

SCHOOL DISTRICT REORGANIZATION IN NOVA SCOTIA:  
THE WEST HANTS DILEMMA

A THESIS

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## SCHOOL DISTRICT REORGANIZATION IN NOVA SCOTIA:

### THE WEST HANTS DILEMMA

This study consists of a brief examination of the philosophy of comprehensive education and a proposed reorganization of school jurisdictions facilitating the implementation of a comprehensive program of equalized educational opportunity in West Hants.

The first chapter summarizes the history of education in Nova Scotia and reveals that the majority of educational legislation from the Free School Act of 1864, to the enactment of Bill 105, in 1968, was introduced on a voluntary basis.

The introduction of the comprehensive system and the problems inherent in providing comprehensive educational programs in a relatively small province with limited financial resources lent impetus to the evolution of the larger administrative unit. Chapter II examines the problems encountered in the voluntary establishment of the first amalgamated school boards in Nova Scotia. The third chapter attempts an assessment of the advantages and disadvantages of these newly created amalgamated school jurisdictions, and presents evidence of increased economy and administrative efficiency from a survey of school board members.

Chapter IV examines in some detail the problems confronting school boards in West Hants and illustrates that through the mutual co-operation of the five West Hants school boards, a superior educational program might be offered effecting an economy of approximately six classroom teachers. Further, should the proposed reorganization be implemented, it is contended that additional capital construction of secondary school facilities would not be required in the foreseeable future. It is finally contended that the success of this step toward full amalgamation should greatly enhance the ultimate entry of the West Hants school jurisdictions into the Kings County Amalgamation.

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## PREFACE

This study is concerned with the orderly implementation of both the comprehensive school program and the equalization of educational opportunity in Nova Scotia, and is limited to a consideration of the events preceding major revision in school jurisdictions.

The study will cite and examine problems encountered in the establishment of amalgamated school boards and will concern itself with the proposal of a program of equal educational opportunity in West Hants.

Due to the limited scope of the study and the recency of developments pertaining to the realignment of school jurisdictions, sources, of necessity, have been primarily restricted to Departmental publications and personal research.

Need for the study is indicated by the fact that West Hants is now isolated from the rest of the Province by two large amalgamated school districts and the Halifax Municipal School System. The study is significant because of the recently initiated investigation by the Department of Education to determine how West Hants school jurisdictions might be operated with greater financial and educational economy.

The findings and recommendations of this study assume some importance because of their potential impact upon the lives of the people of West Hants, and the possibility that they may play a role in improving the quality of education.

It is hoped that this thesis will result in a better understanding of the problems encountered during this important period in the history of education in Nova Scotia and will assist in ensuring the equalization of educational opportunity in West Hants.

## CHAPTER I

### EDUCATION IN NOVA SCOTIA

The Honorable Vincent J. Pottier in the 1954 Royal Commission Report on Public School Finance in the Province of Nova Scotia cites 1864, 1942, and 1953 as milestones in the history of educational finance in Nova Scotia. History may see 1970 as the fourth milestone.

This chapter will concern itself with these three important periods and will examine in some depth the comprehensive school program, which lent impetus to the reorganization of school jurisdictions in 1970.

The history of education in Nova Scotia began with the establishment of Acadian Schools as early as the Seventeenth Century. Other French Acadian schools were established and continued to exist until control of Acadia was assumed by the English.

With the ceding of the Nova Scotia mainland to the British in 1713, education was placed in the hands of the Society for the Propagation of the Gospel in Foreign Parts. The British Government, intentionally or otherwise, gave a fillip to the construction of schools through the establishment of land grants, and when



Halifax was founded, the Lord of Trade and Plantations advised the Society that two hundred acres would be set aside in each township for a school master. Further, school masters, going with persons to establish settlements, qualified for assisted passage and special assistance for twelve months after their arrival.

This policy of making land grants to school masters eventually created problems for the legislature when they desired that school lands revert to public control.

In 1839, the Bishop of Nova Scotia and the S.P.G. appealed successfully to the Imperial Government for the disallowance of an act of the Nova Scotia legislature which provided for the selection and appointment of trustees of lands granted or otherwise allotted as school lands, or for schools of the Province.<sup>1</sup>

The problem was finally resolved when the Imperial Government refused to contest the right of the Province to administer Crown lands and unimproved tracts held by the Society.

The Independent Schools brought about the first Education Act in Nova Scotia which was passed in 1776. This Act placed authority for licensing teachers with local ministers of the Church of England, and where no

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<sup>1</sup>George A. Frecker, Education in the Atlantic Provinces, lectures under the Quance Lectures in Canadian Education (Toronto, Ont.: W. J. Gage & Co., 1957), p. 47.

Anglican Rectors were available, this authority was delegated to two Justices of the Peace. The Act further provided for the establishment of school trustees, and granted four hundred acres in each township for the use and support of schools.

The Education Acts of 1808 and 1811 emphasized the necessity of general education and provided an administrative structure for the schools. These Acts also provided authority for the support of schools from local funds by: a rate of assessment with the approval of the majority of the inhabitants, subscription, and by bequest.

It was also established that the province, (within specified limits), was to pay fifty per cent of the funds raised locally. These Acts provided for primary and elementary schooling and vested local authority in the hands of trustees nominated at school meetings and later appointed by the Court of General Sessions of the Peace for the County. Under these Acts children who attended established schools were free from all expense of tuition, but were, of course, expected to pay for their own books and supplies, as well as for their individual portion of fuel. Grammar schools were also assisted by an Act granting one hundred and fifty pounds to ten districts providing that the remaining funds required could be raised locally through fees and subscriptions.

The Act of 1808 established the concept of local assessment for school support and the Act of 1826, continuing in the same vein, provided for compulsory assessment in support of public schools with the approval of two-thirds of the ratepayers of the district.

The principle of assessment for raising local funds for school purposes was recommended in the Act of 1811. Section 7 provides that when a school was established it 'shall be in part provided by assessment, the scholars shall be taught free from all expenses whatever, other than their own books and stationery, and individual proportion of fuel.' Section 18 of the Act of 1826 directs that all school expenses should be raised by assessment. But Section 20 makes it unnecessary to resort to assessment if the amount should be raised voluntarily by subscription.

On March 25, 1825, there was a great field-day in the House of Assembly over the report of the Committee on Education, which recommended the passing of a universal compulsory assessment law, but the report was rejected. The fight was repeated the following year, but without success. In 1832 there was a retreat, when it was engaged that assessment was not to be authorized without a two-thirds majority and the approval of the General Sessions of the Peace.

In 1841 the lieutenant-governor, Lord Falkland, opened parliament with a long speech in which he strongly pressed the adoption of a general assessment law; but the legislature could not venture to take the step, so hostile was popular sentiment to anything like compulsory contribution.<sup>2</sup>

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A. H. MacKay, History of Education in Nova Scotia and Prince Edward Island, as quoted in Vincent J. Pottier, Royal Commission on Public School Finance, Report to the Lieutenant Governor of the Province of Nova Scotia, November 25, 1954, p. 3.

The events leading to the final adoption of compulsory assessment in 1832 began when voluntary subscription for the support of schools was recommended. In 1838 assessment was disallowed but revisions in 1841 provided for partial assessment and in 1845 voluntary assessment was authorized. Eventually in 1864 the Government passed the Free Schools Act.

This act set up the school system that was to operate with little change until the 1940's. It established a Council of Public Instruction, to consist of members of the Executive Council. The superintendent of education, whose office would be divorced from that of principal of the Normal College, would be secretary of the Council. Inspectors would be appointed for specified inspectoral districts, and each district would have a Board of School Commissioners. Each district would be divided into sections, under the immediate control of trustees, who would determine the salary of teachers, to be paid by subscription or by assessment. Increased aid was authorized for the schools, and the principle of special help for poor sections was continued. The schools were to be free; no fees were to be charged. But no compulsory assessment.<sup>3</sup>

Modifications in 1865 and 1866 finally led to the adoption of compulsory assessment. These revisions provided:

- (1) The Provincial Government granted a fixed sum for the construction and support of County Academies and another fixed sum for Superior Schools; such schools to be located by the Council of Public Instruction.

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<sup>3</sup>Berton E. Robinson, "Nova Scotia Educational Past-Beginning, Development, and Change." An Educational Quo Vadis. 1969 Year Book of the Canadian Association of School Superintendents and Inspectors (Toronto, Ont.: The Ryerson Press, 1969), pp. 58-59.

- (2) Fixed amounts were to be paid teachers according to license as a Provincial Salary Grant.
- (3) Municipalities were to raise an amount equal to a fixed sum per person which was to be paid to sections on the basis of number of teachers engaged.
- (4) Any sum voted at the annual school meeting as necessary for leasing, purchasing, or erecting school houses would be levied on the real and personal property in the section. (This provision was later changed whereby the local section raised any amount required over and above Provincial and Municipal grants.)<sup>4</sup>

The Act of 1866 provided for the levy of the Municipal School Fund according to population. The monies realized from this fund were distributed among the sections of the county based upon the number of teachers employed and totals of student days attended. This Municipal Fund played a very substantial role in educational finance, and until 1900 the Fund equalled approximately one-half of the yearly Provincial grants and nearly one-third of local assessment. However, the extra revenue received from a slowly increasing population could not keep pace with the increasing educational costs.

Some attempt was made to equalize the burden through the recognition of poor sections which qualified for extra assistance, and a major function of the

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<sup>4</sup>Vincent J. Pottier, Royal Commission on Public School Finance, Report to the Lieutenant Governor of the Province of Nova Scotia, Halifax, Nova Scotia, November, 1954, p. 5.

Municipal School Fund was to assist such sections in meeting their educational costs.

Poor sections were defined as those containing property assessed at not more than four thousand dollars, and not unexpectedly with the onset of the depression, these sections became even less capable of raising local funds, forcing a rise in the Provincial contributions. By the late 1930's it became evident that many of the rural and village sections were financially unable to meet their educational commitments.

A series of financial crises which beset the rural districts in the late thirties heralded the advent of central municipal administration. On August 1, 1942 the Municipality of Halifax and the Municipality of Antigonish entered the Municipal School Unit established by the Legislature during the winter of 1942. Essentially, this plan provided:

- (1) that the municipalities assumed financial responsibility for a minimum educational program in the rural and village districts of each municipality;
- (2) local rates in support of school maintenance and teachers' salaries were replaced by a uniform municipal school tax;
- (3) the municipal contribution was determined by the yield of a fixed tax rate on municipal assessment.

This rate was ten per cent less than the median of the school rate collected throughout the municipality the preceding year;<sup>5</sup>

- (4) the minimum program was determined by the Governor in Council and consisted of:
  - (a) a minimum salary scale for teachers
  - (b) a schedule of maintenance rates for various types of rural and village school sections;
- (5) the difference between the amount produced by the fixed municipal tax rate on municipal assessment and the cost of the minimum program was made up by the Department of Education in the form of an equalization grant.

It was incorrectly assumed that these provisions would enable the municipalities to continue to attract well-qualified teachers, and that, as educational costs increased, they would in part be covered by normal increases in municipal assessment.

Further stress was to be placed upon the Provincial Treasury by the implementation of the Rural and

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<sup>5</sup>One real disadvantage of this rate was that it disregarded ability to pay. While the rate appeared superficially fair, it resulted in unequal treatment between Province and the municipalities and between one municipality and another. However, Pottier believed "The Plan had some basic defects, but without equalizing the assessment, and without the emergency existing, it is debatable if anything would have brought about the establishment of the Municipal School Unit." Ibid., p. 8.

Regional High School Plan announced in 1946, whereby the Province agreed to contribute the entire capital cost of high schools serving children resident in the municipalities from grades seven to twelve. If these schools were built in the municipalities, they were designated Rural High Schools. If they were built in an incorporated town, and served the students of both the town and the municipality, they were called Regional High Schools; and the Province contributed a portion of the municipal share of the cost of construction, and a part of the town's share of the capital costs.

A similar principle was applied to the operating costs of rural high schools, and the Province contributed seventy-five per cent of these costs for rural high schools, and seventy-five per cent of the municipal share of operating costs for the regional high schools.

Where the regional high schools existed, the former grants to incorporated towns were discontinued, and the Province paid a portion of the town's share of the operating costs.

While the construction of rural and regional high schools eased capital costs in areas where they were located, urban and fringe areas were finding it increasingly difficult to finance capital construction projects. To alleviate this situation, the Provincial government established a School Loan Fund, from which approximately



three hundred school sections borrowed for the construction, expansion, and repair of school buildings.

In 1948, the Province, reeling under ever increasing educational costs, advised the municipalities that no further increases in maintenance grants would be made as part of the minimum program. Another reason for the increasing pressure on the Provincial coffers was the tremendous growth in the number of classrooms required to accommodate children born during the war. Between 1942 and 1953, twelve hundred new classrooms were required by the schools of the Province.

The Province was now in the position of being unable to meet its share of provincial educational costs from the Equalization Fund, and in 1951 the Legislature amended the Education Act regarding the Municipal School Unit as follows:

- (1) The equalization fund, which was the sum necessary to supplement the Municipal votes, excluding the salary grants paid by the Province, and which had increased to over \$1,000,000 was frozen at the rate prevailing in the school year 1950-1951. The fixed sum became \$1,211,040. for twenty-four Municipalities.
- (2) The Province continued to pay the regular Provincial aid and salary grants.
- (3) The Province continued to pay full grants for the conveyance of pupils for conveyances that were in operation prior to 1952, and for new

conveyances provided that one-half of the cost would be paid by the Province and one-half by the Municipalities.<sup>6</sup>

The effect of this legislation was to continue support of existing classrooms at the former levels, but placed with the Municipalities the responsibility for support of:

- (a) The basic teacher salaries for new classrooms (\$500 - \$550 per annum);
- (b) the whole cost of maintenance for additional classrooms;
- (c) any additional maintenance costs for existing classrooms over and above the 1948 level;
- (d) one-half the cost of new conveyances.<sup>7</sup>

The tremendous increase in school enrolments, together with the associated requirement of more classrooms finally put such stress on the existing grant structure that it began to disintegrate.

By 1952, the problems confronting the Province were of sufficient magnitude and concern to cause the Government to create a Ministry of Education. The first task of this Ministry, under Dr. Henry Hicks, was to study the possibility of introducing a more efficient and effective method of educational finance.

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<sup>6</sup>Ibid., p. 10.

<sup>7</sup>Ibid.

In essence, the problem was to devise a method of school support, based upon the true ability of the towns, cities, and municipalities to raise funds for education from local taxation.

The commissioning in 1953 of Honorable V. J. Pottier to undertake a study of Public School Finances in Nova Scotia marked the advent of the modern era in Nova Scotian education. Just as the establishment of the Pottier Commission was inspired by the educational developments prior to 1953, the recommendations tabled in this important document inspired many subsequent educational developments.

Pottier, in his approach to school finances, recognized that a successful educational program involved the support of capital projects, instruction, maintenance, and conveyance. The Commission, therefore, recommended the establishment of a Foundation Program to be jointly financed between the Province and the local municipal units, with the proportion of local involvement being determined by the fiscal ability of the municipal units. The determination of fiscal ability of the municipal units was perhaps the most considerable undertaking of the Commission. In attacking the problem of local support, the Commission contended that the question of obtaining funds through local assessment had been decided

in 1864. The remaining question being how much support each municipal unit could muster.

The Commission discovered vast differences in the principles of assessment practised by the various municipalities. Obviously the comparatively wealthy municipalities with relatively high taxation on low assessment had been able to qualify for the same or more assistance than some less affluent municipalities.

This led to the establishment of equalization of assessment; a principle which, with certain revisions, has continued to determine the ratio of Provincial cost sharing with the local units up to the present day.

With regard to the qualifications and availability of teachers, the Commission noted that more teachers would have to be retained, many teachers should up-grade their qualifications, and more people must be encouraged to enter the teaching profession.

From this study evolved the Foundation Program for teachers' salaries, which established a Province-wide minimum salary scale for the various categories of license.

Recognizing the importance of keeping school facilities in good repair the Commission established a maintenance scale for the purpose of assisting school boards in maintaining buildings and classrooms. It was further stipulated that those portions of yearly grants remaining unspent, be carried forward in succeeding years.

Regarding transportation, the Commission recommended that all transportation of students beyond a distance of two miles be included in the Foundation Program.

The recommendations of the Commission regarding capital costs constitute a very important part of the report forming the basis for all subsequent Provincial participation in the cost of capital construction. While many recommendations were tabled, perhaps the following were the most significant, for they have played a major role in subsequent consideration of Provincial-municipal capital cost sharing.

The Commission recommends that the building of all future rural elementary and secondary school buildings be made a responsibility of the Municipal unit wherein they are located, and further that the Municipal units assume all present indebtedness of all local and village sections incurred for the building of existing schools.

The Commission recommends that the building of all urban elementary and secondary schools should continue to be a responsibility of the urban Municipal unit and that the Province should share in the repayment cost in accordance with the fiscal ability of the said unit.

The Commission further recommends that the existing indebtedness for the construction of urban elementary and secondary schools should be paid for by the unit and the Province in accordance with the ability of the unit to pay as provided for later in this report.<sup>8</sup>

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<sup>8</sup>Ibid., pp. 47-50.

The latter section of the Report is devoted to recommendations concerning vocational schools, handicapped children, and concludes with a rather detailed discussion of the administration of the proposed Foundation Program.

The Commission findings are based firmly upon the belief that there should be equality in educational opportunity regardless of geographic location. This conviction first expressed by Joseph Howe in 1841, reiterated in 1953 by Justice Pottier, and subsequently widely accepted, was instrumental in the development of the Comprehensive School System.

While tremendous educational improvements both in curriculum and facilities followed the adoption of the Pottier recommendations, the next really momentous development did not occur until October 1965, when Dr. Harold M. Nason, then Director of Elementary and Secondary Education, introduced the concept of comprehensive education at a conference of Departmental officials.

The most significant problem at present facing the administrators of our school system and the public school teachers of the province is the creation and application of a single unified program designed to meet the varied individual needs of all types of children, from the beginning of school to graduation, thus serving the academic, technical and vocational interests of the community. What kind of comprehensive school system will meet these needs?<sup>9</sup>

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<sup>9</sup>Harold M. Nason, "A Comprehensive School System for Nova Scotia," The Education Office Gazette, XV, No. 2 (1965), p. 2.

Extensive consideration was given the concept of composite schools, but was rejected primarily due to the availability of much greater federal assistance for vocational schools than for vocational constituents of composite schools. Dr. Nason, speaking to the 1966 Conference of Supervisory Personnel, outlined the objectives of the comprehensive school system:

- (1) to develop fully the interests and abilities of each child;
- (2) to meet the vocational and technical needs of the community;
- (3) to develop the type of person who not only has the ability to perform vocational and technical tasks in the community but also has the ability to sense the weaknesses in the community and has the character to do something about them.<sup>10</sup>

The basic function of the elementary program within the comprehensive system lay in the development of facility in reading, writing, and in the ability to understand and perform arithmetic processes. This elementary program built around these basic skills, supplemented by social science, science, music, art, and physical education encouraged the child to think for himself, work independently,

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<sup>10</sup>Harold M. Nason, "Purpose and General Description of the Comprehensive Program," The Comprehensive School Program for Nova Scotia, Education Office Bulletin No. 6, February 3, 1966, p. 6.

express his own thoughts and reactions, and to develop proper attitudes toward himself and the community.

This phase of the comprehensive system charged elementary school personnel with the responsibility for early diagnosis of, and provision for children of exceptional ability and for those with mental and physical handicaps. The program, begun at age five for the majority, requires seven years; however, children of considerable ability could complete their work in six years, while those of lesser ability might require eight years, depending upon their individual needs and abilities. Absent from the comprehensive philosophy is the concept that all children must attain the same standard of competence before they can progress within the program.

Upon completion of the elementary phase of his schooling, the child enters the secondary school which must, in order to serve the needs of the community, make available a sufficient variety of programs to keep all pupils in school until they are either adequately prepared for post high school courses designed to equip them for suitable occupations, or adequately prepared for direct entry into suitable occupations for which on-the-job training is available, or sufficiently trained in the practical skills of one or more occupations to qualify for direct entry into employment.



In addition, the secondary school program assumes the responsibility of developing in each child qualities and abilities required for a useful and satisfying life, and of creating citizens who are capable of contributing to and refining the economy. The adoption of these aims was instrumental in the evolution of a new, vital and more functional philosophy of education in Nova Scotia. Programs were instituted to meet the needs of the majority of secondary students, so that each child would have the opportunity to acquire sufficient training to enable him to become a contributing member of the economy rather than a potential hinderance.

Accordingly, the comprehensive secondary system is based on the following principles:

1. There must be adequate variety of secondary school programs accessible to students in all parts of the province, in local or in centralized schools, with provision for transportation or boarding where necessary.
2. A well organized system of educational and vocational guidance in each area of the province must extend from elementary school through high school, to provide adequate knowledge of student aptitudes, interests and abilities, and adequate occupational information to assure that:
  - (a) the program and courses recommended for each student are those from which he can profit most; and
  - (b) the courses offered related to the changing needs of the community and province.

3. Administration of the total educational program in an area should be insofar as possible by a single authority, where necessary by co-operating authorities, to ensure availability within a flexible system of maximum opportunity and resources for all students. Financial provision to care for all compulsory-school-age children should be shared by the province and the municipal units in a uniform system based on the equalization principle.
4. Programs for post-compulsory-school-age children and their administration should be designed and operated so as to take full advantage of available federal grants for education.<sup>11</sup>

The secondary program normally requires six years of study and provides various program options at both junior and senior levels. At the junior level students may pursue any of three course options, depending upon their needs and abilities.

The majority enter the regular junior high school program which is designed to explore and reveal interests and potentials in preparation for more specialized study at the senior level. Students of low average ability who possess sufficient ability to complete a secondary program may elect the modified junior high school program which is essentially a remedial program stressing instruction in the basic skills of reading, language and mathematics.

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<sup>11</sup>Ibid., p. 7

Within the modified program two options are available for those who do not possess sufficient potential to complete the secondary program. These are the so-called "adjusted course" and the "work experience program."

Finally, an auxiliary program of vocational and avocational training exists for those with insufficient ability to enter the modified program.

The senior high school program also affords three course options, where students may select the university preparation program, the general program, or may elect one or two year vocational programs.

The university preparation option is open only to those who successfully complete the regular junior high school program and within the option students may pursue an honors program, a standard program, or a commercial program.

The general course is designed for those who either lack the ability or interest to follow the academic university preparatory program, yet have sufficient ability to undertake post secondary study through vocational or technical schools, or who require a general high school education for direct entrance to employment. Within this program, students may elect the standard or commercial option.

Finally, students may pursue a vocational program offered in the regional vocational schools. Entrance requirements generally are the successful completion of either the regular or modified junior high school program.

Dr. H. M. Nason, summarizing the fundamental principles of the comprehensive system at the October, 1965 conference of Departmental officials concluded:

In our modern welfare state, it is not enough to teach a person to make a living. He must be taught that he has an obligation to the community in which he lives, for the services that he enjoys, and that the community is dependent upon the contribution that each individual makes.<sup>12</sup>

The full extent of the comprehensive system can be more fully understood by reference to the Diagram Table I, page 22.<sup>13</sup> However, before this system could be implemented, changes in the Foundation Program were required, and new legislation effective August 1, 1966 provided the necessary revision of grants to school boards endeavouring to implement the comprehensive system.

No board was compelled to offer any more than the regular academic program from grades primary to twelve, but grants were available to boards implementing various

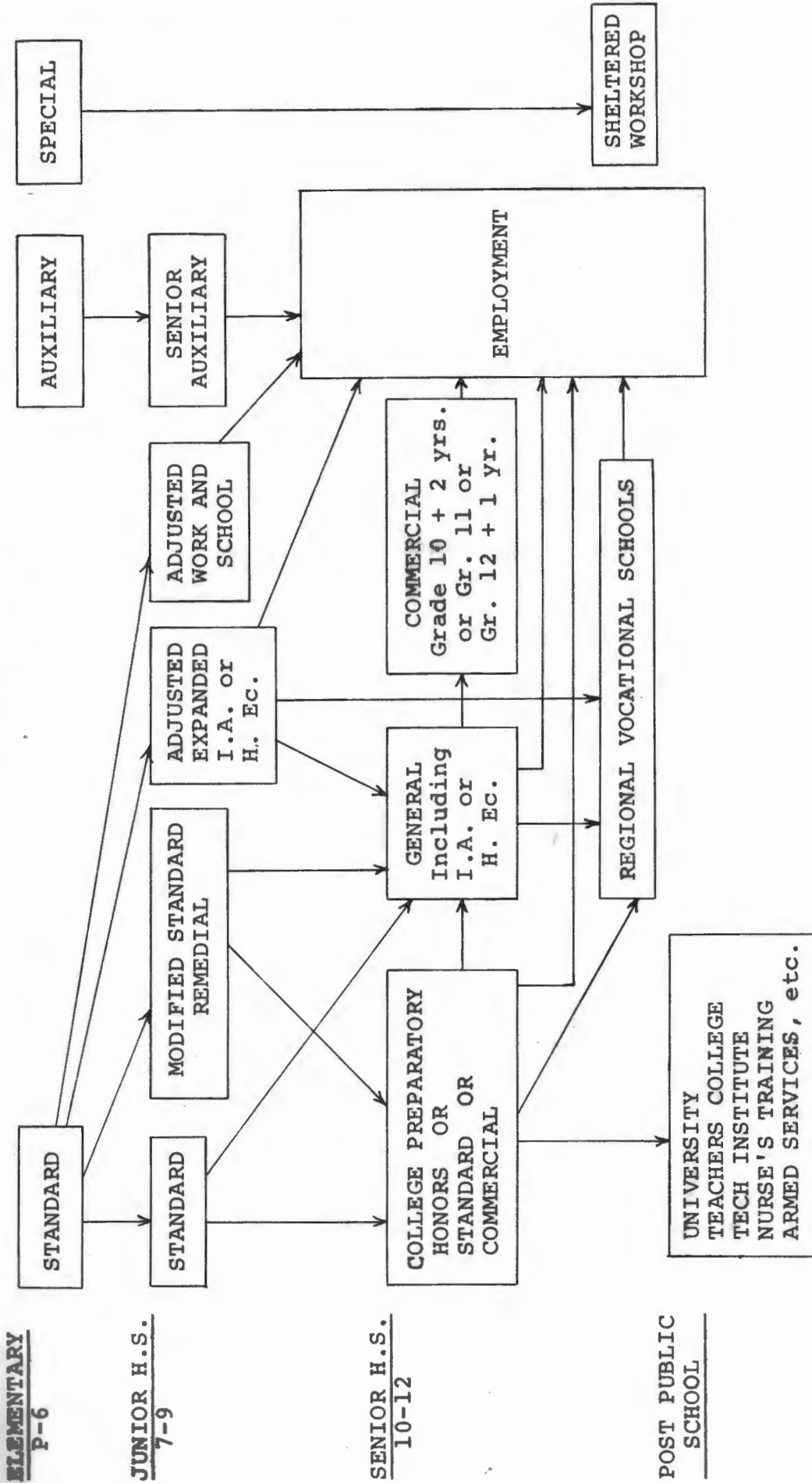
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<sup>12</sup>Harold M. Nason, "A Comprehensive School System for Nova Scotia," The Education Office Gazette, XV, No. 2 (1965), p. 6.

<sup>13</sup>From the March 1966 issue of the Education Office Gazette, p. 4.

TABLE I

THE COMPREHENSIVE SCHOOL SYSTEM



aspects of the new school system. Interestingly, this non-compulsory method of working educational change continued a tradition begun in 1864, and reinforced in 1942. It may be considered characteristic of educational change in Nova Scotia.

The comprehensive system, as provided for in the August 1, 1966 revisions of the Foundation Program, gained widespread acceptance by both educators and the people of Nova Scotia. Most school boards offered at least some of the comprehensive options; however, the majority of boards endeavouring to implement the new system found their educational costs greatly increased, while boards lacking sufficient student population found the program difficult, if not impossible, to implement. The Department of Education, acutely aware of these problems, devoted the entire 1967 Supervisory Conference to a consideration of the implementation of the Comprehensive System.

George MacKenzie, then Chief Inspector of Schools, told the Conference that a Departmental planning committee had been established to study school needs and facilities, the main purpose being:

- (a) to estimate the building requirements for the next five years as the comprehensive system is implemented,
- (b) to recommend procedures by which efficient and effective school units or local systems

may be established throughout the province to avoid duplication of effort.<sup>14</sup>

This committee endeavoured to measure educational needs in each inspectoral division against available facilities; thus the framework for the consideration of effective school units was established. It became clear that some districts, dating from the establishment of the first municipal units in the 1940's, were too small to implement adequately the new comprehensive system.

The problem facing the small administrative unit was presented by Inspector George C. Lent of Inverness County, who reported that geographically large units with a relatively small student population base could not begin to implement properly the comprehensive program. Mr. Lent, Chairman of a Departmental Committee, established to study the problem in Inverness County, cited three major problems encountered in instituting the comprehensive program:

- (1) the difficulty of implementing a broad school program in situations where school administrative units are too small to be effective. (This is generally true throughout the Province)
- (2) the awkwardness of trying to superimpose supervisory units over administrative units when they are not co-terminous

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<sup>14</sup>George W. MacKenzie, "Survey of School Facilities," Implementing the Comprehensive Program of Education for Nova Scotia, Education Office Bulletin No. 22, March 2, 1967, p. 9.

- (3) the public relations aspect which requires that the general public, and special interest groups be made aware of, and come to accept what we are trying to provide for the youth of our province through the Comprehensive Program and give their support, both moral and financial, to the program.<sup>15</sup>

The task facing educational authorities was aptly summarized by Dr. Maurice Keating, Superintendent of Halifax Schools:

We, ourselves, are largely the products of an academic educational system. Traditional practices and ideas exert a strong and subtle influence on us as administrators, principals, teachers, parents and school board members. To add to our confusion, we are not being asked to create a school system where none existed before. We are faced with the more difficult problem of attempting to mould a well established and vigorous system into one designed to meet better the educational needs of the modern world without sacrificing any of its traditional strengths.<sup>16</sup>

While one might question the relevance of so detailed an examination of the comprehensive school program, it seems warranted because subsequent developments in the schools of Nova Scotia were directly influenced by the acceptance of the comprehensive philosophy.

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<sup>15</sup>George C. Lent, Inspector of Schools, Inverness County, in a Panel Discussion "Planning the Program" at the 1967 Conference of Supervisory Personnel, Implementing the Comprehensive Program of Education for Nova Scotia, Education Office Bulletin No. 22, March 2, 1967, p. 11.

<sup>16</sup>Dr. Maurice Keating, Chairman of Panel Discussion, "Planning the Program" at the 1967 Conference of Supervisory Personnel, Implementing the Comprehensive Program of Education for Nova Scotia, Education Office Bulletin No. 22, March 2, 1967, p. 11.



Clearly, there were too many schools with too few students administered by too many boards to effect any efficiency or economy in the educative process. Many boards, having adopted the comprehensive concept, found themselves financially pressed to raise sufficient funds to carry out an optimum program, while other boards were unable to offer any more than the basic academic option.

The obvious solution lay in the creation of more efficient administrative units, and in February of 1968, the Legislature of Nova Scotia passed Bill 105 providing for the non-compulsory amalgamation of school boards. Nova Scotia was on the threshold of yet another era in education.

## CHAPTER II

### THE AMALGAMATION OF SCHOOL BOARDS IN NOVA SCOTIA

There can be little doubt that Departmental adoption of the comprehensive concept of education in 1965 was, in fact, the first phase of a grand design to establish larger administrative units in Nova Scotia.

Early in 1960, the academically oriented school systems were failing to provide equality in educational opportunity and many children, either through lack of ability or interest, did not complete high school. The Department of Education, concerned that every child should have an educational opportunity in keeping with his needs and abilities, announced the inclusion of the various comprehensive program options within the Foundation Program, and encouraged Boards to adopt the new comprehensive system.

At approximately the same time, the Department retained the firm of Kates, Peat and Marwick to investigate the existing organization of educational services in Colchester County where plans to build a composite high school to serve the entire county had deteriorated to the extent that it appeared unlikely that the necessary

agreements could be obtained. The fact that Colchester County was selected for the amalgamation study was prompted by the fact that Truro and the Municipality of Colchester had been engaged in negotiation which would in fact have created an amalgamated school unit, and that the adoption of the comprehensive program effectively concluded all negotiation toward the provision of a composite school in Truro. Thus the Department, having withdrawn support of the composite school concept in favour of the comprehensive system involving regional vocational schools was placed in the position of defining the terms under which participation in a reorganized school district would be possible.

Meanwhile, the comprehensive program was enthusiastically received by educators, school boards and the general public. In all probability, the timing of these developments played a significant role in their favorable reception; for Nova Scotia, having abandoned its traditional orientation toward the land and sea, sought to take its place in the rapidly expanding Canadian industrial economy.

The widespread acceptance of the comprehensive system, while no doubt gratifying to the Department of Education, was also cause for concern; for, the inclusion of increased program options in the Foundation Program severely strained the Provincial Treasury. Clearly, if the comprehensive system was to flourish, it could do so

only if administered more efficiently.

To this end, permissive legislation was passed at the 1968 session of the House of Assembly to permit the amalgamation of all the school boards within the bounds of an area designated by the Governor in Council as an amalgamation area.<sup>17</sup>

The Nova Scotia Education Act was accordingly amended as follows:

#### AMALGAMATION OF SCHOOL BOARDS

- (1) For the purpose of this Section:
  - (a) "municipal unit" includes a city, town or municipality to which the Municipal Act applies; and
  - (b) "school board" includes any school board established by or under this Act, and a regional vocational school board established under Section 9 of the Vocational Education Act.
- (2) Where it appears to the Governor in Council that educational services could be more efficiently and economically provided throughout a geographic area of the Province if all the school boards in the area were, subject to subsection (6), amalgamated into one amalgamated school board, the Governor in Council may designate the area as an Amalgamation Area.
- (3) Where an area is designated as an Amalgamation Area, the councils of the municipal units located or partly located in the Area may enter into a joint agreement providing for all matters related to the amalgamation of the school boards or incidental or consequent upon the amalgamation other than the transfer of property or the rights, obligations and duties of the school boards.

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<sup>17</sup>"Amalgamation of School Boards," Journal of Education, XIX (May, 1970), 11.

- (4) When the joint agreement has been duly executed by the councils of the municipal units in the Amalgamation Area, it shall be filed with the Clerk of the Executive Council.
- (5) Upon the filing of the joint agreement, the Governor in Council may, by order, declare that on a day named in the order all the property, rights, obligations and duties of all school boards in the Amalgamation Area are vested in relation to the Area in the amalgamated school board, the name of which shall be determined by the Governor in Council.
- (6) Where an order is made under subsection (5),
  - (a) each school board the area of which is entirely inside the Amalgamation Area is dissolved; and
  - (b) each school board the area of which is partly within and partly outside the Amalgamation Area shall continue to have and possess the powers, duties and obligations under this Act or the Vocational Education Act in respect of the area outside the Area.
- (7) Each amalgamated school board shall be a body corporate under the name determined by the Governor in Council.
- (8) An amalgamated school board shall have and possess all the rights, powers and authority and shall perform the functions and duties in relation to the Amalgamation Area that are vested in all the school boards in the Area immediately prior to the amalgamation.
- (9) An amalgamated school board shall consist of a number of persons who, subject to subsection (10), shall be appointed as follows:
  - (a) If not more than three municipal units, or parts thereof, are designated as an Amalgamation Area,
    - (i) one person who is a member of the city or town council and one other person who resides in the city or

town shall be appointed annually by each city or town council, and

- (ii) one person who is a member of the municipal council and one other person who resides in the municipality shall be appointed annually by each municipal council; or
  - (b) if more than three municipal units or parts thereof, are designated as an Amalgamation Area, one person who is a member of the council of a municipal unit shall be appointed annually by the council of each municipal unit; and
  - (c) three persons shall be appointed by the Governor in Council who shall in the first instance be appointed for terms of one, two, and three years respectively, and thereafter for terms of three years each.
- (10) The persons appointed in the first instance under clauses (a) and (b) of subsection (9) may be appointed for less than one year to hold office until appointments are made by the councils of the municipal units at their first meeting after the councils are respectively established following the elections in each municipal unit.
- (11) Notwithstanding clauses (a) and (b) of subsection (9), the Governor in Council may, upon receipt of a request jointly made by the council of each municipal unit in the Amalgamation Area, authorize the appointment of additional members of the amalgamated school board who shall be appointed annually in a manner agreed upon by the respective councils.
- (12) Where a vacancy occurs on an amalgamated school board before the expiry of the term of office of a member, the council or authority that appointed the member may appoint a person having similar qualifications to complete the unexpired portion of his term of office.
- (13) In addition to any other power to make regulations, the Governor in Council may make

regulations with respect to any matter for the effective operation of all amalgamated school boards, or a particular amalgamated school board.<sup>18</sup>

Noticeably absent from this legislation was any reference to financial considerations and other arrangements that would be necessary under amalgamation. Also absent from this legislation was any reference to compulsory reorganization. If school jurisdictions were to be amalgamated, it would be voluntarily. The only Canadian parallel exists in Saskatchewan where ratepayers have the right to reject or to dissolve the larger school division. Nova Scotia was attempting to achieve that which no other province considered possible or practical.

On March 17, 1969 the following recommendations regarding the comprehensive system and the provision of equal educational opportunity were presented:

1. The present number of units having control and influence over the educational systems is not conducive to its operation as a unified and co-ordinated system.
2. Parameters set by the Regulations of the Governor in Council for financial support by the Provincial Government in some cases are related to the number of rooms, personnel or pupils within a school or school system. This is a practical but not an equitable method.

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<sup>18</sup>"Amendments to the Education Act," Education Office Gazette, XVII (June, 1968), pp. 5-7.

3. Although there is an overall surplus of pupil space available in Colchester County, it cannot be used efficiently. The design and location of pupil space do not meet the needs of the pupil population by grade or geographic distribution.
4. There is a considerable disparity in the specialized facilities, equipment, services and courses available to the pupils in various locations.
5. Forty per cent of the teaching staff employed have qualifications below the TC 3 level.
6. Pupil-teacher ratios indicate considerable under-utilization of instructional staff.<sup>19</sup>

In comparing the financial implications of continuing under the present organizational structure as opposed to the implementation of a single amalgamated school board, two alternatives were cited:

to disregard financial constraints and provide the required equipment and staff at high cost relative to resources

OR

To accept budgetary limitations and meet requirements only partially.<sup>20</sup>

The report continued that under an amalgamated school district several immediate benefits would result:

access of all pupils in the county to similar facilities at their respective grade levels

more effective use of existing staff and facilities to offer a broader program

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<sup>19</sup> Kates, Peat, Marwick & Co., Report to the Deputy Minister of Education, Halifax, Nova Scotia, March 17, 1969, Halifax, Nova Scotia, p. 2.

<sup>20</sup> Ibid., p. 3.



improved co-ordination of educational services to allow maximum exposure of pupils to the opportunities available to them

reduction in total future requirements for instructional staff, allowing greater emphasis on qualifications and specialized training

opportunity for more effective planning and utilization of available financial resources resulting in economies, particularly in the costs of school construction and specialized equipment.<sup>21</sup>

In recommending an approach to the implementation of an amalgamated school district the report deals with the matter under the headings of finance, representation, and organization.

#### FINANCE -

The financial guidelines which we recommend retain the principle of local/Provincial cost sharing; however, enhanced co-operation of local units is sought through:

- elimination of the present emphasis on the percentage share of education cost;
- emphasis on the equalization of levies on individual taxpayers.

The basic principles of our recommendations for financing amalgamated school boards are summarized below. The context of existing legislation and other special considerations must, of course, guide their application.

1. Funds to support the operation of amalgamated school boards are to be derived from local taxation and Provincial grants.

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<sup>21</sup>Ibid., p. 3-4.

2. The determination of approved educational expenditures is to be based on: formal budgets prepared by the board and approved by the Provincial Government; and a modified foundation scale.
3. The amounts of local revenues to be applied to sharable education costs are to be determined in a manner based on the current assessment equalization formula.
4. The difference between total sharable costs less local revenues applied to sharable education costs is to be made up by Provincial grants.
5. Local levies are to be transferred directly to the amalgamated school board, to be augmented by the grant supplied by the Province.

We believe that implementation of the above recommendations will reduce present anomalies in the rate payment system and modify the foundation program scale for education costs to create a tangible inducement for local units to support amalgamation.

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#### REPRESENTATION AND ORGANIZATION

We recommend that the amalgamated school board be an autonomous operational unit with responsibility for preparing a total budget to be submitted to the Provincial Government.

In the short term, membership of the amalgamated school board should preferably be drawn from present members of the existing municipal and urban school boards. Representation of the existing boards should be based on the pupil population within each board's area as related to the total pupils in the amalgamated area. The total number of members must be limited to enable the board to be effective; we consider that a board of five to nine persons would prove most satisfactory.<sup>22</sup>

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<sup>22</sup>Ibid., pp. 4-7.

The Kates, Peat and Marwick Report further recommended, in order to retain local interest and influence on the educational system and to create a direct line of responsibility from the board to the source of funds, that members of the board be selected by the electorate. The Report concluded that the successful adoption of the larger administrative unit, while potentially sound from both educational and financial points of view, would be largely dependent upon the commitment of the communities involved.

The fact that Bill 105 superseded the submission of the Kates, Peat and Marwick study can be interpreted as further evidence of strong Departmental commitment to the larger administrative unit. While the Department would doubtlessly have preferred to postpone the enabling legislation contained in Bill 105 until after the formal submission of the Colchester Study, financial pressures together with the crisis in Truro, where the senior high school was operating in two shifts, made it imperative that amalgamation and its inherent economies be effected as rapidly as possible.

Almost immediately following the enactment of Bill 105, Kings County and the Municipality of Cape Breton Northside Victoria signified serious interest

in the formation of amalgamated school districts and Departmental and municipal negotiation toward this end was initiated. Further, at the direction of the Minister of Education, departmental officials visited many school boards in the province to impart information and to assess interest in the establishment of larger units. Divisional Inspectors subsequently held follow-up meetings of municipal and urban authorities to explore further the feasibility of amalgamation. It soon became apparent that, while many areas were interested in the concept of amalgamation, councillors were not prepared to advocate seriously amalgamation of school jurisdictions until the financial implications were clearly defined.

This reluctance, coupled with Departmental indecision regarding the apportionment of educational costs within the larger unit, ultimately led to the addition of school board amalgamation to the agenda of the Provincial Municipal Fact Finding Committee, established in 1967 to study Provincial and Municipal resources.

In August of 1969, this committee chaired by Premier G. I. Smith, consisting of five cabinet members and five representatives of the Union of Nova Scotia Municipalities, submitted its second report to the Government of Nova Scotia.

In its report the committee cited four problem areas. The major questions to be resolved were: should boards be elected or appointed; how should finances be allocated; who would authorize capital projects and their financing; how would charges on existing debt be dealt with; and what fiscal restraints should be imposed? The committee also considered what inducement the province might consider to assist in the financial aspects of amalgamation. Four items were considered as desirable objectives providing that funds were available:

- (1) The inclusion of approved costs of administration in the foundation program.
- (2) An up-dating of the foundation program percentages based on current annual approved expenditures.
- (3) The inclusion of capital debt charges in the foundation program.
- (4) An increase in the scale of approved capital expenditures and a better definition of sharable capital costs.<sup>23</sup>

The committee further felt that amalgamated boards should have to accept certain requirements in order to qualify, these being: conformance to a minimum size; the need to seek approval of educational plans, budgets, and architects' preliminary plans; the ownership of

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<sup>23</sup>Provincial Municipal Fact Finding Committee, Second Report to the Government of Nova Scotia and the Union of Nova Scotia Municipalities, Halifax, Nova Scotia (August, 1969), p. 17.

property and the authority to borrow for capital purposes and the inclusion of a vocational school wherever possible within the amalgamated school area. This fourth requirement involved the solution of two major problems. Who would assume title to what is currently provincial property, and, since the operation of vocational schools does not involve municipal support, how shall operating costs be handled?

The committee recommended that title to the vocational schools remain with the province but recommended that these schools be administered by the amalgamated board. The committee made clear, however, that all operational costs pertinent to vocational schools would be recoverable from the province.

In relation to finance, the committee recommended that annual expenditures should be allocated to the participating councils in the ratio of their re-evaluation assessment as this constitutes the basis of their present ability to pay under the foundation program.

Clarification of this point was of paramount importance for until the financial responsibility of the participants in the larger unit was clearly defined virtually no progress could occur. If the costs were apportioned on a user basis, towns having relatively small

populations would be favored while municipal participants with high usage would bear excessive costs. The Fact Finding Committee was further of the opinion that operating costs of the board and annual debt charges, less the provincial contribution to the foundation program, should be requisitioned from the participating municipal councils by a mill rate based on re-evaluation assessment.

Additionally, it was stipulated that councils should retain control over costs in excess of the foundation program, and recommended that a maximum be placed upon such expenditures unless prior approval was obtained from the councils representing eighty per cent of the population of the larger unit. In instances where such approval was not forthcoming, the committee recommended that approval of municipal units representing fifty per cent of the population be acceptable in order to block a possible veto of any one municipal unit.

In regard to fiscal autonomy, it was felt that, with the approval of the participating municipal units, the amalgamated board should have fiscal independence, together with the authority to acquire and hold title to capital assets. While the Fact Finding Committee was prepared to vest broad powers with the amalgamated boards, it did specify that all such boards would be

expected to file educational plans with the Department of Education which would reserve the right to modify them in order to ensure that reasonable educational needs relative to the population were met.

The Committee report concluded:

For those who may observe that the Department is assuming more control over education, I will state that, in my view, education remains a partnership between the Province and the local authorities. Since the Province in 1968 contributed 59.1% of the foundation program and 60.3% of the cost of primary, secondary and vocational education (including in this definition of costs, such necessary expenditures as the maintenance of free school books and the employers' share of contributions to the teachers' pension fund) and since gross expenditures continue to mount, it is in the best interests of the people of this province that a proper balance be maintained between improvements in our education system and the fiscal resources of both levels of government.<sup>24</sup>

The final paragraph of the report:

The government has stated its intention to continue the approved foundation program. However, new or expanded programs will be considered and undertaken having in mind the fiscal ability of both levels of government to provide the necessary funds.<sup>25</sup>

may be of considerable significance. Can this statement be taken at face value, or does there exist an underlying implication that outside the amalgamation framework, no

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<sup>24</sup>Ibid., p. 20.

<sup>25</sup>Ibid., p. 21.



further program diversification will be supported through the foundation program?

On January 1, 1970, the Department of Education introduced program budgeting and all Nova Scotian school boards were required to submit educational plans outlining anticipated expenditures for Departmental approval. On one hand, the Department continued to advocate a policy of voluntary amalgamation of municipal districts; yet, at the same time, units not actively engaged in amalgamation talks began to experience increased Departmental restrictions particularly in relation to finance. Gradually there emerged the question, was the proposed non-compulsory reorganization of school jurisdictions in Nova Scotia in fact compulsory?

An examination of the developments preceding the formation of the first amalgamated boards lends further support to this premise. Warden J. D. MacKenzie announced prior to the entry of the Municipality of the District of East Hants into the Colchester amalgamation that the municipality stood to gain between two hundred and fifty and three hundred thousand dollars by entering the proposed Colchester amalgamation. While the Provincial Government was not prepared to legislate compulsory amalgamation financial incentives dictated action in this direction.

With the enactment of Bill 105, in 1968, the Department of Education formally announced its intention to proceed with the voluntary amalgamation of school boards, and, from this point onward, the topic received considerable coverage by the provincial news media.

Not unexpectedly, municipal authorities sought to clarify their position in relation to representation and financial obligation, while the general, and only partially enlightened, public engaged in weighing the advantages of equal educational opportunity as opposed to the disadvantages inherent in large scale school consolidation that they assumed would surely follow.

But it was the second report of the Provincial Municipal Fact Finding Committee, submitted to the Provincial Government in August 1969, clarifying the Departmental position with respect to cost sharing, that paved the way for serious negotiation toward the establishment of the amalgamated school boards.

Finally, on December 3, 1969, the Halifax Chronicle Herald announced that the government would submit a detailed proposal to municipal authorities in Cape Breton outlining its position with respect to the proposed amalgamation in Cape Breton. Two weeks later, municipal authorities in Kings County announced that they would

present a formal amalgamation agreement to the towns of Wolfville, Kentville, and Berwick, to the Municipality of Kings County, and to the Kings County Regional Vocational School Board for their consideration.

Ultimately, it was announced on December 17, 1969, that the Municipality of Colchester County and the town of Truro had reached agreement in principle and would negotiate with Stewiacke and the Municipality of the District of East Hants to establish an amalgamated school board for the Colchester-East Hants region.

By January 1, 1970, events had progressed to the point where the Provincial press forecast that the first amalgamated school boards would be established in February. Editorially, The Chronicle Herald lauded what it termed the first Canadian voluntary amalgamation of school districts.

A new chapter has been added to the history of education in Nova Scotia by the formation of the province's first amalgamated school boards.

Early in February, three amalgamated boards will become a reality. Colchester County and the District of East Hants, Kings County, and the Northside of Cape Breton County are the first of 16 or 18 such boards projected for the province.

The reform, which will replace the 89 existing municipal, regional, and vocational school boards as well as the 686 boards of local trustees, is a result of legislation adopted in 1968 in the wake of surveys by consultants which indicated

that amalgamation would improve the quality of school programs while increasing administrative efficiency.

In Canada this is the first voluntary amalgamation of school administrations. The planning and implementation have come from within the boards concerned. This, in turn, has meant public involvement as well as financial saving.

The action of school boards in the three areas is to be applauded, both for its progressive nature and for the fact that it is a foretaste of what is to come in the educational structure of the province.<sup>26</sup>

These predictions proved somewhat premature for much serious negotiation remained before the amalgamation agreements were finally signed.

On January 14, 1970, Warden J. D. MacKenzie of the Municipality of the District of East Hants announced that while East Hants was considering amalgamation that no decision to amalgamate had in fact been reached.

To complicate matters further, on January 21, 1971, the Truro town council in accepting the report of the School Board Amalgamation Negotiating Committee, voiced serious objection to the proposed composition of the board which would consist of three town representatives as opposed to five members from the municipality of Colchester. On the other hand, the municipality was equally adamant that representation be based upon population.

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<sup>26</sup> Editorial, Halifax Chronicle Herald, January 12, 1970, p. 6.

On February 27, 1970, the Halifax Chronicle Herald reported that the twelve-member Education Committee of the Northumberland Development Association had presented a brief to the Colchester Municipal Council, indicating opposition to the concept of amalgamation if it implied school consolidation.

The brief said that schools of over 1,000 students presented a great handicap in dealing with problems of individual students and planning programs to fit their needs.

A school of this size, it was pointed out, tends to aggravate social and disciplinary problems of students. It was stressed by the association that the best teachers are concerned with the development of the whole child and that schools of 300 students were ideal for effective teaching.<sup>27</sup>

The brief next dealt with transportation, a major concern of families in the Tatamagouche area, where it was feared that high school students would have to endure a two-hour bus trip to and from Truro each day.

Public concern was not restricted to Colchester County or to the counties in which amalgamation was being considered, for the provincial press was inundated with letters cautioning against dehumanizing the schools of the province. While the major concern was associated directly with the creation of larger educational units, others expressed concern for the ultimate loss of local control of municipal affairs.

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<sup>27</sup>"Amalgamation-yes, Consolidation-no," Halifax Chronicle Herald, February 27, 1970, p. 13.

Meanwhile, the East Hants School Board Chairman, Dr. Ross MacInnis of Shubenacadie, speaking to the East Hants Municipal Council on February 27, 1970, explained that School Board indecision regarding amalgamation was based upon a lack of information, which he termed "scandalous." He further deplored the fact that if East Hants did not amalgamate during 1970, that the Municipality would stand to lose between \$250,000.00 and \$300,000.00. He expressed concern that municipalities were being financially forced into amalgamation and urged council not "to sell their future birthright for a bit of government pottage."

To thwart progress even further, at the same time that Colchester Municipal Council gave final assent to the proposed amalgamation, Stewiacke Town Council decided not to sign the agreement until "satisfactory information" was made available, while the signature of the town of Truro was dependent upon certain revisions.

Eventually, on March 17, 1970, East Hants Municipal Council learned that it had until Saturday, March 19, 1970, to decide whether to enter the Colchester Amalgamation. If their decision was not available by this date, Education Minister Gerald Doucet advised that they could

not become a part of the amalgamated region. Warden J. D. MacKenzie advised Council of the existence of three alternatives: a Colchester-East Hants amalgamation in 1970, a possible Hants County amalgamation in 1971, or a continuation of the present municipal administration. He further pointed out that there was no assurance that a Hants County amalgamation would occur in the near future. Thus, on March 17, 1970, East Hants Municipal Council appointed a committee to negotiate its entry into the Colchester amalgamation.

This decision by East Hants by no means concluded negotiation for on March 19, 1970, the Town of Truro and the Municipality of Colchester failed to agree upon the amount of property that the town would make available to the amalgamated board. To make matters worse, time was now becoming a factor of considerable importance, for no educational planning for the 1970-71 term could be undertaken until the new board assumed office. To this end, the Truro Council expressed concern that further delay would have a most adverse effect upon the program for the next school year and passed a motion advising the Minister of Education that Truro was prepared to enter the amalgamation agreement immediately.

Finally, on March 23, 1970, the first amalgamated school boards were formed.

Municipal and education officials of the areas Colchester-East Hants, Kings County and Northside Victoria affixed their signatures to three documents making school board amalgamation in the province a reality.<sup>28</sup>

Premier G. I. Smith, presiding over the signing, stated that he felt amalgamation would bring about a substantial change and improvement and assured the municipal officials present that he was confident they would not regret their decision. Education Minister Gerald Doucet congratulating representatives of the three amalgamated regions stated that amalgamation was in the interest of Nova Scotians and was both educationally and economically sound.

The agreements, signed on March 23, 1970, were three-part agreements covering an agreement to amalgamate, a composition agreement, and a property and finance agreement.<sup>29</sup>

The agreement to amalgamate, a six-point agreement, stipulated the merger of all boards in a designated area. This agreement further dealt with the responsibility for employees; former responsibilities and agreements

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<sup>28</sup>Max Keddy, "First School Boards Amalgamation Hailed," Halifax Chronicle Herald, March 24, 1970, p. 17.

<sup>29</sup>In order to clarify the content of these three agreements, excerpts from the original documents drawn for the Colchester-East Hants amalgamation are included in Appendix A.



of pre-existing boards; financial responsibility of these boards regarding deficit or surplus funds, and provided for the establishment on an interim board to assume the responsibilities of the amalgamated board until the board could be appointed.

The second phase of the general amalgamation agreement dealt with the composition of the amalgamated school board and matters pertinent to the appointment of board members. This agreement specified the number of representatives that each municipal unit could appoint to the amalgamated board and established the terms of office and method of appointment of these representatives.

The third phase of the agreement consisted of a property and finance agreement. This agreement provided for the transfer of property, previously owned by the municipal units, to the newly created amalgamated school board. It was further stipulated that the amalgamated board have power to acquire property, borrow funds, and conduct school construction projects. The property agreement also made provision for the disposal of surplus property and specified how the funds so realized should be employed.

The financial agreement stipulated that amalgamated school boards prepare annual operational budgets as

required by statute, and that funds in excess of Provincial grants be requisitioned from the councils of the constituent municipal units. The agreement further made provision for the payment of these funds and authorized borrowing in the event of default by one or more of the participating municipal units.

The final part of the finance agreement is devoted to the determination of the Provincial proportion, primarily the cost of the foundation program. Additionally, however, amalgamated school boards were able to include administrative costs of up to \$5.00 per pupil as well as the amount of approved sharable debt charges.

Of the three agreements entered into the property and finance agreement was doubtlessly the most important, for the general amalgamation agreement was dependent upon the delineation of financial responsibility. Indeed, the major portion of the negotiation preceding the signing of the first agreements centred upon clarification of financial responsibility.

The first and second chapters have traced the history of education in Nova Scotia, including a detailed examination of the philosophy of comprehensive education which lent impetus to the evolution of the larger administrative unit, and have examined the events leading

to the establishment of the first amalgamated school boards in Nova Scotia.

The third chapter will attempt to illustrate that these larger units of school administration were educationally, economically, and administratively far more efficient than the smaller units they replaced, and were, in fact, a necessity in terms of the provision of equal educational opportunity.

## CHAPTER III

### AN ASSESSMENT OF AMALGAMATION

Prior to the enactment of Bill 105, the Education Act provided that urban, village, and rural school sections be administered by urban boards of school commissioners, trustee boards, municipal school boards, or regional school boards.

These boards were responsible to the electorate through the municipal or urban councils, which assumed financial responsibility for the educational program in the municipal unit. Thus, within this administrative framework, educational policy involving the expenditure of public funds had to receive sanction of both the school board and council. While the complexity of administrative manoeuvring frequently proved time consuming, it was reasonably effective; for councils were reluctant to reject the advice of their school boards. However, with the development of the regional schools, more complex problems were introduced.

Section 49 of the Nova Scotia Education Act made provision for the establishment of regional school boards

to administer schools situated in cities or towns which provided educational services for some or all of the pupils in the city or town and in adjacent municipal areas.

These boards, which were in fact trustee boards, consisted of seven members, appointed as follows: one member who is a member of the municipal school board and of the municipal council; one person resident in the municipal area served by the regional school board; one member who is a member of the urban board of school commissioners of the city or town and of the city or town council; and one member who is a resident of the city or town; and three persons appointed by the Governor in Council.

Section 51 of the Act established the regional school board as a body corporate under the name of the "Board of Trustees" (name of school) Regional School, and further empowered the board to enter into and carry out an agreement with the Council of the city or town and the Council of a municipality for the use and operation of the Regional School building. In addition, the board was empowered to pay all current operational and maintenance expenses incurred in the operation of the school.

In essence, regional boards are caretaker boards acting as the agents of urban and municipal councils in the operation of a school serving both urban and municipal students.

From an operational viewpoint, the prevailing administrative structure governing regional schools poses minimal financial problems, but this is not the case with regard to capital projects.

In order for a regional board to obtain capital equipment, both the urban and municipal councils must agree. When agreement is not forthcoming, program planning is at best, uncertain.

Probably the area of greatest concern has centered around capital construction projects where approval again has to be sought from both the urban and municipal councils.

The Departmental publication Procedure in Capital School Construction Programs specifies:

Briefly, it is the duty of the school board (urban or municipal) to provide and maintain a foundation program of education within the given municipality, city, or town; it is the responsibility of the council (urban or municipal) to provide the physical environment, (land, buildings, furniture, equipment) essential to the provision and maintenance of this education program. Such provisions naturally presuppose, in fact they necessitate, a large measure of

co-operation between board and council in effecting a school building project.<sup>30</sup>

In relation to construction projects, the school board is required to define the educational program to be provided, project the future enrolment of the school, and determine the facilities required to maintain the program. This phase of school planning is conducted with the assistance of the Divisional Inspector of Schools through the Department of Education, who, upon completion of this preliminary study, either approves or disapproves the proposed project. Should Departmental approval be granted, the study is then submitted to the municipal council with the request that the construction be completed.

The publication underlines the importance of board-council co-operation:

When the council has committed itself to a particular building program, it is essential that it should, at all stages of the planning period, confer frequently with the board or its representatives to ensure that the final plans and specifications will, as far as possible within the financial resources of the area, provide the facilities necessary to support the board's educational program. It is only on the basis of this kind of co-operation that long-range educational planning is possible

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<sup>30</sup> "Responsibilities and Co-operation of School Board and Council," Procedure in Capital School Construction Programs, Education Office Bulletin No. 7, 1970, Halifax, Nova Scotia, p. 4.

and that we shall be able to provide, within our financial resources, the means to carry out a comprehensive school program.<sup>31</sup>

In urban board, urban council, and in municipal board, municipal council negotiations, this procedure is reasonably efficient as school board members are, for the most part, members of council, thus enhancing board-council liaison and co-operation.

However, in the construction of additions to regional schools, the approved preliminary studies are submitted to two independent councils who may come to independent and conflicting conclusions regarding the proposed project.

The absence of liaison between councils, coupled with conflicts between urban-municipal interests, considerably complicates construction negotiations for the governing bodies. It is significant that planning for an addition to the Windsor Regional High School was initiated approximately four years prior to the date of signing the construction contract.

As early as October 1966, program and enrolment projections had been prepared by the Windsor Regional Board of Trustees with the assistance of the Department

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<sup>31</sup>Ibid.



of Education, and were submitted to the Windsor Town Council and to the Municipal Council of the Municipality of the District of West Hants. This proved to be the initial stage to a long and protracted period of negotiation.

In 1967, after lengthly consideration of this report, the Windsor Town Council and the West Hants Municipal Council appointed a Joint Building Committee which commissioned the preparation of preliminary plans. Due to uncertainty of the availability of Federal Grants pertaining to the construction of business education facilities, little else was accomplished in 1967. During the first half of 1968, deliberations were suspended while the Councils considered the effect of the recent legislation pertaining to amalgamated school boards. By September of 1968, an increased enrolment at the Windsor Regional High School forced the Board of Trustees to relocate three classes outside the school plant. At this point, Councils jointly decided that the proposed expansion plans should not be further delayed, but the West Hants Council was divided regarding the extent of the proposed facilities. This problem continued to plague negotiators for the next eighteen months.

Meanwhile, in accordance with the Town's Incorporation Act, in January 1969, the Town of Windsor held

a plebiscite which sanctioned the borrowing of the Town's share of the proposed addition. Following this, disagreements erupted between the Town and Municipality concerning, among other things, responsibility for sewage disposal and the interim financing of the project. These problems were not resolved during 1969, and in September of that year the Board of Trustees was forced to relocate two additional classes. Finally, in November of 1969, the Municipal Council voted to suspend all negotiations until January 1970, when it would consider a report on the effect of amalgamation, the possible use of portable classrooms, and the use of existing rooms in another school as an alternative solution.

Needless to say, this development did little to enhance working relations between the two councils. However, on January 12, 1970, the Municipal Council resolved to proceed with the original plans and endeavoured to arrange the necessary financing.

Contrary to what might have been anticipated, the matter was far from settled; the Windsor Town Council, which up to this point, had maintained that its inaction in relation to securing funds for the Town's share of the Project was primarily the result of Municipal indecision, paradoxically, on January 27, adopted the following resolution:

It was moved by Councillor Hood and seconded by Councillor Woodward that:

WHEREAS the Town of Windsor and Municipality of West Hants have been jointly, through a Joint Building Committee, planning for the provision of needed classrooms and other facilities at the Windsor Regional High School since early 1967;

AND WHEREAS the Joint Building Committee has obtained from architects drawings for the necessary additional facilities;

AND WHEREAS the addition has not yet been built and tenders have not been called due to the high cost of borrowing money;

AND WHEREAS reliable sources within the Department of Education have indicated that amalgamation of School Boards in the Hants County area could not take place in 1970, due to financial limitations within the Department;

THEREFORE BE IT RESOLVED that the Town Council of the Town of Windsor make the following recommendations to the Minister of Education and the Municipality of West Hants;

1. That the amalgamated school board, when finalized should cover the area now served by the Municipal School Boards of East and West Hants, the Boards of School Commissioners of Windsor and Hantsport and the Hants Regional Vocational School Board.
2. That as an immediate measure to alleviate the overcrowded facilities at the Windsor Regional High School and as a preliminary step towards amalgamation, the Minister of Education be requested to take whatever steps necessary to integrate the Board of Trustees of the Windsor Regional High School and the Hants Regional Vocational School Board and formulate one Board with complete jurisdiction over both schools so that these two facilities, located side by side on Wentworth Road, could be used to the full extent and to the best advantage of pupils of both schools.

3. That the Minister be requested to meet with the Town of Windsor and others at the earliest possible date so that the required changes be made quickly enough so that the 1970-71 program at the Windsor Regional High School will not require curtailment and that the new board be made operational prior to June, 1970.
4. That the cost of operating the Vocational School should be kept separately and that the province should pay 100% of this cost, as set out in the report of the study committee established by the Deputy Minister of Education and dated January 6, 1970; notwithstanding however that the new board should have complete jurisdiction in utilizing staff and plant of both schools to the best advantage of students of both schools.
5. That the Joint Building Committee be requested to meet at once to consider the possibility of amending the architect's plans so that the business education facilities, to be paid for by provincial and federal funds, can be built immediately for use during the 1970-71 term and that the remaining facilities shown on the plans be delayed only until the full effect of an integrated program between the High School and Vocational School is evaluated.

Motion carried unanimously.

On motion of Councillors Stephens and MacPherson it was RESOLVED that a copy of the foregoing motion be forwarded to the Municipal Council of West Hants, the Minister of Education through the Director of School Planning and the Deputy Minister, the Windsor Regional High School Board, the Hants Regional Vocational School Board and M.L.A. Norman Spence. Motion carried.

The Council were agreed that it was not its intention to try and avoid the responsibility of providing necessary classrooms which are needed at the Regional High School but that since there appeared to be a possibility that the immediate needs might be taken care of by making

full use of facilities of the Vocational School and due to the fact that the interest rates of borrowing money are extremely high, it was felt that these courses of action outlined in the foregoing resolution should be fully investigated at this time.<sup>32</sup>

With the publication of this resolution, construction negotiation lost what little momentum it formerly possessed and completely dissolved.

The basis for the town's resolution which emerged following a meeting of town officials with the Deputy Minister of Education is uncertain, but perhaps was the result of a combination of both chance and misunderstanding. Town officials, in an attempt to secure borrowing approval, had arranged a meeting with the Minister of Municipal Affairs, whose sudden unavailability led to the meeting with Dr. H. M. Nason, Deputy Minister of Education.

In the wake of these developments the Windsor Regional High School Board of Trustees advised that they could no longer postpone educational planning for the 1970-71 term, and further advised councils, that regardless of the outcome of the efforts of the Joint Building Committee, that if the current educational program offered

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<sup>32</sup>Windsor (Nova Scotia) Town Council, Minutes of the Meeting of Town Council, meeting of January 27, 1970.

by the board was to be continued, classes at Windsor Regional High School would have to operate in two shifts.

Following Departmental advice to the effect that under existing regulations, the administration of vocational and secondary education could not be integrated; and the immediate prospect of staggered classes, councils finally reached common agreement and tenders were called.

Approximately three and one half years after the preliminary study and construction request was presented to the town and municipal councils, construction began.

While the Windsor project was beset with many unusual problems, and therefore might be considered atypical, a detailed examination of the events preceding the construction of the Digby Regional High School reveals marked similarities to those that transpired in Windsor.

School construction projects, that in the face of dire need consume from five to six years from inception to realization can hardly be considered to have evolved from an efficient administration.

One would surely agree that the fiscally independent amalgamated school boards with power to commission, finance and carry out capital projects, could only result in increased efficiency in the provision of capital equipment and facilities.

In addition to the reduction of inefficiency related to capital expenditure, amalgamated school districts further benefited from revisions in the foundation program which increased financial assistance as follows: the inclusion of approved costs of administration in the foundation program; an enhanced cost sharing program based upon current annual approved expenditures; inclusion of capital debt charges within the foundation program; and an increased scale of approved capital expenditure and a revised definition of capital cost.

The foundation program revisions pertinent to amalgamated school boards enabled these boards to include within the foundation program, either the actual cost of administration, or \$5.00 per pupil enrolled in the amalgamation area on September 30 of the preceding fiscal year. Additionally, cost sharing percentages were revised such that amalgamated school boards might have their cost sharing percentages calculated on the basis of estimated expenditures for the fiscal year in which they would apply, instead of upon the costs of the preceding school year.

Still further, amalgamated school boards which reimbursed participating municipal units of the amalgamation area for the total amounts of their debt service charges which became due and payable subsequent to the date of

amalgamation were eligible to include the sharable portion of the debt service charges in the calculation of the provincial municipal proportion of all sharable costs under the full foundation program.

As an additional incentive, amalgamated school boards received a broadened appraisal base for capital construction. In non-amalgamated areas the actual construction costs of a school might exceed \$1,000,000.00 while the appraised value might be less than \$500,000.00. Thus, the municipal unit responsible for the building could expect to pay all costs exceeding the appraised value, in addition to the local proportion of the appraised value. Amalgamated school boards received special consideration in that square footage was determined from exterior measurements, and the appraised value was increased from \$15.00 to \$17.25 per square foot. Auditoriums, gymnasiums and audio-visual centers of certain specifications were, for purposes of appraisal, multiplied by factors of 1.25 to 1.5 depending upon the area.

No special consideration was granted in relation to equipping schools but amalgamated school boards continued to receive the same benefits extended to other boards.

One final and very substantial incentive extended to amalgamated school boards was foundation program



support for professional personnel up to an amount not exceeding \$410.00 per pupil enrolled in the amalgamation area. To appreciate fully the significance of this incentive, one need only compare this sum with the pre-existing formula based upon one teacher per thirty-five students. While some exceptions to the former policy were possible with Ministerial approval, the new formula provided amalgamated school boards substantially increased funds toward the employment of instructional personnel.

The final and most significant benefit to be achieved through the creation of larger administrative units was the possibility of equalizing educational opportunity. Following the release of the Kates, Peat and Marwick Report in Colchester County, the Provincial Municipal Fact Finding Committee concluded that no educational unit could efficiently and economically implement the comprehensive system of education from a population base of less than 10,000 students. Unless an administrative area could draw upon a sufficiently large population, there would be, in all probability, insufficient students to offer all of the comprehensive options; therefore, students would be forced to select in accordance with program availability rather than educational need.

To insure further the availability of equal educational opportunity the Provincial Municipal Fact Finding Committee stipulated that the amalgamated areas should have access to a regional vocational school administered by the regional amalgamated school board. This constituted a significant departure from the existing policy of separate vocational school boards directly responsible to the Provincial Government. To facilitate inclusion of the vocational schools two alternatives were proposed. The first proposal suggested that vocational school costs be recorded separately and that the Provincial Government reimburse the amalgamated school boards for their expenditures relative to the operation of these schools. The second alternative stipulated that, with the desire of the amalgamated school board, the costs of the vocational component be included in the foundation program of the area. It was to be understood that municipal units would not have to bear any of the costs of vocational education provided they were within the scales established for vocational education under the foundation program.

The inclusion of the vocational school within the jurisdiction of the amalgamated school boards served to facilitate administration while ensuring the availability of increased comprehensive options in the educational

program of the area. Educationally, the inclusion of the vocational school can easily be justified. However, its inclusion has created a series of problems which to date have yet to be resolved. Vocational teachers and administrative personnel are paid on a scale different from academic teachers who are paid in accordance with experience and academic qualifications. While academic administrators are paid in accordance with academic qualifications and the number of areas administered, vocational administrators are paid on what can be best described as a job basis. How these problems will be resolved remains to be seen.

While the educational, financial, and administrative advantages of amalgamation may exceed any disadvantages that could conceivably exist it is noteworthy that certain disadvantages do exist. In assessing the effectiveness of amalgamation the views of the individuals involved in the process of amalgamation prove valuable. To this end a questionnaire<sup>33</sup> was forwarded to the members of the three current amalgamated school boards and to members of these boards superseded by the amalgamated school boards.

The questionnaire was sent to 28 members of the amalgamated School Boards in Kings County, Colchester-East Hants and Northside Victoria in Cape Breton. Eighteen

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<sup>33</sup>Questionnaire contained in Appendix B.

replies were received following two mailings for a total response of 64.28 per cent. Additionally, eighty-two questionnaires were forwarded to members of boards now replaced by the amalgamated school boards. In this instance only one mailing was employed, which yielded a 35.36 per cent return. It was felt that the opinions of the amalgamated board members would be of primary interest, while the views of ex-board members' would lend greater significance to the former.

The low rate of return from ex-board members was doubtlessly influenced by the fact that some had already received appointments to the amalgamated boards and replied as such. While no regional classification of the replies was attempted, one might assume that few replies were received from the Cape Breton area for the following reason:

This questionnaire is premature, as the new school has not been built and all answers concerning it are conjecture. We have seen nothing in operation.<sup>34</sup>

Still further, some members may have been chagrined over the loss of their appointments and were simply not sufficiently interested to bother to reply. Finally, the fact that the survey was premature and at best an

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<sup>34</sup> Comment of one of the respondents in answer to questionnaire.

opinionnaire, must not be overlooked. Many of those who did respond qualified their answers indicating "too soon to tell," or "in my opinion."

The results of the survey set out in Table II compared the responses of amalgamated school board members with those of ex-board members. Interestingly, they closely parallel one another. Whether this can be considered evidence of unanimity is open to question. Possibly the answers simply reflect similar thinking of persons sufficiently motivated to reply.

Generally both the members of the amalgamated boards and ex-board members felt that insufficient study was given the proposed re-organization by both local and provincial officials. Further, 66.66 per cent of the amalgamated board members and 68.96 per cent of the ex-board members felt that the Department of Education failed to supply the municipal units with sufficient information concerning amalgamation.

Surprisingly, 83.33 per cent of the amalgamated board members expressed concern that centralization of administration would result in the elimination of local concern, while only 48.27 per cent of former board members expressed this view. Approximately 50 per cent of both former board members and their replacements felt that it

TABLE II

SURVEY OF BOARD MEMBERS

Ques- tion	Amalgamated Board Members				Former Board Members				Total	%	no ans.	%	Total
	Yes	%	No	%	Yes	%	No	%					
1	2	11.11	14	77.77	8	27.58	20	68.96	1	3.44	29/100		
2	5	27.77	12	66.66	9	31.03	20	68.96	-	-	29/100		
3	2	11.11	15	83.33	14	48.27	14	48.27	1	3.44	29/100		
4	10	55.55	7	38.88	14	48.27	14	48.27	1	3.44	29/100		
6	11	61.11	5	27.77	12	41.37	17	58.62	-	-	29/100		
8	5	27.77	12	66.66	11	37.93	16	55.17	2	6.89	29/100		
9	8	44.44	9	50.00	16	55.17	12	41.37	1	3.44	29/100		
10	9	50.00	7	38.88	23	79.31	6	20.68	-	-	29/100		
11	17	94.44	1	5.55	20	68.96	7	24.13	2	6.89	29/100		
12	14	77.77	3	16.66	19	65.51	8	27.58	2	6.89	29/100		
19	13	72.22	5	27.77	13	44.82	13	44.82	3	10.34	29/100		
21	16	88.88	1	5.55	15	51.72	11	37.93	3	10.34	29/100		
22	6	33.33	12	66.66	15	51.72	14	48.27	-	-	29/100		
23	1	5.55	13	72.22	3	10.34	23	79.31	3	10.34	29/100		
24	7	38.88	9	50.00	17	58.62	10	34.48	2	6.89	29/100		
25	9	50.00	6	33.33	15	51.72	14	48.27	-	-	29/100		
26	6	33.33	10	55.55	11	37.93	18	62.06	-	-	29/100		
27	2	11.11	15	83.33	2	6.89	27	93.10	-	-	29/100		
28	3	16.66	15	83.33	9	31.03	20	68.96	-	-	29/100		
29	2	11.11	15	83.33	9	31.03	17	58.62	3	10.34	29/100		
30	17	94.44	1	5.55	21	72.41	6	20.68	2	6.89	29/100		
31	17	94.44	1	5.55	19	65.51	8	27.58	2	6.89	29/100		

TABLE II (cont'd)

Question	Amalgamated Board Members		Former Board Members		
	No.	%	No.	%	
5	greatly	11	61.11	17	58.62
	somewhat	5	27.77	8	27.58
	not at all	2	11.11	3	10.34
	no answer	-	-	1	3.44
		<u>18</u>	<u>100.00</u>	<u>29</u>	<u>100.00</u>
7	greatly concerned	1	5.55	3	10.34
	somewhat concerned	6	33.33	11	37.93
	not concerned	10	55.55	13	44.82
	no answer	1	5.55	2	6.89
		<u>18</u>	<u>100.00</u>	<u>29</u>	<u>100.00</u>
13	strongly	8	44.44	12	41.37
	partially	8	44.44	11	37.93
	not at all	2	11.11	3	10.34
	no answer	-	-	3	10.34
		<u>18</u>	<u>100.00</u>	<u>29</u>	<u>100.00</u>
14	has been achieved	-	-	-	-
	will be achieved	9	50.00	6	20.68
	will be partially achieved	8	44.44	14	48.27
	will never be achieved	1	5.55	6	20.68
	no answer	-	-	3	10.34
		<u>18</u>	<u>100.00</u>	<u>29</u>	<u>100.00</u>
15	greatly	11	61.11	8	27.58
	somewhat	6	33.33	15	51.72
	not at all	1	5.55	4	13.79
	no answer	-	-	2	6.89
		<u>18</u>	<u>100.00</u>	<u>29</u>	<u>100.00</u>
16	greatly	1	5.55	-	-
	noticeably	5	27.77	4	13.79
	remained same	7	38.88	17	58.62
	deteriorated	-	-	2	6.89
	no reply	5	27.77	6	20.68

TABLE II (cont'd)

Question	Amalgamated Board Members		Former Board Members	
	No.	%	No.	%
18	6	33.33	-	-
noticeably	10	55.55	12	41.37
remained same	1	5.55	9	31.03
deteriorated	-	-	4	13.79
no answer	1	5.55	4	13.79
	<u>18</u>	<u>100.00</u>	<u>29</u>	<u>100.00</u>
20	6	33.33	9	31.03
considerable	9	50.00	14	48.27
some	3	16.66	2	6.80
no concern	-	-	4	13.79
no answer	<u>18</u>	<u>100.00</u>	<u>29</u>	<u>100.00</u>



would have been preferable to have established advisory boards. Interestingly, it was noted that this was in fact being done in Kings County.

Both current and former board members felt that financial considerations greatly influenced their entry into amalgamation. Again, in each case approximately thirty per cent felt that it somewhat influenced their entry and only approximately ten per cent of both present and former members felt it of no concern.

It was felt by 61.11 per cent of the amalgamated board members that the re-organization of school jurisdictions was voluntary, but only 41.37 per cent of ex-board members expressed the same view. Several respondents checked "yes" but qualified it with "neglecting financial considerations."

The majority of both current and former board members are unconcerned about the evolution of a series of small municipal units isolated between large school districts, but in each case approximately 35 per cent expressed some concern. Regardless of the expressed lack of concern, this can constitute a rather serious problem. The Municipality of the District of West Hants, including the towns of Windsor and Hantsport are now to all intents and purposes isolated between the Colchester-East Hants union to the north east, the Kings County amalgamation to

the west and the Halifax Municipal system to the south. With the passage of time, West Hants may eventually be drawn into the Kings County amalgamation; however, the question of a more beneficial East-West Hants union will always exist. Still further, one cannot help but observe that it would have been better to have planned an orderly assembly of amalgamated school districts as occurred in Ontario and New Brunswick.

On the other hand, the majority of both current and former board members are opposed to compulsory amalgamation with only 27.77 per cent of the amalgamated board members and 37.93 per cent of the ex-board members in favour.

Fifty per cent of the amalgamated board members and 41.37 per cent of the ex-board members were not convinced that the acceptance of the comprehensive program made their entry into amalgamation financially imperative; yet, a nearly similar percentage of both groups felt that this was the case. In answer to question ten, however, 50 per cent of the amalgamated board members felt that the acceptance of the comprehensive system would make it financially imperative for all school units to re-organize their jurisdictions, and 79.31 per cent of the ex-board members were of this opinion.

There was general concurrence by both groups that the primary function of administration was to facilitate

the instructional program, former members being less convinced; for 24.13 per cent felt otherwise.

Again the majority of both groups felt that equal educational opportunity was a realistic goal with only 16.66 per cent of the amalgamated board members and 27.58 per cent of the ex-board members expressing the contrary view.

Both groups reported that the decision to amalgamate was either strongly, or partially influenced by the desire to provide equal educational opportunity. Approximately 40 per cent of each group indicated either partial or strong influence.

Fifty per cent of the amalgamated board members reported that amalgamation would result in the realization of equal educational opportunity while 44.44 per cent felt that it would result in partial realization. Ex-board members on the other hand were less optimistic, for only 20.68 per cent thought that equal educational opportunity would be realized, while 48.27 per cent anticipated partial realization.

In keeping with the preceding question, 61.11 per cent of the amalgamated board members felt that amalgamation would greatly enhance the objective of equal educational opportunity, while the majority of ex-board members (51.72 per cent) felt that it would to some extent enhance this objective.

Most respondents in both groups indicated that the educational programs in their areas had remained the same but many indicated that it was too early to assess the effect of amalgamation.

Question 17 did not lend itself to statistical analysis for respondents were invited to check more than one response. Generally, both groups stressed greater availability of instructional programs and increased efficiency of operation. The majority of the amalgamated board members were of the opinion that, as the board became established, there would be a noticeable improvement in the instructional program. Ex-board members, however, took a more jaundiced view with 58.62 per cent predicting no change.

Current board members were quick to recognize problems created by the inclusion of the vocational schools in the amalgamated areas for only 27.77 per cent were of the opinion that it did not constitute a problem. On the other hand, former board members were evenly divided, 44.82 per cent voting each way. Both current and former board members felt that the existence of a different salary schedule for vocational personnel was cause for some concern while approximately 30 per cent of each group expressed considerable concern.

As might be expected, the majority of the amalgamated school board members were satisfied that adequate

representation was provided on the new boards, but, what is perhaps most surprising, in view of earlier problems in relation to representation, was the fact that 51.72 per cent of the former board members felt their areas adequately represented.

Only 33.33 per cent of the current board members were concerned that municipalities having the greatest representation would dictate policy, but more than 50 per cent of the former members were so concerned.

There was general concurrence by both groups that Nova Scotians were not receiving full value for their educational dollar. However, 50 per cent of the current board members did not feel that the province should assume the full cost of education. Sixty per cent of the former board members, however, favored complete provincial responsibility.

Questions 25 to 29 attempted to determine views relative to the selection of board members for the new amalgamated school boards. The results could best be summarized by stating that approximately 50 per cent of each group favoured election by ratepayers followed closely by selection from municipal councils comprised of councillors elected by the area ratepayers. Those who preferred other methods were motivated by the desire to

ensure that capable persons received the appointments to the amalgamated boards.

General satisfaction with the progress of amalgamation was indicated; for 94.44 per cent of the current board members stated that they would again elect to enter amalgamation and would again agree to serve an amalgamated school board.

In summation it appears, despite initial dissatisfaction with Departmental information regarding the proposed re-organization, that both current and former board members are favourably disposed to the amalgamation of school jurisdictions. If the views of the respondents can be considered a consensus, it seems probable, barring policy changes of the newly elected Liberal Government, that further amalgamations can be anticipated in 1971.

While board members were generally satisfied with the re-organized school jurisdictions, some expressed concern that amalgamation really only benefited sparsely populated areas, whose benefits were subject to dilution by rather complex transportation problems. A few board members spoke vehemently of lowered standards and viewed amalgamation and the comprehensive program as a Departmental ploy to keep more children in school at the expense of already heavily burdened taxpayers.

Several expressed the opinion that service on an amalgamated school board was extremely time consuming and that many prospective members would be forced to decline due to pressures of business. Others were concerned over the calibre of elected representatives, who, they feared, might have insufficient qualifications to enable them to solve the kind of problems that they could conceivably encounter. It was generally felt that the success of amalgamation hinged upon the ability of board members.

One respondent expressed the thought that the business of the board might be facilitated by the appointment of a business administrator whose background did not, of necessity, involve education. This proposal was doubtlessly related to the concern that boards were becoming "little more than rubber stamps for Departmental policies."

Generally, however, response was favourable and can best be summarized as follows: "Overall I am convinced, amalgamation is the answer, educationally, financially, and otherwise."<sup>35</sup>

While the administrative advantages of amalgamation have been illustrated in some depth, the economic and educational benefits require further clarification. The

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<sup>35</sup>Ibid.

costs of educational programs are governed by their magnitude and extent, and while larger administrative units often effect economies through the reduction of small inefficient classes and redundant services, program expansions tend to minimize these savings. Since the purpose of amalgamation is to efficiently administer a comprehensive program of equal educational opportunity, financial benefits, if any, will occur primarily on paper.

One must not assume that amalgamation will reduce total educational costs, particularly in view of the fact that program expansion is inherent in the philosophy of amalgamation.

It can, however, be concluded that the re-organization of school jurisdictions will lead to a more effective utilization of educational funds, in that more programs and services may be provided at less expense than would have formerly been possible. While some of the larger urban and municipal units may be able to finance comprehensive educational programs, the majority of the municipal units are unable to do so, primarily due to an insufficient population base. If the comprehensive educational program is to become universally available throughout Nova Scotia, there can be little doubt that further re-organizations will, of necessity, occur.



In order to draw meaningful conclusions regarding educational improvements wrought by amalgamation, present and past programs should be compared and contrasted. Unfortunately insufficient time has transpired to permit substantial program changes, for students have only been attending classes under the new administration since September. Time will be required to assess student needs and to devise programs to meet these needs. What perhaps can be concluded, is that potentially, amalgamation can become the basis for the realization of equal educational opportunity in Nova Scotia.

It remains now to examine problems that amalgamation presents for the five existing school jurisdictions in West Hants.

## CHAPTER IV

### PROPOSED REORGANIZATION OF SCHOOL JURISDICTIONS OF THE MUNICIPAL UNITS OF HANTS WEST

Hants County<sup>36</sup> is divided into two municipal districts, the Municipality of the District of West Hants and the Municipality of the District of East Hants.

Educationally, the county meets the needs of approximately 8,300 students from grades primary to twelve. In March of 1970, the Municipality of the District of East Hants elected to enter the Colchester County amalgamation taking some 3,400 of the county's 8,300 school children. When the schools of Kings County

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<sup>36</sup>Hants County is situated in central Nova Scotia near the origin of the Annapolis Valley, bounded to the west by the Municipality of Kings County and to the east by the Shubenacadie River and the Municipality of Colchester County. The south coast of the Minas Basin comprises the northern boundary, while the southern boundary is shared between the municipalities of Halifax and Lunenburg. The population is centered at the eastern and western extremities of the county, the central area consisting primarily of agricultural and woodlands. The towns of Windsor and Hantsport located in West Hants are the only incorporated towns in the entire county; however, both East and West Hants have several small villages, yet the county population is comparatively small.

amalgamated in March of 1970, West Hants with its 4,900 students suddenly found itself isolated.<sup>37</sup>

Currently, the educational needs of the students of West Hants are met by five school boards. The Hantsport Board of School Commissioners, the Windsor Board of School Commissioners, the West Hants Municipal School Board, the Windsor Regional School Board and the Windsor Regional Vocational School Board.

What we have is five independent boards administering the educational program for some 5,000 students while next door, one amalgamated school board comprising 13 members performs the same function for double the number of students.

West Hants is now confronted with five alternatives. It may negotiate entry into the Kings County Amalgamation; the Colchester-East Hants union; align with the Halifax Municipal System; form a West Hants amalgamation; or maintain its present status.

Under current legislation providing for non-compulsory reorganization of school jurisdictions, five school boards, two town councils, and a municipal council would have to reach common agreement to enable a West Hants

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<sup>37</sup>The Halifax municipal school system occupies the southern boundary. As the Lunenburg portion of this boundary is virtually unpopulated, it need not be considered.

re-organization. The likelihood of this taking place in the immediate future appears somewhat remote, particularly in view of the time consumed in approving the construction of the addition to the Windsor Regional High School.

Many factors contribute to the lack of cohesion among the municipal units of West Hants: competition between the towns of Windsor and Hantsport, the financial problems of Windsor, and the reluctance of the Municipality to devote municipal funds to projects which could conceivably benefit the urban units at the expense of the Municipality.

For many years, the town fathers of Windsor endeavoured to maintain a residential town with minimum expense and service. As a result, the present administration is faced with several major capital projects, including the addition to the Regional High School, the proposed new hospital, and repair and replacement of the existing sewage system. Windsor town councillors will, in all probability, be reluctant to involve the town in additional projects that could increase costs, particularly in view of the fact that under full assessment the 1970 tax rate was pegged at \$2.93 per hundred.

Hantsport, although smaller, enjoys more favourable financial circumstances, owing to the presence of the

Canadian Keyes Fibre Plant and the Minas Pulp and Paper Company. The town, however, has been accused of being traditionally isolationist in orientation, and has for many years provided its own services independent of its neighbours. One departure from this policy is the enrolment of the town's grade twelve students on a tuition basis at the Windsor Regional High School. Traditions developed over the years are persistent, and thus Hantsport will, in all probability, elect to maintain its present status.

The Municipality of the District of West Hants, while financially in a more advantageous position than the Town of Windsor, can by no means be considered affluent as evidenced by their relatively high foundation program cost sharing allotment of 72.65 per cent determined through equalized assessment. Costly educational and developmental projects are also being borne by the Municipality, who, in an effort to minimize costs, will also be reluctant to enter negotiation which could result in the expenditure of additional funds.

Despite local inertia and outright opposition to district reorganization, several factors dictate such action. The comprehensive educational program with its numerous course options, can be efficiently offered only in systems with a sufficiently large student base. Thus,

the expense of equal educational opportunity is frequently prohibitive for small independent school units. As the comprehensive system develops, the public will anticipate uniformity of service, forcing all administrative units to offer similar programs.

Further, the Department of Education has revised its policies pertaining to assistance for capital construction of educational facilities. Former policy provided assistance on a municipal basis whereas current policy assumes a regional orientation. This implies that Departmental approval of capital construction projects may be withheld in areas where inefficient utilization of existing facilities occurs.

Unamalgamated jurisdictions may not be in a position to receive foundation program support for educational programs other than those currently offered.

The Government has stated its intention to continue the approved foundation program. However, new or expanded programs will be considered and undertaken, having in mind the fiscal ability of both levels of government to provide the necessary funds.<sup>38</sup>

Once again, a compelling note is discerned.

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<sup>38</sup> Provincial Municipal Fact Finding Committee, Second Annual Report to the Government of Nova Scotia and the Union of Nova Scotia Municipalities, Halifax, Nova Scotia (August, 1969), p. 17.

Of the five alternatives confronting West Hants, the solution most likely to receive favourable consideration will, in all probability, entail the continuation of the current form of school administration. While this alternative might be adopted, it can only be temporarily maintained, for enrolment and program pressures dictate construction, or the reorganization of current programs and facilities.

The second possibility, entry into the Colchester-East Hants amalgamation, is an unlikely solution owing primarily to the magnitude of the area that such a union would encompass, and the fact that West Hants is demographically oriented toward the Annapolis Valley and Halifax as opposed to Central Nova Scotia and Truro.

The third alternative would involve alignment with the Halifax Municipal system. This also is an unlikely solution in view of the fact that the Municipality of Halifax has, itself, sufficient students to constitute an independent amalgamation. It is doubtful that it would consider worthwhile the acquisition of an additional 4,900 students.

The fourth, and superficially, very acceptable alternative would entail the establishment of a West Hants amalgamation. Local agreement for such a proposal

should prove the least difficult to obtain, since it would involve negotiation solely between West Hants officials. While the Department of Education has indicated approval of internal arrangements it has also advised that such arrangements would be unofficial, in the sense that they could not qualify for foundation program benefits enjoyed by the amalgamated school jurisdictions.<sup>39</sup> The Department of Education is dedicated to the efficient implementation of equal educational opportunity, involving the elimination of small and inefficient school jurisdictions and any such recognition would run counter to this objective.

Finally, West Hants could negotiate entry into the Kings County amalgamation, seemingly the most logical course of action. To date, however, no such negotiations have been initiated due primarily to the conviction of certain West Hants officials that amalgamation with Kings County would harness West Hants to expensive educational commitments entered into by the more affluent Kings County representatives.

In view of the improbability of early acceptance of the five foregoing alternatives, the problem is to

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<sup>39</sup>While no written documentation to this effect exists, board members and councillors are generally of the opinion that arrangements of this nature would be sanctioned by the Department of Education.

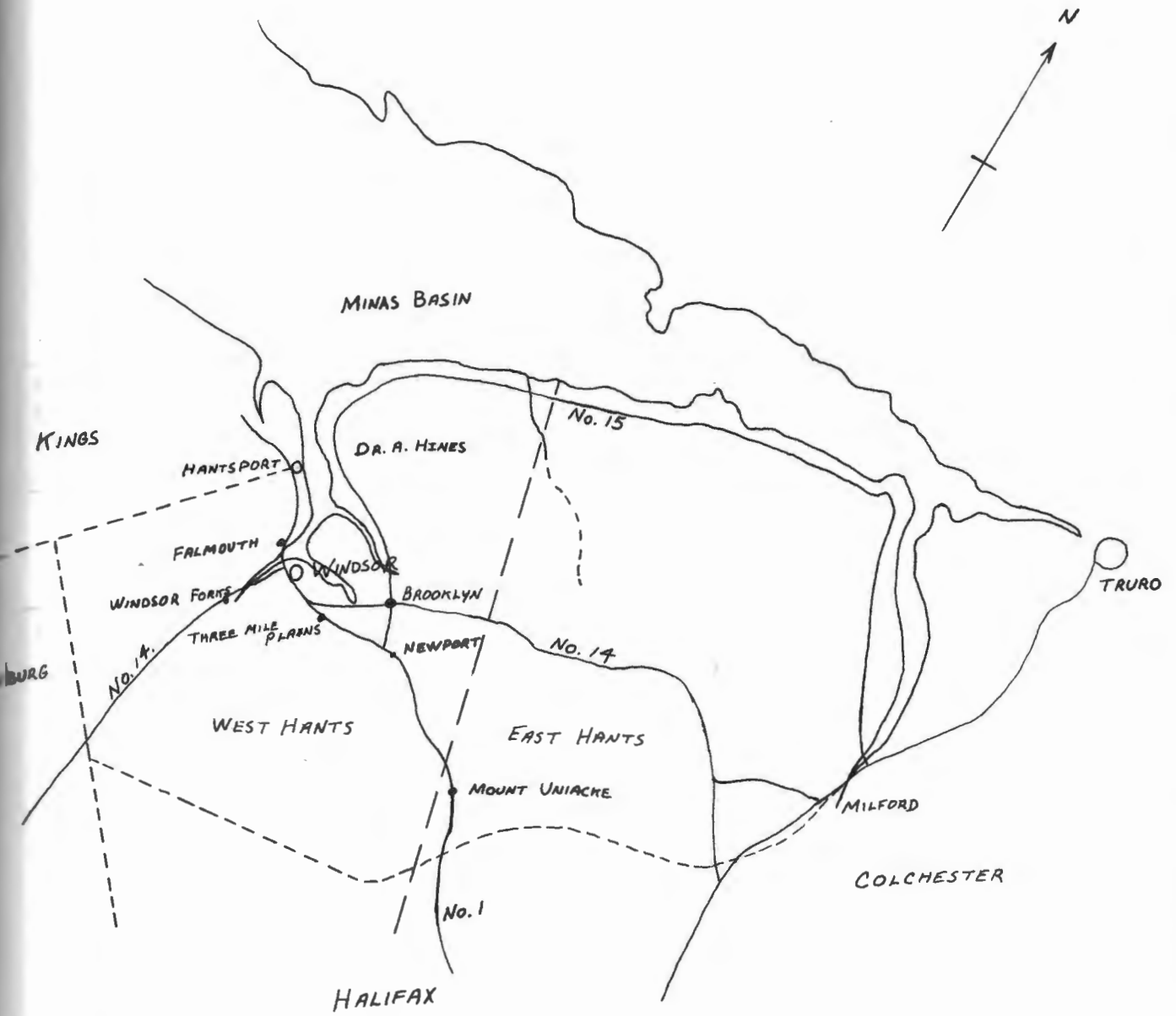


devise an acceptable method of reorganizing the school jurisdictions in West Hants. The balance of this chapter is devoted to the development of a sixth alternative through a detailed examination of the educational facilities and resources of West Hants.

Figure 1, page 90, lends increased insight into the problem and provides a frame of reference for the proposed solution.

Table III, page 91, illustrates the enrolments of the educational jurisdictions that currently exist in West Hants. Of the 4,934 students, all except 153 which attend West Hants Rural High School are the responsibility of the District of West Hants. These 153 students reside in the Colchester-East Hants amalgamated school district which borders the District of the Municipality of West Hants, and currently attend the West Hants Rural High School on a tuition basis.

Table IV, page 92, summarizes the school facilities currently available to meet the educational needs of the students of West Hants. School statistics compiled September 30, 1970 indicate that 2,878 students are enrolled in primary or elementary schools, 1,186 are enrolled in Junior high school, 747 are enrolled in Senior high school and 123 are enrolled in the Hants Regional Vocational School.



HANTS COUNTY  
SCALE: 1" = 10 mi.

TABLE III  
 WEST HANTS SCHOOL ENROLMENT JURISDICTIONS  
 1970-71

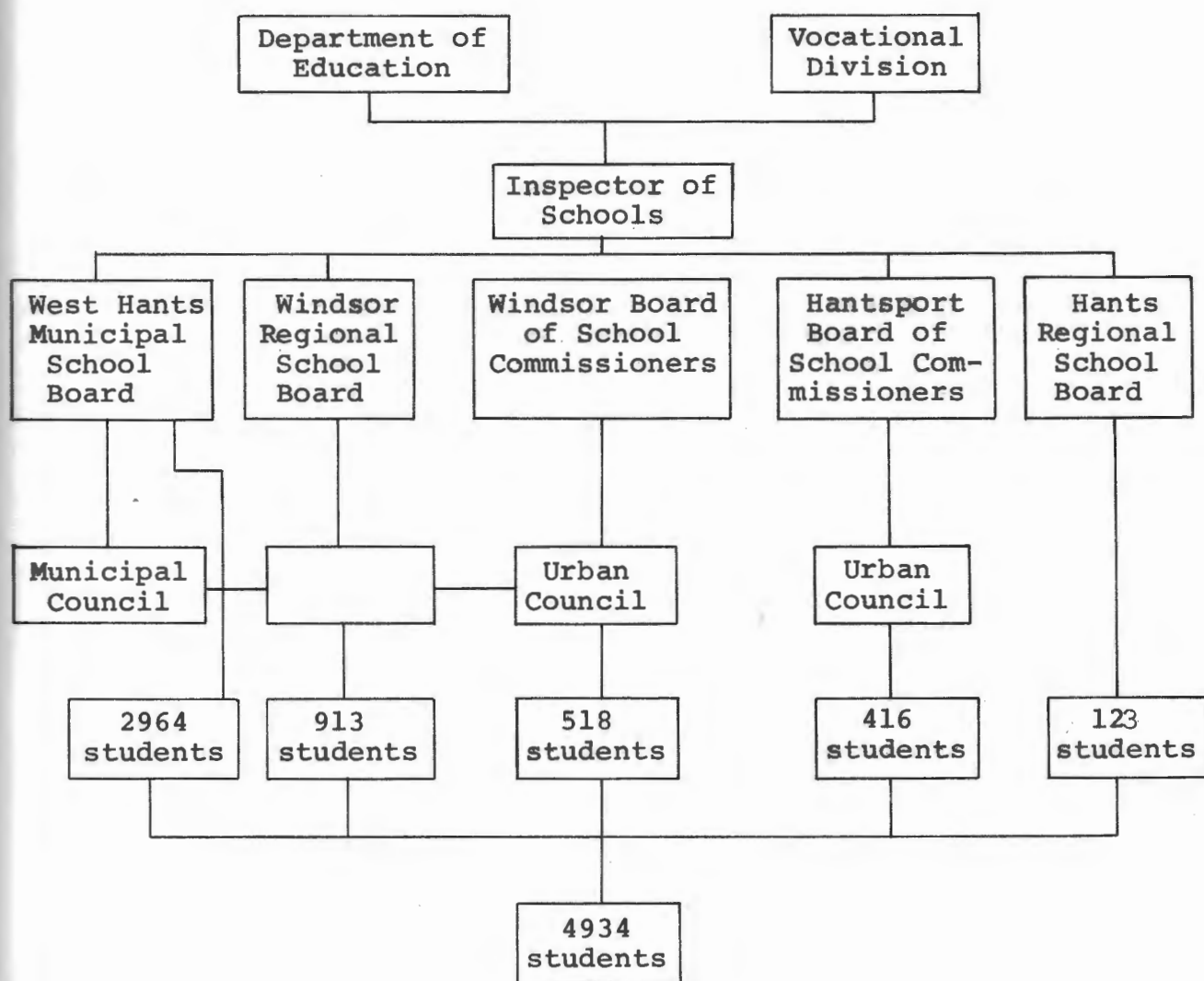


TABLE IV  
SCHOOL FACILITIES IN WEST HANTS

Elementary Schools	Class- rooms	Surplus rooms	Multi- purpose rooms	Library	Guidance Dept.	Audio- visual room	Art room	Aux. Ed. room	Music room	Total
Brooklyn	21	-	1	1	-	1	-	-	1	25
Dr. A. Hines	13	-	1	1	-	-	-	-	1	16
Newport	13	-	1	1	-	-	-	-	1	16
Three Mile Plains	17	-	1	1	-	-	-	-	1	20
Windsor Forks	8	-	1	1	-	-	-	-	-	10
Falmouth	11	4	1	1	-	1	-	-	1	19
Windsor	21	2	1	1	-	2	1	1	1	30
Hantsport	<u>16</u>	-	-	<u>1</u>	-	<u>1</u>	-	-	<u>1</u>	<u>19</u>
Total	<u>120</u>	<u>6</u>	<u>7</u>	<u>8</u>	<u>-</u>	<u>5</u>	<u>1</u>	<u>1</u>	<u>7</u>	<u>155</u>

TABLE IV (cont'd)

Facilities	Hants West R.H.S.	Windsor Regional High Sch.	Hantsport School	Hants Regional Vocational	Total
Classrooms	30	33	see above	see above	63
Surplus Rooms	-	-	-	-	-
Labs	1	4	1		6
Multipurpose Rooms	-	1	-		1
Gym-Auditorium	1	1	1		3
Home Economics Room	2	3	1		6
Industrial Arts	3	4	1		8
Language Labs	-	1	-		1
Bus. Ed. Labs	-	3	-		3
Bus. Classrooms	3	3	-		6
Guidance Dept.	1	1	-		2
Cafeteria	-	1	-		<u>1</u>
Total					<u><u>100</u></u>

It can be seen that 120 elementary or primary classrooms and 29 ancillary rooms are currently utilized to conduct the elementary school program. Further, 63 academic classrooms are utilized for junior-senior high school instruction.

While facilities available in all elementary schools are substantially the same, there exists considerable disparity in the provision of facilities in the three high schools. Potentially, schools with superior facilities and equipment can offer superior programs. Thus it appears that educational opportunity in West Hants, as far as high school education is concerned, is dependent upon geographic location.

The Kates, Peat and Marwick Report makes clear, that in order to facilitate equal educational opportunity, boards must either abandon concern for efficiency and economy and provide programs and facilities where they are required, or must be prepared to reorganize personnel and facilities without regard to existing educational jurisdictions.

The Kates, Peat and Marwick Report has established a base class enrolment of 35 students per room, which if applied to the West Hants surplus would make available space for approximately 1,500 students. While one might

question the acceptance of a 35 pupil room base, the existence of so much theoretical surplus space does indicate the presence of a substantial number of inefficient classrooms. Certainly, further construction of classroom space is not warranted in limited geographic areas where redistribution of personnel would provide an adequate solution. On the other hand, it is generally accepted that elementary school children should not be subjected to extensive transportation to and from school.

The American Association of School Administrators in its twenty-seventh Yearbook recommended that school centres should be located so that the smallest number of children require transportation and no child is unduly fatigued upon arrival at school. The following standards were suggested:

Walking distance (one way):

elementary pupils - 3/4 of mile  
 junior high school - 1 1/2 miles  
 senior high school - 2 miles

Travel time on buses (one way):

elementary pupils - 1/2 hour  
 secondary pupils - 1 hour<sup>40</sup>

Thus the proposals for reorganization set out here are confined to secondary school students and their facilities.

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<sup>40</sup> American Association of School Administrators, American School Buildings, Twenty-seventh Yearbook, Washington, D.C., 1949, p. 43 as quoted in School District Organization, Report of the American Association of School Administrators Commission on School District Reorganization, Washington, D.C., p. 130.

Table II, page 70, illustrates the various course options available under the comprehensive program, while Table V, page 97, depicts the availability and corresponding enrolments of the comprehensive program options in the elementary and secondary schools of West Hants. It is noted that Hantsport offers only one course option, the standard university preparation program, and, because of relatively small enrolment it would be unable to expand its educational program. While both Windsor Regional High School and West Hants Rural High School offer more programs, enrolment statistics are indicative of an extremely inefficient operation. Three adjusted courses are offered in each school with a total enrolment of 79 students requiring thus six classrooms and six teachers to perform a function that could be carried out in four classrooms by four teachers.

In the Business Education Program, four teachers are currently employed to meet the needs of 71 students and three of the four teachers are employed at the West Hants Rural High School. Upon completion of facilities at Windsor Regional High School, West Hants will have a total of six classrooms and three business education laboratories. If the Business Education Program were discontinued at West Hants Rural High School and the



TABLE V

## STUDENT PROGRAM ENROLMENTS IN WEST HANTS SCHOOLS

School	Elementary		Junior High School			Senior High School		Total		
	Standard	Auxiliary	Standard	Adjusted	Work Exp.	Sr. Aux.	College Prep.		Bus. Ed.	General
Brooklyn	573								573	
Dr. A. Hines	309	9							318	
Newport	343	11							354	
Three Mile Plains	363	10							373	
Windsor Forks	224								224	
Falmouth	264								264	
Windsor	512	6							518	
Windsor R.H.S.			292M 198T <u>490</u>	34	-	-	302	26	61	913
West Hants Rural High School			505	45	-	10	219	30	49	858
Hantsport	254		102	-	-	-	60	-	-	416
	<u>2842</u>	<u>36</u>	<u>1097</u>	<u>79</u>	-	<u>10</u>	<u>581</u>	<u>56</u>	<u>110</u>	<u>4811</u>

students transferred to Windsor Regional High School, the program could be conducted by three teachers, thereby creating an economy of one teacher and three classrooms.

Currently 110 students in West Hants are enrolled in the general course which is being offered at both West Hants Rural High School and at Windsor Regional High School. Six classrooms and six teachers are assigned to the program which, if combined, could be conducted by five teachers utilizing five classrooms.

Table VI, page 99, indicates the pupil course enrolments in the academic or university preparation option in the three high schools in West Hants.

It can be seen that 581 high school (grades X - XII) students are currently accommodated in 151 university preparation program classes. If these students were accommodated in one central school and the teacher-pupil ratio of one to thirty-five instituted, then theoretically twenty-one class periods might be eliminated representing an economy of approximately 4 classroom teachers. Thus it is apparent that the creation of a single high school facility in West Hants would provide high school students in the area equality of educational opportunity at greatly increased efficiency.

In summary, the Business Education program could be conducted by three teachers utilizing three classrooms

TABLE VI

PUPIL COURSE ENROLLMENTS IN WEST HANTS HIGH SCHOOLS (GRADES X - XII)

Subject	West Hants R.H.		Windsor R.H.		Hantsport		Totals		Ex- cess
	No. Students	Class- ses	No. Students	Class- ses	No. Students	Class- ses	No. Students	Class- ses	
English	41	2	78	2			119	4	
History	43	2	78	2			121	4	
M.W. Problems	15	1	25	1			40	2	*
Biology	28	1	40	2			68	3	*
Chemistry	32	1	55	2			87	3	
Physics	15	1	34	2			49	3	*
Algebra	33	1	78	2			111	3	
Trigonometry	38	1	74	2			112	3	
French	22	1	41	2			63	3	*
Geography	18	1	-	-			18	1	
English	62	2	86	3			175	6	*
History	63	2	83	3			173	6	*
Economics	61	2	61	3			149	6	*
Chemistry	46	2	80	3			146	6	*
Physics	26	2	76	3			115	6	*
Algebra	56	2	83	3			162	6	*
Geometry	59	2	86	3			168	6	*
French	30	2	45	2			96	5	**
Latin	0	0	6	1			6	2	
Geography	31	2					31	2	*
English	97	3	125	4			254	8	
History	97	3	120	4			249	8	
Geography	104	3	105	4			241	8	*
Algebra	105	3	118	4			254	8	
Geometry	99	3	116	4			246	8	*
Biology	93	3	115	4			240	8	**
French	67	3	68	4			167	8	**
Latin	0	0	6	1			8	2	*

TABLE VI (cont'd)

Subject	West Hants R.H.		Windsor R.H.		Hantsport		Totals		Ex- cess
	No. Students	Clas- ses	No. Students	Clas- ses	No. Students	Clas- ses	No. Students	Clas- ses	
Home Economics	0	0	51	4	14	1	65	5	*
Ind. Arts	0	0	57	4	17	1	74	5	*
Science	95	3	-	-	-	-	95	3	
		<u>54</u>		<u>78</u>		<u>19</u>		<u>151</u>	<u>21</u>

and three laboratories, the General Course by five teachers, and the academic university preparation program could be operated with an economy of approximately four teachers. Thus, it may be seen that improved and expanded educational services could be implemented with an economy of approximately six teachers. However, if the goal of equal educational opportunity is to be attained, existing school jurisdictions must be superseded by regional or district jurisdictions. Unless reorganization is attempted, educational opportunity will continue to be dependent upon geographic location and the ability of the municipal units to provide services and facilities.

The towns and municipalities are heavily dependent upon provincial support, and recent Departmental advice to the effect that boards refrain from appointing staff for the 1971-72 term pending a foundation program review, is indicative of impending governmental economy measures. These measures coupled with the desire to provide better educational services will doubtlessly force municipal units to adopt more co-operative attitudes.

Now while economic considerations are of substantial consequence, the proposed reorganization of facilities and personnel must of necessity be based upon educational criteria.

Table V, page 97, indicates that a total of 747 students are enrolled in Senior High school programs in West Hants schools, where educational opportunity is governed by facilities available. A redistribution of student population could potentially eliminate this inequality and provide a better total educational environment in West Hants.

An effective comprehensive high school program must offer students access to regular academic (university preparation) courses, honors courses, general courses, and business education programs, together with the opportunity to participate in vocational training programs. It can be seen that the ability of the school to offer the comprehensive options hinges upon availability of appropriate facilities.

Table IV, page 92, indicates that Windsor Regional High School has facilities most suited to the requirements of the high school comprehensive program, as it is the only school in the district with a language laboratory, multi-purpose room, adequate business education facilities and sufficient laboratories suited to both regular and honors courses. The central and urban location of the Windsor Regional High School and its proximity to the Hants Regional Vocational School combine to make it the logical

choice for the central high school to serve the students of West Hants.

It is proposed that all high school education in West Hants be conducted at Windsor Regional High School, and that West Hants Rural High School and Hantsport School cease to function as senior high schools.

Windsor Regional High School would then assume the educational responsibility for the 398 students currently enrolled in Windsor Regional High School, for the 298 students enrolled at West Hants Rural High School and for the 60 students in senior grades at Hantsport, making a total senior high school enrolment of 747 students.

Since the school has sufficient space for approximately 1,100 students and in view of the fact that the town of Windsor must meet the educational needs of 198 junior high school students it is recommended that these students also be accommodated at the Windsor Regional High School, thereby eliminating the necessity of transporting urban students to the West Hants Rural High School in Brooklyn. It is further recommended that all junior high school adjusted classes be accommodated at Windsor Regional High School promoting the opportunity for liaison with the vocational school and the possibility of arranging

work experience programs for these students. If these recommendations were instituted, the enrolment of the Windsor Regional High School would be 1,024 students distributed as follows: 747 senior high school program; 198 junior high school program, and 79 junior high school adjusted program.

If only 198 of the 490 junior high school students currently attending Windsor Regional High School are to be retained, 292 must of necessity be allocated to the West Hants Rural High School in Brooklyn giving that school an enrolment of 803 students. The injection of approximately 300 students into the Brooklyn school would obviously create a demand for additional facilities for Home Economics, Industrial Arts and Physical Education which could be provided through an addition to and renovation of the existing school plant. Beyond this, however, no further capital construction would be required to meet the educational needs of the district.

Further enhancing the feasibility of this proposal is the fact that the District of West Hants covers a relatively small area, with the major portion of the population centered near the educational facilities. Since the West Hants Rural High School, located in the village of Brooklyn is only ten miles west of Windsor, no students would be subject to excessive transportation



requirements; thus, an element, which has plagued the reorganization of other school districts, is of little consequence in West Hants.

Before endeavouring to establish an equitable means of financing and administering the proposed program, there must be a full understanding of its potential educational advantages. The obvious advantage lies in the creation of equal educational opportunity and the possibility of expanding efficiently and economically the educational program.

Table VII, page 106, indicates that Windsor Regional High School would in all probability have four academic university preparation classes in Grade XII, three business education classes, and one Grade XII general class. In Grade XI there would be six university preparation classes and two general classes. In Grade X there would be potentially eight university preparation classes and two general classes.

The existence of a reasonably large student population at specific grade levels is of considerable importance, for modern high school programming emphasizing subject promotion becomes increasingly less complex as the number of classes increases. Generally large schools are able to offer students a wider variety of

TABLE VII

## PREDICTED ENROLMENT OF WINDSOR REGIONAL HIGH SCHOOL

Program	Windsor	West Hants	Hantsport	Total	Classes
XII University Preparation	79	45	-	124	4
XII Business Education	26	30	-	56	3
XII General Course	12	4	-	16	1
XI University Preparation	97	78	28	203	6
XI General Course	20	18	-	38	2
X University Preparation	126	96	32	254	8
X General Course	29	27	-	56	2
	<u>389</u>	<u>298</u>	<u>60</u>	<u>747</u>	<u>26</u>

courses more efficiently than small schools with one or two classes at each grade level.

The fact that two relatively small junior high schools offering only the standard university preparation program are to be retained at Hantsport and Windsor need not pose serious problems. Students requiring specialized programs could easily be transported to the West Hants School in Brooklyn where several classes at each level would ensure the availability of programs suited to the students' educational requirements.

Programwise, potential educational improvements can result through the establishment of departments of study under the direction of department heads. Probably the chief advantage of departmentalization lies in the fact that the modern school curriculum demands increased correlation and unification among various subject fields, implying a need for reassessment of content and teaching procedures. In the past, principals have attempted to act in this capacity, but administrative demands coupled with increased program diversification and sophistication make it impractical for school principals to attend to the details of departmental work.

Major disadvantages of larger administrative units could exist in the form of increased transportation

problems, frequent promotion of line officers from superseded administrations into staff positions for which they may not be suited,<sup>41</sup> and the tendency for large schools to be impersonal.

Further amalgamation can precipitate emotional public outburst. In 1950 people opposed to school consolidation were perhaps more concerned with the loss of their local schools. Seemingly, when these schools closed, an important aspect of community life also ceased to exist.

While amalgamation does not imply that schools will be closed, it is probable that the function of existing schools will be considerably altered. This change will no doubt adversely effect the prestige of certain communities, but in view of spiralling education costs, and the fact that the task of educating children is complex, a more sophisticated structure is needed. If small community high schools cannot meet the educational requirements of society other means must be sought to accomplish this objective.

While the proposals set out in this chapter have been essentially oriented toward secondary students and facilities, it must not be assumed that educational benefits will be exclusive to secondary education. The centralization and subsequent standardization of secondary education

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<sup>41</sup>In the Kings County Amalgamation the supervisors of the various sub-systems were given staff appointments.

can have a substantial effect upon the quality of elementary education. As the municipal units responsible for providing educational services in West Hants develop more co-operative attitudes toward secondary education, the probability of greater co-operation at the elementary level is increased.

The elementary feeder schools with the exception of Windsor and Hantsport would prepare their students for entry into the West Hants school in Brooklyn, which, in turn, feeds its students into the central high school in Windsor. Thus, the unification of secondary services can assert a unifying influence upon the total educational enterprise.

To be realistic, the proposed reorganization of West Hants school jurisdictions will be governed by more than the possibility of equalizing educational opportunity. In all probability the municipal units will not display much more than passing interest in co-operating in an expanding educational program, particularly if they are of the opinion that their financial obligation might be increased. Here it has been established that the reorganization of secondary education in the district of West Hants will result in more economical operation thereby reducing the total educational cost.

It is recommended that each participating municipal unit contribute toward this total educational cost in direct proportion to the number of students placed in the central high school. Thus, if in the Windsor Regional High School, forty-five per cent of the enrolment was the responsibility of the town of Windsor, fifty per cent the responsibility of the municipality of West Hants, and five per cent the responsibility of the Town of Hantsport, each municipal unit would assume the corresponding share of the total operational cost of the school.

It will doubtlessly be argued that this proposal is not equitable, in that it does not take into account the cost of capital construction and associated debt charges. However, it must be borne in mind that the facilities are available, and that greater and more efficient utilization of the school plant will result in reduced educational costs. If, on the other hand, an attempt were made to assess an additional fee to defray capital obligation, it could seriously jeopardize acceptance of the proposal. Hopefully, the Board of Trustees of Windsor Regional High School will authorize the fullest use of the school plant, resulting in increased educational and financial economy.

If these recommendations are carried out, the Windsor Board of School Commissioners, the Hantsport Board of School Commissioners, the West Hants Municipal School Board and the Windsor Regional School Board would have to reach collective agreement concerning the distribution of and financial responsibility for the students.

Students who are resident in a particular school jurisdiction would continue to be the responsibility of that particular jurisdiction which would not be superseded by a new administration.

The main advantage of the implementation of this proposal is that it would facilitate the equalization of educational opportunity while promoting increased efficiency, and subsequently the realization of increased operational economy. Further, it would permit the continuance of the existing jurisdictions, while assessment is carried out. In this respect, it would differ from the three existing amalgamation agreements where board members were asked to make lasting decisions concerning the implementation of a program whose advantages, at this time, were largely hypothetical. If after a trial period of one year the participating boards were disappointed with the results, the whole plan could be discontinued with little resulting upset.

If, however, no such dissatisfaction occurred and officials of the four school jurisdictions in West Hants became convinced of the financial and educational advantages of this step toward full amalgamation, board members may be better disposed to negotiate entry into an amalgamated school region.

While in 1970 officials of the West Hants school jurisdictions were reluctant to consider seriously amalgamation, the acceptance of this proposal should serve to dispel former doubt and anxiety, and promote circumstances favourable to West Hants' entry into the Kings County Amalgamation.

While much can be gained through the reorganization of West Hants educational jurisdictions, far more may be achieved by entry into an amalgamated school district. Further, since the possibility that West Hants would ever qualify for recognition as a separate amalgamated region is extremely remote, West Hants must of necessity, join one of the existing amalgamations. The most logical choice is the Kings County Amalgamation.

Assuming West Hants' eventual entry into amalgamation, the existence of a well organized and viable education program will facilitate transition into amalgamation.

The acceptance of this alternative could conceivably initiate a new progressive era in Hants County education.



APPENDIX A

Excerpt from the Amalgamation Agreement between the Council of the Town of Truro, the Council of the Town of Stewiacke, the Council of the Municipality of the County of Colchester and the Council of the Municipality of the District of East Hants.

(2) AMALGAMATION. The school boards will amalgamate and form and become one amalgamated school board for the Amalgamation Area on the amalgamation date.

(3) EMPLOYERS. All persons who are employed by a school board on the amalgamation date shall become employees of the Amalgamated School Board subject to the contract of employment of each employee and any other terms and conditions that by agreement or law apply to the employment of each employee.

(4) CONTRACTS. (a) All contracts and agreements whereby rights or duties or benefits and obligations are imposed or conferred and to which a school board is a party shall be assumed by the Amalgamated School Board on the amalgamation date and the rights and benefits shall devolve to and the duties and obligations shall be performed by the Amalgamated School Board.

(4) (b) All contract and agreements presently under negotiation and all calls for tenders which have been heretofore made shall be honoured by the Amalgamated School Board and shall be dealt with in the best interests of the Municipality concerned.

(5) FINANCIAL STATUS. Nothing in this Agreement imposes any obligation on the Amalgamated School Board in respect to any deficit arising from the operations of a school board prior to the amalgamation date, or creates any entitlement in the Amalgamated school board in respect of any surplus arising from the operation of a school board prior to the amalgamation date.

(6) AMALGAMATED BOARD. On and after the amalgamation date, the Amalgamated School Board shall assume the functions, exercise the powers and rights and perform the obligations and duties of each school board and shall assume the functions, exercise the powers and rights and perform the obligations and duties prescribed for, granted to or imposed upon an amalgamated school board by law or by virtue of this Agreement or any authority or agreement applicable to the Amalgamated School Board.

The Amalgamated School Board shall assume all legal liability for all matters relating to education heretofore imposed or amended by the respective parties hereto and shall indemnify the parties hereto for all action, causes of action or other matters now existing or which may from time to time arise.

(7) INTERIM BOARD. Until the members of the Amalgamated Board are appointed in accordance with the Education Act or an agreement entered into pursuant to the Education Act, the persons listed below shall constitute an interim board and the functions, powers, rights, obligations and duties of the Amalgamated School Board shall be vested in the interim board;

Excerpt from the Composition Agreement between the municipal units comprising the Colchester-East Hants Amalgamation.

(2) BOARD CONSTITUTION. The Amalgamated School Board shall be composed of nine persons as follows:

(a) two persons who reside in Truro who shall be appointed by the Truro Council;

(b) one person who resides in Stewiacke who shall be appointed by the Stewiacke Council;

(c) four persons who reside in Colchester County who shall be appointed by the Colchester Council;

(d) two persons who reside in the District of East Hants who shall be appointed by the East Hants Council.

(3) APPOINTMENTS. The appointments referred to in Paragraph (2) shall be made for the initial board by each council at any time after the passing of the resolution authorizing the signing of this agreement and not later than two weeks after the execution of this agreement and shall take effect on the date of the last council appointment or on the amalgamation date, whichever is later.

(4) TERM OF OFFICE. Subject of Paragraph (5), each appointment made pursuant to Paragraph (2) shall be for a period of three years but no appointment shall expire

until a successor is appointed. No person shall be appointed for more than two successive terms. A person who has served for two successive terms is eligible for appointment one year after his last term expired.

(5) INITIAL APPOINTMENTS. For the purpose of ensuring continuity of experience on the Amalgamated School Board, the first appointments made by each of the Councils of Truro and East Hants shall be for respective periods of two and three years. The first appointments made by Colchester Council shall be as follows:

one person for a period of one year  
 one person for a period of two years  
 two persons for a period of three years

The first appointment made by the Stewiacke Council shall be for a period of three years.

(6) TERMINATION. An appointment made pursuant to this Agreement shall be terminated if the person appointed dies, resigns, becomes incapacitated, or ceases to qualify as a resident in accordance with Paragraph (2).

(7) VACANCIES. When the period for which an appointment is made expires or when an appointment stands revoked by virtue of Paragraph (6), the Council that made the expired or revoked appointment shall make a new appointment.

(8) AMENDMENT. This Agreement may be amended by and with the consent of all Parties to provide for the composition of the Amalgamated School Board in a manner agreed upon by the Parties, but this Agreement shall remain in force and effect until a new agreement is made and entered by the Parties.

Excerpt from the Property and Finance Agreement between the municipal units comprising the Colchester-East Hants Amalgamation.

#### PART 1 - PROPERTY

(2) SCHOOL PROPERTY. All school property owned or held by Truro, Stewiacke, Colchester County and the District of East Hants shall be vested pursuant to Section 54A of the Education Act in the Amalgamated School

Board on the amalgamation date subject to any lien, mortgage or charge in respect of unmatured debt that exists on the amalgamation date.

(3) EXCLUSION. The properties described in Schedule "A" annexed hereto are excluded from this Agreement.

(4) LEASED PROPERTIES. The properties described in Schedule "B" annexed hereto shall be leased to the Amalgamated School Board for the consideration of one dollar per year as long as the Amalgamated School Board requires these properties for school purposes.

(5) CONVEYANCES. For the purpose of establishing a record of all school property, the municipal units and the school boards shall transfer and convey to the Amalgamated School Board the school property referred to in Paragraph (2) but subject to Paragraph (3) on the amalgamation date or as soon thereafter as circumstances permit.

(6) PROPERTY OBLIGATION. Where school property referred to in Paragraph (2) is subject to a lien or encumbrance that may be discharged by a money payment and that it is not related to a debt arising from capital financing, the lien or encumbrance shall be discharged on or immediately after the amalgamation date by the municipal unit.

(7) MUNICIPAL OPTION. Where school property that vests by virtue of Paragraph (2) is declared to be surplus by the Amalgamated School Board, the municipal unit that owned or held the surplus property prior to vesting shall have the option of acquiring without consideration the surplus property subject to any balance of lien, mortgage or charge on the surplus property that existed on the date of amalgamation and that remains unpaid on the date the property was declared surplus.

(8) ACQUISITION OF PROPERTY. The Amalgamated School Board shall have a general power to acquire property and interests in property and borrow moneys by any means for school purposes and to erect, acquire, purchase, alter, add to, improve, furnish or equip buildings and other works for school purposes provided that in the case of acquisition of lands for school construction:

(a) the Minister approves the site of, and plans for, the school construction, and

(b) a proper estimate of the cost of acquisition and construction is approved by two or more councils of municipal units that represent more than 50% of the population of the Amalgamation Area.

(9) BORROWING. The general power to borrow money referred to in Paragraph (6) shall include every borrowing power for schools or related purposes that a town or a municipality or a school board has under any enactment on the amalgamation date.

(10) DISPOSAL OF PROPERTY

(A) Where property has been acquired pursuant to Paragraph (6) and is no longer required by the Amalgamated Board for school purposes, the municipal unit in which the property is located shall have the right to purchase the property at a value established by arbitration under the Arbitration Act of Nova Scotia.

(B) Where property has been acquired pursuant to Paragraph (2) or (8) and is no longer required by the Amalgamated School Board for school purposes and the municipal unit in which the property is located does not wish to acquire the property, the Amalgamated School Board may offer the property for sale subject to the approval of the Minister.

(11) PROPERTY AND FINANCE. The proceeds of disposal of existing land and buildings shall be held for reinvestment in capital projects or to reduce capital debt, and shall only be expended with consent in writing of the Minister.

(12) USE OF BUILDINGS. The Amalgamated School Board may permit the use of school buildings for purposes other than regular school purposes if the use intended does not interfere with the conduct of the school program upon such terms and conditions as the Board decides.

Notwithstanding the foregoing the top floor in the present school building at Lantz may be used by the public as heretofore.

## PART 11 - FINANCE

(13) (a) The Amalgamated School Board shall annually prepare operating and capital budgets for the ensuing year for submission to the Minister of Education in accordance with the provisions of the Education Assistance Act, and

(b) In addition to the annual budgets, the Amalgamated School Board shall prepare such other operating, program and capital budgets as are required by statute or by regulation for the proper planning of the Board's financial affairs, and

(c) The approved budgets will be returned by the Amalgamated School Board and any funds required in excess of provincial grants will be requested from the Councils of the Municipal Units comprising the amalgamation. Any deficit or surplus of the Board shall be a first charge or a reduction of the budget of the next succeeding year.

(d) The Amalgamated School Board's net requirement, after deducting provincial grants and other revenues, for the Foundation Program, other shared costs, debt charges, temporary debt charges and such additional costs that are determined by the Board shall be requisitioned from the participating municipal councils in proportion to their assessments as determined pursuant to Section 62 pursuant to the Education Act provided, however, that costs that are in excess of scale or otherwise non-shareable shall be limited in any one year to the amount which would be raised by the levying of a tax, on the sum of the assessments determined pursuant to Section 62 of the Act for the participating municipal units with respect to the amalgamation area, at a rate equal to 10% of the rates used in the determination of municipal and provincial proportions, unless prior approval shall have been obtained from two of the participating municipal councils representing more than fifty per cent of the population in the amalgamation area based on the latest decennial or quinquennial figures.

(14) (a) The amounts requisitioned under Paragraph (d) of Clause 11 are to be paid to the Board in twelve equal instalments, the first instalment being payable on or before the twelfth (12th) day of January, 1970, and each and every subsequent instalment shall become due and payable on the same date each and every month thereafter.

(b) When any or all of the municipal units fail to pay in whole or in part, the Board shall have authority to borrow such unpaid sum in the manner provided for in Section 228 of Chapter 192 of the Revised Statutes of Nova Scotia 1967, the Municipal Act and Section 142 of Chapter 309 of the Revised Statutes of Nova Scotia 1967, the Towns Act.

(15) DETERMINATION OF PROVINCIAL PROPORTION

(A) The province shall for the purpose of determining the provincial proportion of the estimated shareable expenditures of the Amalgamated School Board make calculations in the manner prescribed by Section 63 of the Act using for this purpose:

(1) the cost of the foundation program comprising salaries of teachers, maintenance and operation of schools, tuition, and the conveyance and boarding of pupils, that are included in the budget of the Amalgamated School Board which has been approved under the Education Assistance Act for the financial year in which the provincial proportion will apply, at the scales of costs prescribed by the regulations under the Act; and

(2) the amount of costs of administration of the Amalgamated School Board of five dollars (\$5.00) per pupil enrolled on the 30th day of September in the preceding financial year, whichever is less; and

(3) the amount of approved shareable debt charges of the Amalgamated School Board calculated in the manner prescribed by subsection (1) of Section 68 of the Act. "Approved shareable debt charges" shall be the amount required to pay interest on and apply the principal of sums borrowed for school purposes, for which the Amalgamated School Board is liable, in respect of that portion of the borrowing that under the regulations under the Act is a capital cost.

(B) The provincial proportion calculated pursuant to (A) above shall be recalculated at the end of the financial year in which the provincial proportion will apply, using for this purpose the actual amounts of costs which the Amalgamated School Boards has incurred and which were included in the approved budget for;



(1) the cost of the foundation program comprising salaries of teachers, maintenance and operation of schools, tuition, and the conveyance and boarding of pupils, and

(2) the amount of costs of administration of the Amalgamated School Board or five dollars (\$5.00) per pupil enrolled on the 30th day of September in the preceding financial year, whichever was less; and

(3) the amount of approved shareable debt charges of the Amalgamated School Board calculated in the manner prescribed by subsection (1) of Section 68 of the Act. "Approved shareable debt charges" shall be of the amount required to pay the interest on and repay the principal of sums borrowed for school purposes, for which the Amalgamated School Board was liable, in respect of that portion of the borrowing that under the regulations under the Act was a capital cost.

If the amount of provincial grant determined by applying the recalculated provincial proportion to the shareable costs is less than the amount of grant determined in the order of the Minister under the Education Assistance Act, the amount by which it is less shall be deducted from the estimated amount of grant payable to the Amalgamated School Board in the next financial year.

(16) AMENDMENT. This Agreement may be amended by and with the consent of all the Parties in a manner agreed upon by the Parties, but this Agreement shall remain in force and effect until a new Agreement is made and entered by the Parties.

APPENDIX B

The reorganization of school jurisdictions in the Province of Nova Scotia has to date resulted in the formation of three Amalgamated School Boards. As a member of an Amalgamated School Board, or a member of a board replaced by an Amalgamated School Board, your opinions can play an important role in shaping future policy. Please check the answer, or answers that most accurately express your opinion.

- (1) Are you of the opinion that the proposed reorganization of School Boards received sufficient study from Departmental and Municipal Officials?
- Yes            No  
(   )            (   )
- (2) Are you satisfied that the Department of Education adequately assisted municipal units in the decision making process (was sufficient information concerning amalgamation made available)?
- Yes            No  
(   )            (   )
- (3) Do you believe that centralization of educational authority will result in the elimination of local expression and concern in educational matters?
- Yes            No  
(   )            (   )
- (4) Do you think it would have been preferable to have established district trustee boards to serve in an advisory capacity to the Amalgamated Board?
- Yes            No  
(   )            (   )
- (5) To what extent did financial consideration influence the municipal unit you represent to enter amalgamation?
- (1) greatly  
(11) somewhat  
(111) not at all
- (6) Would you agree that amalgamation was in fact voluntary?
- Yes            No  
(   )            (   )
- (7) Are you concerned that voluntary amalgamation could lead to the development of a series of small municipal units isolated between large district boards?
- (1) greatly concerned  
(11) somewhat concerned  
(111) not concerned

- (8) Should the Department of Education and the Government of Nova Scotia have legislated compulsory reorganization?  
 Yes No  
 ( ) ( )
- (9) Did the acceptance of the Comprehensive School Programme make your entry into amalgamation financially imperative?  
 Yes No  
 ( ) ( )
- (10) Does the acceptance of the philosophy of comprehensive education make it financially imperative for all schools units to reorganize their jurisdictions?  
 Yes No  
 ( ) ( )
- (11) Do you agree that the primary function of administration is to facilitate the instructional programme?  
 Yes No  
 ( ) ( )
- (12) Do you think that equal educational opportunity is a realistic educational objective?  
 Yes No  
 ( ) ( )
- (13) How was the decision to enter amalgamation influenced by the desire to provide equal educational opportunity?  
 (1) strongly  
 (11) partially  
 (111) not at all
- (14) With regard to the provision of equal education opportunity, would you agree that under amalgamation that this objective  
 (1) has been achieved  
 (11) will be achieved  
 (111) will be partially achieved  
 (1v) will never be achieved
- (15) To what extent will the realization of this objective be enhanced by the amalgamation of school boards?  
 (1) greatly  
 (11) somewhat  
 (111) not at all
- (16) To what extent has the quality of the educational programme, in your area, improved since your entry into amalgamation?  
 (1) greatly  
 (11) noticeably  
 (111) remained the same  
 (1v) deteriorated

- (17) In what ways has the educational programme improved?  
 (I) greater availability of instructional programmes  
 (II) elimination of small, inefficient classes  
 (III) students more accurately placed with respect to their needs and abilities  
 (IV) better and more efficient use made of instructional personnel and equipment  
 (V) other, please comment \_\_\_\_\_  
 (VI) no improvement apparent \_\_\_\_\_
- (18) To what extent do you think that the quality of the instructional programme will improve as the board becomes established?  
 (I) greatly  
 (II) noticeably  
 (III) remain the same  
 (IV) deteriorate
- (19) Does the inclusion of the Vocational School in the Amalgamated District present unique administrative problems?  
 Yes No  
 ( ) ( )
- (20) Is the existence of a different salary schedule for Vocational School personnel cause for concern?  
 (I) considerable  
 (II) some  
 (III) no concern
- (21) Do you feel that your district has adequate voting representation on the Amalgamated Board?  
 Yes No  
 ( ) ( )
- (22) Are you concerned that municipal units having the greatest representation on the Amalgamated Board will in fact be in a position to dictate both educational and financial policy?  
 Yes No  
 ( ) ( )
- (23) Do you believe that the Nova Scotian taxpayer is receiving full value for his educational dollars?  
 Yes No  
 ( ) ( )
- (24) Do you think that the Department of Education and the Government of Nova Scotia should assume the full cost of elementary and secondary education?  
 Yes No  
 ( ) ( )

- (25) Should board members be elected by the residents of municipal units they represent?  
 Yes No  
 ( ) ( )
- (26) Should board members be appointed by Councils of the Municipal units they represent? Yes No  
 ( ) ( )
- (27) Should board members be appointed solely by the Governor in Council? Yes No  
 ( ) ( )
- (28) Should board members be appointed partly by the municipal units they represent and partly by the Governor in Council? Yes No  
 ( ) ( )
- (29) Should board members be partly appointed by the Governor in Council and partly elected by the residents of the municipal unit they represent? Yes No  
 ( ) ( )
- (30) Given the opportunity would you again elect to enter an amalgamated educational region? Yes No  
 ( ) ( )
- (31) Given the opportunity would you again agree to serve on an Amalgamated Board? Yes No  
 ( ) ( )
- (32) If no, briefly indicate why not.

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