

**THE COMPREHENSIVE SCHOOL SYSTEM
IN NOVA SCOTIA AND ITS FINANCING**

A thesis written in partial fulfillment of
the requirements for the degree of Master
of Arts.

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June 19, 1966.

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I N T R O D U C T I O N

Education was and still is one of the major problems facing both federal and provincial governments. We in Nova Scotia had no system of public education a century and a half ago, and even though some major changes have come in Nova Scotia since then, I feel that we are in a period of transition and, with the many inadequacies in our present system, major changes are necessary.

The system of education in Nova Scotia is still geared for the academic student, that is, the supposedly university bound student. Until the late 1930's the type of education that was carried on in each municipality depended on the wealth of a municipality, as each municipality had to build and pay for their school buildings, and also pay the teacher's salary.

With the advent of the larger school unit of administration in the late 1930's, consolidation (the combining of many one room schools into one large school) did take place in some areas of Nova Scotia. In 1946 rural and regional high schools were built throughout the Province. These schools allowed for more specialization and thus better teaching at these levels of education. A large percentage of the costs of these buildings was paid for by the Provincial Government.

The present system of education with six vocational schools and a technical institute in Nova Scotia along with a general course for non-university students has widened

the field for our students, but I feel that this present system should be changed to a comprehensive system which has many advantages and should satisfy the needs of most of our students in Nova Scotia.

A comprehensive system with six new vocational schools is being proposed for Nova Scotia, but changes will have to take place as far as co-operation between the academic and vocational schools is concerned if this system is to be successful.

Judge J. V. Pottier in 1955 changed the whole system of public financing in Nova Scotia and this has allowed the poorer areas of Nova Scotia to receive more money to build schools and attract teachers to their areas on an equal basis with the wealthier areas.

Under the new comprehensive system the Federal Government has a number of different programs from which the Provincial Government can choose and for which the Federal Government will pay a large percentage of the cost. Even though the costs of the comprehensive system will be higher than those of the present system, the sharing of this cost by both the Federal and Provincial Governments will take most of the burden and the remainder of the finances should still fall within the financial ability of the various municipalities.

CHAPTER I

HISTORY OF EDUCATION IN NOVA SCOTIA

With the advent of education in Nova Scotia over one hundred years ago, the socially superior child was the one who received most of the benefits. This idea of social superiority was clearly stated by Robert Lowe, who as Vice-President of the Education Department in England was chiefly responsible for educational policy there from 1857 to 1864. Three years after he retired from that office Lowe wrote and published a pamphlet, in which he said: "The lower classes ought to be educated to discharge the duties cast upon them. They should also be educated that they may appreciate and defer to a higher cultivation when they meet it, and the higher classes ought to be educated in a very different manner, in order that they may exhibit to the lower classes that higher education to which, if it were shown to them, they would bow down and defer".¹

This idea of social superiority began to change at about the turn of the century and to meet the needs of more children at that time, one and two room schools were built in many communities. This school, with one or two teachers, taught all subjects to all students from Grades I to XI. In these schools a teacher was mainly a baby-sitter as the teacher did not have the time to teach all subjects, and

¹Robert Lowe, Primary & Classical Education, London 1867. Quoted in A History of English Elementary Education by Smith, University of London Press, 1931, p. 253.

the students were completely on their own to do their work. It was the case that only the fittest survived. The top scholars made it through school, while the rest dropped out along the way. Thus the aim of the schools at that time was to satisfy the needs of the very bright and forget about the others. Many educators at this time were against this belief but for financial and other reasons could do very little about this situation. At the turn of the century, John Millar, Deputy Minister of Education in Ontario said: "It should be accepted as settled, that the high schools are not supported either entirely or mainly for the benefit of those who enter on professional pursuits or become matriculants of a university".¹

Until the late 1930's we were saddled completely with the one room school. This meant that the wealthy families could send their children to private schools, but the poorer families had to attend the one room school, and in many cases they just did not go to school but went out to work. By law children cannot leave school under the age of 16 years in urban areas and 14 years in rural areas, but this law was not strictly enforced. Usually the schools were not kept in good repair, but the main problem in these schools was that it was not feasibly

¹John Millar, Education for the Twentieth Century (Listed in the catalogue of pamphlets in the Public Archives of Canada by Magdalen Casey) Vol. II, No. 2622, p. 5.

possible for one individual teacher to teach all subjects to all students in all grades. The system of the small decentralized unit was devised to meet the needs of a society in which the principle of local autonomy was observed, thus placing the responsibility of educating the children upon each small community. There was great inefficiency in this system of education as we can see by the number of officials in control of schools in Nova Scotia. There were 5,100 officials with a population of 550,000 as compared with Great Britain where there were less than 300 officials serving a population of 47,000,000.

An article in the 1937 "Public Affairs" states: "The most important problem of educational administration recognized as such by all provincial departments of education in Canada, is that of reducing in some measure, the tremendous inequalities of educational opportunity that result from the present small decentralized unit of school administration".

Two school sections led the way with consolidation. They were the MacDonald Consolidated School in Middleton, and the Consolidated Schools of Annapolis Royal. This provided more individualized help for children, and teachers could now become more specialized.

Since that time, consolidation has come in Grades I to VI and Grades VII to XII in most urban and rural areas of the Province. Some areas, especially one such as Pictou County, have consolidation at the secondary level, but very little consolidation at the elementary level; thus there are many

one and two room schools in Pictou County serving our children from Grades I to VI.

Some of the advantages that occurred with the larger school unit were:

1. Equal distribution of costs of education.
2. System of levying and collecting taxes was cheaper and more uniform.
3. There was a tendency to equalize educational opportunities for all children.
4. Selection of better qualified teachers.
5. Spread of educational costs over larger areas relieved areas where the costs had been oppressive.
6. Consolidation of the small schools having one teacher for six to ten pupils with larger schools where the pupils could receive specialized training.

Regional High Schools

In 1946 the Province outlined its plan of further consolidation of schools by announcing its plans to establish rural and regional high schools throughout the Province. Rural high schools were those erected in a municipality, while regional high schools were those erected in an incorporated town, for the use of high school pupils from the town and nearby rural and village areas.

In the case of rural high schools, in addition to paying the capital costs, the Province agreed to pay 75 percent of the operating expenses, including conveyance of pupils. For regional high schools, the Province paid

that part of the capital costs which was to provide for the rural and village pupils, as well as a portion of the remainder. They also agreed to pay 75 percent of the share of the rural area, including costs of conveyance. In such towns, in which these schools were built, the Province paid 35 percent to 50 percent of the town's share in the operating costs of such schools. At the same time they ceased to pay any special grants to these towns.

Two of the major advantages of the rural and regional high schools were the equality of education for all pupils within the county, and the increased specialization by teachers, thus increasing the standard of teaching.

One of the major problems both before and after consolidation of our schools was the inequality of school tax rates being paid throughout the Province.

The equalization of this tax was improved throughout the Province by Judge J. V. Pettier's 1955 report of the Royal Commission on Education in Nova Scotia. This was a great step forward in the financing of education and this plan is still in use today.

CHAPTER II

THE PRESENT SYSTEM OF EDUCATION IN NOVA SCOTIA

The high school enrolment in Nova Scotia has increased markedly in the past fourteen years. Enrolment in Grade IX has grown from 7,444 in 1951 to 13,881 in 1965; in Grade X from 5,010 to 11,480; in Grade XI from 3,729 to 9,745; and in Grade XII from 1,278 to 4,850. This increase has been mainly due to the efforts of the government of Nova Scotia to broaden the scope of general education in extending high school facilities through the establishment of rural and regional high schools. Commercial courses have been provided in some schools, with employment as the ultimate aim, and Industrial Arts and Home Economics have been taught as part of general education with no vocation in mind.

Even though the school enrolment has increased tremendously, our basic aim in all of our schools has been a strictly academic education, with this fulfilling the needs of approximately twenty percent of our high school population who are university or professionally bound.

In the middle 1950's in our Province, we had two vocational schools, one in Halifax and the other in Yarmouth. In 1963 four more of these schools were built in Springhill, Kentville, Stellarton and Sydney, and these, of course, provided more opportunity for our children, but for entrance to most courses we required Grade X or XI, and this still left out the pupils who either cannot do their work to this level or have no interest in the academic

TABLE I

INCREASE IN TOTAL SCHOOL AND HIGH SCHOOL ENROLMENT
IN NOVA SCOTIA

Date	Population of N. S.	Total School Enrolment	High School in Total and in % of school enrolment				Total	
			Enrolment in % of Population	Grade IX Enrolment	Grade X Enrolment	Grade XI Enrolment		Grade XII Enrolment
1901	459,574	98,410	21.0	4,461-3.6	1,850-1.9	878-.89	107-.1	7296-7.4
1911	492,339	102,910	21	4,717-4.6	2,550-2.5	1,223-1.2	186-.18	8676-8.4
1921	523,837	109,483	20.9	4,896-4.5	3,958-2.8	1,407-1.3	344-.31	9705-8.8
1931	512,846	115,511	22.5	5,970-5.2	4,645-4.0	2,684-2.3	553-.48	13852-11.8
1941	577,962	116,880	20.2	6,518-5.6	5,131-4.4	3,762-3.2	1,318-1.1	16529-14.1
1951	642,584	134,483	20.9	7,444-5.6	5,010-3.8	3,729-2.8	1,278-.95	17461-12.9
1956	694,717	176,847	25.4	8,886-5.0	6,920-3.9	4,855-2.8	1,874-1.0	22535-12.7
1965	761,000	199,856	26.3	13,881-6.9	11,480-5.7	9,745-4.8	4,850-2.4	39956-19.0

TABLE 2

COURSES OFFERED IN VOCATIONAL HIGH SCHOOLS

Cape Breton Cumberland Halifax Kings Pictou Yarmouth Halifax N.S. Inst. of Technology

Courses	Cape Breton	Cumberland	Halifax	Kings	Pictou	Yarmouth	Halifax	N.S. Inst. of Technology
Auto Body Repair	X							X
Auto Mechanics		X	X	X	X	X	X	X
Barbering								
Beauty Culture		X						
Bookkeeping			X					
Brick and Tile								
Carpentry	X	X	X	X	X	X	X	X
Clerical								
Construction Wiring								
Cooking								
Diesel	X	X	X	X	X	X	X	X
Drafting - Architectural								
Electrical - Mechanical	X	X	X	X	X	X	X	X
Electrical Construction	X	X	X	X	X	X	X	X
Electrical Machinery	X							
Gasoline Power Tool Repair								X
Heating and Ventilation		X	X	X	X	X	X	
Machine Shop	X	X	X	X	X	X	X	X
Machine Tool Operation								X
Oil Burner Installation								X
Painting and Decorating								
Photography								
Plumbing and Pipe Fitting	X	X	X	X	X	X	X	X
Radio & Television Serv.	X	X	X	X	X	X	X	X
Refrigeration								

TABLE 2 continued

N.S. Inst. of
Technology

Cape Breton Cumberland Halifax Kings Pictou Yarmouth Halifax

Courses	Cape Breton	Cumberland	Halifax	Kings	Pictou	Yarmouth	Halifax
Retail Merchandising					X		
Sheet Metal	X						X
Stenography	X		X		X		X
Technology - Electrical							X
Electronic							X
Mechanical							X
Tile Setting							X
Tool and Die							X
Watch Repair							X
Welding	X		X		X		X

courses, so these pupils become drop-outs and thus join our unemployed labour force.

We do have one technical school in Halifax but the requirements for entrance are as great as that for university. Tenders have been called for the construction of a second institute to be known as Nova Scotia Eastern Institute of Technology and it will be located near Sydney. It will accommodate about 800 students and is expected to cost about four million dollars.

Another step forward in helping our students was made in 1961 when four Nova Scotia high schools were chosen to act as pilot schools to introduce three year courses designed for students not wishing to attend university. This pilot program, prepared after two years of special study by officials of the Department of Education in cooperation with university and teacher training college staff members and high school teachers and principals, was undertaken with the thought that it would be a Province-wide broadening of the high school program to make it possible to prepare children better for their life's work.

It was the opinion of those concerned with secondary education that the academic courses did not offer sufficient breadth of opportunity to prepare all children to live in our complex society. It was hoped that the new program would provide for meeting the needs of all students whether they are planning to go to university or into trades, technical or commercial careers. Students are guided

towards the courses best suited for them on the basis of comprehensive records including the results of achievement tests and intelligence tests, teacher's marks, and the personal opinions of teachers and parents. In all cases the parents will have the final decision (provided the minimum prerequisites for advancing to the next grade have been met). The general course, as can be expected, is working out very well in some schools, but other schools have complaints that it is a dumping ground for lazy and poor students. Students in the general course are discouraged because they are not able to go on in some fields. This is the fault, in some cases, of an inadequate guidance service, and a lack of co-ordination between institutions, such as hospitals, and the Department of Education.

An advisory committee has been set up to look into problems of the General Course and probably through time many of these problems will be straightened out.

Federal Technical & Vocational Training Assistance Act-1960

The regional vocational schools in Nova Scotia will be operated under the Trades and other Occupational Training Program in the Technical and Vocational Training Agreement with the Government of Canada (Program 3). The Federal Government will pay 50 percent of the Provincial cost of operating them.

At the present time we are using most of the eleven programs offered by the Federal Government. Our vocational

schools were operating under Program I and this only provided for a maximum of \$150,000 operating expenses, which usually does not cover the cost of one vocational school, thus our new vocational schools will be operating under Program 3.

Under the agreement Nova Scotia has spent seventeen and a half million dollars on new schools and additions producing 3,600 new student places.

Operating expenditures for the period April 1, 1965, to March 31, 1966, was \$3,334,000 of which the Federal Government paid \$1,732,000.

Two new schools were built in the 1965-66 period. One is the Nova Scotia Adult Vocational Training Centre for training under Programs 3 and 5. The other was a vocational wing for the Interprovincial School for the Deaf at Amherst.

Under the Federal Technical and Vocational Training Assistance Act of 1960 there are currently two agreements in operation between the Federal and Provincial Governments: the Apprenticeship Training Agreement and the Technical and Vocational Training Agreement. The legislation is designed to serve three major groups of Canadians:

1. Youth presently attending school who intend to enter the labour force upon graduation (it should be noted that the Federal Government only supports programs in which the students spend at least 50 percent of their time in preparation for an occupation);
2. Canadians who have completed secondary school programs

but who need further training before entering the labour force (many members of this group are trained in the nation's technical institutes);

3. Those who plan to become skilled tradesmen (the training programs for this group may be full-time, part-time, sandwich type, training on the job, or any other satisfactory technique).

The Federal Government, in addition to supporting the major share of the capital costs of building and equipping 737 new schools and additions, is currently sharing half the Provincial costs of operating these schools. There are presently 40 institutes of technology, 190 regional, technical, trade and adult occupational centres, and over 500 technical and vocational high schools in Canada. The annual costs to the Federal Treasury are \$35 million.

There are eleven programs now operating, and a province could choose one or choose them all.

Program 1 -- The Technical and Vocational High School Program.

This program is designed to provide support for any course or program in secondary, technical, vocational or composite high schools where full-time courses have a minimum of 50 percent of school time spent in instruction preparing the students for an occupation. In addition, co-operative training programs in which high school students spend at least 50 percent of their time on the job are also eligible for federal support.

It is anticipated that the Federal Government will contribute about \$15 million for the operating of courses under this program before the Agreement terminates in 1967.

Program 2 -- The Technician Training Program

This program is designed to develop training facilities for the training of technicians in the fields of science and engineering. Support is also given under this program for training in various business and related areas requiring post-secondary education.

Program 3 -- The Trade and Other Occupational Training Program

Three groups of people have been identified for support under this program: (1) employed members of the labour force wishing to upgrade their skills; (2) those about to enter the labour market; and (3) those wishing to change their occupation (retraining programs). To qualify for training under this program, students must have left elementary or secondary school and must be over the compulsory school attendance age.

Program 4 -- The Training in Co-operation with Industry Program

Under this program courses are started which give supervisory training and management development programs. Projects undertaken are divided jointly by the Provinces and one or more employers or industries in a particular area. Training is provided in public or approved schools, in industrial establishments, or by correspondence courses.

The Federal Government contributes 75 percent of the Provincial expenditures on approved training courses under this program.

Program 5 -- Training of the Unemployed

This program is designed to provide training facilities to enable unemployed people to re-enter the active segments of the work force. The Federal Government assists the Provincial Governments in making living allowances available to students in addition to supporting the other costs of the courses.

Program 6 -- Training of the Disabled

Fifty percent of provincial costs incurred in operating courses for the handicapped is borne by the Federal Government. A variety of training programs are undertaken, and the techniques used vary from individual tutoring and home instruction to full-time day classes.

Program 7 -- Training of Technical and Vocational Teachers

Under this program, Federal support is given to teacher training programs designed to prepare teachers and supervisors of technical and vocational training programs. Emphasis is placed on the techniques applicable to the instruction and supervision of adults.

Program 8 -- Training for Federal Departments and Agencies

When training is provided by a province for federal employees, the Federal Government reimburses the province 100 percent of the training costs.

Program 9 -- Student Aid Program

The Student Aid Program is a device for financially assisting university students and nurses-in-training to complete their studies. At the discretion of the province, assistance may take the form of grants or loans or a combination of both.

Program 10 -- Manpower Requirements and Training Research Program

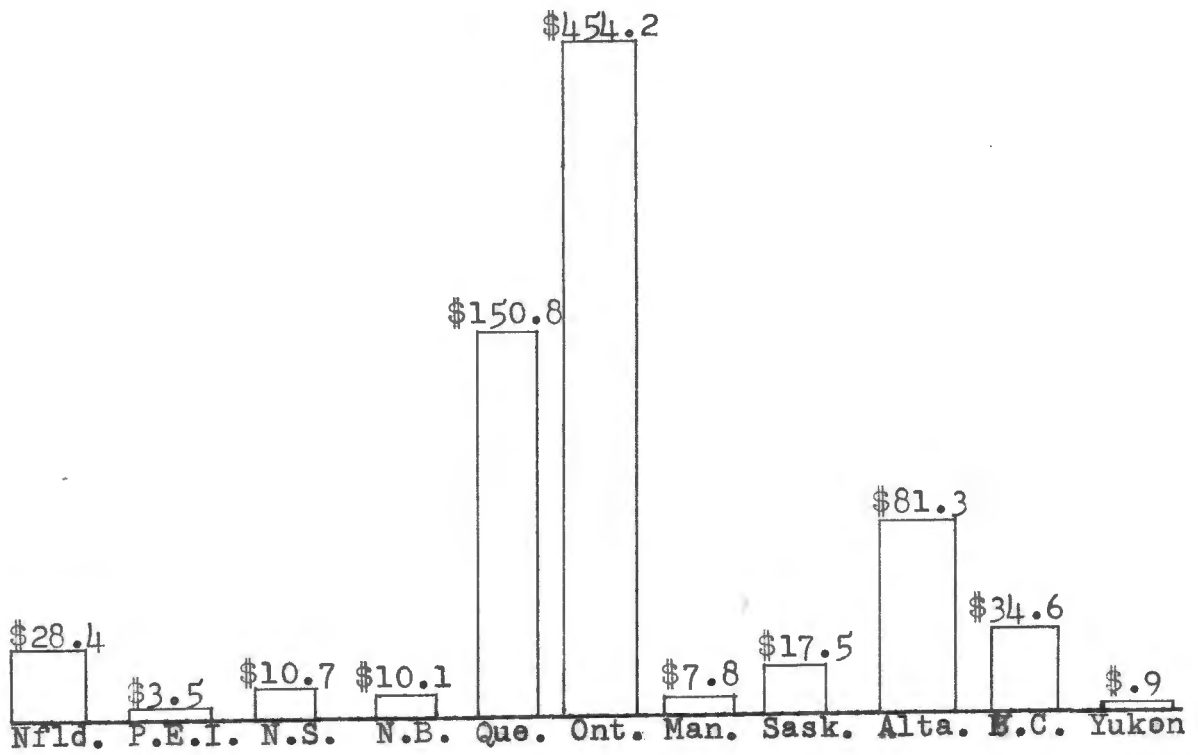
This program is designed to stimulate and encourage research projects undertaken with the support of provinces, and to provide information relating to technical and vocational training and manpower requirements. The Federal Government reimburses the Provincial Governments up to 50 percent of their expenditures.

Program 11 -- The Capital Expenditures Program

Under this program the Federal Government reimburses the Provincial Governments for three-quarters of their expenditures for the construction, purchase or alteration of approved facilities for technical and vocational training. The facilities may be completely equipped under the same financial arrangements.

TABLE 3

COST OF PROJECTS APPROVED TO MARCH 31, 1965



CHAPTER III

COMPREHENSIVE SCHOOL SYSTEM IN NOVA SCOTIA

Why do we need a Comprehensive System?

Fifty percent of the children in school today will enter occupations that do not yet exist. Children in school who do not remain are deemed themselves to unemployment. The task of re-educating the unemployed workers displaced by automation is greater than the whole task of public education a generation ago.

We have the problem of bridging the gap between school and work for drop-outs and high school graduates, particularly those taking general or academic courses.

We need a comprehensive school system in Nova Scotia that will answer the needs of most of our students. The aims of this system should be to provide training, either academic, vocational or technical, that will be within the abilities of any student if he has the desire to do the work. This should decrease the number of our drop-outs, and most people leaving our schools should have some training that will qualify them for a job.

At present some thirteen percent of all students who enter Grade I will later enter university. Another 17 - 18 percent will take such post-secondary education as teacher training, nursing, technical or trade training, but over half will enter the world of work and of these less than half will have no certificate of completion.

Some ideas of where these students will end up in the

work force can be obtained from the 1961 census data, where 38.6 percent were in white collar jobs, 34.9 percent in manual occupations, and 10.8 percent in service occupations.

Since about fifteen percent will be preparing for university entrance, a third as many for teacher training or nursing, and two percent in trade and technical schools, over half of the students expect to enter the world of work directly from regular school classes.

While in most school systems the matriculation type of program still seems relevant to the ambitions of most students and parents, the movement to deflect these ambitions into alternative programs is already well established. The senior high school is thus tending to become a genuinely multi-track school, the selection being less and less in the hands of the students and more and more in the hands of school authorities. There is also a tendency for the selection to be made earlier and earlier, pushing down into the junior high school.

This was probably inevitable and relative to the following causes:

1. Students do differ in ability, or background, or interests, or potentiality, or rate of growth, or in other ways which result in difference of achievement. A high school education of some kind is for all, but the so-called matriculation program is genuinely difficult or impossible for many students of high school age.

2. Universities press for even greater selectivity among matriculants.

3. Governments urge us to "make the most of our manpower".

The most specious aspect of the diversified high school is the arrangements for technical and vocational education. The motive behind the Federal grants is a reasonable one with the close relationship now existing between technical skills and formal schooling. Whereas Federal vocational and technical grants in the 1940's were used mostly in support of post-school training, these in the 1960's are being used for the construction of formal school buildings and in-school programs.

"Federal grants have provided special support for one kind of program and so to accelerate the differentiation of high school programmes generally. And they have probably helped to eliminate - at least for the time being - an earlier concept of the composite school in which it was thought that there could be a kind of interdisciplinary enrichment (as between academic and non-academic programmes), and even a good deal of common study for all students. The loss of this concept is, I believe, a genuine educational loss."¹

The Nova Scotia Voluntary Economic Planning Board says that the educational needs of the Province may be

¹Harold S. Baker, Dean, Faculty of Education, University of Alberta, Reassessing the Purposes of Secondary Education. Paper delivered at the Conference on the Canadian High School - 1965, McMillan Co. & W. J. Gage, Ltd.

viewed from

1. A short term policy which is concerned with the immediate needs of the existing and proposed industries within the Province.
2. The long term need for better primary and secondary educational facilities and the requirements of our rapidly expanding universities.

Technical and vocational training facilities until 1963 were limited to only two vocational high schools, one in Halifax and one in Yarmouth. Skills could also be acquired through commercial courses in high school, Nova Scotia Agriculture College, the Land Survey School, nurse's training, and correspondence courses. In 1960 the passage of the Technical and Vocational Training Assistance Act brought about an expansion of vocational facilities. New vocational high schools were built at Kentville, Springhill, Sydney, and Stellarton, and the two existing ones expanded. In 1963 the Nova Scotia enrolment in vocational schools was still only 1.73 percent of the total equivalent enrolment in Canada, a little more than half of what should be expected on a per capita basis.

One of the most serious problems is the large number of early "drop-outs" from our high school system. In 1963 the drop out rate to Grade XI in Nova Scotia was 55.7 percent compared with 55 percent for the whole of Canada at the corresponding level. By 1965 this figure had improved in Nova Scotia to 44.5 percent. I feel that the comprehensive

system will drop this still lower. With some universities now requiring Grade XII to enter, it will be a challenge to provide adequate offerings, where today only 27.4 percent are proceeding to Grade XII.

Overall earnings are also closely related to formal educational achievement. A youth with four years of high school will achieve double the income of a person with Grade VIII. The income of a university graduate will be normally twice that of a high school graduate.

In the past most of our students could find some employment regardless of when they left school, but our modern technical society makes it almost impossible for a student to find employment with any degree of security for the future if he leaves school in Grades VII, VIII, IX, X, XI, or XII without some special training.

Twenty-five percent of the students promoted to high school (Grade VII) graduate with a Grade XI diploma.

The Program to be used in Nova Scotia

In the development of a revised plan of high school education for the Province, it will be realized the vocational and technical education will be expanded in some areas. Some high schools will be able to offer a wide program of university preparatory, general and commercial education. For a number of years some small secondary schools will be able to offer only the traditional university preparatory courses with a limited number of options. It is proposed that each school will broaden its program

as its enrolment, staff and facilities develop.

In 1962 the program in Grades VII, VIII, and IX was flexible enough to enable schools to adjust their programs to meet the needs of preparation for the senior high school courses. Guidance counsellors were provided in most schools to work closely with students and parents to make the best selection of courses on the basis of reliable information made available to them.

A plan was adopted in 1962, whereby the school board could adopt all or part of the plan, provided the schools concerned had sufficient enrolment, staff and facilities to carry out such a plan.

Each change that has taken place in the public school system of Nova Scotia in the last thirty-five years has brought a degree of comprehensiveness with it, but the first public announcement and idea of a much more intricate comprehensive system was put forward by Mr. Boyd Barteaux and the Truro Board of School Commissioners in 1963. At that time the Town of Truro was proposing a composite school that would take the place of a vocational school and a new senior high school for Truro. The government would agree to participate in a composite school on condition that the Towns of Truro and Stewiacke and the County of Colchester all participate.

This high school was to be of sufficient size to provide for any pupils at X, XI, XII levels in the Municipality of Colchester, Towns of Stewiacke and Truro, and also special groups from Grades VII, VIII, IX.

The enrolment of the composite school in Truro was to be approximately 2000 - 2400 students.

The capital costs of the technical - vocational parts of building shared on the following basis:

Technical - Vocational - Capital Costs

75% Federal Department of Labour

25% Nova Scotia Department of Education

Technical - Vocational - Operating Costs

The technical - vocational and commercial operational and maintenance costs, including heating, lights, shop equipment, related parts of the building covering corridors, gymnasium, auditorium, library, etc. used by students attending the technical - vocational and commercial programs would be contributed to financially by the Province at the rate of 60 percent with the remaining 40 percent to be shared by the co-operating school boards.

60% Nova Scotia Department of Education

40% shared between municipal units based on the joint

Expenditure Formula

48% - Town of Truro

46% - Municipality of Colchester

6% - Town of Stewiacke

Cost covering "Academic" and "General Course" students spending less than 50 percent of time in technical - vocational shops, according to Foundation Programme Formulae, would be shared in by the Province as follows:

Colchester Municipality - 68%

Town of Truro

- 25%

Extra costs above Foundation Programme Formulae would be borne by, or through the supporting municipalities and included in the pupil tuitional fees - a responsibility of those supporting the program.

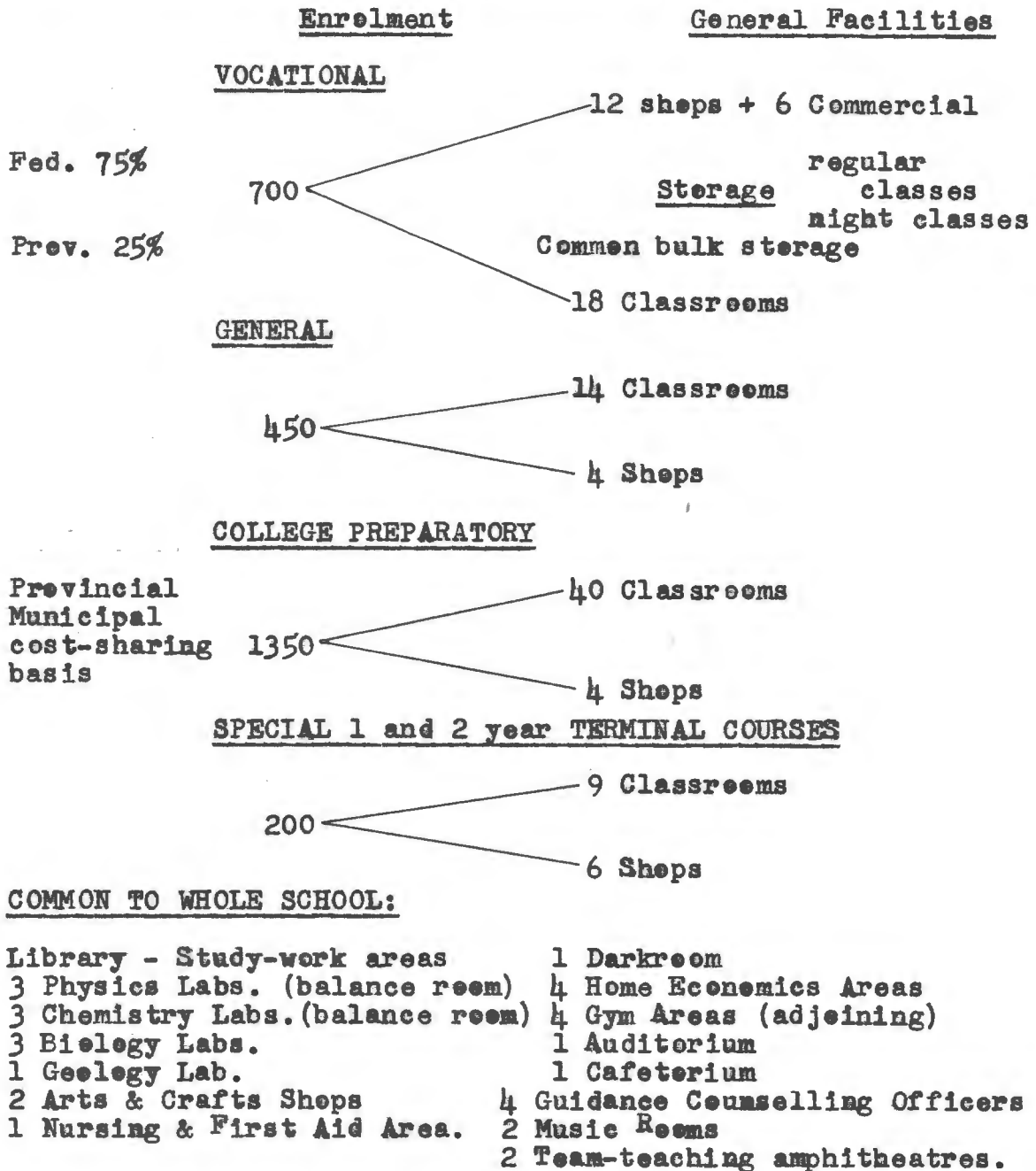
Program that was to be offered

1. The school was to include "Academic", "General", "Technical" and "Commercial" majors.
2. The vocational program to include:
 - (a) The basic shop courses listed as Radio Television, Drafting, Machine Shop, Auto Mechanics, Carpentry, Electrical Wiring, Plumbing, Sheet Metal, Electrical Machinery, with two general shops that are flexible enough to provide courses relating to the local area.
 - (b) Terminal courses to be on a one, two and three year basis, so as to meet the needs of the pupils attending.
 - (c) Both three and one year courses to be offered in Commerce.
 - (d) Industrial programs to be offered in such a manner as to provide a balance between academic and shop experience in Grades X, XI, XII.
3. Provision for programs to be developed for the potential drop-outs, or late-starters at the Grade VII, VIII, IX levels. These programs to be shop oriented and terminal on a one and two year basis.

ILLUSTRATION 1.

REGIONAL COMPOSITE HIGH SCHOOL

Approximate size, facilities that were to be provided:



The composite school will not be a reality in the County of Colchester or in this Province, mainly because the County of Colchester did not accept the idea of building a composite school to educate all the secondary school children in their area.

Since that time the Minister of Education and the Nova Scotia Department of Education have proposed the comprehensive school system for Nova Scotia.

Premier R. L. Stanfield, who is also Minister of Education, in an address to the Union of Nova Scotia Municipalities, told of a plan that was prepared for a comprehensive school program embracing both general and vocational education and providing for a close integration of the two. This special committee consisted of representatives of the Union of Nova Scotia Municipalities, Nova Scotia Association of Urban and Municipal School Boards, the Nova Scotia Teachers' Union and the Department of Education. They reviewed the subjects and services and the cost scales in the Foundation Programme. Under this plan more grants would be available from the Federal Government.

The purpose of the plan is to provide for each child, who is between the ages of five and twenty-one, who continues in regular school attendance, an opportunity to receive up to the end of the secondary school an education suited to his intellectual ability and future interests.

The plan will provide educational privileges of two

types:

1. "A continuing general education in academic, cultural and practical subjects, not related specifically to any occupation, leading to post-secondary education, to further training below the post-secondary level or to direct entry into employment where specific training is not required or can be obtained "on the job".
2. Training in the skills of particular occupations or groups of occupations, accompanied where necessary by related instruction in mathematics, science and language. Such training is intended to qualify the student for immediate gainful employment, but may qualify the student for further training beyond or outside the regular elementary and secondary school system. Technical institutes, apprenticeship training, "on the job" training plans in industry."¹

When the comprehensive system begins, all programs should be equally accessible to students in all parts of the Province, either in their 'home' schools or at centralized schools, with adequate provision for transportation or boarding allowances. Municipal school boards and urban boards will have the basic responsibility for ensuring that all services are accessible to the pupils resident in the areas under their control. They should also see that there is an organized system of educational

¹Premier R. L. Stanfield, Submission to the Union of N.S. Municipalities, N.S. Association of Urban & Municipal School Boards & Teachers' Union, Feb. 1966.

and vocational guidance, with trained personnel, adequate records and files of occupational information.

THE PROGRAM

General education will be provided at all levels suited to the ability of the pupils, up to the end of Grade XII; commercial courses will be provided at the high school level; also special programs for mentally and physically handicapped children; remedial programs for slow learners; and educational and vocational guidance.

Instruction in vocational skills at the secondary school level will be provided in twelve regional vocational schools. These schools will offer programs of up to a maximum of two years duration, for pupils who are beyond the compulsory school age. A broad range of courses will be provided, with entrance normally after Grade VIII, IX, or X depending on the nature of the course.

Many people who are administrators and board members of vocational schools may try to keep their standards up by admitting only students with the higher grade achieved as long as they can keep their school filled. An example of this is Cumberland Vocational School where in practically all courses, Grade X is required for next year, with some exceptions for students with lower qualifications, such as a student with Grade IX who has definite proficiency in Science and Mathematics.

The comprehensive program will have to begin in the elementary school and will be built around practical

courses in reading, oral and written expression, and arithmetic. Along with this local history, geography, science, music, art, and physical education should be taught in such a way as to allow each child to think for himself. The program should provide specially for children with mental and physical handicaps and for those with unusual abilities.

The secondary school must provide a sufficient variety of programs to keep all children in school until they are suitably prepared to carry on their education after graduation, or are adequately prepared to qualify for direct employment.

Junior High Program

1. Regular - Program of courses to prepare the student for more specialized work in the senior high school. Courses include reading, language - English and French, mathematics, science, social studies, history, geography, civics, health, physical education, either industrial arts or home economics and either music or art.
2. Modified Junior High Program:
 - (a) For those pupils having minimum or low average ability, and who may complete a secondary school program. These students are to be given remedial instruction in reading, mathematics, language.
 - (b) Programs for those who do not demonstrate potential for completing senior high school

programs. Incorporating adjusted instruction in basic skill subjects and providing in addition, according to abilities, interests, and needs, either an expanded program in industrial arts and an adjusted program in other subjects, to give basis for vocational choice and to prepare for direct employment, apprenticeship in a trade, one year of general senior high school education preparatory to either apprenticeship or employment.

- (c) Or a terminal program, consisting of industrial arts with a different program in other subjects and where possible part time work experience preparing for direct employment.

3. Auxiliary Program

A program of vocational and avocational training for mentally handicapped children. These students may come from any grade and be placed in a non-graded class to work to the best of their ability. Programs will have to be organized to attempt to train these students.

High School Program

1. Three year university program for students who have the ability and interest to go on to university.
 - (a) Standard - open to students who successfully completed Grade IX.
 - (b) Commercial - open to students who successfully completed Grade IX.

(c) Honours - open to students who successfully completed Grade IX and are recommended to school authorities.

Provide for needs of approximately 25 - 30% of the students.

2. A program for those who lack either the ability or the interest to undertake university courses, but who have the ability to do post-secondary school work either vocational, trade or technical, etc.

(a) Standard - open to students who successfully completed Grade IX.

(b) Commercial - open to students who successfully completed Grade IX.

Provide for needs of approximately 60 - 65% of the students.

3. One or two year vocational school programs provided in regional vocational schools for students who are beyond compulsory school age and who have ability, aptitude and interests that suit them for the various trades. This will provide for the needs of approximately 15 percent of our students.

With the new comprehensive system it is thought that many new programs, as outlined, with many new courses, will fill the needs of the majority of students who are, and will be, in the public schools of Nova Scotia.

The students who are vocationally adapted will be admitted to one of the twelve regional vocational schools

that will be in the Province.

There are now six vocational schools with a capacity of 2800 students, and with six new schools there will be places for 9,000 pupils.

The Province was divided into twelve regions, with 40,000 as a total population base per school as roughly the minimum for a region. The Province was divided as such:

1. Counties of Cape Breton and Victoria.
2. Inverness, Richmond, Antigonish, Guysborough, less St. Mary's.
3. Pictou and St. Mary's
4. Colchester
5. Cumberland
6. Hants
7. Kings
8. Annapolis and Digby, less Clare
9. Yarmouth, Clare, Shelburne
10. Lunenburg, Queens
11. Halifax City and Halifax County westward
12. Dartmouth City and Halifax County eastward

In each region there will be an attempt to establish and operate a comprehensive system; there should be some provision for integrating each regional vocational school with the other schools in the region and vice versa.

There will be one and two year courses offered in these schools. A student will spend 62.5% of his time in the shop in a practical aspect, and 37.5% in the commun-

ications, mathematics and science courses. The courses offered will be the same as those given in the county vocational schools at the present time. As soon as the new schools are built and present ones expanded new courses will be added. This could vary depending on the area involved. Entrance requirements for these vocational schools will vary with the courses: some will require completion of Grade X, some Grade IX, some Grade VIII. There is even provision for students who are slow learners and yet are only in Grade VI or VII.

The addition of courses requiring less than Grade X standing means that training will be provided for occupations that require somewhat less training than in the existing vocational schools. This should provide for as many different types of students as we have in our school system.

Many of the courses that now require Grade XI will probably transfer to the schools of technology.

The regional vocational schools will be operated under the trades and other occupational training program in the Technical and Vocational Training Agreement with the Federal Government. Under this Program the Federal Government will pay, without limit, 50 percent of the provincial expenditure for the operation of these schools, as compared with a total of \$150,000 per year in Federal grants for the whole Province for vocational high schools, or vocational programs in composite schools. This is another reason why composite schools are not to be built in Nova Scotia.

The capital costs of the buildings and equipment for regional vocational schools and for the expansion of the existing vocational high school, will be paid wholly by the Provincial and Federal Governments. Up to March 31, 1970, the ratio will be 25 percent Provincial; 75 percent Federal. After that date, under the present agreement, the Federal share would drop to 50 percent.

The provincial grant towards capital costs of building and equipping facilities for commercial or business education will be 100 percent of the capital cost of the approved projects. The government will also specify the various sizes of capital 'commercial' projects in relation to the numbers of potential students. This will include students taking Grade XI commercial courses, Grade XII commercial courses or the special one-year commercial courses for those who have completed at least Grade XI.

The provincial grant towards operating costs will be \$200.00 per year per student taking the prescribed commercial or business courses and spending at least 50 percent of his or her school time studying such courses. The minimum project for which provincial grants will be available will consist of

1. one commercial shop with thirty training stations
(a minimum of 20 students in a class).
2. one associated classroom.
3. a proportion of building facilities shared by students.

Some areas in our Province will have a greater advantage

than others, because where the regional vocational school is located, the academic high school in that area should, with co-operation of the vocational school, be able to offer their students a broader program.

In the near future approximately 40 - 50 percent of our students will be in the matriculation program, with about 15 - 20 percent going on to university. These students should be able to satisfy their desires and needs, taking perhaps one class in the vocational school, if possible.

There are possibilities of whole classes spending their mornings in the academic school and the afternoons in a vocational school. In the Town of Truro the vocational school and the academic high school are to be built in very close proximity to one another. This should allow for movement between the two schools. The County schools however will not be able to do this, because of distance. With the schools side by side we can have a truly comprehensive system, but other schools farther away from each other will be at a disadvantage. The comprehensive system as chosen for Nova Scotia was done for a financial reason. With the vocational schools as set up at present, some areas will be in a more desirable position than others.

Even with the two schools side by side there will be a need for a great deal of co-operation between the administration and staff of the two schools. At the present time there is some co-operation between the principals of

ILLUSTRATION 2

A COMPREHENSIVE SCHOOL SYSTEM

GRADES	PROGRAM PHASE V	PROGRAM PHASE IV	PROGRAM PHASE III	PROGRAM PHASE II	PROGRAM PHASE I	
XII	Honors College Preparatory and Technical	Standard College Preparatory	General courses Academic Vocational Commercial	Remedial and Special courses applicable in any subject area	Terminal courses in Vocational work training other basic courses	Retardates -- Auxiliary Programs
XI						
X						
IX						
VIII						
VII	REGULAR JUNIOR HIGH PROGRAMS					
VI						
V						
IV						
III						
II						
I						
Kdg't						

ILLUSTRATION 3

A COMPREHENSIVE SCHOOL

Approximate size, facilities that could be provided in an area serving approximately 2000 students - Grades IX, X, XI, XII.

<u>Enrollment</u>	<u>General Facilities</u>
<u>College Preparatory</u> 40% 800 Grant Scale	28 classroom areas 6 shops (laboratories)
<u>General Course</u> 20% 400 Grant Scale	14 classroom areas 3 shops (laboratories)
<u>Commercial</u> 15% 300 Gov't pays 100%	15 classroom areas 10 shops
<u>Terminal</u> 5% 100 Grant Scale	4 classrooms 1 shop
<u>Vocational</u> 20% 400 Gov't pays 100%	(Dept. of Education)
<hr/> Total 2000	<hr/> 61 classrooms - 20 shops

- | | |
|--------------------------------|-----------------------------------|
| Administration Areas | 2 Music areas with practice rooms |
| Central Office - | 1 Dark room |
| Beardroom | 6 Home Economic areas |
| 1 Library (central) | 6 Industrial Arts areas |
| 2 Arts & Crafts shops | 6 Gymnasium areas |
| Nurse & First Aid area | 6 Team teaching units |
| 4 Guidance Counselling offices | (combined in auditorium) |

the vocational schools and the academic schools, but to show you to what degree I will give an example. In one area of Nova Scotia there are eight feeder schools for this particular vocational school. The results are such:

1. To fully acquaint students with the vocational high school program they arrange a tour of the facilities for them.

One feeder school takes advantage of this.

Seven do not.

2. Has started a program, chiefly English, mathematics and science, for some students interested in the vocational high school program - working in co-operation with the vocational high school.

One school does this.

Seven do not.

3. Permits the vocational high school counsellor to explain the vocational high school program to all students in Grade IX and X.

Two schools do this.

Six do not.

4. Permits the vocational high school counsellor to explain the vocational high program to students the academic school feels would be interested.

Five schools do this

Three do not.

Most principals of the vocational high schools said there was a varying degree of co-operation while others

mentioned very little if any co-operation. Some areas will suffer with the schools at odds with each other, and if the comprehensive system is to be successful in Nova Scotia there will have to be co-operation at all levels of education, especially between the immediate heads of both the vocational and academic schools and their respective school boards.

School boards as now established under the Education Act will be responsible for providing the program in the regular public schools.

Each municipal and urban school board in a region will be requested by the Minister to nominate some of its members for appointment to the regional vocational school board, and three of those nominated will be appointed, so with a person serving on two boards a closer co-operation between the vocational programs and the public school programs should exist.

In each district, a consulting group, with no power, will be set up to assist the educators in their region with the comprehensive program. Their chief function will be to discuss, to agree upon, to make recommendations to the respective boards regarding two aspects:

1. The policy and practice of admission of students to the regional vocational schools.
2. Changes and adjustments that can be made locally in the programs and administrative arrangements in all schools of the region.

CHAPTER IV

ADVANTAGES AND PROBLEMS OF COMPREHENSIVE SCHOOLS

Advantages of Comprehensive Schools

"What advantage derives then to an academic student who attends a composite high school? Certainly not as much as might be expected by way of general education. He can, and frequently does, elect one or two courses from such technical areas as woodworking, automotives or electricity. He may prefer to select a course or courses from the business education division, such as typing or bookkeeping. Or he may round out his program by choices from the fine arts electives such as drama, music or art. All in all, however, his range of courses does not differ markedly from that which he might have taken in an academic high school.

Perhaps the major advantage to this student resides in the rich extra-class life which the composite school frequently provides. His choice of activities is widened, his opportunity for leadership enhanced, and his knowledge of people deepened. Students with diverse interests and abilities, with wide ranges in vocational destination, and with varied social and economic backgrounds, remain under one roof during their most impressionable years.

How should a school system be organized so as to provide every child with full opportunity to develop his interests and capacities and at the same time to preserve for the whole group the best elements of democracy?

Comprehensive high schools could offer these advantages:

Common learnings essential for all boys and girls living in a democracy; adequate college preparation for those who are going to college or university."¹

The comprehensive high schools will frequently be found to provide vocational programs comparable with those of the specialized high schools.

There is a genuine belief in most places that it is right and desirable for children from all classes, economic levels, and occupational groups to associate together.

A scattered population and the existence of many small communities account in part for the development of a single secondary school.

The development of the truly comprehensive system is thus at once one of the great achievements and one of the great challenges of public education. It offers the challenge of meeting the social need and at the same time it meets the individual, specialized needs of each youth.

"The secondary school should be a comprehensive school. If a major task of the public school system in America is to develop the basic values of a free society, and mutual respect for the range of persons and groups within our diverse culture, students must have an opportunity to work and live together. The comprehensive secondary school is an essential element in the development of a common view-

¹Dr. T. C. Byrne, Chief Superintendent of Schools, Alberta Department of Education - Composite High Schools in Canada. The Committee on Educational Research, Faculty of Education, University of Alberta, 1959.

point sufficiently strong to hold our nation together. If specialized high schools which divide the population along social and economic lines were substituted for comprehensive high schools, it would further the division that exists among groups and decrease the possibility of maintaining and developing the qualities that unite us a free people.

In a comprehensive high school, if there is sufficient flexibility to allow the student to choose with guidance from the total offerings, the student has a wide range of courses from which to select those which will be most desirable for him. Even though he may be preparing for college, he may select typing or bookkeeping as one of his electives because he wishes to have one of these skills for his personal use. If high schools were highly specialized, the two courses mentioned above would be in the commercial school and not available for the student in the college preparatory school. Neither would it be possible for a student who is preparing to work in business or industry to elect courses in the humanities of the kind offered in a college preparatory high school."¹

Problems of Comprehensive Schools

The prejudice against vocational education is probably the strongest factor in preventing a reconciliation of

¹The High School We Need. A report from the Association for Supervision and Curriculum Development Commission on the Education of Adolescents. Prepared by Kimbal Wiles & Franklin Patterson, 1959, page 5.

vocational education with general education.

Principals of comprehensive high schools are prone to say that all the pupils get along well together, that the boys in the shops mix well with the college preparatory students. Principals who are more knowing and frank and the perceptive teachers in the shops will tell you regretfully that these shops are too often the repositories for the dull and the troublesome youngsters in academic classes, and the number of pupils in shops is much smaller than it would be if every youngster who wanted shop and could benefit from it were placed there, and that many pupils and parents shy away from shop contact that they believe to be contaminating.

Successful comprehensive high schools are those with strong, intelligent, aggressive leadership in the vocational division. They are most successful when the principals themselves have had intensive vocational experience. In such schools the pupil's individual program is arranged around his major interests.

Teachers are an important obstacle in the way of providing good vocational education. There is prejudice because of lack of vocational experience, ignorance, etc.

The Webster's International Dictionary says that comprehensive means "including much; comprising many things; having a wide scope; inclusive as comprehensive definitions, ideas".

Many people speak of the organization of the

comprehensive high school as a modern trend, but the indifferent inquiry indicates the comprehensive high school is what a school administrator has, or thinks he has, or what he would like people to think he has.

One cannot glibly say that a school is, or is not, comprehensive. But, in the spirit of the dictionary definition, one can concede that the scope is growing wider, or "the degree of inclusiveness is rising" or "each year the school embraces more and more curricular offerings". Instead of rating schools in terms of their present comprehensiveness, we can measure the speed with which they are approaching the ideals of "universality".

It is common experience in any type of school or in any home to hear the older people say to the children - "you don't want to go to a vocational school. You have a high I. Q. You can go to college. Vocational schools are only for the dumb ones who can work only with their hands". It is common practice for principals, teachers, and counselors to urge their brightest youngsters to attend an academic high school to prepare for college, to urge the next lower group to take the easier course in an academic high school, and to tell the lowest group to go to a vocational school. The elders feel that they are giving the children the best possible advice. They are still trapped in the academic - vocational gap. Observations suggest reasons why there is a gap:

1. Hard manual work is dirty. Most people like to look

clean and be clean.

2. Hard manual labor requires the use of heavy muscles. It makes one tired. It usually means standing or walking or lifting heavy objects.
3. In the white-collar jobs you meet "nicer" people. You are on a higher social plane.
4. The poor, hard-working father wants his son to have it easier in life. He wants him to have a fine office, to wear good clothes, to use only his more delicate muscles, to make money.
5. Prejudice against vocational schools is insidious but real. This arises from no ill will but rather from ignorance or misunderstanding or inherited prejudice. All the foregoing factors are at work, but some teachers have never done manual work. They have been white-collar workers both as pupils and as teachers. It is difficult for them to conceive of bright pupils "lowering" themselves to the level of workers.

Characteristics of a Good Comprehensive High School

1. The principal must have had vocational experience or an intimate vocational background. Or for any other good reason, he must really understand vocations and be enthusiastic about giving training for them. He must inspire all his teachers, especially the teachers of academic subjects, to support and further the program.
2. The director of vocational education, by whatever title he is known, must be keenly intelligent, highly skilled

in his own trade, forceful in leadership, on all points as competent as his principal.

3. Pupils who desire shop work, vocational training of any kind (that means for three hours a day for at least two years, preferably three), must be programmed first for such work, with the other subjects clustered around that primary need.
4. All pupils, regardless of their major subjects or post-graduate plans, must intermingle in the academic classes and in all extra-curricular activities, without restriction.
5. The director of guidance must have all the characteristics of the director of vocational education. No matter how great the variety of offerings of a comprehensive high school, their value will be nil unless the guidance program is one that brings every individual boy and girl under the influence of those offerings for which he or she has deep interest and high capacity.
6. At least half the staff of counselors must come out of the vocational division. No high school can be comprehensive if all the members of the guidance staff are academic-minded and vocation-blinded.
7. The homeroom program must be a reality. Each pupil must be assigned to an adviser (sponsor, homeroom teacher, the titles are various) with whom he meets each day for a period of at least twenty minutes, preferably forty, and whom he retains during the entire three

er four years of high school attendance. These homeroom periods must be used for the teaching of all valuable subject matter that is not taught in regular subject classes. The homeroom teacher must have time for individual interviews and he must have at hand, always, the cumulative record of each of his homeroom pupils. Obviously, the group must be no larger than thirty. It should be a heterogeneous group, preferably selected alphabetically. It should change only gradually as some pupils graduate and others are admitted.

8. The school must operate on a single session. A "double-shift" schedule, whether "end-toed" or "overlapping", leads to immediate deterioration in relation to all services. A "triple-shift" school is a monstrosity. A recent survey of twenty-one large high schools in various parts of the United States shows that most of them have a seven-hour school day. While there is no direct evidence, there is a good deal of indirect evidence to suggest that the failure of the high school to influence or engage all the out-of-home activities of the adolescent promotes juvenile delinquency.
9. The school must really promote democratic thinking under democratic living. The mere fact that all kinds of children are brought together into one building means nothing unless they work together, play together, study together, and do all these things in a spirit of

understanding and desire for mutual appreciation. People of varying interests and capacities are more likely to learn to hate each other unless there is guidance, leadership, and deep humanity among principal and teachers who are responsible for them. It is evident that we educators do not have any yardstick by which we can measure the amount or quality of democracy that grows out of a comprehensive high school or, perhaps, out of any other kind of school.

10. The vocational education in a comprehensive high school must be good. It must dignify itself by its quality. The teachers must be intelligent, skillful, personable. The superintendent and principal must be alert in selecting vocational teachers.
11. The school must provide special opportunities within their chosen fields or vocations for the gifted pupils and the slow learners. Any claim to comprehensiveness assumes that every individual will receive the kind of education that is best for him.
12. The school must have an advisory board on vocational education that includes the best employers and employees in the community. They should be drawn from the employers' organizations and from the unions. No comprehensive high school can be successful without the support, understanding, and sympathetic co-operation of the people who run the town.
13. The school shops must not become repositories ('dumping

ground' is the usual term) for rejects and discards from academic classes. At the same time, the school shops should admit all slow learners who are responsible enough and skilful enough to benefit from shop work.

14. The school should not restrict shop work to pupils over sixteen or over any other age. Shop work should be available to every youngster as soon as interest manifests itself (or can be skilfully stirred up) and responsibility and aptitude are evident.
15. The school should be open and adaptable to overage pupils who for any reason have had to defer their participation in the offerings of such a school.

CHAPTER V

COMPREHENSIVE SYSTEMS IN OTHER PROVINCES AND COUNTRIES

The comprehensive program that is proposed in Nova Scotia is similar to that in many other provinces in that we are trying to satisfy the needs of most of our students. Some provinces differ from Nova Scotia in that they have their academic, vocational and technical courses all within the same school.

Within the Maritimes, New Brunswick has carried out a program of consolidation, and has built seventeen urban composite schools, and forty-one regional composite schools, providing technical-vocational training as well as academic training. There are also two vocational schools and five institutes of technology and this satisfies the needs of most of their students.

The Protestant system of Montreal with over 14,000 high school children is committed to the principle of the comprehensive secondary school. This point of view prevails among protestants in other areas of the Province of Quebec.

"The desirability of having boys and girls associated with others of various socio-economic backgrounds, intellectual ability and talent is not to be denied. Even among the intellectually gifted, talent is not evenly distributed. The varying needs of boys and girls of any intellectual stature can be more realistically served in a school where a rich and comprehensive program is available. In addition, the comprehensive school is a community school designed to

serve the needs of the community."¹

There has been a growing insistence by the community of Quebec that high school education is for all and not the few. This emphasizes the need for the comprehensive high school. The second point is the larger school units of administration and consolidated schools.

In 1944 legislation was enacted that resulted in larger units of administration. In five years, 105 one-room protestant schools were closed and the pupils moved to larger schools.

In 1920 over twenty percent of protestant children in Quebec who were enrolled in the sixth and seventh grades left before completing Grade VII. In the same year thirty-two percent of these enrolled in Grade VIII and Grade IX dropped out. In 1956 almost all pupils entered the high school from Grade VII and the thirty-two percent who, in 1920, left in Grade VIII and IX, had been reduced to seventeen percent. At least part of this reduction in drop-outs can be credited to a richer and more diversified program that recognizes the wide individual differences among those enrolled in the secondary schools today.

There are twenty-six subjects listed in the Provincial Course of Study as shown in Table 4.

Whereas Nova Scotia has built and is building separate vocational schools, Ontario believed in the 1920's that the

¹D.E. Pope - Deputy Director, Greater Montreal Protestant Schools, Composite Schools in Canada. The Committee on Educational Research, Faculty of Education, University of Alberta, 1959.

TABLE 4

ENROLMENT BY SUBJECT IN PROTESTANT SCHOOLS
INSIDE AND OUTSIDE GREATER MONTREAL

Enrolment in subjects	Inside Greater Montreal		Outside Greater Montreal	
	VIII & IX	X & XI	VIII & IX	X & XI
100%	English French History Arithmetic (VIII only)	English French	English French History Arithmetic	English French
77-99%	Algebra Music Geometry (IX only) Health Phys. Ed. Indust. Arts Home Ec. Arithmetic (IX only)	Algebra Geometry Chemistry History Phys. Ed.	Algebra Geometry (IX only)	Algebra Geometry Chemistry History
50-74%	Geography Home Ec. (IX only) Health (IX only)		Gen. Sci. Geography Home Ec.	Physics
25-49%	Art Drawing Gen. Sci. Latin	Trig. Biology Physics Art (XI only)	Latin (VIII only) Music Indust. Arts	N.A. Lit. Biology Geography Home Ec.
1-24%	Typing Biology Bookkeeping (IX only) Sherthand (IX only)	Typing Bookkeeping Sherthand N.A. Lit. Latin Intern. Alg. Geography Music Drawing Indust. Arts Home Ec. Spanish Art (X only)	N.A. Lit. Art Health Typing Agriculture Latin (IX only) Bookkeeping (IX only) Sherthand (IX only)	Art Typing Agriculture Latin Bookkeeping Sherthand Trig. Music Indust. Arts Intern. Alg. Spanish

setting up of separate vocational schools was not considered economically feasible, and new vocational wings were added to existing schools. Under the present Technical and Vocational Training Assistance Act of 1960 it is less expensive to do as Nova Scotia is doing than do what Ontario did, as more money is now available from the Federal Government.

The establishment of the earlier composite schools had been determined by economic causes, but their later development was influenced by educational and social factors. Educators expressed the opinion that the separation of the students and teachers into two distinct groups based on different vocational objectives was not beneficial to secondary education. The most efficient organization with respect to economy in pupil-teacher ratio, specialization of staff and provision of specialized accommodation from Grade IX - XIII is to be found in a school of 1,100 to 1,200 pupils. It is not likely that Ontario will build schools larger than this number.

The Province of Ontario has received from the Federal Government in grants \$454.2 million under the Technical and Vocational Training Agreement, which is more than all other provinces in Canada received together. Cost of a comprehensive system is much higher. In the Brampton, Ontario, high school in the supply and equipment budget, \$33. is allowed for each Arts and Science student, \$38. for each Business and Commerce student, \$61. for each

Science, Technology, and Trades student.

TABLE 5

DISTRIBUTION OF CLASSES IN AN
ONTARIO COMPOSITE SCHOOL

Course	Gr. IX	Gr. X	Gr. XI	Gr. XII	Gr. XIII	Total
General	5	4	4	3	2	18
Commercial	3	2	1	2		8
Industrial	3	2	1	1		7
Total	11	8	6	6	2	33

Saskatchewan and Alberta have both adopted the idea of a comprehensive school system, and Saskatchewan has erected thirty-eight of these schools. It is generally accepted that we must have over one thousand students to offer a diversified program in these schools, but in some rural areas Saskatchewan has only about two hundred students, and in a school of this size it would be impossible to offer a diversified program.

In 1935 Alberta was dissatisfied with the regular schools and adopted a program similar to what Nova Scotia is thinking of at the present time, except that all of their courses are in the same school and not in different schools as will be the case in Nova Scotia. The schools included academic, technical, and commercial departments and provided for programs in physical education, music, art, dramatics, student assemblies, and guidance.

In 1939 the provincial school system went into a 6-3-3 pattern, thus limiting the high school program to Grades X, XI, XII. English and history became the core subjects of the last three years, and the remaining courses were chosen from electives classified under the heading academic, commercial, technical and general. It was hoped that in larger schools of the composite type it should be possible to offer the student an individualized pattern.

There are nine comprehensive high schools in the Province (1960). These schools of 600 and over provide education for 28 percent of the total provincial enrolment. The proportion of Grade XII students in attendance at these schools is 31 percent of the provincial figure. These enrolments show the importance of the comprehensive system within the total school organization.

The greater majority of students (fifty to sixty percent) entering the Province's comprehensive schools selects the route leading to matriculation standing. Few obtain this objective as only approximately five to seven percent of all who enter provincial schools finally have the qualifications for university.

The academic student frequently elects one or two courses from the technical, or commercial areas, but the major advantage to this student exists in the extra-class life which this type of school frequently provides. His choice of activities is widened, his opportunities for leadership enhanced, and his knowledge of people deepened.

Other countries have also adopted a comprehensive system; an example of this would be England and the United States. This backs up the idea that Nova Scotia is in need of such a system.

Many states and areas of the United States have adopted the comprehensive system. But in the schools I visited, even though their programs were comprehensive to some extent, they were not necessarily the same as I would envision in Nova Scotia.

Most of the vocational courses were optional and a student could choose any of these courses, but would only spend one period at a time in the shop. The courses included Auto Mechanics, Drafting, Electricity, Electronics, Machine Shop, Cabinet Making, Graphic Arts, Carpentry and Sheet Metal. The two shops that were most impressive were the Electronics Laboratory in Concord and Newton, Mass., and the Graphic Arts Shops in Newton and Amherst, Mass. The students seemed to be doing very good work in these areas.

Each school in the United States has certain rules and regulations to follow but they have a great deal of freedom in choosing courses. In the Concord-Carlisle High School in Concord, Mass., a minimum of 87 credits, over a student's four years, is required to graduate. English and Physical Education are required each year. Most courses are worth five credits, but an example of others are: art, crafts, band and orchestra are all worth one credit, whereas mixed chorus, music appreciation, music theory, voice training

are worth one half credit; most business courses and physical education are worth two and one half credits, and driver education one credit. This can give the student a wide range of knowledge.

The New York State Education Department in its study of vocational education in New York City considered the advantages and disadvantages of two types of organization, the comprehensive high school and the separate vocational school.

"There is usually only one solution for providing vocational education in the city of 50,000 or less which has only one or two high schools. This is to provide it as a department of the comprehensive high school. In such instance, the high school administration staff must have real interest in the vocational program. This can be achieved if the desire to do so is present in the community."¹

In a large city the issues may be different.

Comprehensive High School - New York City

Advantages

1. The school does not have to build a separate reputation for itself
2. A comprehensive high school with separate but adjacent

Disadvantages

1. Sometimes the academic school day is less than six hours in length, and compromises in schedule are needed. Schedule

¹Vocational Education In the New York City High Schools, Albany, State Education Department, 1951.

Advantages cont.

- vocational buildings has many advantages similar to the separate vocational school.
3. The guidance service of the feeder schools tends to take the vocational work into account more readily than with separate vocational schools.
 4. All students, academic and vocational, meet together in the same clubs, physical activities, etc, and thus the program tends to be more democratic.
 5. More elective offerings in academic subjects, clubs, etc, are available.
 6. The prestige of the staff of the vocational department may be higher in the eyes of the community.

Disadvantages cont.

- making is more complicated.
2. To be really comprehensive the school should offer all the vocational activities of the city in one school. This may be impracticable.
 3. The administration is often more interested in the academic work than in the vocational.
 4. When the vocational work is housed in a general high school building, the physical plant may not be suitable.

Even though there is a great deal of opposition in England to a comprehensive system with the grammar school so firmly entrenched, great strides have been made and today the grammar school and the comprehensive school exist side by side.

The idea of secondary education being provided in different schools was rejected from the start by the Labour Party in England, but the grammar schools have maintained their existence. Thus both grammar school and comprehensive schools exist side by side.

The achievement of the comprehensive school is remarkable. For example, in London, some forty-five per cent of the secondary school population is now included in comprehensive schools accommodating from 1200 to 2000 pupils.

The most distinctive feature of the comprehensive schools, however, is their concern, not with social equality or curriculum variety, but with the care of the individual child. To achieve this end, intricate systems of personal supervision have been developed. For example, each child, from the moment he enters the school, is a member of a form or class for teaching purposes and also a member of a tutorial set, itself a division of one of six or eight 'houses' into which the whole school is divided. He becomes a member of a house unit of some two hundred and fifty members and a still smaller tutorial group of thirty.

The pattern of the future seems to be the grammar school and the comprehensive school, side by side, and

little by little the comprehensive school rivalling the grammar schools in academic achievement.

CHAPTER VI

FINANCING

One of the main considerations in the type of school system to be adopted in Nova Scotia must be the cost of any system.

The foundation for our finances today was set up in 1955 when a Royal Commission on Education, headed by Judge J. V. Pottier, brought in their report that was adopted by the Provincial Government.

The report of the Royal Commission on Education in Nova Scotia submitted by Judge J. V. Pottier in 1955 was a great step forward in the financing of education and this plan is still in use today.

The Pottier Report stated that the wealth or the ability of a municipal unit to contribute is dependent on the amount of tax it can collect. In Nova Scotia the only worthwhile taxes are the real and personal property taxes and the poll taxes.

Each municipal unit should pay according to its ability to pay, and the Province should contribute the balance of the requirements of the program in each municipal unit.

The Commission found that there was no uniformity in assessments and any attempt to apply one rate as a basic school rate for the purpose of contribution to a foundation program would be most inequitable. The municipal units

assessed at the higher ratios would be paying a great deal more than those based on the lower ratios.

The Commission recommended that the financial formula for combining the sharing of the total Foundation Program should be:

1. Add the total cost for instruction, maintenance and transportation according to the Foundation Program scale to cover pupils resident in each municipal unit.
2. The municipal unit shall pay towards the cost of these services, the sum shown by its ability to pay figured at 80 cents on every \$100.00 of net full assessable value.
3. The Provincial Government shall pay the difference between the total cost of these services and the amount paid by the municipal unit.
4. Declare a partnership ratio based on Items 1 and 2 above between the municipal unit and the Provincial Government in the percentage that each contributes towards the cost of instruction, maintenance and transportation in said municipal unit.
5. The cost of repayment of existing future capital obligations within the limits already set forth in this report, shall be shared by the municipal unit and the Province according to said partnership ratio. No municipal unit is to receive less than 25 percent of Foundation Program cost regardless of its ability to pay.

The financing of education has changed very little in Nova Scotia since 1955, but each year the Revaluation Commission looks at the individual areas and it has the power to change its proportion of payment for that year.

The Federal Government is making a study of a certain area of Nova Scotia that could be considered a depressed area in relation to the rest of the Province. This study may help decide if more aid will be forthcoming to help these counties.

The area that is under study includes the counties of Colchester, Cumberland, Pictou, Guysborough, Antigonish, Richmond, Inverness, Victoria and Cape Breton.

The new regional-vocational schools and commercial schools to be built will look after about 20 - 30 percent of our high school population and with these buildings to be constructed, equipped and operated by both the Federal and Provincial Governments, this should not only satisfy the needs of many of our students but it should also help relieve the crowding in many of our present schools, as I feel the population of our schools will be lower for a few years when many of these students go to the vocational schools. It isn't too likely that the grant system will be changed much from Table 6, but the vocational, commercial, technical courses will be financed completely by both Provincial and Federal Governments. So we can say that the financing of education in the next few years should be cheaper proportionately.

TABLE 6

FOUNDATION PROGRAM PERCENTAGE PROPORTIONS

(Based on Academic School Year 1964-65)

Effective August 1, 1966

(in \$1,000)

Municipal- ities	NET COST Foundation Program a	ABILITY TO		Municipal Prop- ortion (% b is of a)	Provincial Prop- ortion
		PAY at \$1.20 PER \$100.00 Valuation b			
<u>PILOT AREAS</u>					
Antigonish	\$ 885	\$ 104		11.78	88.22
Cape Breton	2,411	606		25.14	74.86
Colchester	1,605	423		26.35	73.65
Cumberland	1,315	316		24.10	75.90
Gaysborough	503	58		11.66	88.34
Inverness	1,352	201		14.91	85.09
Pictou	1,190	249		21.00	79.00
Richmond	871	127		14.60	85.40
St. Mary's	221	49		22.15	77.85
Victoria	579	147		25.52	74.48
<u>NON-PILOT AREAS</u>					
Annapolis	1,156	358		31.03	68.97
Argyle	512	71		13.96	86.04
Barrington	334	67		20.19	79.81
Chester	419	164		39.25	60.75
Clare	526	109		20.79	79.21
Digby	594	147		24.89	75.11
Halifax	5,339	2,794		52.33	47.67
Hants East	826	243		29.49	70.51
Hants West	694	224		32.40	67.60
Kings	2,365	701		29.64	70.36
Lunenburg	1,005	280		27.88	72.12
Queens	558	314		56.28	43.72
Shelburne	303	58		19.26	80.74
Yarmouth	491	117		24.01	75.99
TOTAL	<u>\$26,065</u>	<u>\$7,940</u>			

TABLE 6 continued

Towns and Cities	NET COST Foundation Program a	ABILITY TO PAY at \$1.20 PER \$100.00 Valuation b	Municipal Proportion	Provincial Proportion
<u>PILOT AREAS</u>				
Amherst	\$ 436	\$ 281	64.34	35.66
Antigonish	292	161	55.20	44.80
Canso	64	10	15.51	84.49
Dominion	201	20	10.35	89.65
Glace Bay	1,377	445	32.33	67.68
Inverness	128	15	12.28	87.72
Louisburg	74	25	34.35	65.65
Mulgrave	65	21	33.54	66.46
New Glasgow	392	378	96.50	3.50
New Waterford	636	107	16.93	83.07
North Sydney	532	167	31.44	68.56
Oxford	71	24	34.12	65.88
Parrsboro	96	31	32.28	67.72
Pictou	210	88	42.00	58.00
Port Hawkesbury	135	57	42.41	57.59
Springhill	246	60	24.71	75.29
Stellarton	217	94	43.45	56.55
Stewiacke	52	22	43.39	56.61
Sydney	1,884	1,386	73.57	26.43
Sydney Mines	488	136	28.00	72.00
Trenton	137	143	100.00	nil
Truro	780	614	78.77	21.23
Westville	215	37	17.54	82.46
<u>NON-PILOT AREAS</u>				
Annapolis Royal	36	28	79.64	20.36
Berwick	80	56	69.51	30.49
Bridgetown	57	49	86.36	13.64
Bridgewater	214	210	98.16	1.85
Clark's Harbour	42	16	39.45	60.55
Dartmouth	3,235	2,766	85.49	14.51
Digby	119	72	60.56	39.44
Halifax	5,117	6,118	100.00	nil
Hantsport	94	69	73.06	29.94
Kentville	313	287	91.78	8.22

cent'd....

TABLE 6 continued

Towns and Cities	NET COST Foundation Program a	ABILITY TO PAY at \$1.20 PER \$100.00 Valuation b	Municipal Proportion	Provincial Proportion
Liverpool	\$ 226	\$ 122	54.19	45.81
Leckepert	71	23	33.55	66.45
Lunenburg	116	163	100.00	nil
Mahone Bay	48	26	55.12	44.88
Middleton	106	80	75.84	24.16
Shelburne	116	59	50.89	49.11
Windsor	218	126	57.86	42.14
Wolfville	166	122	73.65	26.36
Yarmouth	354	262	74.08	25.92
TOTAL	\$19,479	\$14,976		

Recapitulation

Municipalities	\$26,065	\$ 7,940
Towns and Cities	19,479	14,976
TOTAL	\$45,544	\$22,916

TABLE 7
 REPORT OF REVALUATION COMMISSION (1965)
 (In \$1,000,000)

C I T I E S

<u>PILOT AREA</u>	<u>1965 Net Total</u>	<u>Commission Total</u>
Sydney	\$ 91	\$115
<u>NON-PILOT AREAS</u>		
Dartmouth	160	230
Halifax	<u>329</u>	<u>515</u>
TOTAL	<u>\$580</u>	<u>\$860</u>

T O W N S

<u>PILOT AREA</u>	<u>1965 Net Total</u>	<u>Commission Total</u>
Amherst	\$ 19	\$ 23
Antigonish	10	13
Canse	.6	.8
Dominion	.8	1
Glace Bay	9	37
Inverness	.6	1
Louisburg	1	2
Mulgrave	1	1
New Glasgow	22	31
New Waterford	8	8
North Sydney	13	13
Oxford	1	2
Parrsboro	2	2

TABLE 7 continued

	<u>1965 Net Total</u>	<u>Commission Total</u>
Pictou	\$ 2	\$ 7
Port Hawkesbury	4	4
Springhill	2	5
Stellarton	2	7
Stewiacke	1	1
Sydney Mines	3	11
Trenton	2	11
Truro	45	51
Westville	3	3
<u>NON-PILOT AREAS</u>		
Annapolis Royal	2	2
Berwick	4	4
Bridgetown	3	4
Bridgewater	8	17
Clark's Harbour	1	1
Digby	4	6
Hantsport	5	5
Kentville	18	23
Liverpool	5	10
Leckepert	.5	1
Lunenburg	9	13
Mahene Bay	1	2
Middleton	5	6
Shelburne	4	4

TABLE 7 continued

	<u>1965 Net Total</u>	<u>Commission Total</u>
Windsor	\$ 8	\$ 10
Welfville	7	10
Yarmouth	<u>23</u>	<u>21</u>
TOTAL	<u>\$259</u>	<u>\$374</u>

M U N I C I P A L I T I E S

	<u>1965 Net Total</u>	<u>Commission Total</u>
<u>PILOT AREAS</u>		
Antigonish	\$ 7	\$ 8
Cape Breton	42	50
Celchester	31	35
Cumberland	18	26
Guysborough	3	4
Inverness	13	16
Pictou	4	20
Richmond	7	10
St. Mary's	2	4
Victoria	9	12
<u>NON-PILOT AREAS</u>		
Annapolis	25	29
Argyle	4	5
Barrington	5	5
Chester	9	13
Clare	6	9
Digby	10	12

TABLE 7 continued

	<u>1965 Net Total</u>	<u>Commission Total</u>
Halifax	\$154	\$232
Hants East	19	20
Hants West	12	18
Kings	43	58
Lunenburg	11	23
Queens	17	26
Shelburne	2	4
Yarmouth	<u>7</u>	<u>9</u>
TOTAL	<u>\$460</u>	<u>\$648</u>

S U M M A R Y

	<u>1965 Net Total</u>	<u>Commission Total</u>
Cities	\$580	\$860
Towns	259	374
Municipalities	<u>460</u>	<u>648</u>
	<u>1299</u>	<u>1882</u>

The first thought of a comprehensive school in Nova Scotia was put forward by the Truro School Board and this school was to include students from the County of Colchester and the Town of Stewiacke, as well as from Truro. These pupils were to be all under one roof. This plan will not become a reality, although many feel this was the best plan if it could be financed. This school was to cost approximately \$4.5 million dollars (Table 9).

The cost of education has risen very quickly in the last few years and in 1965 with the municipal governments looking for more money for education the Provincial Government paid \$21,615,615.48 for education.

In 1965 new general expenditures by all governments in Canada on education was approximately 6.3 percent of Gross National Production, as compared with 5 percent in 1961, and 3.8 percent in 1958.

J. P. Francis, Director, Economics and Research Branch, Department of Labour, Ottawa, said:

"If the same proportion of Gross National Production is devoted to governmental educational expenditures in 1976 as in 1965, it would be possible to finance such expenditures in 1976 to the amount of \$6,200 million to \$6,600 million".

If we achieve our potential for economic growth, the expected needs for education can only be met by giving it more priority in government expenditures.

Education has grown in government expenditures from

TABLE 8

TOTAL EXPENDITURES 1955-1964 FOR ALL MUNICIPAL UNITS
IN NOVA SCOTIA

	<u>CITIES</u>	<u>TOWNS</u>	<u>MUNICIPALITIES</u>	<u>TOTAL</u>	<u>Deficit of PREVIOUS YEAR OR YEARS INCL'D IN TOTAL</u>
1955	12,000,024	9,377,394	6,439,683	27,817,101	92,903
1956	12,632,769	9,894,535	8,274,776	30,802,080	135,029
1957	13,761,759	10,574,690	8,984,582	33,321,031	112,080
1958	14,879,633	11,403,316	10,943,706	37,226,655	135,188
1959	15,611,490	12,723,483	12,789,353	41,124,326	165,310
1960	16,864,189	13,796,653	16,348,556	46,973,398	221,160
1961	21,355,664	12,818,777	16,610,991	50,785,432	252,697
1962	24,117,923	13,649,500	18,918,274	56,685,697	548,326
1963	25,341,739	14,316,956	20,234,984	59,893,679	530,817
1964	25,253,985	15,036,534	21,596,001	63,886,520	333,147

(Surplus has been deducted from expenditures;
previous year's deficit is included.)

TOTAL SCHOOL BOARD REQUISITION 1955-1964

	<u>CITIES</u>	<u>TOWNS</u>	<u>MUNICIPALITIES</u>	<u>TOTAL</u>
1955	2,770,932	2,754,468	2,189,381	7,714,781
1956	3,160,081	2,873,315	3,388,519	9,421,915
1957	3,674,529	3,158,003	3,887,542	10,720,074
1958	3,907,046	3,343,747	4,747,994	11,998,787
1959	4,351,589	3,626,034	5,851,327	13,828,950
1960	4,914,659	4,089,795	6,852,638	15,857,092
1961	6,614,954	3,786,921	6,898,411	17,300,286
1962	7,549,795	4,154,534	7,797,760	19,502,089
1963	7,672,236	4,320,524	7,859,956	19,852,716
1964	8,092,519	4,480,526	8,654,292	21,227,337

TABLE 9
STATISTICS

OVERALL ESTIMATED COSTS - \$4,500,000.00

Estimated breakdown of Capital costs:

Academic - General Course Capital

Costs -- \$1,500,000.00

Gross Costs to Colchester Municipality

49% ----- \$735,000.00

Net Costs to Colchester Municipality

68% ----- \$234,612.00

Gross costs to Town of Truro

51% ----- \$765,000.00

Net costs to Town of Truro

.24% ----- \$764,164.00

Estimated net cost per pupil

Municipality of Colchester

Technical - Vocational (including transportation)

\$225.60

Academic and General (including transportation)

\$149.60

Town of Stewiacke

Technical - Vocational per pupil \$200.00

Academic and General per pupil \$253.12

Town of Truro

Technical - Vocational per pupil \$200.00

Academic and General per pupil \$259.00

10.9 percent in 1954 to 16.9 percent in 1962.

If we need more of a proportion for education it may be at the expense of public services such as police protection, community and recreation services, etc.

Contribution to Formal Education
by the Federal Government

At the elementary and secondary level, the Federal Government provides education for the children of residents on crown lands. Most of these are either Indian children or the dependents of armed service personnel.

The Federal Government contributes to the audio-visual field through the work of the National Film Board and the Canadian Broadcasting Corporation.

The Federal Government is responsible for the education of Indians and Eskimos throughout Canada. It is the policy of the Government to encourage the attendance of Indian children in provincial public schools. Consequently, expenditures incurred on behalf of pupils attending public schools have been increasing steadily for several years. In some cases the Department operates its own day and residential schools.

The estimated total expenditures on formal education and vocational training in Canada during 1965 exceed three and a quarter billion dollars.

Projected costs of all formal education in Canada by 1976 is set at \$6,691 million, with a projected cost of secondary and elementary school education of \$4,181.5

million, and this is taking into account the effect of inflation over the next ten years, estimating a 2 percent rise each year in the Gross National Expenditure index.

CONCLUSIONS

The school population in Nova Scotia is increasing at a very rapid rate, and it will increase even more rapidly in the future. We must meet and try to satisfy the needs of most of our students.

At the present time we are catering to a percentage of our population. This is mainly the group who are going on to study at university or in the professions.

The Economic Council of Canada in its annual review said that high schools and teaching should be improved so that all Canadians will have the chance to receive a secondary school education.

The Council estimates that the return to the economy from investment in education is perhaps 10 or 15 percent, a better return than from investment in physical and financial assets. This suggested that relatively greater emphasis should be placed on facilitating expanding investment in education in relation to expanding investment in other assets.

The Council recommends that the advancement of education at all levels be given a very high place in public policy, and that investment in education be accorded the higher rank in the scale of priorities.

In the Atlantic Provinces a much lower percentage of the labor force attended high school and a still lower percentage went to university than the Canadian average.

A region with a generally lower educational level fails to support or attract industries relying on educated and skilled workers. Future benefits from increased efforts in education are "very large", and the economic returns to the Province are likely to exceed by a considerable margin those from most other types of expenditure.

The type of education that has been chosen in Nova Scotia in the comprehensive school system will meet the needs of many more students. Whether it will be as satisfactory as the composite school with all the students under one roof we are not sure, but we do know that it will not be as expensive for either the Provincial Government or the municipalities with the Federal Government sharing to a greater degree under the Technical and Vocational Training Assistance Act of 1960. The programs to be implemented should attract more people to stay in school and thus more facilities and more money will be required in the future to meet the needs of our growing population.

"Will the Canadian people be willing to pay for the type of education they can obviously afford and so urgently need? The answer will depend on the extent to which Canadians study and clarify the aim of public education, accept those that appeal to them, and choose to make the investment in education rather than in something else."¹

¹H. P. Moffatt, Educational Finance in Canada, the Quance Lectures in Canadian Education, 1958.

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