CHAMBLY COUNTY PROTESTANT CENTRAL SCHOOL BOARD

1945 to 1955

The Problems of a Central School Board in the Province of Quebec

A Thesis

Submitted to the Faculty of Graduate Studies in Partial Fulfilment of the Requirements for the Degree of Master of Arts Department of Education McGill University

by

John Newton Rosevear

Montreal, Quebec August, 1956

PREFACE

In this study the writer proposes to discuss the history of the Chambly County Protestant Central School Board from 1945 to 1955 and the various problems which it attempted to solve during that period. He intends to indicate the extent to which these problems derived from the legislation which established the Central Board, and to assess the educational benefits which accrued to the community during the period under discussion.

He wishes to acknowlegge assistance from a number of sources: K.J. Dowd made available the notes on his thesis, "The First Central School Board in the Province of Quebec", and also furnished a copy of the minutes of the Central School Committee. J.W. Marsden, Secretary-Treasurer of the Central Board, made available the minutes, official records, and correspondence of that body, and explained many of the details of county financing. H.B. Lee, Secretary-Treasurer of the Central ^Board until 1952, and former secretary-treasurer of a number of local school boards, as well as the Central Committee, furnished details of background which supplemented the official record. Dr. H.S. Cook, former County Supervisor, supplied details of the early years of the Central board's life. H.G. Greene, County Supervisor, made available official records and furnished wise counsel.

J.N.R.

i

TABLE OF CONTENTS

PREFA	CE	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	Page i
Chapte	ər																
I		IRO.	DUC	TIC	N	•	•	•	•	•	•	•	•	•	•	•	l
		The A	Tı dmi	end	i To stra	war atio	d i n	Lar	ger	Un	its	of	Scl	100	1	•	1
		Del	imi	tat	ior	ı of	t	he	Pro	ble	m	•	• .	•	•	•	4
		0rg	ani	sat	ior	ı of	' t	he	Stu	ıdy	•	•	٠	•	•	•	5
		App	roa	ach	to	the	P	roł	olen	1.	•	•	•	•	•	•	6
II		E C COM				DUNT •	Υ •	PRC)TES	TAT.	T C.	NT.	RAL •	sc •	H00	L •	7
		The	Ce	enti	al	Con	mi	tte	e	•	•	•	٠	•	٠	•	7
		Est	ab]	lisł	mer	nt c	f	Pre	eced	lent	s.	•	•	•	•	•	9
]	Hig	h S	5 cho	001	Acc	om	ίĵαε	atic	on.	•	•	•	•	•	•	9
	1	Sum	mai	у	•	••	•	•	٠	•	•	•	•	•	•	•	10
III	TH	EF	IRS	ST (LEINI	RAL	В	0 AF	2D 1	.945	-194	1 8	•	•	•	•	11
	-					the				r Co •	ounty •	7 P: •	rot.	est •	ant •	•	11
	1	Sch	00]	ເສ ເ	inde	er t	he	Ce	entr	al	Boa	rð	•	•	•	•	12
	4	The	L	ongu	leui	1 H	lig	h S	Scho	ool	•	•	•	•	•	•	14
		Fin	and	cial	L Po	lic	y	of	the	e Fi	rst	Ce	ntr	al	Boa	rd	15
		Bui	ldi	ing	Pro	ogra	m	•	•	•	•	•	•	•	•	•	16
				ing rd		ndit •		ns •	und •	ler •	the •			Ce •	ntr •	al •	18
		Pro	ble	ems	Awa	aiti	ng	; Sc	olut	ior	ı in	19	48	•	•	•	26
IV	TH	ΈS	EC	OND	CEN	ITR/	۲ <i>.</i>	BO	ARD	194	18 -1 9	952	•	•	•	•	28
					Cor ard		;io •	ns •	und •	ler •	the •	Se ••	con •	a C	ent •		28
		Reo	rga	anis	sati	ion	of	Co	ommi	tte	es	•	•	•	٠	٠	36

Chapter

	Financial Policy of the Second Central Board	36
	Financing of New Schools	40
	The Building Program of the Second Central Board	42
	Further Consolidation	44
	Auxiliary Services Established by the Second Central Board.	47
	Summary	48
v	THE THIRD CENTRAL BOARD 1952-1956	49
	Financial Problems	49
	Building Program of the $^{\mathrm{T}}$ hird Central Board.	51
	Summary of the Period 1945-1955	53
VI	FINANCIAL PROBLEMS	55
	Taxation Powers of Central School Boards .	55
	The Single Tax Rate	61
	The Mounting Deficit of the Central $^{ m B}$ oard .	62
	Summary and Conclusions	6 7
VII	BUILDING PROGRAM.	69
	The Aim and Responsibility of the Central Board	69
	Elementary Schools	70
	The Chambly County High School	71
	Summary	82
VIII	ACADEMIC PROBLEMS	83
	Curriculum	83
	Standardisation	84
	Teaching Staff	86

Chapter											
IX TEACHING CONDITIONS	•	87									
Physical Conditions	•	8 7									
Teacher-Board Relations 1945-1955	•	91									
X EXTRA-CURRICULAR SERVICES	•	98									
Transportation	•	98									
Health Service	•	101									
Cafeteria	•	102									
XI CHAMBLY COUNTY 1956	•	105									
XII SUMMARY AND CONCLUSIONS	•	107									
The School Situation in Chambly County in 1945	•	107									
Problems Which Have Occupied the Central Board	•	108									
Extent to Which the Board's Solutions Have Been Permanent	•	110									
Alterations in Teaching Conditions	•	110									
Educational Benefits Which Have Accrued to the Community • • • • • • •	•	111									
Changes Which May Follow the Opening of the St. Lawrence Seaway	•	111									
Conclusions	•	112									
Problems for Further Study	•	113									
BIBLIOGRAPHY											
APPENDIX A Enrolments in the Schools of Chambly County		125									
APPENDIX B Major Sources of Revenue	•	126 1126									
APPENDIX C Percentages of Municipal Valuation	•										
for School Purposes	• • •	127 129 130									

•

Chapter I

INTRODUCTION

The Trend Toward Larger Units of School Administration The history of education in the Province of Quebec begins with the convent schools of the French regime and the efforts of the Jesuits to teach the Indians some rudiments of the white man's civilization. With the conquest of 1759, the influence of the English settlers who poured in from New England made itself felt, and each community as it sprang up established its own school and, when it could, hired one of the itinerant teachers who drifted from one settlement to another. In many cases school was "kept" by a member of the settlement with some background of education, or of interest in the welfare of the young people. Woodley has described this phase of the picture in some detail.¹ Under the leadership of Dr. E.I. Rexford, the Protestant Committee of the Council of Education was separated from its Roman Catholic counterpart and organized as the Da Department of Education with which we are familiar today.2

In the days of limited means of transportation there was a real need for a school in every village. The present century, however, has seen a shift in population, as well as improvements in facilities for travelling. With the

¹ Woodley, E.C.; <u>The History of Education in the Province</u> of <u>Quebec</u>, <u>a bibliographical guide</u>; McGill University Thesis, 1932.

² Flower, G.; <u>The Contribution of Dr. E.I. Rexford to Education in the Province of Quebec</u>; McGill University Thesis, 1949.

movement of the English population to larger urban centres, and a subsequent decrease in the number of students in smaller school units, it became apparent that larger units of school administration would be more efficient. In the Province of Quebec the trend toward larger school units took two forms: centralisation and consolidation. In the former case a number of smaller school municipalities were united under a central school board, e.g. Chambly County. In the latter, one school board absorbed the territories and functions of several, e.g. Cowansville. Dowd has dealt with this phase of the question in some detail.³

The trend toward the formation of larger school units resulted in the passing of An Act to Provide for the Incorporation of Protestant Central School Boards, the preamble to which outlines the raison d'étre of the legislation.

WHEREAS the Protestant Committee of the Council of Education has recommended that provision be made for the incorporation of central school boards in order that greater benefits may accrue to Protestant education;

Whereas the chief benefits to be derived from the erection of such central school boards will be the more equitable distribution of government grants, the adjustment of tax rates and school fees over wider areas, giving better opportunities to children in rural and remote areas to receive the greatest possible benefits of education, and increasing the general level of education in the Protestant schools of the Province;

Whereas it is deemed advisable to preserve the identity of the various local school boards already constituted in the Province;

Whereas it is expedient to provide for the erection of

³ Dowd, K.J.; <u>The Eirstifounty:Gentral School Board in</u> <u>Quebec</u>; McGill University Thesis, 1956.

such central school boards, following in each case the expressed consent of the majority of the local bohool boards or school electors concerned, and also to provide for the optional exclusion of any local school board;

THEREFORE, His Majesty, with the advice and consent of the Legislative Council and of the Legislative Assembly of Quebec, enacts as follows;⁴

The first central school board to be established was the Chambly County Protestant Central School Board, set up by Order-in-Council Number 4540, dated 23 November, 1944. This Board has been, then, in operation for a period of twelve years, and it is reasonable to assume that it has met and dealt with a number of problems, both educational and administrative, in that period.

The present study is intended to investigate the extent to which this central school board has fulfilled the intention of the Act in "giving better opportunities to children in rural and remote areas torreceive the greatest possible benefits of education".⁵ It is the writer's hypothesis that the Chambly County Protestant Central School Board's attempts to meet the needs of the larger community establish lished by the Act, have been obstructed by imperfections inherent in the legislation of 1944. An examination of the problems met by the Central Board since its erection will indicate certain serious faults in the Act of 1944, and will suggest that the intentions of the legislature as expressed in the preamble quoted above, were not followed up

⁴ Act 8 George VI, Chapter 15, <u>Revised Statutes of Quebec</u>, 1951.

⁵ Ibid

in the detailed provisions of the final version.

Delimitation of the Problem

We have limited our field of study to include only the problems and actions of the Central Board and have not gone into details of the administrations of the local boards under its jurisdiction. Where there has been any overlapping of activities, notice has been taken of the work of the local bodies. The period of the first ten years of the Central Board's life was selected for study, since, during that time most of its present problems revealed themselves in embryo.

This study may be justified on the grounds that no similar examination of the results of the legislation of 1944 has appeared elsewhere; since the merits of larger units of school administration are at present subject to debate in many quarters, the present work may shed some light on the larger topic.

The writer first became interested in this problem while on the staff of the Chambly County High School. This interest stemmed in part from the changes he observed on returning to his former school **after** five years at the university and three in the armed services. What had been a strictly academic high school, serving the residential community of St. Lambert, had become a county high school with many changes in staff, curriculum and philosophy. During six years of teaching in this school he has had many opportunities to discuss school problems with the supervisor and staff members. During a term as President of the Chambly County Protestant Teachers' Association, and as Chairman of its Salary Committee, he became aware of the problems besetting the members of the Central School Board.

Organization of the Study

The work is organized to include a general review of the actions of the Central Board over the period January 1945 to January 1955. Succeeding chapters are used to discuss particular problems: finances, buildings, <u>et cetera</u>. We have included a final chapter which suggests some of the changes that may be expected with the completion of the St. Lawrence Seaway, since this event must influence the development of the County of Chambly. Again, events subsequent to the commencement of the research for this thesis with regard to modifications in the organization of the Central Board would seem to necessitate this addition. We propose to deal with the following questions:

 What in 1945 was the school situation in Chambly County?

- a) Number of schools?
- b) Condition of buildings?
- c) Enrolments?
- d) What were the teachers' qualifications?
- 2. What immediate, pressing problems have occupied the Central Board in the ten year period of the study?
- 3. To what extent have the Board's solutions to these problems been permanent?

- 4. What alterations in teaching conditions have occurred since centralization?
- 5. What educational benefits have accrued to the community as a result of the passage of the Central Board Act?
- 6. What changes may reasonably be expected to occur as a result of the rapid expansion of the area which may follow the opening of the St. Lawrence Seaway?

Approach to the Problem

In compiling the information for the present study, the writer has relied on the previous work by K.J. Dowd, to which this is a necessary supplement.⁶ He has had access to the files of the Central Board, and with the exception of a few newspaper clippings, the sources are primary. Recourse was had to interviews and conversations to supplem ment the official minutes of organizations. The records of the Chambly Parents' Committee were discovered intact in the home of its former chairman and are in the writer's possession.

¹ Dowd, K.J.; The First Central School Board in the Province of Guebec.

THE CHAMBLY COUNTY PROTESTANT CENTRAL SCHOOL COMMITTEE

The Central Committee

The Chambly County Protestant Central School Committee came into existence by Order-in-Council on August 9, 1943.¹ It exercised control over the schools of Chambly-Richelieu, St. Hubert, and Longueuil until the inaugural meeting of the Chambly County Protestant Central School Board in January of 1945. The Committee consisted of representatives of the three local school boards mentioned above, plus two others, chosen to fill the places of the anticipated appointees of St. Lambert and Greenfield Park.²

One of the first actions of the Committee was the setting up of four sub-committees: Finance, Education, Building and Transportation. The chairman of each sub-committee was a member of the Central Committee, but he had the power to add to its membership any persons whose advice he might deem valuable. The interrelationship of the local school boards making up the unit is suggested by the use of the term "co-operating school boards" in the minutes.³

The schools under the jurisdiction of the Committee consisted of the Longueuil High School, the Caroline Elementary School in Longueuil, the William White Elementary School in Montreal South, St. Stephen's Intermediate School in Chambly, two-room schools in Mackayville and Croydon

¹ Ørder-in-Council Number 1743, dated 23 July, 1943. 2 Minutes of the Central School Committee, 9 August, 1943 3 Ibid,

(St. Hubert), and a one-room building in Springfield Park. (See map).

The area controlled by the co-operating school boards was a large one. It included a triangular piece of land, stretching some twenty miles along the south shore of the St. Lawrence from the southern boundary of the Parish of Boucherville to the extremity of the Parish of Laprairie. The apex of the triangle was formed by the school municipality of Notre Dame de Bonsecours across the Richelieu in the neighbouring County of Rouville. The narrow strip along the river which includes St. Lambert and Greenfield Park was not yet a part of the unit. The school municipality of St. Bruno de Monterville, though in Chambly County, was not a part of the area controlled by the Committee. (See map).

The Longueuil School Board, or more properly the Protestant Board of School Commissioners for the Towm and Parish of Longueuil, controlled, besides the areas named, the school municipalities of Montreal South, Mackayville and the Town and Parish of Laprairie as well as part of the Parish of St. Hubert. The remainder of St. Hubert had its own local school board. Chambly-Richelieu controlled the schools of Chambly, Chambly Basin, Chambly Canton, Albani, and Richelieu and Notre Dame de Bonsecours across the Richelieu River. With the addition of St. Lambert and Greenfield Park school municipalities in 1945, the outline of the unit was completed in the shape of an isosceles triangle some twenty miles on a side, with its base on the St. Lawrence and its vertex

on the Richelieu.

Establishment of Precedents

The actions of the Central Committee established several precedents which were to be followed by the Central Board after its inception in 1945.

In December of 1943 the Central Committee established a salary scale for all teachers in the schools of the cooperating boards. They thus assumed control of the teaching staff.⁴

In April, the Committee, feeling that it had the legal power to do so, applied Article 373 of the Education Act to the school municipalities under its control. This section of the Act requires school boards, whose areas include more than one municipality, to adjust the valuations so as to make the school tax rate yield a uniform amount on all properties, regardless of the municipal valuations. The tax rate was set at twelve an a half mills, pand, though the taxpayers were successful in having some of the valuations changed, no one questioned the legality of the Committee's making the adjustments.⁵

High School Accommodation

The Committee was faced with the possibility of a shortage of high school classrooms for 1945, since the Longueuil High School had been built on land now required by the Federal Government. This problem disappeared when the

⁴ Minutes of the Central School Committee, 13 December, 1943 ⁵ Ibid, 20 November, 1944 St. Lambert School Board offered to make space available in the Grade X and XI classrooms of its High School. The St. Lambert members had attended the February, unofficially; here was the beginning of the notion of centralised high school accommodation which was to become one of the objectives of the Central Board.

Summary

The work of the Central School Committee established a pattern which was followed when the Central Board came into existence in January of 1945. The Committee's actions indicate that its members felt themselves legally within their powers in overseeing the day to day operation of the schools, in adjusting valuations, and in setting a single tax rate. That these ideas were a part of their thinking is implicit in their actions. There was no opposition on the part of the community, either, to the adjustments, or to the setting of a single tax rate, but, as we shall see, trouble was on the horizon.

Chapter III

THE FIRST CENTRAL BOARD

Erection of the Chambly County Protestant Central School

Board

On the 23 November, 1944 the Provincial Legislature pas-

sed the following Order-in-Council:

That a central school board be set up in Chambly County and that its constitution be that announced in the Quebec Official Gazette Number 36, Volume 76 of September 9th, 1944, excluding Pinehurst and East Greenfield, composed of namely: Two members to be appointed by resolution of the school commissioners of St. Lambert; One member to be appointed by resolution of the school commissioners of Longueuil City and Parish (Protestant); One member to be appointed by resolution of the school commissioners of Greenfield Park; One member to be elected by the delegates of the Protestant boards of school commissioners or trustees of St. Hubert (Protestant) and Chambly-Richelieu; The whole pursuant to the provisions of the Act 8 George VI, Chapter 15.¹

St. Lambert was given two members on the new Central Board since its property valuations, totalling (3,449,341, were more than twice those of any of the other school municipalities? The municipality of Pinehurst-East Greenfield changed its mind and later became a member of the Central Board in 1949. One of the St. Lambert representatives was elected Chairman of the first Central Board, while the Secretary-Treasurer of the Central School Committee continued to hold the same office under the new regime.

The members of the first Central Board for Chambly County found themselves faced with a great many problems, the most

- ¹ Order-in-Council Number 4540, dated 23 November, 1944.
- ² Statement of Revenue, Central Board, August 19, 1946.

pressing being the provision of adequate accommodation for a rapidly increasing school population.

Schools under the Control of the Central Board

The Protestant School Board of St. Lambert controlled three schools: the St. Lambert High School, the Victoria Park School, and the Merton Avenue School. The St. Lambert High School housed the eleven grades of public and high school and was built of brick. The two other buildings, were of two storey brick construction; each had two classrooms and two basement playrooms. Prior to centralisation they had housed grades one to four, there being two teachers in each, but in 1945 the displaced grades eight and nine from Longueuil were accommodated in the Merton Avenue building by converting the basement to classrooms. At the end of the 1945-46 term the three buildings housed 785 pupils and th**irty**-nine teachers.³

With the sale of the Longueuil High School to the Federal Government, there remained a number of elementary schools under the control of the Longueuil School Commissioners. In the City of Longueuil itself the Caroline School was a four-room brick building housing grades one to six. The William White School in Montreal South was a two-room school with the same grades as Caroline. In the Fall of 1945, two rooms were added and the **m**ember of children in each class reduced. The Mackayville School was a tworoom six grade edifice of poor construction. It was soon

³ Statistical Report, Central Board 1945-46.

replaced by a more permanent structure. The remaining school under the jurisdiction of the Longueuil Board was a one-room ungraded school in Laprairie. The enrolment in all the Longueuil buildings totalled **489**rstudents with fifteen teachers.⁴

The St. Hubert Board controlled two schools, a one-room ungraded school in Springfield Park and one of three rooms in Croydon. There were six grades in the latter and the enrolment in the schools totalled 117 pupils and three teachers.⁵

The one school in Chambly, St. Stephen's, contained three rooms, housing grades one to seven with ninety-five pupils and four teachers? It was of brick and stood in a pleasant part of the town, surrounded by a large school yard.

The Greenfield Park School was larger than most of those outside St. Lambert, consisting as it did of eight rooms. At the time of centralisation, it was classed as an Intermediate School, but after the erection of the Central Board, the grade eight and nine students attended the St. Lambert High School. In 1945 it had an enrolment of 293 pupils with ten teachers.⁷⁷

Of the sixty-four members of the teaching staff, four were not qualified and were permitted to teach by special permission of the Department of Education. There was one Kindergarten Directress in St. Lambert as well as the Board's only Physical Education Specialist. Twenty-three of the

- ⁵ Ibid.
- ° Ibid.
- 7 Ibide

^{*} Statistical Report, Central Board 1945-46.

staff possessed Elementary Certificates, twenty-seven Intermediate Certificates, and eight were qualified as High School teachers. Since the total enrolment in all the schools in 1945 was 1575 pupils, the pupil-teacher tatio was twenty-five to one.⁸ This figure does not include the Principal of the High School who did not teach, nor does it show the true picture in many of the elementary schools, where classes were much larger than the average.

The Longueuil High School

The land upon which the Longueuil High School stood was the property of the Federal Government and was a part of the military depot for Military District Number Four. Since the Army required the land, and the nearness of the camp was deemed to have an unsatisfactory influence on the school, 30800 the Longueuil, had already decided to sell the building bef fore the erection of the Central Board. They received twenty-five thousand dollars for the building. The money was held by the Central Board, and part of it was used to finance the extension of the William White School. The balance was used for general purposes within the unit. The first act of the Central Board was the ratification of the sale of the school. As we have noted some of the displaced classes were moved to the Merton Avenue School in St. Lambert and the remainder crowded into the two schools remaining in Longueuil and Montreal South. The taxpayers of Longueuil were none too happy with this arrangement and

⁸ Ibid

brought their displeasure to the attention of the Central Board in March.⁹

Financial Policy of the First Central Board

As we have seen, the Central School Committee had divided itself into a number of sub-committees. The Central Board followed the same pattern, setting up a Finance Committee at its third meeting, in March of 1945.¹⁰ The report of this Committee was brought to the Board in May and indicates that the members felt that the Central Board was entitled to complete control of the finances of the unit:

- 1. Each local board shall continue to collect all taxes, fees and other revenue.
- 2. The Central Board shall have bill forms printed.
- 3. Local Boards shall deposit funds in various banks as they have been doing, but the accounts shall be for deposit only. The balances shall be automatically transferred to the credit of the Central Board at the end of each month.
- 4. Each Secretary-Treasurer shall have a petty cash account.
- 5. Funds for bond redemption and interest shall be handled by the Central Board. The Central Board shall have control of any unsold bonds.
- 6. Receipt books shall be printed.
- 7. Taxpayers shall be encouraged to pay their tax bills at the banks.
- 8. The Central Board shall pay all accounts after it has approved of them. Provision shall be made whereby in an emergency the majority of a local board might have authority to approve expenditures not exceeding five thousand dollars.
- 9. The handling of all insurance shall be in the hands of the Central Board.11

The minutes do not indicate any dissatisfaction with these suggestions on the part of the Board members, and they were adopted without argument.¹²

⁹ Minutes of the Central Board, 19 March, 1946.

- 10 Ibid, Apc. cit.
- 11 Ibid, 21 May, 1945
- 12 Ibid, loc. cit.

Valuations and the tax rate

At the June meeting of the Central Board the members decided to retain the assessments and tax rates previously in effect.¹³ A year later they adjusted the municipal valuations as their predecessors on the Central Committee had done, and set a tax rate of sixteen mills.¹⁴ They were assured by their lawyers that they were within their legal rights in so doing. They followed a pattern here which was to be adhered to for two more years, until the Department of Education interpreted the Central Board Act in a manner which questioned the legality of the procedure.

Building Program of the First Central Board

The sale of the Longueuil High School to the Federal Government left the Central Board with a shortage of classrooms which was alleviated somewhat by the addition of two rooms to the William White School in September of 1945, but the increase in school population continued at a rate far beyond their ability to find room for new pupils.¹⁵ As a result the people of Longueuil remained unhappy. Their school had disappeared, their children were crowded into schools which were too small, and the older pupils were required to travel some miles by bus and tram to St. Lambert. With these conditions in mind, the Central Board

13 <u>Vide</u> page 9

14 Minutes of the Central Board 27 June, 1946.

15 Appendix A

purchased several lots on Montarville Avenue in Longueuil with the intention of erecting a school. The City Council sold the land for one dollar on condition that a school be erected within five years.

In January of 1946, the Central Board decided to close the Mackayville building and transfer the pupils to the Greenfilld Park School. The reasons for the change were the poor condition of the building and the pressing need for better accommodation. The school was a one-storey ooden structure with few of the amenities one would expect to find in a school building. It was described as "as well improved as is possible for a poor type of building . . . I hope this building will be abandoned".16 The plans to close the school were blocked by the protests of some ninety irate ratepayers of the area, who objected to their children's having to travel some miles to Greenfield Park. The Board postponed action, but did install running water and septic lavatory facilities in July of 1946.

In February of 1947, the Secretary-Treasurer was instructed to negotiate with the St. Lambert Municipal Council for the purchase of land whereon to build a new high school. One of the aims of the Central Board was the provision of centralised high school accommodation for senior students. A month later the architect's sketch plans were dispatched to Quebec for Departmental approval. Nothing was heard

16 Inspector of Elementary Schools, 1 May, 1946.

of them for over a year.

With the increase in population, and the necessity of expanding the high school grades to accommodate pupils from the County, a shortage of space developed in the St. Lambert schools. In order to alleviate this situation, the Board decided to purchase a two-storey building adjacent to the High School and to convert it into a school. It had been designed by the Powers Colour Research Company as a printing plant. In time the sale of the building to the Central Board was approved, and it became known as the High School Annex. Space was found here ultimately for seven classrooms and a cafeteria. These developments took place in April of 1948, and in June of the same year the Board purchased land in Croydon and Mackayville for building purposes. They also proposed a second addition to the William White School in Montreal South. Even with these additions, all pupils from Grade VII upward were housed in the St. Lambert High School.

Because of the distances students were forced to travel as a result of the shortage of classrooms, the Central Board found it advisable to subsidize their travelling expenses. The beginning of an expenditure which was to increase by leaps and bounds was the payment of the expenses of the Chambly pupils who had to travel some twenty miles to St. Lambert.

Teaching Conditions under the First Central Board

In March of 1946, the Central Board persuaded the Principal of the St. Lambert High School to become its first

Supervisor of Schools. He had been reluctant to accept the position, perhaps, since under almost fifteen years of his direction the school had built up a fine academic record. It had served a small residential community during that time, but as a county high school, it would now have to cater to a much more diversified type of student population. He may have had an inkling of what was to transpire the next year. In any case, the Board appointed him its executive officer, while retaining the determination of general policy in its own hands. A circular letter from the Secretary-Treasurer of the Central Board to all schools and local boards sheds some light upon the load which this new appointee was expected to shoulder:

At a meeting of the Chambly County Board with the representatives of the Quebec Department of Education on Thrusday evening, February 28th, 1946, certain changes were made in the working arrangements of the County Unit. These changes have all been made on the recommendation of the Department of Education and are designed to prevent duplication of effort and overlapping of authority, thus making possible a more economical operation of the different schools involved.

In pursuance of this policy it has been found expedient to enlarge the powers of the Superintendent of Schools. As from Earch 1, 1946, the positions of supervisors of education, of finance, and of buildings are abolished, and one official, the Superintendent of Schools, is to be in charge of all departments.

Thus, our Superintendent, . . . , must familiarize himself with all budgets, must engage and dismiss janitors and other special officers of the Unit, and must act as sole purchasing agent, as well as attend to the engagement of teachers and other purely academic matters. He may delegate such powers as he sees fit to other officers of and he is authorised to call in outside experts when their help is required. The Superintendent, although given wide powers, is at the same time responsible to the Central Board for all matters relating to the work of the County Unit.17

Just what role the Department of Education had in these new arrangements is not clear, since there is no reference to their advice on this point in the official minute book of the Central Board.

Salary policy

At its second meeting, February 19th, 1945, the Central Board decided to put the St. Lambert salary scale into effect in all the schools under its jurisdiction. Under this plan slaries in the elementary grades ran from \$950 to \$1700; in the High School they began at \$1400 with the maximum being \$2500. This scale was amended in January of 1947 at the request of the newly formed Chambly County Protestant Teachers' Association. Dissatisfaction developed as a result of the manner in which the Central Board sought to implement the scale; there seems to have been no guiding principle beyond mere "hose trading". This condition, however, remained dormant until the following Spring.

November of 1947 saw the Central Board in a sufficiently strong financial position to raise the salaries of Kindergarten, Elementary, and Intemediate Teachers to the level of those prevailing in the City of Montreal, but it left those of the High School Teachers on "an individual basis".¹⁸ In the meantime, the Teachers' Association had appointed a Salary Committee, which drew up a suggested salary scale

¹⁷ Central Board Circular Letter dated 28 February, 1945
 ¹⁸ Minutes of the Central Board, 17 November, 1947.

and presented it to the Board. The Central Board's attitude toward this proposal was not too sym**pa**thetic, but the teachers were hopeful that it would prove a beginning.¹⁹

As a result of the Board's salary policy and their subsequent feeling of insecurity, the Principal and six of the senior High School teachers resigned. The Board's attitude was somewhat odd: the scale as published was to be "considered as our minimum, and the Board will offet to each teacher at present on our staff, such extras each year as circumstances warrant, to gradually bring those below the scale up to par. The Board reserves the right to determine, without question, the amount of such extra

The parents of St. Lembert pupils became alarmed at the news of the resignations, since one of the teachers involved had taught at the school for eighteen years and two others for fourteen years. The upshot of general discussion was a meeting of interested persons on Sunday, February 15, 1948, and the appointing of a delegation to attend the following evening's meeting of the Central Board.²¹

The Board meeting was a stormy one. The Chairman, a member of the clergy, had been advised by the other members to be absent, since his position in the community demanded his removal from controversy. What transpired at the meet-

¹⁹ Teachers' Association Minutes 29 January, 1949.

²⁰ Central Board Circular Letter to All Teachers, 23 January, 1948

²¹ Minutes of a meeting held 16 February, 1948, to discuss the reasons for the tendering of resignations by the Principal and six teachers. (Parents' Committee Records)

ing of the Central Board is rather curious:

Keenly interested parents and citizens requested permission from the Chairman of the County Board to be present at its meeting on the following day. The time of the appointment was given as 7:30. However, knowing it was the habit of the Board to meet in Council at 5:30 and in open meeting at 6:30, a representation from the delegation decided to be present at the earlier hour. Knowing full well the purpose of the representative few, <u>viz</u>. - to forestall any grave decision pertaining to the teachers, the Board ignored the parents entirely and passed a motion accepting the seven resignations. This was the only business transacted at the open meeting of the Board. May we here point out that St. Lambert has two representatives on the County Board, one being the Chairman. The Chairman was absent from the meeting on the advice of several Board members. Our other representative . . . voted against the motion.²²

At seven thirty the Board proceeded to the auditorium of the St. Lambert High School where a large group of parents and interested citizens had assembled. The acting Chairman of the Board informed the public that the resignations had been accepted and the positions filled. Following expressions of the high esteem in which the six teachers were held by the people of St. Lambert given by da spokesman for the assembly, the Board gave the delegation permission to proceed with its own meeting, and the Commissioners withdrew.

During the course of the discussion which followed the dedeparture of the Board, the Principal and six teachers, who were present at the request of the organizers of the meeting, presented their reasons for resigning. They were, basically, a lack of confidence in the policies of the Board with regard to the salary scale, and a dislike of the ac-

²² Secretary, St. Lembert Parents' Committee to Dr. L.P. Patterson, P.A.P.T., 3 March, 1948.

tions of the Superintendent in the engagement of teachers. The Principal's resignation had followed his being informof the Superintendent's decision to not re-engage several teachers in whom he, the Principal, had the greatest confidence.

Chambly County Parents' Committee

The result of the meeting in the High School was the appointment of a committee to "investigate the circumstances leading up to the situation and, in all fairness, hear (the Superintendent's) side of the story, to find out the proper way of approaching Quebec and to see if any changes are necessary".²³ In the course of the meeting the question of St. Lambert's withdrawal from the Central Board was mooted. The committee, consisting of ten members, became known as the St. Lambert Parents' Committee.

The Parents' Committee's investigations into the reasons behind the resignations led to the revelation of poor morale among the teachers of the County unit as a result of the policies of the Central Board, and revealed a lack of confidence in the Superintendent on the part of the public. The exact reason for this is obscure, since, as Principal of the High School for fifteen years, he had earned their confidence.

The St. Lambert Parents' Committee held a number of meetings, both public and private, in an effort to solve the problem and retain the Principal and six teachers. Public interest remained at a high pitch, not just in St. Lambert,

²³ Minutes of the Public Meeting of 16 February, 1948.

but throughout the County. Various public bodies, such as the local chapters of the Imperial Order Daughters of the Empire, placed themselves on record as supporting the Committee in its endeavours.

One of the principal difficulties was the fact that the Central Board refused to recognize any ground for dispute other than the question of salaries. The point was made repeatedly that the teachers were more concerned with the way in which the Board was carrying out its policies than in salaries per se, though the scale was lower than that available in Montreal, and had been implemented in an unfair manner. Teachers of thirty years' experience were receiving less than unoualified staff members with little or no experience. While the discussions continued, the Chairman of the Central Board resigned in disgust. Public interest became aroused to the point where the Committee was forced to add to its number representatives from the Greenfield Park, Longueuil, and Chambly areas. They renamed themselves the Chambly County Parents' Committee.

One of the first actions of the Parents' Committee had been to request the assistance of the Director of Protestant Education in the retention of the Principal and six teachers. The attitude of the Department was made clear in a letter replying to the Committee's telegram.

I received your night letter yesterday morning. In this telegram, you ask the Department of Education to hold up the acceptance of the resignations and the appointment of replacement teachers until I have made a thorough investigation. The Department is always pleased to co-operate with parents and others for the improvement of the schools.

but the management of affairs of this kind is included in the powers and duties of school commissioners and trustees. I refer you in this connection to Article 221 of the Education Act. Paragraph one specifically states that one of the duties of the school board is to engage teachers duly qualified to teach in the schools under their control. Articles 225 to 235 concern the engagement of teachers and show clearly that the engagements are made by resolutions of the school board.

I shall be glad to meet a delegation of your board either in Guebec or Montreal. The first time at which I can meet your board in Montreal will be Friday, February 27th. If five o'clock p.m. will be convenient to you I shall be glad to see you then. I must tell you, however, that no decision can be reached until I learn the point of view of the board. In any case, the engagement of teachers is by law entrusted to school boards.²⁴

Despite his hesitation, as evidenced in the letter, the Director of Protestant Education did agree to investigate the matter personally. While he was doing so, the St. Lambert School Board agreed to appoint the nominee of the Parents' Committee to fill the place left vacant by the resignation of the Chairman of the Central Board. A compromise was then worked out: the Principal's contract was renewed and it was agreed that he would oversee the operation of the High School and report to the Central Board independently of the Superintendent. Only one of the six teachers involved in the controversy had not signed a contract elsewhere by the time peace was restored, and she returned to the High School. The Parents' Committee decided to hold a watching brief over developments.

What had the uproar demonstrated? It had shown, for one thing, that parents do have a vital interest in education,

²⁴ WPP. Percival to L.P. Montgomery, 18 February, 1948.

something which teachers and school board members often overlook. During the meetings of the Parents' Committee the suggestion that St. Lambert withdraw from the Central Board was brought to the fore several times, but never taken seriously. Since St. Lambert was the Central Board's principal source of revenue, the citizens could not see why they should not have an even greater voice in school affairs than their two members on the Central Board gave them. The idea of spreading the cost of education over th the whole of Chambly County had not yet become a part of the thinking of the man in the street.

The compromise solution to the difficulties was, obviously, a makeshift. This was recognized in the decision of the Committee to remain in existence. The first Central Board bequeathed the problem to its successor.

Problems Awaiting Solution in 1948

The first Central Board had followed in the footsteps of the Central Committee in its handling of the questions of valuations and the tax rate. It had attempted to solve the problem of accommodation by resorting to makeshift classrooms in basements and by the retention of buildings no longer fit to be used as schools (Mackayville). It had begun the subsidy of transportation, the mounting cost of which would be one cause of Central Board reorganisation. It had attempted to establish a salary scale, but had not implemented it to the satisfaction of the teaching staff. It had left to its successors an explosive problem of personnel and public relations. On the whole its record is *not* imptessive when one remembers the preamble to the Act which gave it birth. One must remember, however, that it was launching out into a new era of school administration, in a period of rapidly mounting costs and of rapidly increasing school population.

Chapter IV

THE SECOND CENTRAL BOARD 1948-1952

The Second Central Board took office in June, 1948. The St. Lambert delegate, nominated by the Parents' Committee to the previous panel was elected Chairman. He had been a member of the original Central Board, but had resigned for business reasons. Two of the other delegates had been on the first Board and the Secretary-Treasurer continued to hold office under the new regime.

Teaching Conditions under the Second Central Board

An unsacy truce settled over the County Unit with the compromise agreement of 1948. In January of 1949, the Poard granted the request of the Teachers' Association for a more equitable salary scale.¹ Having done this, they then proceeded to re-open the controversy of the previous Spring. Over the objections of the Chair, and in the absence through illness of the second St. Lambert member, the members passed adresolution re-appointing the Superintendent and giving him control over all the schools, including the High School. The Chairman resigned immediately, and the second St. Lamb bert delegate did likewise when informed of the Board's action. One of the three remaining members was appointed to the Chair and a letter sent to the Frincipal informing him of the Board's decision to not re-engage him for the coming term.

¹ Minutes of the Central Board, 17 January, 1949, Appendix D

The Provincial Association of Protestant Teachers of Quebec had set up a committee to investigate the troubles of the previous year. The report of the Special Committee became available in June of 1948 and sheds some light upon the origins of the controversy:

It is most regrettable that this dispute was ever allowed to reach its present magnitude. It is our opinion that it is a sign of competence on the part of administration, both lay and professional, to recognize the beginnings of such disputes and by wise action eliminate their causes. We feel sure that all concerned will be more zealous in the future than they have been in the past.

After careful **consideration** of the evidence, both written and oral, it is **the opinion** of your committee that the problem is primarily one of human relationships and hence one which neither easily investigated, nor easily solved. For a perusal of bare facts throws an inadequate light upon the intangibles involved in questions of personal security, delegation and acceptance of authority, prestige, and the like, which intangibles are often of more importance and possess greater weight than the measurable factors such as salaries, increments, and years of service. Hence your committee has taken great pains to discover, examine, and assess as carefully as it could any nuances which yould enable it to find the core of the difficulty and come to a proper conclusion.²

The Committee's careful investigations disclosed the fol-

lowing factors as contributing to the dispute:

- a) Feelings of insecurity and resentment by teachers resulting from actions of the administrative officers;
- b) Lack of tact;

3

Ibid.

- c) Delay in acquainting the proper authorities with the causes of the dissatisfaction;
- d) Failure to ascertain how administrative officers were carrying out Board policies;
- e) Lack of wisdom in making public statements;
- f) Decisions being made without thorough investigation.³

² Summary of the Report of a Special Committee of the P.A. P.T. investigating the situation in the Chambly Administrative Unit, February, 1948.

The P.A.P.T. recommended that its members not engage themselves to teach in the Chambly schools until the troubles had come to an end and suggested that all its members be kept informed of conditions of employment in all the school board areas of the Province. (This last is now standard procedure).

The report points to one of the principal difficulties in discussing the whole problem, the "intangibles" involved. Since the Superintendent refused to present his side of the case, there are only the statements of one side of the dispute on record.

The lack of tact mentioned in the report of the Special Committee became more apparent when the **following notice** was placed upon the bulletin boards in the High School:

Chambly County Central School Board, January 19th, 1949.

NOTICE TO ALL TEACHERS:

In view of tertain rumours which have come to my attention of the Board's decision not to renew the Principal's contract after this year, we wish to assure the teachers that this action has no connection whatsoever with teachers' contracts for next year. This does not concern the teaching staff. I would like also to say that the Board's decision has no bearing on the increased salaries for teachers, it was in favour of the new scale. (The Supervisor) . . . has been authorized to proceed immediately with the signing of contracts based on the new scale, irrespective of any teacher's approval of the Board's action. It must be stated here that the Board's action was taken in **accord**ance with all legal requirements and is final.

Respectfully yours,

(signed) J.A. Reilly

Chairman.⁴

⁴ J.A. Reilly to All Teachers, 19 January, 1949.

The Chairman's notice stated that the Board's action was legal; but was it wise? To a large segment of the community, of St. Lambert particularly, it appeared that the three members from Longueuil, Greenfield Park, and the other communities, had deliberately pushed through a resolution which vitally affected the operation of a school which, despite three years of centralisation, they still held to be their own. It must be remembered, also, that St. Lambert had been reluctant to join the Central Board in the first place; actions of this sort did little to allay the suspicions of the taxpayers that they were paying more than their fair share of the expenses of the Central Board.

local board regarding the Principal's dismissal. He suggested that the Committee investigate the legal aspect of the actions of the three-man Central Board. This they did, and were assured by their solicitor that "we shall find sufficient grounds to have the resolution quashed after having morerdetailslinithe matter".⁶

One recurring suggestion for the solution of the problem was the azemalgamation of the Chambly area with the Montreal Protestant School Board. This was put forth formally by the South Shore Regional Council of Home and School Associations.⁷ Nothing came of it.

Meetings of indignant parents and ratepayers took place throughout the County; the people of Chambly-Richelieu placed themselves on record as "disapproving of the acts of the Chambly Central ^Board with respect to (the Frincipal) and (the Supervisor) and would favour the resignation of the remaining members of the Central Board".⁶ When their local board ignored this expression of opinion, they demanded the resignation <u>en masse</u> of its members. Finally, a special meeting of the School Commissioners of the City of St. Lambert was held on March 1st, and the following resolution carried unanimously:

Whereas the Chambly County Protestant Central School Board at a meeting held January 17th, 1949, resolved not to re-engage . . . as the principal for St. Lambert High

- ⁶ C.H. Macnaughten to C.A. Bodenseick, 20 January, 1949.
- ⁷ South Shore Regional Council of Home and School Associations, Report adopted 10 February, 1949.
- ⁸ "Suburban News", St. Lambert, 10 February, 1949.

School and to engage. . . as supervisor of all Protestant schools in the County; and

Whereas the said resolutions of the Central Board were in direct contravention of the wishes of this Board as was well known to the Central Board and resulted in the resignations from the Central Board of the two members representing St. Lambert; and

Whereas at a meeting held on January 24th of this Board it was moved and unanimously resolved:

'That this Board records their objections to the summary action taken by the Chambly County Protestant Central School Board in the dismissal of . . . as Principal of St. Lambert High School and the appointment of . . . as supervisor of all Protestant schools in the County including the St, Lambert schools and views with alarm and regret the lack of confidence shown by the Central Board in not bringing this matter before the St. Lambert Board prior to their action. This Board hereby records a motion of non-confidence in the Chambly County Central School Board' and

Whereas the manner in which the Central Board exercised its powers has caused unrest throughout the county and especially in St. Lambert which unrest is not abating with the passage of time, but is increasing:

Whereas such unrest is having a disturbing effect on the scholars of the High School, their teachers and parents: and

Whereas in the opinion of this Board a dispute exists between this Board and the Chambly County Protestant Central School Board which should be submitted to the Protestant Committee of the Council of Education of the Province of Quebec.

Be it therefore resolved that the existing dispute between this Board and the Chambly County Protestant Central School Board be submitted to the Protestant Committee of the Council of Education of the Province of Quebec for action in accordance with section 39 of the Act 8 George VI Chapter 15, 'An Act to Provide for the Incorporation of Protestant Central School Boards'.⁹

The Central Board took no action to effect a compromise, in fact the Chairman issued a statement to the effect that "there was no dispute. . . the matter was legally and finally settled by the Board".10

⁷ Minutes of the Protestant Board of School Commissioners of the City of St. Lambert, 1 March, 1949.

¹⁰ Minutes of the Central Board, 28 February, 1949.

The decision of the sub-committee of the Protestant Committee which was set up to arbitrate the dispute was handed to the Central Board at a Round Table Discussion held in the St. Lambert High School in April of 1949. Present were all the members of the local Boards which made up the Central Board, the members of the Central Board, and delegates from the school municipality of Pinehurst-East Greenfield. The Director of Protestant Education read the Report:

The undersigned were appointed a Sub-committee <u>ad hoc</u> by a resolution passed by your committee on February 25, 1949, to consider and report on the appeal to your committee of the St. Lambert Protestant School Board.

The Sub-committee desires to report to you that it has received the representations of the Appelant Board as well as those of the Chambly County Protestant Central School Board at hearings which were held on March 23 and March 29, 1949.

.

The Sub-committee is completely satisfied that all the actions of the Chambly County Protestant Central School Board have been transacted in a perfectly legal manner and that the said Board has not exceeded its legal powers.

The Protestant Committee, having received the reports of the Special Sub-committee appointed to consider and report on the Appeal of the St. Lambert Protestant School Board, RESOLVES:

- 1. That, without expressing an opinion on the merits or demerits of either individual, the Protestant Committee directs that the services of both (the Supervisor and the Principal) be dispensed with at the end of the 1948-49 session.
- 2. That, having ascertained from the Director of Protest tant Education that the services of (an) Inspector of Superior Schools could be made available, the Protestant Committee directs that as a temporary measure, and without calling into question the constitutional rights of the Chambly County Protestant Central School Board, in the appointment of a Supervisor, (he) shall be the acting-Supervisor of the Chambly County Protestant Central School Board for the session 1949-50.
- 3. The Protestant Committee directs that the approval of (the Acting-Supervisor) be obtained before con-

tracts are signed by the Chambly County Protestant Central School Board to fill the vacancies existing for a Principal and such other teachers as may be needed for the Session 1949-50.11

The Central Board accepted the decision of the Protestant Committee without protest and, though the teachers regretted the dismissal of the Principal, they too were happy to see the last of the controversy. The Parents' Committee became the nucleus of the present St. Lambert Home and School Association.

In a new spirit of co-operation, the Central Board agreed to establish a system of cumulative sick leave for the teachers. Each teacher is permitted fifteen days absence per annum and on retirement a bonus is payable based on the number of days "in the bank". This inovation went into effect in October of 1949 and since that time any question of salary has been discussed in an atmosphere of mutual trust and respect. It has become the custom of the unit for the Board to meet the teachers around a tea table and to carry out negotiations in a most relaxed and friendly manner. It has become the policy of the Central Board to follow the salary scales adopted by the Protestant Central School Board of Greater Montreal, a courageous step, since its financial resources are far slimmer¹² In many ways, however, the step was inevitable because of the proximity of the metropolis and the increased competition for the services of qualified teachers.

11 Commentary on the Round Table "iscussion, 11 April, 1949
12 Appendix D

Reorganisation of Committees

The Central School Committee had set up four sub-committees: Finance, Education, Building, and Transportation. These were retained by the first Central Board, but they were given a more permanent and more efficient form by the second. The Transportation Committee was replaced by a Health Committee, the three others were retained and each member of the Central Board was appointed to the chair of one of them. The various chairmen had the power to add to the membership of the committee from the local boards or from the general public, if expert advice were required. These committees were given the status of standing committees and the various local boards given equal representation upon them. The Building Committee was larger than the others, having on it representatives of all the local boards; this was felt to be necessary in view of the size of the Central Board area, and in order to avoid any appearance of dictation to a given municipality by outsiders.¹³ Each local board later set up similar committees, the chairman of each being a member of the corresponding committee of the Central Board.14

Financial Policy of the Second Central Board

Following in the steps of its predecessors, the Central

¹³ Minutes of the Central Board, 19 November, 1949.
¹⁴ Ibid, 16 July, 1951

Board adjusted the valuations throughout the County in March of 1949, and set a tax rate of seventeen mills.¹⁵ In the Fall of the same year, however, the Director of Protestant Education notified the Central Board that this adjustment of valuations might not be legal, since the Central Board Act did not specifically give them this right.¹⁶ It therefore became necessary to request the various local boards to ratify this action of the Central Board. Fortunately for the preservation of centralised educational facilities in Chambly County, there was no difficulty in securing the necessary resolutions from the various bodies concerned. The alternative would have been for each local school board to assume the responsibility for the costs of educating its own school population. For some areas this would have been impossible; it would have also done away with the concept of a single tax rate for the whole area.

Despite the fact that it had become the custom to adjust the valuations in order to set a single tax rate, there does not seem from the minutes of the Central Board to have been any truly scientific basis for the determination of just what percentage of the municipal figure would abtain for school purposes. Presumably the various secretarytreasurers used some rule of thumb in arriving at the various figures. Early in 1950, the Central Board decided to have a competent firm of assessors make a series of spot

¹⁶ W.P. Percival to H.B. Lee, 10 September, 1949.

¹⁵ Appendix C

valuations throughout the County, and to set up a truer basis for the comparison of real estate values in the various communities. The intention was to spread the burden of educational expenses equitably over the entire area, whereas previously an area with low valuations might have been paying proportionately less in taxes than one wherein higher values obtained. It must also be kept in mind that the Market value of real estate on the south shore of the St. Lawrence had risen in the years following the War, and many older houses had a sale value far above their original cost. When the survey had been completed, the valuations in Mackayville were taken as one hundred per cent, and the remainder adjusted accordingly; the tax rate was set at twenty mills.¹⁷

There was an immediate outcry from the taxpayers, since in some communities the combined increase in both valuation and rate almost doubled the amount of school taxes. The Central Bosard felt sorry, but "could do nothing to ease matters for the harassed taxpayer".¹⁸ One community which was particularly hard hit by the increase was Greenfield Park, many of whose homeowners were retired folk living on pensions. Their appeal to the Protestant Committee against the increase led to their valuations being reduced to 104 per cent, instead of 140 per cent of the municipal

17 Appendix C

18 Minutes of the Central Board, 17 July, 1950.

figure.19

In order to demonstrate to the Department of Education that it was making a real effort to balance its budget, and thereby secure higher operating grants, the Central Board decided on the imposition of fees, payable by the students attending the schools; these had been abolished prior to centralisation. They were set at one dollar per month for Kindergarten, fifty cents monthly in the first seven grades, one dollar in Grades VIIIaand/IX, four dollars in Grade X and four dollars and fifty cents. There was opposition to the proposal, but it was accepted by the majority. At the same time the Central Board assumed fifty per cent of the costs of the texts issued to the pupils; the province pays the remainder.²⁰

Many students in the unit were attending schools in municipalities other than their own, for example all of the High School population was housed in St. Lambert. In order to spread this expense over the whole unit, an interboard fee was introduced. This was purely a bookkeeping figure and not a source of revenue and was intended to show the various local boards the exact cost of educating the youth of each municipality. This regulation charged each local board ten dollars, for each of its students attending the schools of other municipalities.²¹ Later on the flat sum

²¹ Ibid, 5 June, 1950.

¹⁹ Minutes of the Central Board 10 April, 1951.

²⁰ <u>Ibid</u>, 21 March, 1949.

of ten dollars was discarded, and the difference between the school fees plus the school grant and the actual cost per pupil substituted.

Another financial innovation was the centralisation of all purchases of school supplies and equipment in the hands of the County Supervisor.²² This was the same officer who had been called the Superintendent of Schools in the days of the first Central Board.

Financing of New Schools

The first Central Board had decided to purchase the Powers Colour Research Building in St. Lambert in order to house the rapidly increasing school population of St. Lambert and the surrounding municipalities.²³ To finance this purchase bonds amounting to \$70,000 were sold and from the minutes it would appear that the Department of Education did not enter into this transaction; the bonds were, apparently, guaranteed by the Chairman of the Central Board, who was a man of some means. The term of the loan was ten years and the redemption of these bonds laid a heavy burden on the St. Lambert Board. The title to the building, as well as that to the land purchased in St. Lambert for a new High School, was in the name of the Central Board.

In December of 1948 the school boards of Longueuil and St. Hubert resolved to float bond issues in order to build new schools. The Central Board was prepared to assume the debts

²² Minutes of the Central Board 18 September, 1950.
²³ <u>Vide</u> page 18.

incurred by the two local boards, since this was one of the duties laid down by the Central Board Ast:

33. In addition to the powers which school corporations have by virtue of the Education Act or of any other law, a central school board may borrow money or become security for the loans, debts and obligations contracted by any of the local boards under its jurisdiction provided that such borrowing or the giving of such security shall be authorised by the Provincial Secretary and by the Minister of Municipal Affairs upon the recommendation of the Superintendent of Education.24

The Department of Education, however, thought otherwise and the Director of Protestant Education wrote to the Central Board advising them that they were in error in assuming that they had the power to build the new schools:

In the resolution passed by the Chambly County Central School Board on December 8th, 1948, it obliges 'itself to assume such debts under article 33 of the Act 8 Geo. VI, Chapter 15'. Under section 28 of this Act the central board has the right to 'sause the local school boards to levy, in their respective territories, taxes sufficient to cover the expenses anticipated in the combined budgets'. In the third paragraph of section 31, the central board may, under certain conditions, assume collection of taxes and eccercise all the **powers** of the local board in this respect. I sannot find any authorisation for a central board to levy special taxes in a municipality to meet capital commitments of that municipality.

This matter has been discussed with an officer of the Quebec Municipal Commission who supports me in the opinion that, as the central board does not own any property, it would be difficult, if not impossible, for a central board to find buyers for its bonds.²⁵

This letter caused concern, since the title to the Annex to the St. Lambert High School, as well as that to land purchased in St. Lambert and elsewhere, was in the name of the Central Board. The original Central Board had assumed

Act 8 George VI, Chapter 15. Revised Statutes of Quebec, 1951.
 ²⁵ W.P. Percival to H.B. Lee, 11 January, 1949.

that the costs of education were to be spread over the whole County. It was with this in mind that they had used the proceeds from the sale of the former Longueuil High School to finance an extension to the William White School and for other general expenses.

As a consequence of this decision of Quebec, building became a prerogative of the local boards, and special taxes were set by them to finance the capital expenses of each municipality, and the Gentral Board sold its holdings of land and buildings to the local boards for a nominal sum. It retained control of the building program through its Building Committee, on which all of the local boards were represented, but it did not have very much to do with the details of the floating of loans, and the special tax rates.

The Building Program of the Second Central Board

Despite this apparent setback, the second Central Board's term of office saw the erection of three new schools and of three extensions to existing buildings, as well as the purchase of the Annex to the High School.

In connection with its building program, the Central Board decided that the various schools should have definite names. The two in Longueuil and Montreal South were already called Caroline and William White Schools respectively. The new building in Longueuil was named Lemoyne d'Iberville, Greenfièrd Park School became Royal George, St. Hubert was renamed Royal Charles. In connection with the St. Lambert High School, the Central Board made a gross error in the

field of public relations.

This building was associated with the fine academic record of its students which stretched back some fifty years. The Chairman of the Central Board neglected to inform the public of the Board's policy of renaming the schools and his rather casual announcement of the decision to change the name to Chambly County High School, given at the close of his remarks at the Graduation Exercises of 1949, was not well received. The gentleman who divulged the information was associated in the minds of many, with the attempt at "dictatorship" over the St. Lambert schools during the controversy of the previous Spring. The intention of the Board was good, but the manner of its implementation, as indicated by the feeling of outrage on the part of the Assembly, was poorly chosen.

The name of one other St. Lambert school was changed; the Merton Avenue building was renamed Margaret Pendlebury School in honour of a teacher of over thirty years' seniority who retired in 1949.

The building program of the second Central Board was quite extensive, yet accommodation remained inadequate. By the end of the board's term of office in 1952, classes were being held in Church halls for the Kindergarten. In one case, a class in the basement of the Annex had a monitor whose duty it was to plug the sewer outlet at the beginning of the school day, and to reopen it when school was dismissed. High School accommodation was only achieved by having a

"floating class", that is one with no room of its own. Classes were held on one occasion in the home of one of the teachers who lived close to the High School. The need for a new High School was great, but the problem of finance remained to be solved. The Central Board could not build it, the St. Lambert Board was reluctant to increase the tax burden of the community. (It was taken for granted by all concerned that the building would be in St. Lambert, since the majority of the High School population lived there) One of the last acts of this Central Board was to accept the offer of the St. Lambert Board to temporarily assume the responsibility for the construction of the new building. This action was taken, almost in desperation, since the classroom space available in the old building was wholly inadequate. The intention was that the local board would go ahead with plans to build, in hope that the Provincial Government would make a substantial grant toward the cost. or that the Central Board Act would be amended so that the expenses might be spread throughout the County. It was not until all hope of an amendment to the Act had faded, that the new High School was built.

Further Consolidation

When the Chambly County Protestant Central School Board was erected in 1945, the school municipality of Pinehurst, East Greenfield declined to join the remainder of the local boards in the new venture.²⁶ The school in this area

26 <u>Vide</u> page 11.

had the status of an intermediate school, <u>i.e</u>.it went as far as the ninth grade. Students wishing to attend the higher grades were required to attend schools in Montreal or St. Lambert, and to pay an extra fee as outsiders.

Early in 1948 this board approached the Central Board with a view to becoming one of the member boards.²⁷ Arrangements were made whereby pupils from the area were accepted into the St. Lambert High School for the same fee as was charged residents of the municipalities making up the Central Board area. A delegation from Pinehurst-East Greenfield attended the November meeting of the Central Board and their joining the unit was ratified in March of 1949.²⁸ Subsequentthe Provincial Legislature passed the necessary Order-in-Council.²⁹

Another board, that of MacMasterville, made inquiries with a view to affiliation with the Central Board on several oecasions during this period, but nothing has come of it as yet.

During the period of tension in 1948-49, and on other occasions, the question of the Central Board's azamalgamating with the Montreal Protestant School Board was discussed. It was, in the minds of many, the only way to solve the Board's problems. The topic was discussed at the Round Table Conference of 1949.

- ²⁷ Minutes of the Central Board 19 July, 1948.
 ²⁸ <u>Ibid</u>, 21 March, 1948.
- ²⁹ Order-in-Council Number 714, dated 7 July, 1949.

The St. Lambert Board had made an exhaustive investigation of the question and it appeared that the Montreal system with its many specialists, its expert maintenance staff, its inspectors, and the many opportunities for specialized training that it was able to offer, would solve many of the problems of staff, maintenance, and curriculum which afflicted the Central Board. It was the feeling of many that, since the majority of the wage earners of the South Shore worked in the City and made most of their major purchases there, they should get some benefit from the sales tax which they were obliged to pay.

There was, however, no assurance that the Montreal Board, with problems of its own, would welcome the addition of the Chambly area to its responsibilities. nor that any aid in the way of new buildings would be forthcoming from this source. In the course of the Conference, Dr. Percival, the Director of Protestant Education, pointed out that the Montreal Board received no grants from the government.tFor this reason his department was reluctant to advise the government to aid the Chambly Central Board, until there was some assurance that it would remain in existence, and that its members would not separate nor annalgamate with the Montreal Board. He was assured by the Chair that there was no intention of so doing, and that, in fact, resolutions had already been passed by many of the member boards declaring their intention of preserving the Chambly Board; the delegates from the other boards promised to have their

organisations pass similar resolutions.³⁰ The question was raised again in 1951, during the struggles to erect a new county high school, but it was not taken seriously.

Auxiliary Services Established by the Second Central Board Cafeteria

One of the problems of any central high school is caused by the fact that children brought long distances to school are unable to return to their homes for lunch. With this in mind, the Junior Red Cross offered to assist the Central Board in the establishment of a cafeteria. It was opened in October of 1949 and served a hot lunch for the sum of twenty-five cents. The low price was made possible by the various ladies' organisations of St. Lambert each sending two members daily to assist in the serving and preparation of the food. From these beginnings the Chambly County Cafeteria Club was formed; it has been instrumental in enabling the cafeteria to remain in existence, despite the rising costs of supplies. Any deficit in its oper ation is met by the Central Board.³¹

School Nurse

The first County Nurse was appointed in August of 1948. Her duties include the inspection of classrooms, the checking of the health of pupils and teachers, and the keeping of a health record for each student, including such things

³⁰Commentary on the Round Table Conference, 11 April, 1949. ³¹Appendix B.

as vaccinations and infectious diseases. In many of the outlying parts of the County sanitary measures were most primitive. The County Nurse has been very active in teaching many pupils the elements of personal sanitation, and her visits to homes have done much to alleviate what could have become an intolerable situation.

Transportation

In most central board areas it is the custom for the central school board to own one or more school buses. This is not the case in Chambly County, since the areaiss served by a comprehensive system of read and rail transportation. The children are given passes valid on chartered buses, and the Central Board is billed monthly by the transportation company. During the term of the second Central Board, the cost averaged eight hundred dollars monthly for the two hundred fifty children transported.³²

Summary

The accomplishments of the second Central Board include the setting up of its committees on a firmer basis, the balancing of the budget, despite an extensive building program, the establishment of a cafeteria and health service, and the institution of a method of taxation which fulfilled the terms of the Central Board Act. The necessity of erecting a new county high school remained as the most urgent problem facing its successors.

³² WiBe Lee to C.E. Ployart, 23 February, 1950.

Chapter V

THE THIRD CENTRAL BOARD 1952-1956

Financial Problems

When the second Central Board completed its term of office, it had accumulated a surplus of \$55,000.¹ Its successors, instead of applying this sum to the expenses of the next year, and thus being enabled to lower the tax rate, used it to set up capital accounts for the various local boards. These local board accounts were for capital purposes only; the money could not be used for operational expenses.²

In the four year period, 1952-56, the expenses of the Central Board increased rapidly. The costs of salaries alone increased from \$212,928 in 1952 to \$461,366 in 1955; this was due mainly to adjustments in the salary scale. At the same time the cost of transportation doubled, since it was necessary to carry pupils to schools in municipalities other than their own, because of a shortage of classrooms nearer their homes. In consequence the surplus of 1952 became a deficit of \$113,351 in 1955, and the anticipated deficit for 1956 is in the neighbourhood of \$165,000. During this period the grants from the Department of Education increased to twice the 1952 figure, but the Central Board was unable to find the funds required to meet the combined deficits for the two years. At the same time the school

⁷ Minutes of the Central Board, 19 January, 1953. ³ Appendix B.

¹ Appendix B.

population increased from 2485 in 1952 to 3585 in 1955, an increase of over a thousand in a four year period.⁴

When the budget for 1955 was submitted to the Quebec Municipal Commission for approval, the Central Board was informed that it would be accepted, but that provision must be made to finance the overall deficit.⁵ The Board has presented a plan to the Department of Education, whereby it proposes to borrow sufficient funds to cover the deficit by issuing bonds redeemable within five years. This plan is awaiting governmental approval at the time of writing.⁶

During this period attempts were made to reorganize the financial structure of the Central Board with a view to giving each local board a better concept of its own position in the overall picture. One item in this scheme was the interboard fee. When first introduced in 1950 this had been set at one hundred dollars; in 1953 it was increased to the more realistic figure of one hundred twenty dollars for high school pupils and left at the former figure for the elementary grades? In 1955 it was again changed to two hundred and five dollars in the high school grades, and one hundred and twenty at the lower level.⁸

The first two Gentral Boards had followed the lead of the

- ⁵ Minutes of the Central Board, 21 March, 1955.
- ⁶ <u>Ibid</u>, 18 April, 1955.
- ⁷ <u>Ibid</u>, 19 May, 1953.
- ⁸ <u>Ibid</u>, 18 April, 1955.

⁴ Appendix A

Central Committee in their handling of the question of the adjustment of valuations and the setting of a single tax rate, though the second Central Board had modified the procedure by first seeking the approval of the local boards. The third Central Board found itself unable, in the face of mounting costs, to continue the practice. In March of 1956 the following resolution was passed:

That the local boards be advised that they are responsible for budgetting for sufficient amount of revenue to cover anticipated annual expenses, and that any deficit remaining at the year's end will be their responsibility and that each local board shall set is own tax rate.⁹

This resolution would seem to indicate the end of the attempt to have the wealthier communities assist the others in underwriting the expense of operating the schools of the county. This complete reversal of practice is a return to the conditions which gave rise to the passage of the Central Board Act; what the result will be remains to be seen.

Building Program of the Third Central Board

The responsibility for the erection of the new Chambly County High School had been undertaken reluctantly by the St. Lambert School Board in 1950, in order that something might be done to alleviate the anticipated overcrowding of the old building. When finally erected, the total cost of the building was \$585,000, of which the Provincial Government furnished eighty per cent.¹⁰ It consists of a gymnas-

¹⁰ <u>Ibid</u>, 19 March, 1956. ¹⁰ <u>Ibid</u>, 16 February, 1953.

ium, special rooms for chemistry, physics and biology combined, music, art, household science and industrial arts, a cafeteria, a library, and sixteen regular classrooms. It was designed to house five hundred students, but the enrolment in 1954 in this school was 582; it was too small on the dry it opened.¹¹ One of the first acts of the administration was to erect blackboards and desks in the library; the following year the same thing was done with one of the dressing rooms provided for athletics. A partial solution to the problem of overcrowding has been found in the decision to transfer some of the junior high school grades to the county schools. This will also serve to cut the cost of transportation.

In addition to the new High School, the schools of Greenfield Park and St. Hubert were extended. The Lemoyne d'Iberville School in Longueuil had a gymnasium and several elassrooms added to it and a new building was erected in Pinehurst-East Greenfield. Even with this ambitious building program, the Central Board has not been able to keep pace with the rapidly increasing school population.¹² At the moment (July, 1956) the Central Board has a building plan of some thirty more classrooms on the drawing boards. But, even if this program is completed, there is no assurance that it will be sufficient, nor that the Board will be able to secure qualified teachers to staff the new buildings.

11 Statistical Report of the Central Board, 1954-55.
12 Appendix A.

Summary of the Period 1945-1955

The history of the Chambly County Protestant Central School Board may be divided into four distinct **phages**. The first of these was the Central School Committee, whose members were animated by a desire to bring to all the children in the County of Chambly equal opportunities of education. They could see no reason why the wealthier areas of the county should not contribute to the provision of schools and teachers for all of its inhabitants.

The members of the first Central Board showed by their actions that they believed themselves in complete control of the financial and administrative duties of the local boards making up the larger body. They did little in the way of building or of reorganisation, but they did purchase property, set tax rates, and adjust valuations. This was a period of waiting.

The second Central Board, faced with the rapid expansion of the school population, saw to it that new schools were built, established the committee structure of the Board on a more efficient basis, and faced the fact that they did not possess the powers that their predecessors had taken for granted. The power to own property, to adjust value*i tions, to set tax rates, and to float bond issues were not legally theirs. This was a period of reorganisation. T The third Central Board was forced by a rapidly mounting deficit to give up the idea of a single tax rate for the whole county, and to return to the old system whereby each

municipality set its own. Except for its control of the teaching staff and of educational policy, this Board relinquished all of the powers of its predecessors. This was the period of disillusionment.

FINANCIAL PROBLEMS

The financial problems of the Chambly County Protestant Central School Board arise, in part, from the failure of the Central Board Act to define clearly the taxation powers of central school boards. In the case of Chambly County, however, it is doubtful if the Central Board, even had it possessed unlimited powers of taxation, could have kept pace with the rapid increase in expenditure which was required to keep the schools in operation, and to retain a competent staff. At no time have its revenues from Protestant property owners equalled the salaries it has paid to its teachers. Contributing to this fact is the distributionoff the Protestant population in Roman Catholic-owned property, and the lack of industrial establishments which, in other areas, pay a large proportion of the expenses of school boards.

Taxation Powers of Central School Boards

The tax powers granted to central school boards are defined by Section 28 of the Central Board Act:

As soon as possible each year, and not later than the fifteenth day of August, unless with the consent of the Superintendent of Education, who shall have the power to set special dates, each central school board shall cause the local boards to levy, in their respective territories, taxes sufficient to cover the expenses anticipated in the combined budgets.

.

A central school board may, to the exclusion of local boards, exercise the powers conferred upon the latter by section 373 of the Education Act.¹

The relevant section of the Education Act states:

¹ Act 8 George VI, Chapter 15, Section 28.

The commissioners or trustees of a school municipality, the territory of which wholly or partly covers that of several rural, city or town municipalities, shall, before fixing the rate of their annual assessment or of any special assessment, at a meeting called for the purpose, after public notice, examine and homologate the valuation roll in force in each of such rural, city or town municipalities, and, if they find that property is assessed at an amount higher in one than in another, they shall amend the different rolls so as to establish an equal basis of valuation of the taxable property in all parts of the school municipality.

When the Central Board was established in 1945, the members, by their actions, indicated that they were of the impression that a single tax rate for the whole county was the most equitable way of raising the revenue necessary for the operation of their schools. After all, this was one of the aims of the framers of the Central Board Act:

Whereas the chief benefits to be derived from the erection of such central school boards will be the more equitable distribution of government grants, the adjustment of tax rates and school fees over wider areas,

Though the Central Committee had experienced no opposition to the principle of adjusting the valuations, the first Central Board secured the advice of its lawyers before following suit:

The final paragraph of Section 28 of the Act to Provide for the Incorporation of Protestant Central School Boards, 8 Geo, VI, c. 15, grants to Central School Boards the right to assume all the functions of local school boards to the exclusion of the latter with respect to Section 373 of the Education Act.

Section 373 of the Education Act imposes a duty on School Boards whose jurisdiction covers more than one municipality to examine the valuation rolls of such civic municipalities and amend them 'so as to establish an equal basis of valu-

³ Act 8 George VI, Chapter 15, Preamble.

² Education Act. Section 373.

ationsof taxable property in all parts of the school municipality'.

We understand that your Central School Board wishes to avail itself of the power given to it by the final paragraph of Section 28 cited above. Since the equalizing of the basis of valuation is mandatory by Section 373 of the Education Act, and the Central Board is obviously the only body concerned which is in a position to assume such an undertaking, your decision in this connection would appear to be the inevitable one.⁴

The above letter states that the powers of adjustment of valuations are given to the Central Board by Section 28 of the Central Board Act, yet the relevant paragraph states that a "central board may, . . . exercise the powers conferred upon (local boards) by Section 373 of the Education Act".⁵ The conditions under which such action may be taken are not defined. Section 41 of the same Act reads "if any local board refuses or fails to follow the general or special instructions given by a central board within its authority . . . the Lieutenant-Governor in Council . may deprive such local board of its powers and duties and transfer the same to the central board during pleasure".6 There was no question, in the case of the Chambly Central Board, of any refusal to co-operate on the part of any local board, so that the above Section 41 could not possibly be stretched to apply to the situation. The advice of the Board's lawyers is not very definite, either, since it merely indicates that, since no one else has the power to as-

⁵ Act 8 George VI, Chapter 15, Section 28.

^{*} Montgomery, McMichael, Common, Howard, Forsyth and Ker to H.B. Lee, 8 March, 1947.

Ibid, Section 41.

sume the responsibility, and adjustment is required, the Central Board should go ahead and adjust valuations.

In 1949 the lack of clarity on this score of the Act was drawn to the attention of the Central Board by the Diredtot of Protestant Education:

September 10, 1949.

Mr. H.B. Lee, Secretary-Treasurer, Chambly County Central School Board, 591 Victoria Avenue, St. Lambert, Montreal 23.

Dear Mr. Lee:

The question has arisen as to whether central school boards are able to equalize assessments in the various municipalities under their control.

When the Act 8 Geo. VI, Chapter 15 was passed, it was assumed that, under paragraph 2 of the preamble, central school boards would be able to adjust equitably school tax rates over their areas, but no section of the bill actually gives this authority. As a consequence the Protestant Committee has asked me to write all central sch school boards informing them that the action of central school boards might not be legal, that if they have already acted as they thought they should do in accordance with the law, they should obtain a ratification of their actions in this respect through each local board, and that if the meantime they should defer taking any further action until the law has been clarified.

I am writing this letter to you in order that the members of your board may govern themselves accordingly.

Yours truly,

(Signed) W.P. Percival

Director of Protestant Education.⁷

This letter caused consternation and the Secretaty-Trea-

surer was instructed to write for further information:

7 W.P. Percival to H.B. Lee, 10 September, 1949.

Dear Sir:

In view of your letter of September 10th, 1949, and of the uncertainty of many things in the Act 8 George VI, Chapter 15 under which the Central Boards now operate, we shall be glad of a ruling as to which method of recording valuations and assessments shall apply for the following year.

The third paragraph of article 28 of the above Act states that Central Boards may, to the exclusion of local Boards, exercise the powers conferred upon the latter by Section 373 of the Education Act, while Section 373 definitely states that they (the local Boards) <u>shall</u> adjust. As you know, this Board tried to apply Att. 373 and believe we did a fair job of it as we understood the law; but the difficulty as we now see it, in view of all the 'if and ands' that have been thrown into the Central Board Act, is, must the Central Board go before 16 different civic municipalities as required by Art. 373 before it can do this 'terrible thing', and if it does, of what use is it since it cannot collect the taxes and own property.

Now, by leaving the valuations alone, the Central Board would simply have to tell 'this and that' local Board to set a rate of so much to produce the required amount of its anticipated budget plus what was needed as its share of the whole area to provide for the Central Board and combined budget. It would then be the duty of the local Boards to 'equalize) according to Art. 373 where their territory covered more than one civic municipality.

This is going to hit some boards very hard, such as St. Hubert, Pinehurst and East Greenfield and Chambly. St. Hubert particularly, when they only cover about one-half of their expenses. Then too, would not those Boards who supply educational facilities to neighbouring Boards be entitled to some recompense against their rates?

The whole idea of centralized units would simply break down, and the last state of things be worse than before centralisation arrived.

All these matters take time, and we desire to make plans for the coming year.

Some direction is earnestly sought.

Sincerely,

(Signed) H.B. Lee Secretary-Treasurer.

8 H.B. Lee to W.P. Percival, 28 December, 1949.

The Secreatry-Treasurer also suggested to Dr. Parcival that the third paragraph of Section 28 of the Central Board Act have an addition of **this** nature:

xxxx by Section 373 of the Education Act, and may, in addition, adjust valuations among the various civic municipalities within the area of a central board with a view to applying one tax rate throughout the area under its control.⁹

Since no assistance or further clarification was received from Quebec, and the chances of an amendment to the Act became more and more remote, the Central Board proceeded to seek ratification of its actions by the local boards. That some of them passed the necessary resolutions with reservations is apparent from the reply of the Greenfield Park Secretary-Treasurer to the request for ratification: Gentlemen:

With reference to your letters of March 28th and 31st, relative to the application of Article 373.

I quote for your information and guidance, the following resolution passed by our Board at their meeting held on April 6th, 1950.

'RESOLVED that we agree to the County Board adopting the principle as defined in Article 373 of the Education Act (they being satisfied that in so doing, they will not be acting contrary to the provisions as set forth in Act 8 Geo. VI, Chapter 15), providing the present exis/ ting ratio of the valuations of the various municipalities throughout the County remain statu quo ante'.

Motion carried.¹⁰

It must be noted that the Board of School Commissioners of Greenfield Park had been one of the last to enter the Central Board, the community was already bearing its share of the cost of educating the children of the County and

⁹ H.B. Lee to W.P. Percival, 28 December, 1949.

¹⁰ Secretary-Treasurer, Greenfield Park School Board to H.B. Lee, 11 April, 1950.

the board members were reluctant to increase their tax burden. In fact, when the new valuations were announced, the citizens appealed to the Protestant Committee for relief and succeeded in having their assessments lowered.¹¹ There was, however, no popular opposition to the principle of adjustment of valuations.

The Single Tax Rate

Even with the discovery that the Central Board lacked the power to adjust valuations, there was no question of abolishing the uniform tax rate. Mounting costs, however, soon led the wealthier communities to examine more closely the cost of educating all the children in the county, instead of just those within their own municipalities. It should be pointed out that this imposition of a uniform tax rate was an attempt on the part of the members of the Central Board to bring about "the adjustment of tax rates over wider areas".12 Nowhere does the Central Board Act Bake such a uniform rate mandatory: it states instead that "each central school board shall cause the local school boards to levy, in their respective territories, taxes sufficient to cover the expenses anticipated in the combined budgets".¹³ The Act specifically uses the term "taxes" not "a tax".

The effect of educating all the children from outside the municipality on the St. Lambert tax rate became more

11 <u>Vide</u> page 38.

12 Act 8 George VI, Chapter 15, Preamble.

¹³ Act 8 George VI, Chapter 15, Section 28, paragraph 1.

of a burden than the community was prepared to tolerate. It has been calculated that during the 1949-50 term the cost of educating the children of this community alone woyld have required a tax rate of nine mills, instead of the fifteen-and-three-tenths mills rate set by the Central Board. Similarly, in 1950-51 the rate required would have been thirteen instead of nineteen mills; in 1952-53, it would have been twelve-and-one-half instead of nineteen.¹⁴ At the same time, taxpayers in Montreal were paying half the rate on properties with a lower municipal valuation. The City Council became concerned about the deterrent effect of the high tax rate on prospective homeowners.

Even with the imposition in 1950 of interboard fees, which which were intended to reimburse a local board for the expenses incurred in educating outsiders, it became impossible to continue the practice of setting a single tax rate for the whole county. Consequently, the third Central Board was forced to depart from the habit of its predecessors, and make each local board responsible for the expenses of its own school, and to direct them to set their own tax rates.

The Mounting Deficit of the Central Board

The sources of revenue available to school boards in the Province of Quebec are property taxes, taxes on industrial establishments, or neutral panel, and government grants. The property taxes are paid by the Protestant property owners of the school municipality.to the Protestant board.

¹⁴ Heatley, A.H., <u>Memorandum re the Effect of County Pupils</u> on the St. Lambert Tax Rate, Typewritten, Central Board Archives, 1952.

While in 1945-46, taxes from Protestant property owners made up thirty-nine percent of the Central Board's revenue; the figure for 1954-55 is forty-eight per cent; it cannot be said that the Board has been backward in raising the mill gate. The difficulty arises from the fact. common throughout the Province, that the major portion of the real estate is in the hands of Roman Catholic proprietors, who, naturally, pay their taxes to the Roman Catholic school board. A large fraction of the Protestant school population lives in quarters rented from Roman Catholet landlords: the school commissioners are not in a position to remedy this situation, it would require an amendment to the Education Act. When the Central Board was erected in 1945. the tax rate was twelve and one-half mills, by 1955 it had reached, including special assessments for buildings. twenty-five mills in some municipalities.¹⁶ (This latter figure should be considered in the light of increased valuations). This situation is not one which encourages prospective homeowners to purchase property. There is no apparent solution to this problem: in order to raise funds, the school board raises the rates, property owners do not move into a district where school taxes are high, ultimately costs overtake revenue, and another increase in taxes is inevitable.

A review of the major expenses in the operation of the

- 15 Appendix C
- 16 Ibid.

schools in Chambly County in the years 1945-55 will indicate why the constant raising of the tax rate was necessary. In 1945-46, the sixty-four teachers on the staff received the total sum of \$80,000. In 1954-55, 149 teachers received \$461,000. The number of teachers had increased by only 130 per cent, but the salary expenses had become 472 per cent greater.¹⁷

Why was this increase necessary? Chambly County is closer to Montreal than any other school area; the Montreal Board has a much greater revenue, yet in order to retain a competent staff and to attract other teachers, the Central Board has been forced to raise its salary scale to the level of that available in the metropolis. This is the main reason for the mounting deficit.

Neutral panel revenue

In the Province of Quebec incorporated companies are taxed by the school commissioners according to the assessed value of their establishments, but "they (the commissioners) shall annually pay over to the trustees, if any, a portion of all the assessments levied and collected by them from such corporations or companies, in the same proportion as the Government grant for the same year is divided between them and the said trustees . .*18 The sum available from this source to the commissioners bears the same proportion to the whole sum collected as "the number

¹⁸ Education Act, Section 422, paragraph 1.

¹⁷ Appendix B

of children attending such dissentient schools bears to the entire number of children attending school in the whole municipality".¹⁹

The principal industrial establishments in Chambly County are situated in the cities of St. Lambert and Ville Jacques Cartier, the latter having been formed from part of the Parish of Longueuil following the war. The St. Lambert Board's share of the neutral panel tax is approximately 52 per cent on a valuation of \$2,400,000, and amounted in 1955 to \$26,442.²⁰ In Ville Jacques Cartier, however, Protestants make up less than four per cent of the total population, and less than one per cent of the school population.²1 The result is, that from an assessed valuation of \$5,500,000, the Longueuil School Board received only \$7,904 in 1955.²² Actually, the total neutral panel revenue of the Central Board was less in 1955 by \$4,000 than it had been in 1952, since a decision of the Superintendent of Education had made the proportion of resident pupils attending the schools of a municipality the basis for division.²³

The only hope of the Central Board insofar as any increase in revenue from this source is concerned, lies in the anticipated industrial development of the area which may follow the opening of the St. Lawrence Seaway in 1958. Even this

19	Ibid, Section 309.
20	Auditors' Report of the Central Board, 1955.
	Business Year Book, "Financial Post", McLean-Huntern To- ronto, 1955.
22 23	Auditors' Report of the Central Board, 1955.
< J	Minutes of the Central Board, 15 December, 1952.

this might not be of assistance, since there is no way of estimating the proportion of Roman Catholic and Protestant pupils which might derive from an increase in population. Again, the immediate concern of the Central Board is the elimination of an accumulated deficit of over \$350,000; anticipated income is of no value in the liquidation of present debts.

Government grants

Operating grants made to the Central Board by the Department of Education made up 34 per cent of its revenue in 1945-46, 29 per cent in 1951-52, and 31 per cent in 1954-55.²⁴ While there was an increase in the 1954-55 period of equivalent to 191 per cent of the grants paid in 1945-46, the Central Board's expenses increased by 230 per cent.²⁵ Just as in the case of its income from real estate taxes and the neutral panel, revenue from grants fell hopelessly behind the expenses of the county unit.

During the term of the third Central Board, government grants averaged between 28 and 33 per cent of expenditures, and, as we have noted, failed to increase at the same rate. At the same time, grants to other central boards in the Province ranged as high as 54 per cent of expenditures.²⁶ Why the Chambly County Central Board should have received proportionately less than other similar bodies is not readily explainable. It could be held, since it was one of

25 <u>Ibid</u>

26 J.W. Marsden to E.S. Giles; 15 December, 1955.

²⁴ Appendix B

the first central boards established, and paved the way for similar experiments elswhere in the Province, that it should have a particular claim on the generosity of the government. This has not, obviously, been the case.

Summary and Conclusions

The founders of the Chambly County Protestant Central Sc School Board envisioned a centralised school system wherein the expenses of educating all the children would be borne equally by all of the Protestant ratepayers of the area. Because of the mounting deficit, and the reluctance of the wealthier member boards to continue underwriting more than their fair share of the Central Board's expenses, the financial structure was reorga**nised** so as to make each member board responsible for the expenses of running its own schools and for those attributable to the attendance of its pupils at the County High School. The single tax rate was abandoned and ean member board instructed to set its own, as well as to adjust its valuations.

Factors which led to the mounting deficit and the resultant reversal of financial policy were the inability of tax revenues from property and incorporated companies to keep pace with a rapidly increasing expenditure for teachers' salaries, as well as a failure on the part of the Department of Education to make available grants on the same scale as those made to other central boards.

In the face of the evdence, the decision of the Central Board to reorganize the financial structure of the County Unit on an individual instead of a collective basis, is the only possible one. Although it violates the concept of a centralised educational system envisioned by the founders of the Central Board, that vision was based on the premise that the central body had powers of taxation which it did not, in fact, possess.

The Chambly County Protestant Central School Board, faced withth mounting deficit, lacking the power to levy taxes directly, lacking the real estate from which to gain sufficient revenue, even if it had had the powers, and being in receipt of inadequate government grants, did not solve its financial problems in any final way; it merely passed them on to the members of the local boards making up the unit. Ten years after its erection, the Central Board returned to the methods of financing school operations which had been one of the main causes of its coming into being.

BUILDING PROGRAM

The Aim and Responsibility of the Central Board

When the Chambly County Protestant Central School Board was erected in 1945, its members felt that "as a general principle localized primary schools, conveniently located for the junior classes and centralized educational facilities for the older children, should be the aim and main study of the Central Board . . . (and their) major responsibility (was the) provision) of an adequate High School".1 The committee structure of the first Central Board included a Building Committee, whose function it was to oversee this aspect of the Board's functions. The June meeting of the Central Board in 1945 was preceded by a tour of the county, during which the needs of the various communities were assessed. There was a distinct need of a building in Longueuil, since the sale of the Longueuil High School had left the Central Board with a shortage of eight classrooms, the Mackayville School, also in Longueuil territory, was held to be "a disgrace to the community".2

The Central Board experienced little difficulty in building elementary schools, but nine years were to elapse before their dream of a new High School became a reality. In 1945 there were fifty classrooms at the disposal of the Central Board, by 1955 the number was 128, a net increase

1 Minutes of the Central Board, 19 February, 1945.

² Ibid; loc. cit.

of eighty-three, since two old schools, containing five rooms were sold.

As we have pointed out, the actual building of these schools was one of the functions retained by the local school boards, though the first Central Board had been of the impression that this was one of its prerogatives.³ In each case the decision to build was made by the local school board concerned in consultation with the Building Committee of the Central Board, on which all of the local bodies were represented.

Elementary Schools

With the erection of the Central Board, the schools of Greenfield Park, Chambly-Richelieu, and, ultimately, Pinehurst-East Greenfield reverted from Intermediate to Elementary status, and the pupils in grades wight and nine were transported to the St. Lambert High School. When the new Chambly County High School was opened in 1954, the former High School became ednt flementary School.

By 1955 the Elementary Schools under the supervision of the Central Board were: the St. Lambert Elementary School and Annex, containing in all twenty-four rooms and gymnasium, the Margaret Pendlebury and Victoria Park Schools in St. Lambert with four rooms each; William White School in Montreal South had twice been extended to a total of nine rooms; Caroline School housed seven classes in 1955. A new school, Lemoyne d'Iberville, in Longueuil, consisted

³ <u>Vide</u> page 42.

eleven rooms and a gymnasium; the new school in Mackayville had nine rooms; Royal George School, in Greenfield Park, h had been extended three times to include sixteen classrooms and a gymnasium; St. Stephen's, in Chambly, contained nine rooms and a new gymnasium; in Royal Charles School St. Hubert possessed a new building of nine rooms; Kensington School in Pinehurst-East Greenfield was a new six-room building. St. Andrew's in Laprairie, housing the first three grades only, remained as the only ungraded one-room school in the system. The Central Board experienced relatively little difficulty in this phase of its building program, receiving generous grants from the Provincial Government toward the erection of each new building.

The Chambly County High School.

The Central School Committee had had plans prepared for a new High School which was intended to serve the area under the jurisdiction of the co-operating school boards.⁴ With the addition of St. Lambert to the unit, space was found to accommodate all of the High School pupils for the first few years of the Central Board's life. Notwithstanding this fact, the first Central Board considered as its duty the erection of a new and more modern building which would provide better facilities for the four High School grades.

The need for such a building was discussed by the Central Board as early as December of 1946, and architect's sketch

⁴ Dowd, K.J.; <u>The First Central School Board in the Pro-</u> <u>vince of Quebec</u>; McGill University Thesis, 1956.

plans for the projected building accepted in the following May; the cost was estimated at \$650,000.⁵ In accordance with the law, the plans were dispatched forthwith to Quebec, whence nothing was heard of them until October of 1949, when they were returned for extensive revision as being too elaborate.⁶ One of the reasons for the long delay was the disturbance which took place within the unit in the 1948-49 period. As the Director of Education pointed out, there was a possibility of the unit's disintegrating during that period, and the Department wished assurance of the continued existence of the Central Board, before advising the making of any grant.⁷

With the return of the plans from Quebec, the Central Board directed its Building Committee to make a new analysis of the situation. A special meeting of the Board was called, to which all the local board members were invited. There was unanimity of opinion with regard to one-storey construction, but one of the members , a lawyer, was directed to secure legal opinion with regard to the Central Board's powers to raise the funds necessary to finance the new building.⁸ It was hoped, since this was to be a County High School, that it would be possible to spread the cost of its construction over the whole Central Board area.

^D Minutes of the Central Board, 12 May, 1947. ⁶ <u>Ibid</u>, 17 October, 1949.

⁷ <u>Vide</u> page 46

⁸ Minutes of the Central Board, 7 November, 1949.

The opinion offered by the Central Board's lawyers on the question of how to spread the cost of the new building over the whole County was not very reassuring:

The Act providing for the incorporation of Protestant Central school boards (8 Geo. VI, Chap.15) unfortunately makes no express provision for centralised high schools. Sec 22 (9) of the Act provides that it shall be the duty of each central board 'to open schools at any place in the territory under its jurisdiction where pupils are available for enrolment in sufficient numbers'. It appears, however, from Sec 36 (10) that it is the responsibility of the local school boards to select the ground for the school site and to build the school house, subject to the control of the central board. The Act does not provide for the levying of assessments by the Central Board. Sec. 28 provides that each central board shall cause the local boards to levy in their respective territories taxes sufficient to cover the expenses anticipated in the combined budgets of the central and local boards. It appears that what you wish to do would be to cause all the local boards subject to your jurisdiction to levy special taxes to finance the construction of a school to be physically located within the jurisdiction of one local board, <u>i.e</u>.the St. Lambert Board.

Secs. 489 <u>et seq</u>. of the Education Act provide a means whereby independent local boards may combine to build a common high school. The procedure is for the local boards to appoint their respective chairmen high school delegates. These delegates then meet and pass a resolution declaring that it is necessary to establish a high school. The petition is then forwarded to the Roman Catholic or Protestant Committee, as the case may be, which in turn forwards it for approval to the Leutenant-Governor-in-Council. If it is approved, the board of delegates again meet and elect three of their members to act as trustees. The board of delegates meets annually to elect trustees for the ensuing year. The various local boards levy special taxes required for the building and maintenance of the school and pay the sums so raised to the trustees.

There is nothing in the Act 8 Geo, VI, Chap. 15 which expressly forbids local boards from proceeding under Secs. 489 <u>et seq</u>. of the "ducation Act. Sec. 36 (19) of the Central Board Act provides that it shall be the duty of every local board 'to exercise the powers generally conferred upon school commissioners or trustees by the laws in force, and to perform the duties not specially allotted to the central school boards'. The local boards would, therefore, retain the power to combine for the construction of high schools under Secs 489 <u>et seq</u>. unless such powers were taken away by necessary implication.

In this connection it is important to consider whether there is any other procedure whereby local boards may combine

to build a common high school. An alternative procedure is provided by Secs. 280 to 282 of the "ducation Act. These sections provide that two or more school municipalities may unite to build or maintain a high school. Local boards desiring to co-operate in the erection of such a school shall pass resolutions to that effect. These resolutions must be submitted to meetings of ratepayers in the respective municipalities. If the majority of the ratepayers present at a special general meeting approve such a resolution, the local board in question shall thereupon levy the amount required. The school remains under the jurisdiction of the municipality in which it is situated, but the members of the other local boards concerned have the right to be represented at all meetings at which the affairs of the common school are to be discussed.

We can see no reason why this procedure could not be made to yield satisfactory results in the case of local boards subject to the jurisdiction of a central board. The difficulty of setting up a new central authority independent of the central board is avoided. Some difficulties might, of course, arise if the ratepayers of one municipality refused to ratify the resolution of their local board providing for the construction of the common high school, but we understand that sentiment in the County generally favours the The fact that the school would erection of such a school. under this procedure be under the direct jurisdiction of St. Lambert local board might give rise to some objections, but there seems to be no reason why some sarisfactory arrangement could not be made to protect the interests of the other municipalities.

It has been suggested that it might be arranged to have the members of the Central Board attend all meetings of the St. Lambert Board at which high school matters were to be discussed. In any event the St. Lambert Board is subject to the control of the Central Board (8 Geo. VI, c. 15)

We understand that it is probable that the Act 8 Geo. VI, c. 15 will be amended in the future to provide for the administration of centralised high schools.

In conclusion we are of the opinion that to prodeed under Secs 489 <u>et seq</u>. of the Education Act would give rise to a situation which was not contemplated by the Legislature and probably not intended by it, iWhether suchta procedure iwould be legal or not, it would create a centralised authority in competition with the Central Board, which could scarcely fail to give rise to serious administrative difficulties. On the other hand, there seems to be no objection, legal or otherwise, to proceeding under Secs. 280 to 282, provided that the consent of the various local municipalities can be secured.⁹

⁹ Montgomery, McMichael, Common, Howard, Forsyth and Ker to J.A. Reilley, Esq., 18 November, 1949

Instead of following the advice of their lawyers and following one of the plans suggested by them, the Central Board pinned their hopes to the aniticpated emendment of the Central Board Act; the St. Lambert Board resolved that:

Whereas this Doard is reluctant until all other possibilities have been explored, to submit to the ratepayers of St. Lambert the question of building a new County High School, the costs of which must be borne by such taxpayers; and Whereas the financial discussions may take considerable time which would otherwise delay the building of the school; Therefore, it is resolved that this Board go on record as being in favour of the setting up of a Building Committee by the Central Board, including a representative from each local board, whose duties would include the obtaining of Architect's sketch plans, the whole of the information and plans to be passed over to whichever authority is finally responsible for building the school.¹⁰

The sketch plans were dispatched to Quebec in April and shortly thereafter the St. Lambert Board resolved to temporarily assume the responsibility for the erection of the building. (There was still hope of an amendment to the Act). The delight of the Central Board at this development was boundless:

The Central Board at its meeting held May 15th, 1950, heard wfth great satisfaction of the resolution of your Board temporarily assuming the responsibility for the new High School. This action is sincerely appreciated by all the members as it means we can 'get on with the job', pending changes in the law, which, we believe, are contemplated.

This gesture of co-operative effort on the part of St. Lambert is doubly valued; first, on account of its spontaneity and; secondly its generosity in offering to assume the burden that the enterprise must of necessity cost. It shows in a very practival way that St. Lambert has fully entered into the spirit of the Act 8 George VI, Chapter 15, and is a dynamic example for the other boards to follow.

A copy of this letter is being sent to each local Board so that they may appreciate the extent of your magnaminity,

¹⁰ Minutes of the St. Lambert School Board, 19 December, 1949.

¹¹ H.B. Lee to S.T. Wiles, Sec.-Treas. St. Lambert School Board, 19 May, 1950.

The Department of Education found the plans submitted by the architect still too elaborate and they had to be revided. When an acceptable set of sketch plans had been arrived at, the Building Committee held a special meeting attended by the architects and members of thetteaching staff.

Problems affecting special and other classbons in the proposed high school were discussed. Another revision of details was found necessary in order to adjust for the limited space which the general plan provides. It is anticipated that crowding will be one of the problems in the new school, owing to the fact that original plans had to be revised downwards to conform with directives from the Department of ^Hducation.

It was noted that there will be no provision for playrooms in the new school.¹²

No real reason is forthcoming from the minutes for the revision, but there seems to have been a desire on the part of the Superintendent of Education to keep the relative cost per classroom of Protestant and Roman Catholic schools on an equal basis. This is, of course, not possible when the high cost of Protestant high schools is mainly due to the expense of setting up special rooms for the teaching of Science and other subjects which are not emphasized to the same extent in the curriculum offeredian many of the schools of the latter group. When the plans had been revised to a point where the cost of the building was below \$600,000 the Department of Education gave its official blessing; too the enterprise.¹⁸ In May of 1952, all hope of an amendment to the Eentral Board Act having faded, the St. Lambert Board finally resolved to undertake the responsibility for the Sc

¹² Minutes of the Central Board, 17 December, 1951 ¹³ Ibid. 27 July, 1952.

erection of the school.¹⁴

Financing the new building

The problem of financing the new High School is best outlined in a letter from the ^Chairman of the St. Lambert Board to the Director of Protestant Education:

St. Lambert, Quebec, 2 May, 1952.

Dr. W.P. Percival, Director of Protestant Education, Parliament Buildings, Quebec City, Quebec.

re: Proposed New Chambly County High School

Dear Dr. Percival:

This follows my letter of 22 April, 1952 with which went complete plans and specifications for the porposed Chambly County High School. We are most anxious to see this project advanced as soon as possible for our classrooms are acutely crowded and we should like to get construction well advanced this summer. We shall appreciate anything you can do to **speed** up the approval of our plans and the decision of the Department as to the Government Grant available for its cost.

As you know, there has been some definite objection from the taxpayers of St. Lambert to this project on the grounds that if we in St. Lambert were not providing accommodation for County pupils, no additional building would be required immediately. Seven individual ratepayers have protested to the Board, and there was a protesting petition signed by 356 individual parties, presumably taxpayers. Unless we can obtain a very substantial Grant, say \$700,000, toward the cost of this high school, the opposition may take active steps to prevent the St. Lambert Board from carrying out the project. Indeed without a substantial grant, we have no assurance that the necessary resolutions will be passed by the Board itself.

You will understand that this opposition is not directed against the presence of the new High School in St. Lambert, but rather against any additional taxes above our general rate of 19.0 mills plus our special assessment of 1.9 mills (budgetted for 1952-53 at 19.0 and 1.5 mills

¹⁴ Minutes of the Central Board, 19 May, 1952.

respectively). As far as I have been able to ascertain this tax rate is exceeded by that of only three Protestant Boards in this part of Quebec, namely Arundel (of the Argenteuil-Two Mountains Central Board), and St. Hubert and Chambly-Richelieu of our own Central Board, whose rates are 22 (1950-51), 23 and 24 mills (1950-52) respectively. On the other hand the rate of the Greater Montreal Board will be only 14 mills next year, that of Pointe Claire is now only 16.5 mills and that of Macdonald Central Board is only 12.5 mills. A comparative study indicates that our assessments in Chambly are higher in proportion to appraisal values than they are in Montreal. Our taxpayers ask us why we propose to add extra tax burdens when our tax rate is already fifty per cent (or more) higher than that of Montreal. Our tax rate is high because we have accepted a general tax equalized with that of the other Boards in the County where the taxes collected in 1950-51 per pupil resident in the various Board areas were respectively \$44.30, \$44.80, \$82.40 and \$86.50, whereas St. Lambert collected \$171.20 per pupil resident in St. Lambert.

We of the St. Lambert Board are already sharing the burden of operating costs with these three other Boards, and now propose to finance the new County High School to be used by pupils from all the Boards of the County. We submit, therefore, that the grant on the new High School should be substantially 100%.

Yours very truly,

(Signed) A.H. Heatley

Chairman, St. Lambert Board.15

The opposition of the taxpayers to an increase in school

taxes led to the passing of the following resolution by the

St. Lambert City Council:

Whereas the Protestant Board of School Commissioners of St. Lambert is requesting a grant from the Provincial Government to erect a new County High School in St. Lambert which is of urgent necessity and Whereas present Protestant school taxes in St. Lambert are at the rate of 20.9 mills which is considerably higher than the prevailing rate in Montreal and most surrounding communities and

¹⁵ A.H. Heatley to W.P. Percival, 2 May, 1952.

Whereas any increase in school rates would be detrimental to and would retard the growth of St. Lambert. Be it resolved that the Council of the City of St. Lambert supports the request of the said Protestant School Commission of St. Lambert and expresses the hope that the ratepayers' burden will be eased by a generous grant.

In addition to requesting aid from the Department of Education, the St. Lambert Board also approached the Provincial Cabinet:

The Proposed Chambly County High School

A. Need for the School

Al. The enrolment of the ^Chambly ^County Protestant Schools has increased from 1553 in 1944-45 to 2,485 now; up 60% in 7 years, nearly 10% per year.

A2. The St. Lambert schools are overcrowded; we have classes in basements and playrooms. Already in September, 1952, the Kindergarten classes must be transferred to a Church Hall, or discontinued; and in the High School there will be at least one floating class (a class with no designated classroom).

A3. This will be a COUNTY High School. There are now about 350 County children in the St. Lambert schools. Without them, no additional buildings would be necessary in St. Lambert for several years.

A4. If construction of this school is not started SOON about 150 children, chiefly in the High School Grades, will have no classrooms in September, 1953.

A5. The estimated High School enrolment in September 1953 is 500 to 520 which will occupy all regular classrooms.

B. Financing

Bl. Tax collections in 1950-51 per pupil resident in the various Board Areas were:

St. Lambert	\$171
Chambly-Aichelieu	86
Greenfield Park	82
Longueuil	61
St. Hubert	45
Pinehurst-East Greenfield	44

¹⁶ St. Lambert City Council; Extract of Minutes, 19 May, 1952.

B2. On the basis of crediting St. Lambert with the costs of children from these other Boards, the contributions of St. Lambert toward the deficity of other Boards in the two years 1949-50 and 1950-51 were about \$20,000. WITHOUT TA-KING CREDIT FOR GOVERNMENT GRANTS. The corresponding figure in the budget for 1952-53 is \$14,000. In addition St. Lambert is paying \$10,000 per year for Capital Charges on the Annex bought by the Central Board to provide extra classrooms in St. Lambert for children from other Boards.

B3 Including the Government Grants received and budgetted, the above figures became:

B4. Translating the above data in terms of tax rates we have:-

		-	Based	on	costs	of St.	, L.	children
	Actual or	Budgetted	Withd	out		With		
	Tax Rate		Grant	58		Grant	55	
1949- 50	15.3 mil	ls	16.6	mil	ls	9.0	mill	3
1950-51	20.9 "		13.0	11		3.4	H	·
1951-5 2	20.5 "		17.0	11		12.8	11	

B5. Having made these substantial contributions to the County, the St. Lambert Board is not prepared to accept any increase in tax rate. However, as a continuing contribution to the smooth working of the County system, we are prepared to assume a 20-year obligation if we are relieved of the 6-year obligation, the Annex Bonds, which require a similar tax rate. The data are set out here:-

During this period, the Central Board was advised that "where building costs go beyond a certain figure, the Department of Education bows out of the picture, and it becomes a matter of adjustment with political personages".¹⁸ Why

¹⁷ A.H. Heatley: Brief presented to Mr. French and Col. Roche; 16 June, 1952.

¹⁸ Minutes of the Central Board 23 September, 1952.

this should be so is outside the scope of the present work, but its recognition by the Board assisted them to secure a grant of 80 per cent of the sost of the projected building (\$585,000).^{19/}

Building was begun in the Fall of 1953, at a time when the St. Lambert schools were operating a number of split classes in the three lowest grades in order to accommodate all the children. The new High School was opened a year later and proved too small from the first day of operation.

Chambly County High School is an H-shaped building, with the gymnasium forming the bar of the H. It contains sixteen classrooms and eight special rooms. These last are the Library, Physics-Biology Laboratory, Chemistry Laboratory and a Lecture Room, Art, Music, Household Science, and Industrial Art Rooms. The sixteen classrooms were increased to seventeen in September of 1954 by erecting blackboards in the Library; the enrolment was 582 pupils at the end of the 1954-55 term.²⁰ By June of 1956 this figure nad become 685, and more of the special rooms, as well as one of the dressing rooms had to be converted to classroom use.²¹ Since the enrolment in Grade VIII is at present 329, and only ninety-four are due to leave Grade XI, the problem of overcrowding has not yet been met, by any means.

¹⁹ Minutes of the Central Board 16 February, 1953
 ²⁰ Statistical Report of the Central Board 1954-55.
 ²¹ Ibid, 1955-56.

Summary

The Chambly County Protestant Central School Board saw to it that adequate accommodation was provided at the Elementary level for the children of the County. In doing so, and to an even greater extent in their attempt to build a new High School, they were hampered by the fact that the costs of construction must, by law, be borne by the community in which the school is located. It says much for the courage of the St. Lambert Board that they would erect a new High School, thus adding to their financial burden, at a time when, to meet their own needs, no additional buildings were required. The fact that the new building is already too small is not the fault of the Central Board, but of the Department of Education, which insisted upon the Board's keeping expenses to a minimum.

Despite the building program, the Central Board is faced with a shortage of High School classrooms for September of 1956. This is to be met by the removal of some of the Grade VIII students to Longueuil, Greenfield Park, Pinehurst-East Greenfield, and St. Hubert. There is a very great possibility that this shift will cause the re-appearance of an academic problem of standards which has been overcome by with great effort and considerable difficulty by the Supervisor and the Teachers' Association.

The Central Board's Building Committee has on the boards projected classrooms to the number of thirty, but none of these is for High School pupils. The problem of High School accommodation remains, in spite of all the Central Board's efforts to erect the Chambly County High School.

ACADEMIC PROBLEMS

The chief academic problem in Chambly County is that afflicting every educational organisation in North America at the present time; how to educate all the children with a curriculum designed for the few who intend to proceed to the university. The Chambly County Protestant Central School Board has been so preeccupied with problems of finance and buildings that it has not yet examined this aspect of its responsibilities. It has merely accepted without question the course of study laid down by the Department of "ducation and has left the initiative of formulating educational policy to its Supervisor and the Teachers' Association.

Curriculum

The curriculum followed by the schools of Chambly County has as its core English and French, and offers a number of optional subjects, Physics, Chemistry, Art, Music, etc., in the higher grades. It does not, however, offer the practical subjects of value to the non-academic pupil. The nearest approach to a practical course is the Household Science and Industrial Art which are available in the High School and the St. Lambert Elementary School. These are open to a relative few of the school population. Even such courses as typing and bookkeeping are denied the pupils, because of the high cost of equipment and the low financial reserves of the Central Board.

Standardisation

Students coming from a variety of Elementary Schools to a single High School are apt to bring with them varying academic backgrounds since different teachers will emphasize different aspects of the curriculum. Consequently, in order to avoid any appearance of favoutitism on the part of teachers, final examination papers, some of them provided by the Department of Education, are written by all Grade VII pupils in June and the papers are marked by a panel of teachers. In this way a single standard is maintained as far as High School entrance is concerned. The same procedure is followed in all but the first few grades. The Grade X and XI papers are, of course, marked at Quebec. This program has resulted in fewer failures in the first year of High School than was formerly the case, and has provided the staff with an objective. It is to be hoped that the system will survive the removal of the Grade VIII classes to some of the schools outside St. Lambert.

One of the disadvantages of such a system of standardisation is its lack of provision for the individual differences in children; it has to be pitched at the average student, leaving the child at both ends of the scale of intelligence either bored or frustrated. This is one problem that remains to be solved. An attempt was made in the High School in 1955 to assist the students of below average ability by dropping from their programs such subjects as Art and Music and devoting more time to English, French and Arithmetic. Some progress was noted, yet this

does not seem to be the whole answer to the problem. A possible solution lies in the provision of a practical course, such as that outlined by the Protestant Central School Board of Greater Montreal.¹ Such a program would not wait to be put into effect when the pupil fails examinations, but would be planned for him as the result of a system of intelligence tests. At present I.Q. tests are given in the system, but the results are merely tabulated on the permanent record cards and used to rationalise poor examination results.

Teaching Staff

One of the difficulties facing any school administration today is the hiring and retention of an adequate and well qualified teaching staff. The Chambly County Central School Board has attempted to keep its salary scale on a par with that offered in Montreal, and has had a great deal of success in keeping its teachers over a number of years. In addition, unlike the situation in the writer's schooldays, many of the teachers reside in the community, and a goodly number have purchased property. Formerly the staff lived in Montreal and commuted. There has been a distinct improvement in the qualifications of the Central Board's staff over the last ten years. A larger proportion of them have High School Diplomas than was the case in 1945. The following statistics demonstrate the change:

Diploma Elementary Intermediate High School Permit Total 1945 23 27 8 4 64 1955 52 28 33 21 134

Montreal "Daily Star"; 16 July, 1956.

The 1955 figure does not include fifteen specialists: two for Household Science, two for Industrial Arts, one each for Art and Music, one for Physical Education, three Kindergarten Directresses, and five French Specialists. The greater number of teachers on permit is due, in part, to the addition to the staff of persons having extra-provincial qualifications not recognized by the Department of Education. In addition to the actual teaching staff and the Supervisor, the Central Board has under ts direction a Supervisor of French and another of Music².

² Statistical Report of the Central Board 1954-55.

TEACHING CONDITIONS

There has been a distinct improvement in the conditions under which teaching has been conducted in the Chambly County schools over the ten year period 1945-1955. This applies, not only to the physical conditions of the schools, but also to the relations between the Central Board and its staff. The building program has eliminated from the system a number of unsatisfactory structures, and the Chambly County Protestant Teachers' Association has contributed to the professional advancement of the staff, as well as placing relations with the Central Board on a basis of mutual respect and good feeling.

Physical Conditions

In 1945, the Chambly County system included a number of ungraded rural schools and, while it can be argued that good teaching may be done in a one-room schools with children of varying ages taught by a single teacher, this was not the case, owing to overcrowding on the one hand, and the poor condition of many of the buildings on the other. The Central Board, itself, admitted that the Mackayville building was in a disgraceful condition.¹ The Health Committee of the Central Board condemned the Pinehurst-East Greenfield School after that area's inclusion in the Central Board as "not (being) in a fit state for any child or teacher to remain in".²

¹ <u>Vide</u> page 17

² Minutes of the Health Committee, Central Board 11 October, 1951

By 1955, only St. Andrew's, Laprairie, remained as a oneroom school, and, instead of including the first seven grades, it included only grades one to four. The other substandard buildings had been replaced by well ventilated and well lighted modern schools. That there still were problems is apparent from the Supervisor's Report of January, 1954:

St. Lanbert

In September, 1954, there will be five schools in operation with an estimated enrolment of 1588 pupils. These schools include:

- a) The new Chambly County High School is for the high school grades only and will provide facilities for all County pupils from Grades VIII to IX. The estimated pupil enrolment is 610 pupils. The school will contain 21 chassrooms together with Science Laboratory, Library and Gym-It is evident, therefore, that there will be nasium. sufficient high school accommodation for the year 1954-55, but if the population trand continues, it will not be long before added high school facilities are required.
- b) The St. Lambert Elementary School (Old High School) will be used for Grades III to VII. The removal of the high school grades to the new High School will make it possible to discontinue the staggering of Grades I and II classes and also enable the Board to remove classes from basement rooms, the library and other rooms definitely unsuitable for educational purposes. There may be two or three rooms available to overcrowded schools in other municipalities. There still will be no playroom space
- forforppupils.
- c) The Annex will have to be used for Grades I and II and will be completely filled.
- d) The Victoria Park School will be utilized for the Elementary School pupils of this area of St. Lambert up to and including Grade III. All pupils from Grade IV and above will have to attend the old High School. It would seem, if a new housing project is statted in this section, that an extension to this building will have to be planned for the near future.
- e) The Margaret Pendlebury School will serve the same purpose to this part of St. Lambert as the Victoria Park School does to the Victoria Park section. There would seem to be no need for extending this building at pre-S
- sent.

Longueuil

Longueuil presently has two schools. Caroline and

and Lemoyne d'Iberville. The Caroline School is dangerously overcrowded with an original four-room building expanded to seven by setting up extra tooms in the basement. This situation is highly undesirable as it will present difficulties in ventilation, heating, fire precautions, lighting and playroom facilities. The Longueuil School Board is presently proceeding in the construction of an extenesion to their three-room Lemoyne d'Iberville School, which will allow the Caroline School to function as it was originally intended. Seven rooms of much needed classroom space and a gymnasium with a basement underneath thus added to the Lemoyne d'Iberville School will provide Longueuil with fairly adequate facilities for the present at least.

In view of the fact that many of these rooms will be occupied by children from near-by Ville Jacques Cartier, it would seem finly fair that an 80% grant be given the Longueuil Board.

William White School in Montreal South is under the jurisdiction of Longueuil for school purposes. The situation here is adequate except for a very undesirable classroom in the basement. The extension to the Lemoyne d'Iberville School will eliminate this, a fact that gives stimulus to this need.

Mackayville Protestant School also under the Longueuil Board, is in the middle of a rapidly growing South Shore district. The pupil enrolment for 1953-54 is 270 and the estimate for 1954-55 is 310. Fortunately the lunchroom can be utilized as a classroom for the coming year, thus enabling the projected increase to be accommodated, albeit in an overcrowded condition. Future increases in population will create the need for added facilities.

St. Andrew's School, Laprairie, another of Longueuil's responsibilities, is a one-room school in which the first four grades are taught. This school takes in pupils from Laprairie and Brosseau. Extensive building projects in the these two areas indicate larger school facilities in the not too distant future. Pupils in Grades V,VI and VII are transported to the William White School in Montreal South, while Grades VIII to XI attend the Chambly County High School in St. Lambert.

Greenfield Park

The Royal George School, Greenfield Park, presently contains twelve classrooms and a gymnasium, with a capacity of 380 pupils without overcrowding. The present enrolment is 390 and the estimate for 1954-55 is 450 pupils. This will necessitate the building of more classrooms. The Greenfield Park Board is at present planning the construction of a six-room extension which will be completely filled by the time it is finished. This area contains a great building potential and it is imperative that the Board be given all possible aid if the educational needs of the community are to be met. As this community is already paying a special tax of $5\frac{1}{2}$ mills, an 80% grant should definitely be allocated.

St. Hubert

The Royal Charles School, operated by this Board, has five classrooms and a converted lunchroom and is, therefore, capable of accommodating approximately 190 pupils. As the present enrolment is 215, transportation for Grade V has to be provided to a vacant room in the old Pinehurst-East Greenfield School. This has proved to be very unsatisfactory both from an educational and an economical standpoint. Next year this makeshift will not be available, so that other plans will have to be made. The estimated enrolment of the Royal Charles School for 1954-55 is 263, a total which demands an immediate extension of at least four rooms to the present building. The St. Hubert Board is presently in the process of preparing preliminary plans for this four-room extension and a general all-purpose room to serve as an assembly hall, lunchroom, visual aid and recreation room. As this area is one of the very low tax revenue areas, a grant of 85% would be needed if the Board is to be able to finance this project. This is the more necessary as the Board is presently paying a Special Tax of 4 mills on an outstanding bond issue of \$24,000.

Pinchurst-East Greenfield

School facilities in this area are being strained to the utmost. When the new Kensington School was opened a year ago last January, it was hoped that the old obsolete school building could be used only as a lunch room and recreation room. However, this year it is once again in operation, containing Grade I from Pinehurst-East Greenfield and Grade V from St. Hubert. During 1954-55 the four rooms of the new building and the two rooms of the obsolete old building will not be adequate for the needs of the community, as each of the seven grades will require a separate room. Grade VII pupils will have to be transported to St. Lambert with the accompanying educational confusion and extra costs for transportation. The Board is keenly alive to the situation and preliminary plans are now in preparation for a three-room extension which is urgently needed to provide the growing educational requirements of this rapidly growing school municipality. As this is another low tax revenue area, a grant of 85% is needed, especially in view of the fact that it has a Special Tax of 6 mills over and above the general rate of 19 mills.

Chambly-Richelieu

The problem of pupil accommodation is not as acute here

as in other school municipalities under the jruisdiction of the Chambly County Protestant Central School Board. By making use of the adequate basement rooms the Board has managed to provide facilities for at least two hundred pupils. As this figure will not probably be reached before two ot three years, it would seem that St. Stephen's School, with some renovation, and the addition of a storage shed, would be sufficient to meet the needs of this community for the present at least.³

From the above report it can be seen that, despite the use of makeshift rooms, and the transportation of pupils long distances to vacant ones, the problem of overcrowding still besets the Central Board.

By 1955 facilites for audio-visual education were available in all schools except St. Andrew's, Laprairie. Pianos had been provided in all schools, and a tape recorder was available on application to the Supervisor. All classrooms had an adequate supply of maps, globes, dictionaries, etc., but overcrowding had prevented the supplying of a library, though most classrooms had a supply of books.

Teacher-Board Relations 1945-55

As we have noted in Chapter III, the relations between the Central Board and its teachers were very poor at the beginning of the Central Board's life, hitting their nadir in the disputes of 1948 and 1949. Since that time, due to the determined efforts of both parties, a new era in teacher-board relations has begun. It has arisen from two main causes: the enlightened attitude of the Central Board regarding salaries, and the campaign of the Chambly County

³ H.G. Greene: <u>Survey of the Chambly County Protestant</u> <u>dentral Board Unit</u>; typewritten report; January, 1954.

Protestant Teachers' Association to arouse the professional conscience of its membership.

The salary policy of the Central Board

When the first Central ^Board instituted its salary scale in 1945, the average salary paid the teachers was \$1294, by 1955 this had been increased to \$3097, over 150 per cent.⁴ This improvement was not brought about without friction.

General dissatisfaction arose, not so much from the actual sums paid in salaries, but from the manner in which the Board implemented the scale. The staff was always fully aware of the financial troubles of the Central Board and sympathetic in regard to the, but was dissatisfied for three main reasons:

	Not all signed at the same time in the County. Time given to teachers to make a de- cision regarding the acceptance of
b) Inconsistent d	the contracts varies a great deal. istribution of money for salaries. There is no apparent system for de- termination of salaries. In other Larger Units definite salary scales have been set up, copies of which are in the hands of every teacher.
c) In some cases,	teachers have been given the impres- ion that the Montreal Scale is in effect for 1948-49, and was being used as a basis for determing sala- ries. Subsequent discussions have disclosed the fact the Montreal Scale is not in effect.

Before approaching the Central Board on the salary question, the teachers had circulated a questionnaire among

⁴ Appendix B

⁵ Chambly County Protestant Teachers' Association; Report of the Salary Committee, 8 January, 1948.

themselves. This revealed some startling inequalities: in spite of the alleged scale, one elementary teacher of thirty years' experience (twenty-eight of them in St. Lambert) was receiving a hundred dollars less than an unqualified member of the same staff. At the same time, while one lady teacher in the High School with twenty-six years' of experience in the County was being paid \$1500, another with the same qualifications, but only half the experience, was receiving \$2300.⁶

Attempts to make the Central Board see the teachers' point of view had failed in 1948 and were a partial cause of the unrest which gave rise to the Parents' Committee. The Central Board's attitude may be illustrated by a circular letter, sent to all teachers during the attempt to negotiate in 1948.

CIRCULAR LETTER TO ALL TEACHERS

The Board has met your Committee and are in sympathy with your suggestions, and has given very careful thought to them.

As you are aware, we have added \$10,000 to our teacher salary costs this year, and within the limits of our financial capacity, plan to make further increases for the coming year.

We are assured by Quebec that the possibility of special grants is limited. However, the Board is very conscious of the rising costs of living, and of the financial difficulties it entails upon the individual, so it has adopted a scale of salaries for all teachers, copies of which have been given to the President of your Association for each teacher. This is to be considered as our minimum, and the Board will offer to each teacher at present on our staff, such extras each year as circumstances warrant, to bring those below the scale gradually up to par. The Board reserves the right to determine, without question

6 Foid, Appendix B.

the amount of such extra increase.

As stated at the meeting of the Board with your Committee, the Board insists on the same privilege as the teacher; that is, freedom of choice. To that end we request that those desiring to continue their service with this Board, shall sign and return the contract in triplicate within seven (7) days of receipt of the contract. Failure to do so shall leave the Board open to fill any position.

BY ORDER OF THE BOARD'

As might be expected, the receipt of this epistle did nothing to improve the situation, and unrest continued to seethe. There was a suspicion, too, though the Board denied it, that the espousal by the Principal of the High School of the teachers' cause had contributed to the decision to not re-engage him.

With the advent of peace, after the intervention of the Protestant Committee and the appointment of their nominee as Supervisor, the Central Board revised its scale and gave credit on it to the teachers of many years' experience on its staff.⁸ From this time onward the attitude of the Central Board towards the requests of the staff for adjustments in the salary scale has been one of great sympathy. They have consistently followed the lead of the Montreal Central Board, though they have, thereby, been criticized by both the taxpayers and the Department of Education. In one instance in 1953, the increases offered by the Board were greater than those which the Salary Committee of the Teachers' Association were prepared to request.

⁷ H?B. Lee; Circular Letter to All Teachers; 23 Janaury, 1948 Appendix D

The salary policy of the Central Board in 1955 is far removed from that of 1945 both as to amounts paid, and to the method of determining salary. In the few instances where circumstances have required the Supervisor to offer a sum in excess of that to which an individual has been entitled on the scale, he has first sought the **p**pproval of the Executive of the Teachers' Association. Though no one pretends that the scale is perfect, as to either the amounts of salary available, or to its adjustment between the sums paid High School as compared to other teachers, the suspicion and distruct of earlier years are completely absent.

The Chambly County Teachers' Association

Prior to the erection of the Central Board in 1945, the St. Lambert Teachers' Club carried out functions of a purely social nature. It still exists for the same purpose, but out of it grew the County Teachers' Association. The latter was born in April of 1946, and adopted a constitution which has as its aim "to facilitate professional work and to advance the interests of education".⁹ The work of this organisation may be considered under two headings: the improvement of salaries, which we have discussed in some detail, and the professional advancement of its members.

The professional competence of the members of the Association has been advanced in two ways: first by having leaders in the field of business and education address the members at the various meetings, second, by the organisation

⁹ Chambly County Teachers' Association Minutes 10 April, 1946.

of workshops and discussion groups on particular school problems. For example a typical meeting included the discussion of such topics as Experiments in Sci**ance**, Developmental Reading, Projects and French.¹⁰ In these groups teachers of experience share the secrets of their methods and techniques with newcomers to the profession. Out of these discussion groups has developed an experiment in education.

During the 1955-56 term the discussion groups of the Association developed into workshops wherein problems affecting the system were discussed. Stimulus was given to these by the Supervisor's pointing out that something must be done to cut down the high rate of failure among pupils in the first year of high school. The Central Board co-operated by giving two half-days of school time to the discussions. Groups were organised consisting of all the teachers of a given grade level as well as one made up of principals and specialists. At first the Grade VII group confined itself to a discussion of what could reasonably be expected of pupils at that grade level; later Grade VIII teachers were invited to outline to the others the limit of work which students were expected to have covered before entrance to the High School, how their classwork should be organised and, in general, what it was that the High School teachers expected the pupils to know on entering Grade VIII. The principals and specialists discussed general policy, including the requirements for promotion at the various grade levels.

¹⁰ <u>Ibid;</u> 29 September, 1949.

Out of these discussions came a number of recommendations which were forwarded to the Central Board. As a result of these, the students at each grade level now write the same final examinations in June, the papers are corrected by a panel of teachers, instead of the class teacher, and the failure rate has been cut in half in the first year of High School.

The astuteness of the Supervisor in inviting the teachers to discuss educational policy has led to the new system's being implemented with a minimum of opposition, and this sharing by them of its formulation is a far cry from the mutual hostility and suspicion of 1948-49. It indicates that both the teaching staff and the Central Board have come a long way in the fields of mutual respect and co-operation in the ten years of the Board's life.

Chapter X

EXTRA-CURRICULAR SERVICES

Centralisation of the Schools of Chambly County caused the Central Board to organize three very impostant extracurricular services which have contributed in a marked way to educational progress. These are: a comprehensive system of transportation, not only of pupils to the High School, but also within some of the larger municipalities, a health service under the supervision of a Registered Nurse, and a cafeteria in the High School, as well as the provision of hot soup and milk in other schools.

Transportation

In most large school districts it is the custom for the central board to own and operate a number of school buses. In Chambly County, however, the Central Board contracts with the local transportation companies for the conveyance of pupils living at a distance of over one mile from the schools. A glance at the map will indicate the necessity of such a service in an area the size of Chambly County.

The history of this service begins with centralisation itself, since the sale of the Longueuil High School building necessitated the finding of accommodation for the displaced classes in the St. Lambert schools. Similarly the pupils of all grades eight and nine were transported to St. Lambert with the transfer of their classes to the St. Lambert High School.

The plans for the High School which were sent to Quebec

in 1947 included provision for the garaging of buses in the basement of the building. This plan was, however, discarded in favour of a system of contracts with the transportation companies. The apparent reasons for the use of the public carriers for the conveyance of pupils, rather than the operation of buses by the Central Board, is the fact that a comprehensive system of public transportation existed, and the high cost of equipment and maintenance wich the latter might have involved.

The system used in the administration of this service is to issue a pass to each pupil entitled to free transportation, and for the Central Board to be billed monthly by the companies; the cost is then apportioned among the local boards according to the number of children in each municipality who make use of the busses. For a time, the students of Grades X and XI, who were exempt from the compulsory attendance regulations, and for whose transportation the Central Board did not hold itself liable, were required to pay their own expenses, but in 1950 a system was evolved whereby a portion of the school fees charged these pupils was remitted up to the amount they spent on bus tickets.¹ This system proved unweildy, since it applied only to the months of November to March, and the sum permitted varied according to the distance the child travelled. Students in Grades X and XI now pay a flat fee of ten dollars for

¹ Minutes of the Central Board, Special Transportation Committee, 15 May, 1950.

a pass which is honoured on all the chartered busses. This provision of transportation does not apply within the boundaries of the municipality of St. Lambert. The cost to the Central Board of this service was fixed by the bus companies at fifty cents per bus mile. This worked out to an average cost of sixteen cents per day for each child transported, or eight cents per trip.²

With the increase in school population, however, the total cost of this service soared. In 1945 the Central Board spent \$3,096 for transportation, by 1954-55 the sum was seven times ag great.? The reasons for this were, not simply increased enpolments in the High School, but also the shortage of space in some schools which necessitated bringing children to schools in other municipalities. The Longueuil Board found its bill particularly high since, being responsible for the Laprairie area, it carried the pupils to schools in Montreal South.

The rising cost of transportation has been given as one of the reasons for the decision to keep some of the Grade VIII students in the schools of their own municipalities in September 1956; it is understood that the same will apply to the Grade IX pupils in 1957. This may cause a recurrance of the problem of academic standards just overcome by the Teachers' Association. It may also have a deleterious effect on the <u>esprit de corps</u> which has been

² H.B. Lee to W.P. Percival, 24 February, 1950.

³ Appendix B

developed among the students of the County who have lost their aversion to having to attend a school outside their own municipality, a feeling which was very much apparent as late as 1950, when the writer joined the staff of the County High School. Again, since it is the apparent intention of the local boards to appropriate much smaller sums for transportation to the High School in 1956-57, the number of students benefitting from its facilities who come from a distance, may show a decrease due to sheer inability to find the money for bus tickets on the regular system. Thus, one of the main advantages which centralisation has brought to the area may be lost.

Health Service

It had always been the custom for the pupils of the St. Lambert schools to be examined annually by the Board'd Medical Officer at the expense of the St. Lambert School Board, but this did not apply outside the municipality. In 1948 the Central Board established a Health Committee and engaged the services of a Registered Nurse and County Health Supervisor.⁴

As a result of the efforts of the County Nurse, the cleanliness of the children in many areas has been improved greatly; pediculosis, which was once a problem in some schools, has almost disappeared, and, as a result of annual tests for infectious diseases and the arrangement for the treatment of indigent cases, the health of the student body as a whole

⁴ Minutes of the Central Board, 16 August, 1948.

has improved. Biennial examinations for tuberculosis are carried out with the assistance of the Quebec Anti-tuberculosis League and arrangements are made where treatment is required.

There has, in the past, been marked opposition in some areas to the totopaign against pediculosis, including verbal abuse of teachers by parents whole offspring have been excluded from school for this reason. The relative rarity of this scourge today, and the awareness on the part of pupils and parents alike of the need to eliminate it, are a tribute to the patience and perseverance of the County Nurse. In addition to her duties as a nurse, this lady has seen to it that needy families have received gifts of food and warm clothing through her contacts with the Lions and other service clubs in the area. The duties of the County Nurse in the Chambly Central Board area have included much that is not strictly medical in nature, and the effect of this single service on the school population would, in itself, justify the centralisation of the area for school purposes.

<u>Cafeteria</u>

The cafeteria operated in the Chambly County High School is unique, in that most of the work of preparation and serving is done by a staff of volunteers. This service was begun in October of 1949 in the basement of the Annex; it has since moved to more commodious quarters in the new High School.

The initial cost of setting up the cafeteria was shared by the Junior Red Cross and the St. Lambert School Board. In the beginning the only permanent employee was the cook; the County Nurse and a group of volunteers from the St. Lambert branch of the Imperial Order Daughters of the Empire and the Greenfield Park Home and School Associations did the work of preparing and serving the meals. This enabled the cost of meals to be kept to twenty-five cents for a plate of meat and vegetables accompanied by bread, butter and milk. Soup and dessert were optional at five cents each. When first opened, the cafeteria had a capacity of one hundred, and served sixty meals daily in addition to a large number of children who brought sandwiches and purchased milk.⁵

In addition to their work in the kitchen, the lady volunteers assisted in the financing of new equipment for the cafeteria by holding bridges, teas, cooked food sales, and by sponsoring the efforts of various local dramatic and operatic groups. In time much of the work of preparation and dishwashing was taken over by a paid assistant, but the ladies continue to serve the meals and assist in their preparation. In order to make their work in the cafeteria more enjoyable, the group formed the Chambly County Cafeteria Club, and broadened the membership to include many who were not members of the two original organisations from which they had come.

In 1949-50, the cost of operating the cafeteria, that is the excess of expenditures, some of which were capital, over

5

Minutes of the Health Committee of the Central Board, 21 November, 1949.

receipts was \$1,992.⁶ By 1954-55, this figure had increased to \$3.446, and the Central Board, faced by rising costs elsewhere, foresaw difficulties ahead if the deficit continued to increase? The priceoof the basic meal was raised to thirty-five cents, and the ladies decided to operate a tuck shop during the morning recess and after the last meal had been served at noon. By these means the deficit for 1955-56 was cut to less than \$800, and the continued existence of the cafeteria aspured⁸.

- 6 Appendix B
- 7 Ibid.

⁸ Minutes of the Health Committee of the Central Board, 16 June, 1956.

Chapter XI

CHAMBLY COUNTY 1956-

During the ten year period 1945-55 which we have been discussing, the school population under the jurisdiction of the Chambly County Protestant Central School Board has increased from 1575 to 3548 pupils. an increase of 125 per cent.¹ At the same time, the population of the County of Chambly as a whole increased at the rate of 140 per cent. the latter rate being the highest for any quebec county in the same period.² The next highest rate of increase occurred in the Chicoutimi region; 46.9 per cent. On the basis of these figures, the next ten years should see an even greater increase in the number of pupils attending the schools of the Central Board, since this growth has taken place without the stimulus of **B** corresponding increase in the number of industrial establishments in the area.

The opening of the St. Lawrence Seaway should give this trend a great boost, since it is anticipated that the south shore of the St. Lawrence will see an unprecedented industial and residential development. One writer has christened the area "Montreal's Golden Triangle".³ The greater part of the region is formed of the County of Chambly. One eighteen month period saw more than \$110,000,000 of new construction.⁴

Appendix A

٦

- "Montreal Dauly Star"; 10 July, 1956.
- ⁴ Ibid. <u>op. cit</u>.

² Business Year Book, "Financial Post"; McLean-Hunter, 1955 Page 21.

From this anticipated increase in industrial development and in population, the Central Board should derive a stronger financial position, since its present difficulties stem from the relative absence of industrial establishments as a source of tax revenue. A second development may be that the present balance of power will almost certainly be upset. By this we refer to the fact that, though today the financial position of the St. Lambert Board is the strongest, this area is almost completely built up as a residential district, and any development will come in the outlying areas of the County. Again, the logical place in which to expect industrial development is where space is available for the docking of ships and the building of warehouses and factories. One of the plans of the Seaway Authorities is the setting up of just such an area in the Laprairie Basin. It is quite conceivable that the low tax revenue areas will become the main source of income for the Central Board, since they alone have room for expansion.

There can be no doubt that the next ten years will be ones of expansion in both school population and buildings. In view of the Central Board's experience of building in the past ten years, we may anticipate a similar lagging of the building program behind requirements, and a continuing of the problem of overcrowding, as well as an increasing difficulty in engaging a competent staff. When one considers that the rate of increase mentioned was the product of a population shift of a purely residential character, the possibility of of what might happen as the result of industrial expansion almost defies imagination.

SUMMARY AND CONCLUSIONS

In the opening chapter of this work we proposed to deal with a number of specific problems. Having made a survey of the period during which the Central Board has operated, we may now proceed to examine them more closely.

The School Situation in Chambly County in 1945

There were eleven schools under the control of the Central Board in 1945, three in St. Lambert, of which one was the High School, one each in Longueuil, Montreal South, Mackayville, Laprairie, St. Hubert, Springfield Park, Greenfield Park and Chambly. The Mackayville building was in such poor condition that it was soon replaced, as were the schools in St. Hubert and Springfield Park. The remainder, being brick buildings formed nuclei about which extensions were raised. Only St. Andrew's, Laprairie, remains as a one-room, ungraded rural school.

With the exception of the St. Lambert schools, all the buildings were overcrowded. Those under the control of the Longueuil Board, especially, were in need of expansion, since the sale of the Longueuil High School had left the Board with a shortage of eight rooms. Total enrolment in the County was 1575 pupils.

Of the sixty-four members of the teaching staff, four were not certificated, eight were qualified as High School teachers. The remainder possessed either Elementary or Intermediate Diplomas. The males on the staff numbered five.

Problems Which Have Occupied the Central Board

An increase in enrolments from 1575 in 1945 to 3548 in 1955 necessitated a building program in order to house the pupils. The Central Board found that it lacked the right to own property, so the new buildings were erected by the various local boards under the **direction** of a Building Committee. Little difficulty was experienced in the building of elementary schools, but the task of providing a new High School took nine years to fulfill.

The difficulty in building the High School arose from the fact that the Education Act requires the municipality in which a school is built to shoulder the costs of erection and maintenance. This seemed manifestly unfair, since it was intended to serve the whole County of Chambly. Ultimately, the St. Lambert Board agreed to assume the responsibility, and a grant of eighty-five per cent of the cost was obtained from the Government. Because of the delay, and the financial necessity of cutting down the size of the proposed building, it was too small on the day it opened.

The Central Committee and the first Central Board had assumed that the preamble to the Central Board Act gave them authority to adjust valuations and to set a single tax rate which would bring in taxes sufficient to cover the expenses anticipated in the combined budgets. The second Central Board, discovering that this was not the case, arranged to have their actions in so doing tati-

fied by the various local boards. The **third Central** Board, faced by a mounting deficit, returned to the system of financing in existence prior to centralisation, whereby each local board raised taxes sufficient to cover the expenses anticipated in running its own schools.

This latter action was forced upon the Central Board because of the failure of its income to keep pace with its expenses. At the same time as its expenses mounted, the operating grants received from the Provincial Government by the Central Board did not amount to the same percentage of its expenditures as did those received by other central boards. In an attempt to assist the St. Lambert Board in meeting the expenses of running the High School, the Central Board instituted an interboard fee, which, with the increased cost of transporting the children to the schools, was a partial reason for the financial reorganisation.

The Central Board has been too preoccupied with problems of finances and buildings to give much thought to academic questions. It has accepted the curriculum laid down by the Protestant Committee and has left the initiative in formulating educational policy to the Supervisor and the Teachers! Association.

The percentage of teachers who possess High School Diplomas under contract to the Central Board has increased during the period 1945-55. At the same time the Board has been forced by the teacher shortage to engage uncertificated personnel. This is not unusual today, but is to be regretted. The

number of specialists has increased, and much good work is being done in the teaching of French, Art, Music, Industrial Art, Household Science and Science. The number of teachers who reside on the South Shore, instead of commuting from . Montreal, has increased, making for a more stable staff and a better liaison between teachers and parents.

Extent to Which the Board's Solutions Have Been Permanent

From our study it would seem that none of the solutions which the Central Board has found to its problems is permanent. They are, unfortunately, self-perpetuating; like Hydra, as one head was lopped off, another grows to take its place.

Alterations in Teaching Conditions

Although overcrowding is still a characteristic of the schools of Chambly County, this condition is more readily tolerated today, since obsolete buildings have been replaced by more modern ones. Teaching aids in the form of audio-visual equipment, pianos, and a tape recorder are available where needed.

The policy of following the lead of the Greater Montreal Board has replaced the hostility of the Central Board towards the teachers' request for a salary scale in 1948. Since that time the average salary paid by the Central Board has more than doubled. The autocratic attitude of earlier days has been replaced by one which welcomes the teachers' contribution to the formulation of educational policy. E Educational Benefits Which Have Accrued to the Community

As a result of the passing of the Central Board Act High School facilities have been made available to all of the pupils in the schools of Chambly County on a much less.expensive basis to the student than was formerly the case. Whereas they once had to go to Montreal for Grades X and XI. these grades were made available in St. Lambert. The actual fee itself is less, and the cost of transportation cut to a minimum. With the sale of the Longueuil High School, there would have been no readily available facilities of this nature for them, had not St. Lambert agreed to become a part of the County Unit. The use of the St. Lambert schools enabled the Central Board to offer Industrial Art, Household Science, Music, and Art, subjects which are not normally taught in small schools, and whose expense can only be justified by the presence of a large school population in a single building.

In addition, the policy of the Central Board, in raising the salary scale to the level of that available in Montreal, enabled the various areas within the County to secure the services of better qualified teachers than they might have been able to afford, had the financing of schools been left on the basis which obtained prior to centralisation.

Changes Which May Follow the Opening of the St. Lawrence Seaway

It is anticipated that the opening of the St. Lawrence Seaway will bring to the south shore of the river a tremendous industrial development. If this is the case, the Central Board will be placed in a much better financial position, since it will gain sufficient revenue from this neutral panel to balance its budget, without raising the already high taxes on real estate. Since the population of the area has increased at a very high rate during the past ten years without any industrial development, it is only logical to assume that with such stimulus, the rate will go even higher. If this is the case, the Central Board's problems of building and teacher recruitment will be much more complex, and the possibility of a time when these worries will not beset the Board members is far in the future.

Conclusions

The Central Board Act envisioned the spreading of the cost of education over wider areas, but it did not give to the central boards a clear and definite mandate to do so in the only practical way: the adjustment of valuations with a view to setting a single tax rate for the whole central board area.

This was particularly the case in Chambly County which includes areas with marked variation in the value of their real estate. Because of this lack of power to tax, the Central Board has been forced to revert to the situation which was one of the reasons for the passage of the Act in the first place, whereby each community within the area supports its own schools.

The Central Board Act has brought to the children of the

area benefits of education in the County High School which they would have found it difficult to obtain had the Act not been passed, but the failure of the legislation to lay down the conditions under which a central high school might be built caused a delay of nine years in its erection.

The only successful provision of the Central Board Act is that which deems it necessary to preserve the identity of the various local school boards in existence when it was passed. The objective of this legislation was carried out to the detriment of the operation of the other clauses of the Preamble, and brought about the dissolution of the financial structure of the Chambly County Protestant Central School Board, insofar as any attempt to spread the expenses of education equitably over the whole county was concerned.

Study of the operations of the Central Board gives one the impression of a paradox: the members were so **preoccupied** with the fields of finance and building, in which they had no clear mandate, that they left that of educational policy, which was theirs, to the Supervisor and the Teachers' Association.

Problems Suggested for Further Study

- a) How does the situation in Chambly County compare with that in other central board areas of the Province?
- b) What will be the effect of financial decentralisation on the teaching staff, the educational opportunities of the children, the continued existence of the Central Board?
- c) Does aumalgamation of the local boards offer a solution

to the problems of the Chambly County Protestant Central School Board?

•

.

BIBLIOGRAPHY

- 1. Dowd, K.J., <u>The First Central School Board in the Pro-</u> vince of <u>Quebec</u>, McGill University Thesis, 1956.
- 2. Flower, G., <u>The Contribution of Dr. E.I. Rexford to</u> <u>Education in the Province of Quebec</u>, McGill University Thesis, 1949.
- 3. Greene, H.G., <u>Brief Report on Educational Progress and</u> <u>Problems in the County September 1950 to Janaury 1951</u>, typewritten report, Central Board Archives, 1951.
- 4. Greene, H.G., <u>Survey of Chambly County Protestant Cent-</u> <u>ral School Board Unit</u>, typewritten report, Central Board Archives, 1954.
- 5. Heatley, A.H., <u>The Prediction of High School Classes</u> <u>in Chambly County</u>, typewritten report, Central Board Archives, 1949.
- 6. Heatley, A.H., <u>Memorandum re the Effect of County Pu-</u> <u>pils on the St. Lambert Tax Rate</u>, typewritten, Central Board Archives, 1952.
- 7. Heatley, A.H., <u>The Proposed Chambly County High School</u>, Brief presented to Hon. Mr. French and Col. R. Roche, L.L.A., typewritten, Central Board Archives, 1952
- 8. Heatley, A.H., <u>Synopsis of Address at the St. Lambert</u> <u>Public Meeting, March 26, 1953</u>, mimeographed, Central Board Archives.
- 9. Woodley, L.C., The History of Education in the Province of Quebec: a bibliographical guide, McGill University Thesis, 1932.
- 10. <u>Commentary on the Round Table Discussion held in the</u> <u>St. Lambert High School 11 April, 1949</u>, Central Board Archives.
- 11. Report of a Special Committee of the Provincial Association of Protestant Teachers, February, 1948.
- 12. Report of the South Shore Regional Council of Home and School Associations, 10 February, 1949.
- 13. <u>Statistical Reports of the Chambly County Protestant</u> <u>Central School Board</u>, for the years 1945 to 1955, Central Board Archives.
- 14. <u>Auditors' Reports of the Chambly County Protestant</u> <u>Central School Board</u> for the years 1945 to 1955, Central Board Archives.

Legislation cited

- 15. <u>An Act Respecting the Department of Education</u>, Revised Statutes of Quebec, Chapter 59, 1941.
- 16. <u>An Act to Provide for the Incorporation of Protestant</u> <u>Central School Boards</u>, Act 8 George VI, Chapter 15.
- 17. Order -in-Council Number 1743 dated 23 July, 1944
- 18. Order-in-Council Number 4540 dated 23 November, 1944
- 19. Order-in-Council Number 714 dated 7 July, 1949.
- 20. <u>Regulations of the Protestant Committee of the Council</u> of Education of the Province of Quebec, Department of Education, quebec, 1950.
- <u>Minutes of the Chambly County Protestant Central School</u> <u>Committee</u> (Printed in full in Dowd, K.J., Appendix)
- 21. 9 August, 1943
- 22. 13 December, 1943
- 23. 12 February, 1944
- 24. 10 April, 1944
- 25. 22 May, 1944
- 26. 28 August, 1944
- 27. 11 September, 1944
- 28. 20 November, 1944

<u>Minutes of the Chambly County Protestant Central School</u> <u>Board</u> (Central Board Archives)

- 29. 4 January, 1945
- 30. 19 February, 1945
- 31. 19 March, 1945
- 32. 9 April, 1945
- 33. 21 Lay, 1945
- 34. 27 June, 1945
- 35. 9 July, 1945

- 36. 7 September, 1945
- 37. 19 November, 1945
- 38. 17 December, 1945
- 39. 21 January, 1946
- 40. 18 February, 1946
- 41. 18 Harch, 1946
- 42. 15 April, 1946
- 43. 30 may, 1946
- 44. 17 June, 1946
- 45. 21 October, 1946
- 46. 25 November, 1946
- 47. 17 December, 1946
- 48. 13 January, 1947
- 49. 3 February, 1947
- 50. 18 March, 1947
- 51. 12 May, 1947
- 52. 9 June, 1947
- 53. 15 September, 1947
- 54. 20 October, 1947
- 55. 17 November, 1947
- 56. 19 January, 1948
- 57. 15 March, 1948
- 58. 24 March, 1948
- 59. 19 April, 1948
- 60. 21 June, 1948
- 61. 19 July, 1948
- 62. 16 August, 1948.

- 63. 20 September, 1948
- 64. 10 November, 1948
- 65. 15 November, 1948
- 66. 8 December, 1948
- 67. 17 January, 1949
- 68. 28 February, 1949
- 69. 21 March, 1949
- 70. 18 April, 1949
- 71. 16 May, 1949
- 72. 20 June, 1949
- 73. 25 July, 1949
- 74. 19 September, 1949
- 75. 26 September, 1949
- 76. 17 October, 1949
- 77. 7 November, 1949; Special Meeting.
- 78. 19 November, 1949
- 79. 21 November, 1949; Health Committee.
- 80. 19 December, 1949
- 81. 16 January, 1950
- 82. 20 February, 1950
- 83. 17 April, 1950
- 84. 15 May, 1950
- 85. 5 June, 1950
- 86. 19 June, 1950
- 87. 17 July; 1950
- 88. 18 September, 1950
- 89. 16 October, 1950

- 90. 19 February, 1951
- 91. 19 March, 1951
- 92. 10 April, 1951
- 93. 21 May, 1951
- 94. 18 June, 1951
- 95. 16 July, 1951
- 96. 15 October, 1951
- 97. 19 November, 1951
- 98. 12 December, 1951
- 99. 17 December, 1951; Building Committee.
- 100. 21 January, 1952
- 101. 18 February, 1952
- 102. 29 February, 1952
- 103. 31 March, 1952
- 104. 19 May, 1952
- 105. 15 Septembergmb952 1952
- 106. 23 September, 1952
- 107. 20 October, 1952
- 108. 15 December, 1952
- 109. 19 January, 1953
- 110. 16 February, 1953
- 111. 16 March, 1953
- 112. 19 May, 1953
- 113. 15 June, 1953
- 114. 24 August, 1953
- 115. 21 September, 1953
- 116. 16 November, 1953

117. 21 December, 1953

118. 18 January, 1954

119. 19 April, 1954

120. 17 May, 1954

121. 12 July, 1954

122. 20 September, 1954

123. 18 October, 1954

124. 21 February, 1955

125. 21 March, 1955

126. 18 April, 1955

127. 16 May, 1955

128. 20 June, 1955

129. 19 March, 1956

130. 16 June, 1956; Health Committee.

Minutes of the St. Lambert Board of Protestant School Commissioners.

131. 1 March, 1949

132. 19 December, 1949

Minutes of the Municipal Council of the City of St. Lambert

133. 19 May, 1952

Minutes of the Chambly County Teachers' Association

134. 10 April, 1946

135. 22 May, 1946

136. 9 October, 1946

137. 12 December, 1946

138. 12 February, 1947

139. 21 May, 1947

140. 7 October, 1947

- 141. 18 December, 1947
- 142. 8 January, 1948
- 143. 29 January, 1948
- 144. 21 June, 1948
- 145. 14 October, 1948

146. 11December, 1949

- 147. 6 January, 1949
- 148. 19 January, 1949
- 149. 21 March, 1949
- 150. 19 May, 1949
- 151. 29 September, 1949
- 152. 21 October, 1949
- 153. 1 December, 1949
- 154. 9 May, 1950
- 155. 27 September, 1950
- 156. 26 September, 1951
- 157. 20 November, 1952
- 158. 23 September, 1953
- 159. 11 November, 1953
- 160. 18 February, 1954
- 161. 20 May, 1954
- 163. 19 May, 1955

Minutes of the Chambly County Parents' Committee

(In the possession of the writer)

163. 16 February, 1948; Public Meeting

164. 16 February, 1948; Committee of Ten

- 165. 18 February, 1948
- 166. 19 February, 1948

- 167. 20 February, 1948
- 168. 24 February, 1948
- 169. 29 February, 1948
- 170. 1 March, 1948
- 171. 7 March, 1948
- 172. 28 March, 1948
- 273. 29 March, 1948
- 174. 20 January, 1949

Correspondence of the Central Board

- 175. Inspector Brady to H.B. Lee, 1 May, 1945
- 176. H.B.Lee, Circular Letter, 28 February, 1946
- 177. Montgomery, McMichael, Common, Howard, Forsyth and Ker to H.B. Lee, 8 March, 1947
- 178. H.B. Lee to All Teachers, 23 January, 1948
- 179. H.B. Lee to W.P. Percival, 11 May, 1948
- 180. W.P. Percival to H.B. Lee, 11 January, 1949
- 181. J.A. Reilley to All Teachers, 19 January, 1949
- 182. H.B. Lee to W.P. Percival, 2 March, 1949
- 183. Superintendent of Education to H.B. Lee, 8 July, 1949
- 184. W.P. Percival to H.B. Lee, 10 September, 1949
- 185. Montgomery, McMich**eel**, Common, Howard, Forsyth and Ker to H?B. Lee,18 November, 1949
- 186. W.P. Percival to the Secretary-Treasurers of Protestant School Boards, 12 November, 1949
- 187. R. White to W.P. Percival, 15 November, 1949.
- 188. H.B. Lee to W.P. Percival, 28 December, 1949
- 189. H.B. Lee to W.P. Percival, 28 December, 1949 (two letters)
- 190. J.W. Marsden to Price, 29 December, 1949
- 191. H.B. Lee to S.T. Wiles, 28 March, 1950

192. H.B. Lee to W.P. Percival, 24 February, 1950
193. H.B. Lee to C.E. Ployart, 23 February, 1950
194. H.B. Lee to K.H. Spriggs, 31 March, 1950
195. Greenfield Park Board of Protestant School Commissioners to H.B. Lee, 11 April, 1950
196. W.P. Percival to all Secretary-Treasurers, 15 May, 1950
197. H.B. Lee to S.T. Wiles, 17 May, 1950
198. W.P. Percival to H.B. Lee, 6 June, 1950
199. A.H. Heatley to Mrs. G.W. Bird, 1 May, 1952
200. A.H. Heatley to W.P. Percival, 2 May, 1952
201. J.W. Marsdentto E.S. Giles, 15 December, 1955

Correspondence of the Chambly County Parents' Committee (In the possession of the writer)

202. L.M. Montgomery to W.P. Percival, telegram, 16 February 1948

203. W.P. Percival to L.P. Montgomery, 18 February, 1948
204. Parents' Committee to H.S. Cook, 18 February, 1948
205. W.P. Percival to LPP Montgomery, 23 February, 1948
206. E. Wing to G.B. Clarke, 25 February, 1948
207. M. Edwards to G.B. Clarke, 25 February, 1948
208. E. Cobb to G.B. Clarke, 26 February, 1948
209. M.C. Wooley to G.B. Clarke, 26 February, 1948
210. L.P. Montgomery to L.P. Patterson, 3 March, 1948
212. H.C. Shaw to L.T. Montgomery, 2 March, 1948
213. G.B. Clarke to E.W. Cummings, 3 March, 1948
214. G.B. Clarke to President, Chambly-Richelieu Home and School Association, 3 March, 1948
215. G.B. Clarke to E.M. Jellett, 3 March, 1948

216. G.B. Clarke to F.M. Small, 3 March, 1948 217. E.W. Cummings to G.B. Clarke, 5 March, 1948 218. G.B. Clarke to A.F. Bentley, 8 March, 1948 219. G.B. Clarke to H.B. Lee, 22 March, 1948 220. G.B. Clarke to F.M. Small, 23 March, 1948 221. W.P. Percival to L.T. Montgomery, 24 March, 1948 222. G.A. Kyle to G.B. Clarke, 24 March, 1948 223. W.P. Percival to G.B. Clarke, 30 March, 1948 224. J.W. Tait, to L.T. Montgomery, 22 January, 1949 225. Montgomery, McMichael, Common, Howard, Forsyth and Ker to L.T. Montgomery, 14 February, 1949 226. C.H. Macnaughten to C.A. Bodensieck, 20 January, 1949 227. W.P. Percival to L.T. Montgomery, 18 February, 1949 228. W.S. Morwood to L.T. Montgomery, 25 February, 1949 229. G.R. Maybee to W.P. Percival, 4 March, 1949 230. L.T. Montgomery to R.L. Harrison, 19 March, 1949 231. F.T. Brown to L.T. Montgomery, 22 March, 1949 232. N. Simms to L.T. Montgomery, 5 May, 1949 Miscellaneous References

- 233. "Montreal Daily Star", 21 January, 1949
- 234. "Suburban News", St. Lambert, 10 February, 1949
- 235. "Financial Post", <u>Business Year Book</u>, McLean-Hunter, Toronto, 1955
- 236. "Montreal Daily Star," 10 July, 1956
- 237. "Montreal Daily Stat", 16 July, 1956.

Year	1945-6	1946-7	1947-8	1948-9	1949-50
Stl Lambert		······································			
High School and Annex	695	749	868	869	888
Margaret Pendlebury				89	, 62
Victoria Park				74	59
Longueuil	489	403	468		
Caroline				225	187
William White				184	260
Laprairie	18			15	23
Mackayville				88	157
Greenfield Park	293	263	258	249	264
Croydon (St. Hubert)	117	102	115	92	170
Pinehurst-East Greenfield				33	73
Chambly-Richelieu	91	64	60	82	94
Official Total	1575	1652	1826	1832	2091
Year	1950-1	1951-2	1952-3	1953-4	1954-55
			جستان ببوعه معاقده بمتاله		
St. Lambert					582
County High School		~ ~ ~		1 07 0	582
High School and Annex	952	897	915		778
Margaret Pendlebury	110	150	137	169	1663
Victoria Park	80	130	120	141	144
Longueuil					
Capoline	211	181	218	226	220
William White	304	. 281	302	271	331
LeMoyne d'Iberville		78	91	83	94
Laprairie	23	40	35	30	37
Mackayville	161	169	195		292
Greenfield Park	291	318	348	390	465
Croydon (St. Hubert)	167	204	184		245
Pinehurst-East Greenfield	75	75	122	157	150
Chembly-Richelieu	108	124	155	145	176
Official Total	2336	2485	27İ9	3086	3548

ENROLMENTS IN THE SCHOOLS OF CHAMBLY COUNTY 1945-1955

Separate figures for the St. Lambert and Longueuil schools are not available for the period 1945-1948.

Separate enrolment figures and totals for 1953-54 and 1954-55 are taken from the Statistical Reports for the years concenned.

Due to confusion in calculating total enrolment in some years, official totals are taken from an address made by the Chairman of the St. Lambert Board, covering the years 1945-1953.

ARPENDIX B

CHAMBLY COUNTY PROTESTANT CENTRAL SCHOOL BOARD

MAJOR SOURCES OF REVENUE 1945-55

Year	Property	Neutral	Operating	Total	Bala	nce
	Taxes	Panel	Grants	Revenue	Surplus	Deficit
45-46	\$ 80,630	\$17,665	\$ 68,820	\$204,853	\$ 3,939	\$
46-47	86,257	19,489	58,846	190,938	10,853	
47-48	81,918	23,815	65,636	197,547	1,422	• • •
48-49	98,415	23,156	64,293	225,887	• • •	6,115
49-50	118,796	31,176	81,796	276,009		11,415
50-51	174,797	35,616	119,604	429,149	60,540	• • •
51-52	224,243	40,176	122,082	467,591	55,668	
52-53	223,244	36,565	120,302	460,940	4,162	
53 - 54	247,539	33,814	138,783	489,567	• • •	62,617
54 - 55	267, 3744	36,252	206,735	547,035	• • •	113,351
	•	•	•	•		·
55-56	Estimated	Deficit				165,000
е.	Total Ope	rating De	eficit (app	oroximate)	350,000

Figures taken from the Auditors' Statement of Revenue and Expenditure for the years 1945-55.

	MAJOR	EXPENDITURES	1945-55
--	-------	--------------	---------

Year	Salaries	Transpor- tation	Medical	Cafeteria Deficit	Total
45-46	\$282,801	\$ 3,096	\$ 735		\$200,913
46-47	89,730	•	658		179,913
47-48	116,491	6,936	822		196,125
48-49	140,657	7,720	712		232,002
49-50	164,554	8,394	1,008	\$1, 992	287,424
50 - 51	185,578	7,674	2,411	2,159	368,608
51-52	212,928	10,025	1,881	2,361	411,932
52-53	256,129	15,378	4,234	3,538	456,777
53-54	360,344	19,403	5,426	2,774	516,725
54-55	461,366	20,364	8,139	3,446	660,386

Figures taken from the Auditors' Statement of Expenditures for the years 1945-55.

All figures taken to the nearest dollar.

~

APPENDIS C

PERCENTAGES OF MUNICIPAL VALUATIONS FOR SCHOOL PURPOSES

Municipality	1947 ¹	1949 ²	19503	19514
St. Lambert	80	90	95	100
Longueuil				
City	85	70	95	100
Parish Ville Jacques Cartier	100	70	95	100
Preville		10	95 95	.100
Mackayville		70	100	75
Laprairie Town	140	140	140	150
" Parish	80	100	120	100
Montreal South	105	105	905	100
St. Hubert Parish				
(Longueuil Section)			140	150
Greenfield Park	100	100	1407	110
St. Hubert	100	120	140	150
Chambly Parish	140	120	120	150
" Canton	85	80	100	110
" Basin	85	85	100	
Village of Richelieu	140	140	140	150
N.D. de Bonsecours	115	115	140	150
Pinehurst-East Greenfield	• •	1206	140	150 ⁸
1 Minutes of the Central B	oard 9	June.	1947	
_		,		
² <u>Ibid</u> , 21 March, 1949				
³ <u>Ibid</u> , 19 June, 1950				
⁴ Ibid, 21 May, 1951				
5 Raised to 100 per cent of	f munio	cipal v	valuati	ion 25
⁶ Minutes of the Central B				
ry				
⁷ Lowered to 104 per cent the Protestant Committee	of muni ; Centi	icipal ral Bog	valua ard Min	tion o nutes,
B Lowered to 100 per cent			-	

Lowered to 100 per cent of municipal valuation 19 April, 1954

6 June, 1950

BASIC PERCENTAGES ARRIVED AT BY SPOT BALUATION BY CHAS. WARNOCK & COMPANY OF PRESENT MUNICIPAL VALUATION TO REAL VALUE FOR SCHOOL PURPOSES ADOPTED AT A SPECIAL MEETING OF THE BOARD HELD JUNE 5th, 1950 FOR ALL MUNICIPALITIES UNDER THE CHAMBLY COUNTY PROTESTANT CENTRAL SCHOOL BOARD.

LOCATION	PERCENTAGE		100% for
		VALMATION	SCHOOL VALUATION
1) St. Lambert	75%	3,718,306	4,957,741
2) Preville	75%	28,000	37,334
3) Longueuil City	75%	802,000	1,069,334
4) Montreal South	80%	405,000	506,250
5) Ville Jacques Cartie:		400,000	000,200
(Including Lemoyne)	75%	610,000	813,334
6) Mackayville	70%	425,000	607,143
7) Parish Laprairie	60%	50,000	83,334
8) Town of Laprairie	50%	17,000	34,000
9) Parish of St. Hubert	. 50%	17,000	J ⊈ ,000
	50%	5 000	10,000
(Longueuil section)		5,000	
10) Town of Greenfield		1,550,000	3,100.000 4052290
11) St. Hubert	50%	202,645	400£200
12) Pinehurst-East		106 740	750 690
Greenfield	50%	176,340	352,680
13) Chambly Parish	60%	75,952	126,600
14) " Basin	70%	55,845	79,778
15) " Canton	70%	189,253	270,361
16) Richelieu	50%	40,525	81,050
17) N.D. de Bonsecours	50%	75,955	151,910
		8,426,821	12,686,139

NOTICE TO ALL LOCAL SECRETARIES

To arrive at real value for any property in the various districts under your board, multiply local Municipal Valuation by 100 and divide by given percentage figure for the particular area.

BY ORDER OF THE BOARD

(Signed) H.B. Lee

Secretary-Treasurer.

	General		S	pecial	Rate (M	(ills)	
Year	Rate (Mills)	St. L.	Long.	G.P.	St. H.	CŔ.	PE.G.
45-46	12.5						
46-47	16.0						
47-48	16.0						
48-49	16.0						
49-50	17.0	None	2.5	None	7.0	None	None
50-51	20.0	2.0	2.0	None	7.0	None	None
51-52	19.0	1.9	2.5	None	4.0	5.0	None
52-53	19.0	1.5	2.5	5.5	4.0	5.0	6.0
53-54	19.0	0.4	1.25	5.0	4.0	4.0	6.0
54-55	19.0	2.7	2.5	5.5	5.0	4.0	7.0
55 - 56	19.0	2.2	2.6	5.0	4.5	3.2	6.4

TAX RATES IN CHAMBLY COUNTY 1945-1955

Figures for 1945-53 taken from A.H. Heatley, <u>Synopsis of an</u> Address at the St. Lambert Public Meeting, March 26, 1953

Figures for 1954-1955 taken from Central Board Minutes, 18 October, 1954.

Figures for 1955-56 taken from Mentral Board Minutes, 18 April, 1955.

APPENDIX D

SALARY SCALES

CHAMBLY COUNTY PROTESTANT CENTRAL SCHOOL BOARD

Teachers' Salary Scale 1948

A Grades I to VII

B High School Grades without High School Diploma C High School Grades with High School Diploma Years outside county given credit two for one. Appendix D (continued)

Salary Scale adopted 17 January for the year 1 July, 1949

Teachers in Elementary Grades

Woman Teachers

Men Teachers

High School Diploma	Other Diplomas Kind. Directre a ses	
1500 1550 1600 1650 1700 1800 1900 2000 2100 2200 2300 2400	1200 1250 1300 1400 1500 1600 1700 1800 1900 2000 2100 2200 2300 2300 2400	1500 1600 1700 1800 2050 2200 2350 2500 2650 2900
	~	

Teachers in High School Grades

Men	Women	Intermediate Diplomas Specialists without Diplomas
Men	Women	Men and Women
1800	1800	1600
1900	1900	1700
2000	2000	1800
2200	2125	1925
2400	2250	2050
2600	2375	2175
2800	2500	2300
3000	2625	2425
3200	2750	2550
3400	2875	2675
3600	3000	2800
3800	31,25	2925
4000	3400	3200

Appendix D (continued)

Notes on the scale adopted ve7 January, 1949

- 1. Scale shall be effective September 1, 1949.
- 2. Teachers with Advanced Intermediate Diplomas, for salary purposes shall be advanced one year on the scale.
- 3. Teachers with High School Diplomas who obtain further degrees shall be advanced one year on the scale.
- 4. Principals of Elementary Schools shall be on the regular salary scale according to their qualifications, and shall receive, in addition \$50 for each 40 pupils or major fraction thereof in the school.
- 5. Permit teachers shall not be engaged until the position has been fully advertised at least ten days prior to engagement of a permit teacher.
- 6. Specialists with University Degrees shall be classedd under the High School Scale and French Specialists without Degrees shall be advanced one year on the Intermediate Scale.
- 7. Credit for previous experience in the province shall be given to a maximum of seven years.
- 8. This article will apply for the year 1949-50 only. For the purpose of implementing this new scale and determining adjustment for teachers who are now in the county and who are re-engaged for next year, the following conditions are recommended:
 - a) Application of article 7 above.

b)	Additional	credits (on this	basis:		
	15-19 yrs.	service	in the	province	1	yr.
	20-24			_	2	
	25-29				3	
	30 - 34				4	
	35-				5	

- 9. Teachers transferred from **Elementary** Schools to High Schools shall begin at the point on the Scale immediately above that point at which they had arrived on the Elementary School Scale, provided that their inttial salary shall give an increment of at least \$100
- 10. Where teachers are doing work in both Elementary and High School grades, the teacher shall be on the High School Scale if the greater part of his or her time is spent in the High School Grades.
- 11. The term "Specialist" includes French, Household Science, Physical Education, Industrial Arts, Art, Music, Commercial.

Appendix D (continued)

CHAMBLY COUNTY PROTESTANT CENTRAL SCHOOL BOARD

APPROVED SALARY SCALE 1954-55

Men Teachers

Years of Service	I Category	II Category	III Category	IV Category	V Category
1 2 3 4 5 6 7 8 9 10 12 12 12 12	\$2100 2225 2350 2475 2600 2750 2900 3050 3200 3350 3500 3650 3800 4000	\$2225 2350 2475 2600 2750 2900 3050 3200 3350 3500 3650 3800 4000 4200	\$2350 2475 2600 2750 2900 3050 3200 3350 3500 3650 3800 4000 4200 4400	\$2475 2600 2750 2900 3050 3200 3350 3500 3650 3800 4000 4200 4400 4700	\$2600 2750 2900 3050 3200 3400 3600 3800 4000 4200 4400 4400 4600 4800 5000
15 16 and ove	4200 4400 er	4400 4700	4700 5000	5000 5300	5300 5600

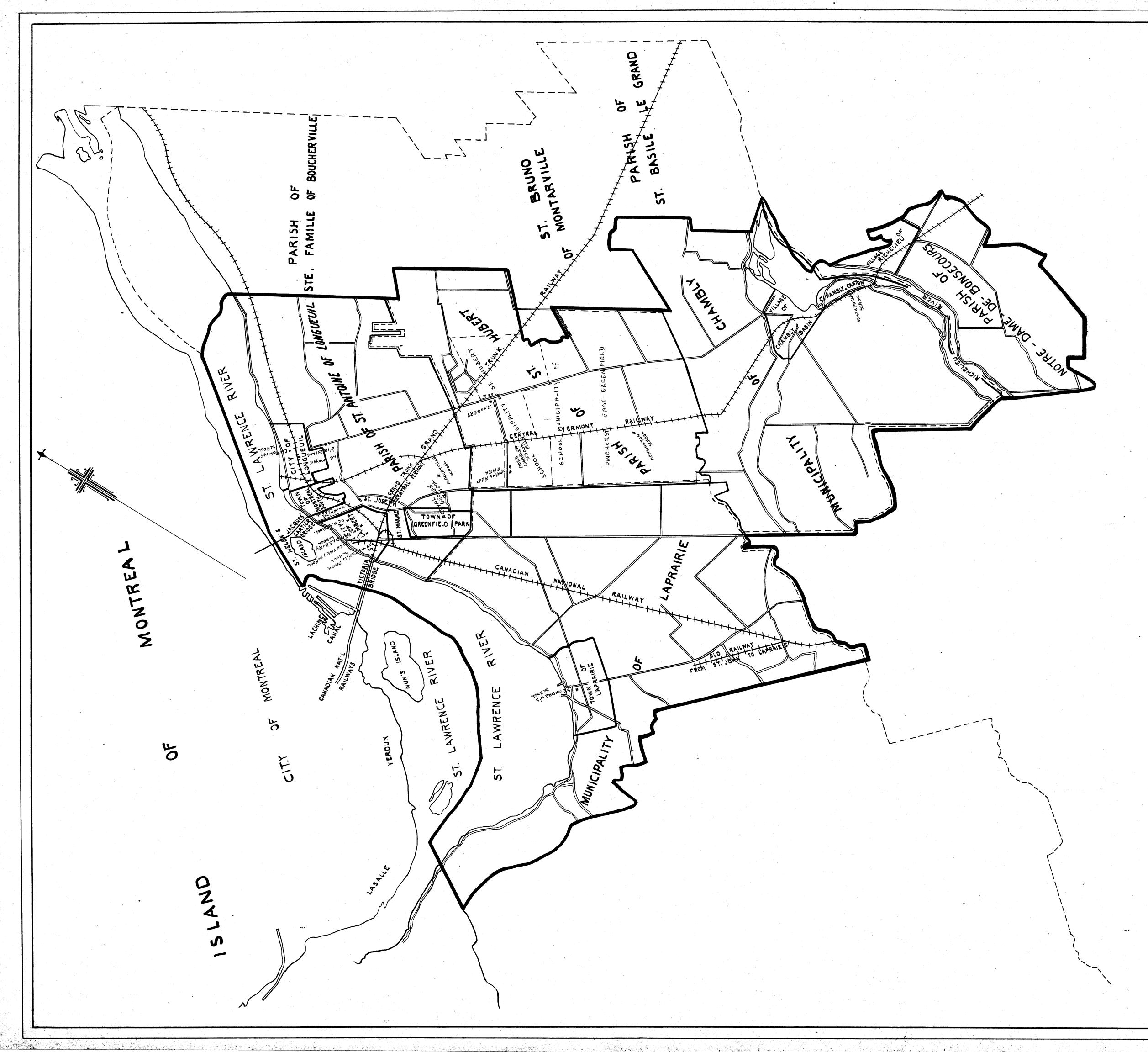
Women Teachers

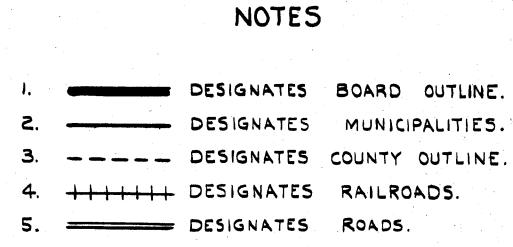
Years of Service	I Category	II Category	III Category	IV Category	V Category
1	\$2000	\$2125	\$2250	\$2375	\$2500
2	21.25	2250	2375	2500	2625
3	2250	2375	2500	2625	2750
4	2375	2500	2625	2750	2875
5	2500	2625	2750	2875	3000
6	2625	2750	2875	3000	3150
7	2750	2875	3000	3150	3300
8	2875	3000	3125	3250	3450
9	. 3000	31,25	3250	3375	3600
10	3125	3250	3375	3500	37 50
11	3250	3375	3500	3650	3900
12	3375	3500	3650	3800	4100
13	3500	3650	3800	4000	4300
14	3650	3800	4000	4250	4500
15	3800	4000	4250	4500	4800
16	4000	4250	4500	4800	5100
and over	er				

Marital Allowance \$500.

133

.





CHAMBLY

