revealed that a child who attends a Roman Catholic school receives the same opportunities as a child who attends a non-Roman Catholic school. It should be noted that the writer did not evaluate the quality of opportunity but rather the equality of the opportunity. A determination

of the quality of this opportunity has been left for future research.

As a second indication of the opportunities available to students, the writer examined the qualifications of teachers. It was found that on the average Roman Catholic teachers in elementary and junior high schools have superior qualifications. This discrepancy, while real, is not of large proportions, but if teachers' qualifications are a measure of educational opportunity it would appear that students attending Roman Catholic schools have somewhat greater educational advantages than do those students attending non-Roman Catholic schools.

As a final indication of the impact of the religious factor the writer briefly examined the monetary costs of the divided system. It should be noted that the determination of the psychological costs of the divided system were felt to be outside the scope of this paper. As educators do not agree on the optimal school size it is difficult to determine whether the construction and operation of the Halifax system has been significantly greater than the cost of a unified system could have been. Under certain conditions relating to school size, however, some financial saving might have resulted if larger schools had been built.

In conclusion it may be stated that there is at times a minor loss of efficiency in the operation of the divided system. In any given area one school might be more crowded than another. The dual system makes it possible for classrooms in one school to be utilized temporarily by another overcrowded school. Due to the religious factor, this overcrowding cannot be relieved simply by shifting students to the nearest school to be permanently enrolled there. It appears, however, that the educational opportunities of the students on both sides of the system have been comparable. Also, in the operation of the system it does not appear that there has been any significant duplication of facilities or costs, although this is difficult to determine.

APPENDIX A

- KEY
- ROMAN CATHOLIC SCHOOLS
 - △ NON-ROMAN CATHOLIC SCHOOLS

THE LOCATION OF ROMAN CATHOLIC AND NON-ROMAN CATHOLIC SCHOOLS IN HALIFAX



KEY TO THE LOCATION OF ROMAN CATHOLIC AND
NON-ROMAN CATHOLIC SCHOOLS¹

ROMAN CATHOLIC

1. Saint Francis
2. Saint Mary's Boys' and Girls' (2 separate schools)
3. Saint Thomas Aquinas
4. Saint Patrick's High School
5. Saint Euphrasia
6. Saint Patrick's Girls', Boys' and Junior High
7. Oxford (3 buildings)
8. Alexander McKay
9. Saint Catherines
10. Saint Agnes
11. Saint Stephen's Annex
12. Saint Stephen's
13. Saint Joseph's
14. Edgewood^a

NON-ROMAN CATHOLIC

15. Tower Road
16. Gorsebrook
17. Morris Street (Tower Road Annex)
18. LeMarchant (2 buildings)
19. Cornwallis Junior High
20. Queen Elizabeth High
21. Alexandra
22. Chebucto (2 buildings)

¹Annexes in a separate location are shown but multiple building schools are designated as such.

23. Joseph Howe
24. Bloomfield (3 buildings)
25. Ardmore
26. Sir John Thompson
27. Westmount
28. Saint Andrew's
29. Mulgrave Park
30. Richmond
31. Sir Charles Tupper

^aEdgewood is the manual training and household arts center used jointly by students from Roman Catholic and non-Roman Catholic schools.

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