

CHAPTER V I I I

PUBLIC ELEMENTARY AND SECONDARY EDUCATION

I. Introduction

1. The history of public education in New Brunswick and the present situation are sketched in Chapters 2 and 4. {Chapter 4 should be read in close conjunction with this chapter.

2. The Commission accepts as a basic proposition that a high standard of elementary and secondary, academic and vocational education should be readily available in all parts of the province to all children capable of receiving it and that the burden of taxation to support this standard should be the same throughout the province. There are two strong arguments in support of this proposition: (1) the education of our children is far too important for it to depend upon the capricious circumstances of a local tax base and upon local assessment of the importance of education and (2) education confers a general benefit, that is, one which extends beyond the locality in which the education is provided to the whole province, and, indeed, to the whole nation and so it is primarily a provincial rather than a municipal responsibility.

3. The availability of full educational opportunities is today regarded as the right of every child in the province and is no longer considered as a privilege for the more fortunate as, to some degree, it once was. This prevailing view itself constitutes a strong argument for a uniformly high standard. The weight of argument is all the greater when it is remembered that New Brunswick is a low-income province and that its best hope for raising its economic and cultural level is to develop the intelligence and skill and, at the same time, the resourcefulness and adaptability of its people, to the fullest possible extent.

4. Education is constitutionally a provincial responsibility and the fact that the province has seen fit in the past to delegate much of the financial responsibility for it to the local authorities does not absolve it from its ultimate responsibility for the results. In the following pages the weaknesses of the present educational financial and administrative structure, some of which have already been analyzed in Chapter 4, will be discussed and recommendations made for eliminating them.

II. Basic Weakness of Financial Structure

5. Expenditure for education out of locally raised funds is by far the most important single item of expenditure for the municipalities. In

1961, it comprised 36.6 per cent of all expenditures for the cities, 42.4 per cent for the towns, 60.6 per cent for the counties, and 46.9 per cent for all municipalities together. Nearly all of the funds required were raised by property taxation.

6. What makes the situation particularly alarming is the high rate of increase in revenue requirements for education. In the period 1956-60, total school board revenues from provincial grants and local taxation increased by 51 per cent, while the share from local taxation increased by 58 per cent. The rapid increase in educational costs is continuing, and the over-all cost will almost certainly double during the present decade. Many municipalities are finding the present burden of property taxation almost unbearable. It is difficult to see how they could possibly bear the substantial additional future burdens that would be imposed if their present responsibility for educational finance remained unaltered.

7. Although the provincial government contributes substantially to education, it pays a smaller share than any other province. The local share of the cost is financed mainly by taxation of real and personal property, a tax base that varies greatly from locality to locality, with the inevitable result that the poorer localities must either provide substandard education for their children or impose inordinately high, even crushing, burdens of (taxation on their property owners.

8. The property tax, even confined to real property, is one of the least equitable taxes, imposing as it does fixed charges on owners of residential and business property that bear no clear relation to services or to ability to pay, as measured by income. The property tax is justified on the grounds that it is a source of considerable revenue and that it is the only major tax that can be administered satisfactorily by a small or medium size municipality. While objectionable by itself, it is less so when considered as only one of the taxes in the over-all tax system, particularly along with the income and expenditure taxes, and may be considered a necessary evil given the amount of services modern governments must provide and the amount of revenue they must raise. What is inherently unsatisfactory is gearing the level of expenditure for education so closely to the widely varying property tax bases of the localities. If the property tax must be retained as a source of revenue for the basic educational programme, it should be levied at a uniform rate on equalized valuations throughout the province, and the rate should be stabilized by drawing upon other revenue sources

whenever the rate of increase of costs exceeds the rate of growth in the property tax base, except, possibly, for occasional changes in the rate necessitated by changing circumstances.

III. Educational Standards

9. There is no doubt that there is great variation throughout the province in the level of educational services. Moreover, there is widespread dissatisfaction with the general standard. There are many indicators of the variation in standards — high rate of dropouts, lack of qualified teachers, inadequate facilities, enrolment per teacher, expenditure per pupil, to name some.

10. The variation in enrolment per teacher is shown in Table 4: 14 of the statistical appendix to Chapter 4. Tables 8: 1 and 8: 2 show the variation in expenditure per pupil, the percentage of enrolment in grades 9-13, the percentage of teachers with university degrees, and the percentage of teachers with only Teachers' Permits or Local Permits. These tables speak for themselves. The variations shown are striking enough. They would

be even more striking if each school district could be shown separately.

11. As was pointed out in the brief and testimony of L'Association Des Instituteurs Academics, 83 per cent of the teachers with local permits in the term ended in June 30, 1961, were in the counties of Gloucester, Kent, Restigouche, Madawaska, and Northumberland. This means that about 12,000 children were taught by people with insufficient academic knowledge and with no professional training. The brief warned that the situation is getting worse, that Gloucester, for example, has 150 such (teachers in 1963, compared with 115 two years previously. It was also pointed out in the brief that 70 per cent of the teachers in the towns and cities, and 86 per cent in the counties, had qualifications below Certificate II (two years of training past Teachers' College). A survey conducted by the Association showed that in Gloucester County alone more than 100 teachers had left the county for other provinces in the past five years. There seems to be a particularly acute teacher shortage in the French language schools, largely because of the particularly low

Table 8:1

TOTAL EXPENDITURE PER PUPIL, 1960, PERCENTAGE OF ENROLMENT IN GRADES 9-13, AND PERCENTAGE OF TEACHERS WITH UNIVERSITY DEGREES, 1961

County	Expenditure per Pupil, 1960	% of Academic Enrolment in Grades 9-13 Mean term ended June 30, 1961	% of Teachers with University Degrees, term ended June 30, 1961
Albert	\$176	88	10.5
Carleton	196	98	15.9
Charlotte	191	96	17.3
Gloucester	136	68	10.7
Kent	132	66	9.8
Kings	216	108	15.3
Madawaska	191	96	11.0
Northumberland	146	73	14.1
Queens	223	112	17.4
Restigouche	141 (est)	71	11.8
Saint John	279	3.40	15.1
Sunbury	331	166	9.3
Victoria	224	112	14.4
Westmorland	191	96	14.4
York	225	113	17.4
Mean	\$200 (unweighted) *	100%	13.6 (weighted) *

* The unweighted mean is found by taking the mean of the 15 values for the counties. It is more satisfactory for comparing the counties than the weighted mean, which would be based upon the totals for all of the counties taken together; for example the weighted mean for expenditure per pupil would be equal to the total expenditure for all counties divided by the total number of pupils in all counties.

Source: 1960 Annual Report of Municipal Statistics, Annual Report of the Department of Education, School Year Ended June 30, 1961. The urban municipalities are incorporated with the rural ones.

Table 8:2

PERCENTAGE OF TEACHERS WITH TEACHERS' PERMITS OR LOCAL PERMITS,
TERM ENDED JUNE 30, 1961

CITIES		COUNTIES	
Campbellton	2.6%	Albert	3.1%
Edmundston	1.5	Carleton	4.5
Fredericton	2.3	Charlotte	7.5
Moncton	1.1	Gloucester	20.5
Saint John	2.7	Kent	24.9
All Cities	2.0%	Kings	4.1
		Madawaska	11.0
		Northumberland	15.5
		Queens	5.1
		Restigouche	45.1
		Saint John	2.3
		Sunbury	5.9
		Victoria	6.3
		Westmorland	4.5
		York	2.2
		All Counties	12.2%
		All Municipalities	9.0%
TOWNS			
Bathurst	0%		
Chatham	6.3		
Dalhousie	1.4		
Dieppe	2.6		
Grand Falls	8.3		
Hartland	0		
Marysville	0		
Milltown	0		
Newcastle	1.8		
Oromocto	0		
Sackville	8.9		
Shediac	0		
Sussex	0		
St. Andrews	6.7		
St. Stephen	0		
Woodstock	4.9		
All Towns	2.6%		

Source: {Calculated from data provided by the Department of Education.

salaries in many of these districts. The low salaries in turn are largely due to low fiscal capacity stemming from economic retardation. It has already been pointed out in Chapter 4 that the percentage of teachers with university degrees is considerably lower in New Brunswick than in most other provinces, including her sister Maritime province, Nova Scotia. (See Table 4:4)

12. The low level of salaries of teachers in New Brunswick has already been discussed in Chapter 4. Teachers are one of the most mobile of all occupational groups; it is no wonder in view of the considerable salary differentials within the province, and particularly compared with other provinces, that teachers, often in spite of a strong desire to stay in their home district or home province, are lured elsewhere.

13. The elimination of the major inequalities in educational standards among the localities and a general increase in standards are among the greatest challenges presently facing this province.

IV. School Districts and Consolidation

14. The large number of small inefficient school districts and the lack of a properly

co-ordinated programme of consolidation has already been discussed in {Chapter 4. The present programme of school location and consolidation, depending as it does upon the voluntary coming together of local districts, while it has no doubt brought improvement, cannot hope to be very successful. It has resulted in over building of high schools in some areas, the construction of scandalously extravagant schools in some poorer as well as wealthier districts, anomalies of non-agreeing districts being sandwiched in between consolidated districts, inadequate integration of urban and adjacent rural areas, and in many districts being unwilling to take part in any consolidation. Of the 422 school districts existing September 5, 1962, 275 did not have high school work. Moreover, large well-organized school districts would greatly facilitate the provision of satisfactory instruction in both French and English in mixed districts. The failure to take adequate account of sectional interests is one of the sources of greatest dissatisfaction with the present system.

15. The opinion was expressed time and time again before the Commission that the people of this province are not getting full value from the present school system. One of the reasons

most frequently referred to was the lack of an efficient structure of school districts geared to providing a full academic and vocational programme throughout the province with the most effective use of buildings and teachers. (Other reasons also frequently given were an unsatisfactory curriculum that tended to sacrifice solid instruction in the basic subjects for the sake of "frills" and that made inadequate provision for the student unable to profit from an academic course; and the poor value obtained from poorly qualified teachers hired at low salaries. The inability of students to read and write properly, even after high school graduation, and the thinness of the programme from primary through to secondary grades were often referred to.)

16. It is true, as Table 4: 9 of the appendix to Chapter 4 shows, that the number of districts has rapidly diminished in the period 1958-62, but there is little hope in the foreseeable future that a well-integrated programme of school location and consolidation of districts, providing maximum service at minimum cost, will develop on a voluntary basis. The opinion has been very widely expressed to the Commission that if we are to have a satisfactory programme it must be planned and implemented by an authority of the provincial government. If the province were starting from the beginning, there is no doubt that it would plan the location of facilities in a far more rational way than at present.

17. The kind of district suggested in a number of thoughtful submissions is one with a central fully-graded high school with combined academic and vocational facilities (or separate academic and vocational high schools) with a number of feeder elementary schools, also fully-graded. The Department of Education has drafted for the Commission a tentative but quite fully worked out programme of this sort that would reduce the 422 school districts existing September 5, 1962, to 62. This programme is not presented here in detail, as further work needs to be done on it, but it does convincingly demonstrate that such a programme is feasible. In essence, each of the new districts would have a central senior high school (densely populated districts may have more than one), surrounded by feeder elementary and secondary schools. The districts would be so defined and the schools so located that, with some exceptions in sparsely populated areas, students would be within 15 miles of their high school. In most cases, the central high school would offer a full selection of both academic and vocational programmes, although some might have to be of somewhat lesser scope in districts with a relatively small population. As far as possible, both elementary and high schools would be fully graded. Elementary schools, especially in the lower grades, would be sufficiently widely dispersed that the young children would not be required to travel long

distances on buses. It is preferable however for young children in the primary grades to be conveyed three miles by a school bus to a graded four-room school than to have to walk one mile along a snow-enclosed icy highway to a one-room ungraded school. The size of the elementary and junior high schools would of course vary with the density of population.

18. Such a programme of consolidation may not bring about a large immediate reduction in expenditures, for the new system would obviously require an expanded system of pupil transportation, and some of the new central schools would have to be enlarged; but it would within a few years provide the province with an efficient system of schools, which it now glaringly lacks, and which, with well qualified teachers, would make it possible to perform the enormous task of providing a satisfactory education to all children capable of receiving it. This the present structure is incapable of doing.

19. The Commission concurs with the very widely expressed view that this urgently needed re-organization can be accomplished only if it is made mandatory and carried out under provincial administration.

V. Administration and Local Autonomy

20. Jurisdiction over education is divided between the Department of Education and the boards of school trustees in the local districts. The Department determines the curriculum, licenses teachers, supervises the instruction, determines the minimum salary scale for teachers, approves the financing of new school buildings, and approves the borrowing of funds by local boards of trustees. Instruction is supervised in most of the province by superintendents and their assistants on the staff of the Department. The cities of Saint John, Moncton, Fredericton, Edmundston and Campbellton, and the towns of Bathurst and Oromocto have their own superintendents and supervisory staffs appointed and paid by the local school boards, but even they are closely associated with the supervisory staff of the Department. The structure of the Department is shown on the Table 8: 3.

21. Each school district has a board of trustees who in almost all cases in the rural districts are elected by ratepayers. In most of the cities and towns the trustees are appointed, the majority by the city or town council, the rest by the Lieutenant-Governor in Council. Only Grand Falls, Edmundston, and Bathurst have elected boards.

22. The excellent description in the MacKenzie Report of the structure of local administration of the public schools system in the rural counties is as follows:

There are in the rural counties, apart from Restigouche, five authorities connected

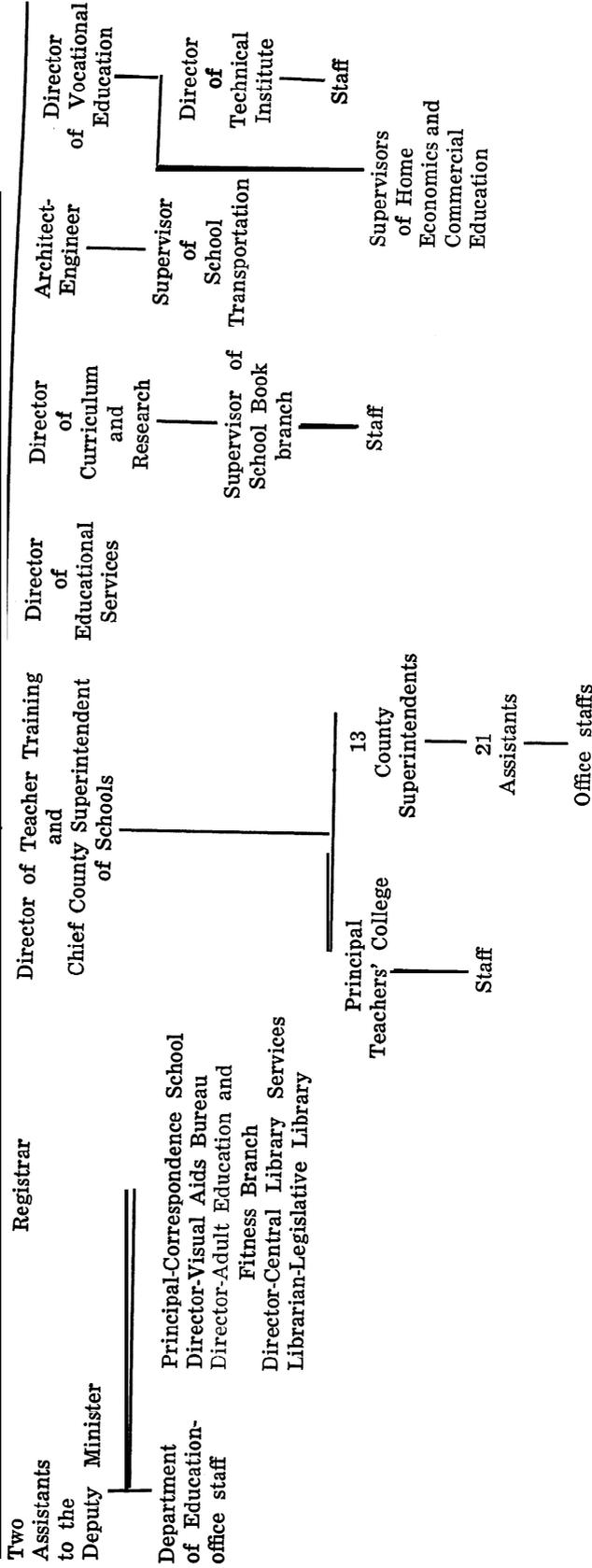
Table 8:3

PROVINCIAL SYSTEM OF EDUCATION

Lieutenant-Governor in Council

Minister of Education

Deputy Minister and Chief Director of Education



Each of the cities of Saint John, Moncton, Fredericton, Edmundston and Campbellton and the towns of Oromocto and Bathurst has its own Superintendent and supervisory and administrative staff closely associated with the provincial set-up but appointed and paid by the local school board. The EDUCATION ADVISORY COUNCIL, composed of the Minister of Education as chairman and the Deputy Minister as secretary and not fewer than 15 nor more than 25 other persons, is established by the Lieutenant-Governor in Council in an advisory capacity to the Minister of Education.

with administration and finance; they are: local district boards, boards of consolidated schools, county finance boards, the county superintendent of schools, and the Department of Education. The local boards and boards of the consolidated schools have the responsibility for the employment of teachers and the internal management of their schools, subject to the regulations of the Department of Education and the supervision of its officials, principally the county superintendent of schools. The local district boards consist of three members elected by the ratepayers; the boards of consolidated schools consist of seven members of whom three, including the chairman, are appointed by the province. The remaining four are elected by the ratepayers. [Since the MacKenzie Commission reported, the composition of consolidated school boards has been changed so that now all members are elected locally.] The larger schools have principals, some of whom have time off for supervision and administration, and who are responsible to the local boards. The local school boards recommend their budgets to the county finance board and oversee their expenditure in final form, and look after their own supplementary budgets. The county finance board, three of whose seven members, including the chairman, are appointed by the Lieutenant-Governor in Council, and four by the county council, is exclusively a budget-controlling body. It has no control over the instructional programme, except the real one of controlling the local budgets, nor does it raise money itself, this latter being the duty of the municipal council. It can cut budgets as prepared by the local board, or raise them, if necessary, and once the money is granted, administers its expenditures in the sense that it approves bills incurred by the local boards, and tries to hold the local board to the limit of its allotted funds. Capital expenditures are the responsibility of the local district or consolidation, subject to the controls of the Department of Education, and must be raised by a supplementary budget levied by the county on the districts concerned. If a district wants to pay additional salaries over and above the prevailing county schedule, or expend additional funds for purposes of its own, it is supposed to do so through its supplementary budget. To sum the matter up, the county pays for the operation of the schools except for the capital expenditures, debt-servicing and extras, and the districts run the schools internally.

23. Restigouche alone among the counties has not adopted the county school finance system.

The school districts favoured it, but the county council refused to implement it. Consequently it still has the old system of small school districts, with a few consolidated districts, although, as pointed out in Chapter 4, the Restigouche Schools Grant Act provides for the payment of the 10 per cent budget grant to consolidated districts where they are deemed by the Minister to be operated conveniently and economically.

24. One of the cities (Lancaster) and five of the towns (Rothesay, Shippegan, St. George, St. Leonard, and Caraquet) are included in the county finance board system. The other urban districts (five cities and sixteen towns) are not. Of these, four (Edmundston, Dalhousie, Grand Falls, and Sussex) levy taxes on the ratepayers directly; the rest obtain their funds from the councils.

25. The main responsibilities of the school boards are: employing teachers; determining salary scales above the provincial minimum, sometimes by negotiation with locals of the New Brunswick Teachers' Association; and the provision of school accommodation, including the maintenance, location, and construction of schools. These functions include the preparation of school budgets. The local boards also traditionally perform the important function of providing the link between school, parents, and community.

26. One hears a great deal about local autonomy in the determination of the local educational programme and of the virtue of retaining local control over it. It is apparent that the degree of local autonomy in this area is severely and necessarily circumscribed by the fact that the Department of Education, as already noted, determines the curriculum, sets the examinations for matriculation, licenses the teachers, sets their minimum salaries, supervises the instruction, and administers the grants.

27. Nevertheless, in hiring the teachers and in locating, constructing and maintaining schools, the local boards exert great influence over the character and standards of the local programme as is clearly seen in the great variation in standards. No doubt much of this variation is due to variation in revenue raising capacity. The cry for local autonomy has a hollow ring when the localities lack the funds to provide an adequate programme. Moreover, local autonomy with respect to education has little meaning for the municipalities themselves, for the municipal councils have no function in this area except to strike the tax rates and impose the taxes to provide the funds requisitioned by the school boards. This mechanical function hardly warrants the elaborate structure of municipal government by which it is presently performed. The establishment of a uniform minimum standard with equalized tax burdens would eliminate much of the variation in standards, with, perhaps, some slight reduction in local autonomy. But no one would seriously

argue that local autonomy accompanied by inferior services or inordinately heavy tax burdens is an asset to any community. In fact, one of the things that has most impressed the Commission in its investigations is the great weight of opinion in favour of provincial assumption of the financial and, with it, the administrative responsibility for providing a satisfactory minimum education programme throughout the province.

28. The province originally charged the municipalities with the major responsibility for public education in the belief that it could be most effectively administered and in large part financed, without undue hardship, at the local level. This policy no doubt stemmed in part from the view that education was so intimately related to the family that it should be largely under local control. However, conditions have changed greatly. A much higher level of public education is now required if the people are to understand and participate effectively in our complex modern industrial society. Evkn agriculture now requires a high degree of technical knowledge. Consequently, most of the municipal units are too weak financially and too small administratively to provide public education efficiently at an adequate level.

29. These changing conditions are evidenced by the greater and greater control the province has found it necessary to exert over public education and the greater financial support it has found it necessary to provide. But, with all of the increased provincial participation, the administrative and fiscal structure of local government has changed but little. Local autonomy in this area, as in the areas of health, social welfare and the administration of justice, has in fact greatly diminished. At the same time, vast improvements in transportation and communication have drawn the province closer together. The province is in the fortunate position that it is now small enough to administer public education centrally rather than locally without any significant loss of contact of the citizens with the government doing the administering, especially if the provincial administration is accompanied by the division of the province into a number of administrative regions under superintendents who are attuned to the peculiar characteristics and needs of the regions, and if local school boards continue to play the vital rôle of helping to gear the programme to local circumstances, in hiring teachers, providing supplements to the standard educational programme, and providing the essential liaison between the members of the community and the government. After all, the total population of New Brunswick is no more than that of a fairly large city and no part of the province is more than a half-day's drive from Fredericton. If our recommendation in Chapter 16 for the adoption of single member constituencies is implemented, the contact of citizens with the provincial government,

which makes the major policy decisions, will actually be enhanced.

30. The provincial government could, assume full responsibility for the administration of education and for providing public education at a uniform standard throughout the province financed in part by a levy at a uniform rate on equalized assessments of property. It could also administer such supplements to the prescribed programme that the citizens in each school district wished and that the ratepayers were prepared to pay for by a supplementary levy on their property.

31. An alternative, which after very careful consideration the Commission has rejected, would be to retain the present administrative structure, to require all municipalities to provide at least a defined foundation standard of education, calculate the local contribution by applying a uniform rate to equalized assessment, and have the province make up the balance of the cost by means of a single equalization grant. This is the kind of solution which was proposed by the MacKenzie Commission and is essentially the kind of programme which is in force in some other provinces, notably Nova Scotia and Alberta, but it is not the best solution in New Brunswick. Moreover, the trend of thinking in other parts of the country is toward the kind of programme proposed here.

The main objection to the programme recommended by the MacKenzie Commission is that it merely provides funds on a uniform scale. It does nothing to assure that a uniform minimum *standard of education* is actually established and maintained throughout the province — it may well cost more to provide education at a prescribed standard in some areas than others. And it does nothing to assure that school facilities will be located and utilized as effectively and economically as possible.

32. The efficient and economical administration of public education at a good standard requires a large measure of co-ordination, and therefore control, of the construction and operation of schools within and between both rural and urban areas, so that the most value is received for the taxpayers' money spent. Equalization, in itself, would not accomplish this end. It would have to be accompanied by such a large measure of central control in order to assure that the prescribed standards were met and that schools were economically and efficiently located that the municipalities would then simply be administering a mandatory programme by mandatory methods and would be left with little discretion, except with regard to supplementing the minimum programme, discretion they would have even with provincial administration. Under these conditions the real sacrifice of local autonomy under centralization of responsibility for education would be negligible. (This situation, where the provision of services is mandatory and the standard

of services is prescribed by the province, leaving little or no discretion or autonomy to the municipalities, already prevails for social welfare, health services and the administration of justice, as it does in large measure for education. Proposals for rationalizing the administration of these other services are contained elsewhere in this report.) The proposal would in large part eliminate the traditional role of local government in administering and financing education; but there is no virtue in local governments retaining functions simply because they have traditionally had them, when the conditions which once may have warranted having local authorities perform them no longer exist. Rather, it would be a sign of vigour in the old Province of New Brunswick if it showed that it was prepared to adapt its governments, both provincial and municipal, to changing circumstances in order to provide the highest standard of education possible for the money spent.

33. The proposed changes would at one and the same time streamline the mechanics of education and enhance the effectiveness of the school boards. Relieved of their present budgetary and administrative problems, the local boards would be free to concentrate on maintaining and improving the quality of the local programmes and upon harmonizing the endeavours of the parent and the teacher.

VI. *The Main Elements of our Recommendations Concerning Education*

34. At this point it would be helpful to sketch the main outlines of the educational programme which we are recommending:

(1) The provincial government would assume full responsibility for administering and financing a uniform programme of elementary and secondary education, both academic and vocational, at uniformly high standards throughout the province and for administering supplements to the programme, approved by the ratepayers in the school districts concerned and financed by an additional levy on them.

(2) The development of the new programme and its administration would be entrusted to a newly established Public Schools Commission. The reasons for this recommendation and the recommended composition of the Commission are given later in this chapter. In brief, the bulk of the members of the Commission would be nominated by the province's universities and would be men with wide knowledge of education who are better equipped than any other group in the province to develop a programme of the

highest possible calibre commensurate with the available resources and other practical limitations. The actual administration would be entrusted to a full time staff of the best qualified men available.

(3) The province would be reorganized into about 60 school districts, each with at least one central high school and with a number of feeder elementary and junior high schools, so located as to provide a full range of courses to all students, with graded classrooms? as economically as possible.

(4) Each district would have an elected school board responsible for engaging teachers and other personnel, for advising the Public Schools Commission concerning the educational requirements of the district, and for proposing supplements to the standard educational programme.

(5) Part of the cost of the standard programme would be raised by a uniform, provincially imposed tax on Our recommended real property tax base (including assessments for business tax purposes) at a rate of 1½ per cent on equalized valuation at market value. The balance would be paid from general provincial revenues. Both the standard programme and the tax burdens to pay for it would therefore be uniform throughout the province.

(6) Salaries of teachers would be raised to the Saint John scale, which is on balance the highest scale in the province except for Ormococto, which as we showed in Chapter 1 is a special case. Thenceforth the salary scale would be uniform throughout the province and there would be no more negotiation of salaries at the local level. Salaries would still be considerably lower than in the central and western provinces. Adjustments would therefore have to be made in the uniform provincial scale from time to time to bring the salaries of teachers, principals, vice-principals, supervisors, etc., up as close to the levels prevailing in the wealthier provinces as New Brunswick's financial resources will permit, in order to attract and retain as well qualified teachers as possible.

(7) Since we are recommending that the administration and financing of the province's educational programme be assumed by the provincial government, it is necessary and desirable both that the Public Schools Commission assume ownership of all public school facilities and that it assume responsibility for the debt of all school districts. It is expected that the consolidation and orderly management of the outstanding debt would result in considerable economies.

(8) One of the major elements of a satisfactory educational programme in New

Brunswick is that it take adequate account of the requirements of the two main linguistic and cultural groups, and at the same time recognize the essential unity of the educational aims of the two groups in a modern industrial society. The proposed new school districts would provide the flexibility necessary to take the interests of the two groups adequately into account without any sacrifice of standards; and the Public Schools Commission, with its balanced representation of the two groups, would assure that this was in fact done. The Commission could appoint committees from among its members which would be charged with the function of harmonizing the particular requirements of the two groups with the objective of a common basic programme with uniform standards.

35. There are a number of aspects of our proposed programme on which we should like to elaborate.

VII. *Foundation and Standard Programmes*

36. As we have already indicated, a serious weakness of most foundation programmes for education is that they are defined in terms of expenditures and do not assure that uniform minimum standards will actually obtain. This is probably inevitable when much of the administrative responsibility for the programme is left with the local school boards and when much of the funds needed must be raised by the municipalities. But when the responsibility for administering and financing the programme rests with the province, it should be possible to assure that the desired standard of education is at least approximated throughout the province, even though the costs of maintaining this standard would vary somewhat among the districts.

37. Nevertheless, it is useful to consider the way in which foundation programmes based upon uniform expenditures may be defined, for it would be helpful to have such a basis as a point of departure in determining the actual expenditures required in each district, particularly since educational standards are difficult to define precisely.

38. A foundation programme can be defined in various ways. The simplest method is to require a minimum expenditure per classroom or per pupil, calculated to provide adequate facilities and instruction. If expenditure per pupil is used, a refinement is to use a larger amount for high school pupils than for elementary school pupils, since the costs of operating high schools are greater. A more sophisticated method, the one used in Nova Scotia, is to define the amounts allowed for maintenance of different kinds of classrooms, to state minimum salary scales for teachers, principals, vice-principals and super-

visors, to provide for conveyance costs, and to make provision for capital costs.

39. Neither method takes account of the variations in costs in different areas, such as conveyance costs incurred in rural but not in urban districts and differences in building costs and in the cost of land; and the amounts used in both methods need to be regularly revised to take account of changing costs. One of the problems with any method is assuring that each district gets its share of the better qualified teachers. This will no doubt be one of the most difficult tasks with any scheme. It will likely be necessary to define uniform establishments of teachers of different qualifications for each district or school. Such establishments would have to be related to the number of teachers available in each category of licence, with the aim of continually upgrading the over-all establishment by encouraging well-qualified people to enter the profession and those in it to improve their qualifications. It may even be necessary to pay teachers more in some areas, which are remote or where the cost of living is especially high, in order to provide these areas with their share of qualified teachers.

40. The first method of defining a foundation programme using expenditure per pupil would be useful as a rough guide of costs if the province were organized into school districts on a clear and rational basis as proposed here; but ideally the programme should be more carefully defined in terms of the qualifications of teachers; the subjects of instruction, the structure of building, the types of facilities (whether gymnasiums, auditoriums, cafeterias, etc., are included), the size, **type, and** equipment of classrooms, the number of **pupils** per classroom, the grading of schools, the specialization of teachers, etc. The necessary costs would be the outcome of these calculations. It would be far more practical to define the programme in this way under provincial than under local administration. The actual formulation and implementation of the standard programme would be the prime functions of the Public Schools Commission proposed below.

VIII. *Salaries*

41. We considered the possibility of establishing a minimum scale of salaries as part of the standard programme and permitting school districts to supplement them by imposing additional levies on the local ratepayers, but we firmly rejected it, for the province would then be little further ahead. Our view is that allowing local supplements for teacher salaries would only be a continuation of the present situation where some districts, especially the wealthier ones, compete with one another in an undignified way for the better teachers while the poorer ones are unable to meet the competition and are left with a large

proportion of less well qualified teachers. We do not see how it would be possible for the Public Schools Commission to discharge its task of providing a uniform standard of education throughout the province under such circumstances. On the other hand, if a uniform provincial salary scale is to be established, it is unthinkable that the salaries of teachers in the districts with the higher scales should be lowered. If a uniform scale is to be established, there is only one solution, and that is to select as the uniform scale the highest scale presently in effect in the province. We exclude Oromocto, because of its special circumstance, and propose that the next highest scale, that of the City of Saint John, be adopted as the provincial scale, and that in any case no teachers in any district receive less under the new provincial scale than they did under their old district's scale.

42. This proposal should appeal to the teachers. It is true that they will lose the advantage of forcing the general level of salaries up by winning "break-through" advances in individual districts which make it easier to obtain advances in others, but they would be relieved of the endless, time and energy consuming negotiations at the local level and could concentrate their efforts on negotiating with the Public Schools Commission to establish and maintain the provincial scale at a realistic level. Such negotiations would be more fruitful and more conducive to good relations between the teachers and the provincial government if they were conducted in relation to a single scale for teachers' salaries and administrative allowances.

43. Fortunately, the implementation of the Saint John scale would not be very costly. For the year 1962-63 the additional cost has been estimated at roughly \$1.3 million. This estimate was made by multiplying the mid-value of the Saint John scale for each licence by the number of teachers holding that licence, adding the resulting amounts, and subtracting the total amount of salaries actually paid. A rough estimate was then added to cover administrative allowances. Our analysis of the number of years for which teachers have held their licences indicated that using the mid-values was realistic. The data were not available for making a more detailed calculation. It is possible that such a calculation might yield a somewhat higher amount, but it might also yield a lower one, and even at double the estimated additional amount which we have used, the cost of implementing the Saint John scale would be small in relation to the results achieved.

44. We urge that the Public Schools Commission establish a scale of administrative allowances for principals and vice-principals commensurate with their considerable responsibilities and that it investigate the feasibility of establishing

salary supplements for distinguished teachers so that they will not be forced to seek administrative posts as a means of raising their status and their remuneration; for the able classroom teacher is the most valuable and important part of the whole educational structure and should be recognized as this.

45. As we have already emphasized, it will be the responsibility of the Public Schools Commission as far as possible to provide a uniform standard of education, not simply to make uniform expenditure, throughout the province. This may necessitate the payment of higher salaries in districts or parts of districts which are remote or which have a particularly high cost of living in order to attract to them their quota of qualified teachers. If this is the case the basic uniform provincial scale may have to be supplemented in some areas but such supplements would be entirely paid by the Public Schools Commission. to enable it to extend the standard programme to such areas. They would not be a charge on the school district and would be quite divorced from its supplementary programmes, which, as we have indicated would not, in any case, include salary supplements.

IX. The Quality of Instruction

46. The quality of instruction depends upon a teacher's knowledge of his subjects and upon his ability to communicate his knowledge to his students. A teacher should be skilled in the methods and techniques of presenting his subject; this is particularly important in the primary grades. But the first requirement of a teacher in the junior and senior high school grades is a thorough knowledge of and enthusiasm for the subjects he teaches. Even in the primary grades, attention should be focused upon helping the child to develop as quickly as possible, particularly in reading and writing, and care should be taken to assure that his keenness to learn and to progress is not blunted by preoccupation with colouring stencilled shapes, pasting games and other nursery school activities, or by the use of inane readers that are an insult to his intelligence. The quality of teaching and the attitude toward teaching are influenced to a considerable extent by the kind of instruction given in teacher training institutions both within and outside the universities. We are distressed at the general dissatisfaction of the more intelligent students with the curricula and instruction in these institutions. The main complaints are (1) that emphasis is on techniques and methods for their own sake rather than on developing a knowledge of the subjects to be taught and treating techniques and methods as aids to communicating this knowledge and (2) that many of the courses, including such ones as educational

psychology, philosophy of education, and history of education are so superficial as to be particularly devoid of intellectual content. In most instances, educational psychology is taught by a member of the university's department of education who is not a professional psychologist rather than by a fully qualified member of the department of psychology. The preoccupation with technique rather than content, with the trivial rather than the substantial, probably stems from the fact that most of the administration and instruction in these institutions is in the hands of men and women who are themselves products of graduate schools of education where the main preoccupation is often with techniques or instruction and administration. Whatever the cause, the result is too frequently a stultifying introduction of young people to their profession and possibly the repulsion of others who might otherwise desire to enter the teaching profession.

47. These are strong statements. Although there are no doubt some exceptions, they describe a situation that is all too common across the country. Somehow the institutions concerned must develop programmes that provide a rigorous but not dragged-out training in pedagogy and practice teaching and that, at the same time, attach prime importance to content and to knowledge of the subjects to be taught, if the talents of all of those concerned are to be utilized to the fullest possible extent. We strongly urge that the Public Schools Commission direct its attention to this vital question.

X. Some Further Sources of Dissatisfaction with the Present System

48. Since the present Advisory Board is only advisory and since it is not functioning effectively even in this restricted sphere, practically everything of prime importance relating to public education, including both policy making and administration, is in the hands of the Department of Education and is exposed to multifarious political pressures. We gather, both from our own observations and from frequent complaints at our hearings, that the results of this intermingling of political and administrative functions have been unsatisfactory. It could not be otherwise, when in an extremely complex area of crucial importance to the people of New Brunswick, promotions are generally made on the basis of seniority rather than competence, and appointments are sometimes subject to political influences rather than being made solely on the basis of ability. Education is a major investment, probably the most important one, of the people of New Brunswick. It is essential that they get the maximum returns from it. We are convinced that they are not getting them, even from the comparatively low

amount presently being spent. There appears to be vast room for improvement with respect to all matters affecting standards; that is, curricula and quality of instruction in the schools, the type of training given in teacher training institutions, both outside and within the universities, and the organization of school districts and location of schools. There seems to be a curious mixture of the schools attempting to do too many things in the elementary grades and consequently not doing the work well in the basic disciplines, and of doing too little in the junior and senior high school grades by maintaining a rigid curriculum which fails to suit the diverse needs of students of varying abilities and aptitudes. A more flexible curriculum is required so that each student can obtain the kind of education that will enable him to develop his potential to the fullest. At the same time, much expert guidance must be given to students to assure that they are channelled into the course best suited to them. The programme of consolidation of schools which we recommend would make possible and greatly facilitate such developments.

XI. Supplements to the Standard Programme

49. In the brief presented by the New Brunswick Teachers' and Trustees' Associations, it was suggested that equalizing grants be paid with respect to supplements to their proposed foundation programme to help the poorer localities to supplement this programme. If we were recommending a foundation programme of the usual sort administered by school boards and financed by local levies and conditional grants, this proposal would have some merit; but since we are aiming for a uniformly high standard of education under provincial administration financed by uniform provincial levies it becomes far less urgent.

50. It may well be, however, that once the standard programme has been defined and implemented by the Public Schools Commission, there are some activities not included in the programme which the ratepayers of the district would like to have offered and are prepared to pay for — such things as extra instruction in music or art beyond that provided for in the standard programme, or such things as school bands or athletic activities that are not included. We are of the opinion that the provision of such supplements would add a desirable element of flexibility in the educational programme and provide for them in our recommendations. Where an extra subject is added, the teacher would, of course, be paid at the provincial scale. All supplements to the standard programme would be administered by the Public Schools Commission, but the cost would be borne by an extra levy on the ratepayers in the district.

XII. Cost and Financing of the New Programme

51. It would be impossible to determine precisely the cost of the recommended programme compared with the present one until the Public Schools Commission completed its task of defining and developing the new programme. As for other services, we have estimated the additional cost of the new programme if it had been in effect in 1961. We could not of course estimate the cost of construction and maintenance of schools, as this will depend upon the location and type of schools in the new districts. We expect that, with a more efficient use of facilities, costs would eventually be lower than they would otherwise be, but it is likely that additional costs would be incurred for the first few years when the adjustments of facilities within the new districts are being made. It is likely that, apart from one-two-and three-room schools, most of the existing school buildings that are in good repair will be used. But some may have to be abandoned and others expanded; and some new schools will have to be built.

52. We have estimated that for 1961 it would have cost in the order of \$1.3 million to bring salaries up to the Saint John level and another \$1.1 million to replace the 450 teachers on local permits with the ones who on the average held C.II qualifications. The Department of Education estimated that conveyance costs would likely have been about \$1.0 million higher with the new consolidated school districts. In total, therefore, we estimate that for 1961 the new programme would have cost about \$3.4 million more than the old.

53. Although it has been impossible to make useful projections of the future cost of the new programme since it remains to be fully defined by the Public Schools Commission, some estimates made by the Department of Education of the cost of foundation programme on a per pupil basis and projected by our staff are quite indicative of what the future may hold.

54. The Department of Education has made estimates of the operating cost of a programme based upon per pupil expenditures of \$160 for grades 1-6 and \$240 for grades 7-12. The cost of this programme in 1961 would have been \$28.0 million, compared to an actual outlay of \$29.2 million. This, however, would have meant reductions in the programmes of nine counties, four cities, and six towns of a total of \$3.7 million. Since such reductions are highly unlikely, the total cost of the programme would have been about \$31.7 million or about \$2.5 million in excess of actual expenditures.

5. These per pupil amounts upon which the calculations are based are very modest and, in any case, would have to be increased if costs rose in subsequent years in order to prevent deterioration of the programme. But even with stable

per pupil costs, total expenditures would rise if total enrolment increased. From June 1956 to June 1961, enrolment increased by 24,726 (from 124,447 to 149,173) or by 19.9 per cent. Over the same period total enrolment as a percentage of the population from 5 to 19 years of age increased from 69.9 per cent to 73.8 per cent. On the basis of the 1961 census and other data, we believe that total enrolment is likely to increase to at least 168,000 by 1966 and may increase to about 180,000. Without any increase in average expenditure per pupil, operating cost would increase by at least \$3.8 million and might increase by \$6.2 million. The average expenditure per pupil rose from \$160 to about \$200 from 1956-61. If the same increase were experienced from 1961-66, and this is a modest expectation, especially in view of the likelihood of rising costs and in view of the discrepancy at present between expenditure per student in New Brunswick and in most other provinces (see Table 4: 8), this would increase costs further, the increase ranging from \$7.1 million to \$7.6 million, depending upon the increase in enrolment. The total increase would then range from about \$10.9 to about \$13.8 million, or total costs in 1966 from about \$42.6 million to \$45.5 million. (It must be remembered that these figures do *not* include increased capital costs.) It is almost certain that the cost of education in New Brunswick will double over the decade 1961-70. These figures are given simply to give some indication of the present and future costs of our proposed programme, but it should be kept in mind the costs would likely be at least as great *even under the present system*. It is certain, however, that the value received for each dollar of expenditure would be far greater with the proposed programme than under the present one.

56. These estimates are, if anything, on the modest side. As we have reiterated throughout this report (in Chapter 16, for example), it is in the interest of the whole province that education be given a higher priority, even higher than in the wealthier provinces. (See Table 4: 8, fourth column.) No other expenditure will yield higher social and economic returns. New Brunswick should raise its standards of education as high as its financial resources will permit. The programme which we recommend would, if properly implemented and administered, yield maximum results for expenditures made; but of course a much higher level of expenditure must be forthcoming if New Brunswick is going to excel in educational achievement.

57. It will be necessary to continue to finance a large part of the province's educational programme from property taxation. The balance will come from other provincial revenue sources. It is proposed that the province levy a uniform rate of 1½ per cent on the equalized valuation at market value of all taxable real property (includ-

ing assessments for business tax purposes) in the province, this tax to be called the Education Tax. This will mean that all areas of the province will receive educational services at the basic standard and will bear the same burden of taxation. This requires equalized assessment of property by the province, as is explained in Chapter 13. Initially, equalized valuation will have to be carried out at the level of the municipal unit and each municipality's assessment roll used in striking the local tax rate and in levying the tax, as explained in Chapter 13. When the equalized assessment of individual properties is completed these valuations will be used; only then can inequalities between taxpayers within municipalities as well as between municipalities be eliminated. It is estimated that the proposed Education Tax would have yielded about \$22.37 million in 1961. The balance of the revenue required would come from other provincial revenues. The main objections to financing education partly from property taxation — inequity and instability — would be overcome. The burden would be uniform and stable. The residual, unstable portion would be met from general provincial revenues. It is true that initially about two-thirds of the cost of public school education would be raised by the proposed provincial real property tax, but property owners would be entirely relieved of present burdens relating to the other general services — health, social welfare, administration of justice and civil defence — and, apart from increased revenue from any expansion in the property tax base, future increases in education costs would be met from other provincial revenue sources. Moreover, since the Education Tax on the new tax base would be a universal provincially-levied tax, it could no longer be considered a local contribution to educational costs.

58. We are very much concerned about the frequent claims of extravagance and waste in the building and equipping of some schools in the province. Although we did not have the opportunity to investigate these claims thoroughly, from what observations we have made, many of them seem to be warranted. This province simply cannot afford extravagances or waste of any sort. Schools should be attractively and functionally designed, well-built and well-equipped, so that they will serve their essential purposes efficiently and economically. This is an area where extravagance and waste can cost many millions of dollars in a short period of time and where, conversely, many millions of dollars can be saved — money that can be used to great advantage to improve the quality of instruction. The rationalization of the whole school building programme under the Public Schools Commission would provide the ideal opportunity to effect such economies, which would be one of the Commission's principal tasks.

XIII. Establishment of a Public Schools Commission

59. An extensive streamlining and reform of administration has been shown to be necessary at the local level. Equally necessary is extensive reorganization at the provincial level. The success of the proposed programme depends to a very large extent on the quality of the people who are responsible for its administration. There is nothing more foolish or wasteful than failing to pay high enough salaries to attract the ablest man to senior administrative positions or failing to give them sufficient scope for the exercise of their abilities. It is essential that the determination and the administration of the province's education programme be removed as much as possible from direct Political influence and that these functions be performed by the best qualified people available. The moment local members are permitted to interfere with matters such as the boundaries of particular school districts, the location of particular schools and the appointment of administrators and teachers, the programme will be subverted. At the same time the legitimate legislative prerogatives of budgetary control and over-all scrutiny of the programme must be preserved. It is felt that these aims could be better accomplished if the principle of collective cabinet responsibility for provincial government operations is openly declared and accepted, in order to relieve the minister directly responsible from the pressures of personal and sectional interests. (See Chapter 16.)

60. The administrative and policy making structure must be such that all personnel will be chosen according to their ability alone and that full scope will be given to the exercise of their abilities. This applies at all levels, but particularly to the top administrators, principals, and teachers. There should be sufficient flexibility in the Commission's programme to give principals and teachers responsibility and independence commensurate with their qualifications and the vital importance of their task, for it is only under such conditions that their talent and energy can be used to best account. Such a policy would also do much to enable our qualified teachers to achieve the high status in our province that is their due and that is the mark of a highly civilized society.

61. We are strongly of the opinion that the necessary structure cannot be developed with the present departmental organization and that the solution is to establish a Public Schools Commission consisting of men highly qualified to guide the development of the new programme and a permanent staff of the ablest administrators obtainable.

62. The Commission form of administration is also proposed for social welfare, health and hospital and municipal affairs. The general arguments in support of such commissions are

presented most fully in Chapter 16, but they are also to be found in Chapters 1 and 7.

63. After much thought about the composition of the Public Schools Commission, we have decided to recommend that it be composed of the Minister of Education as chairman, and twelve other members, eight to be nominated by the universities of the province in the manner proposed in the formal recommendation below, and four to be selected by the Minister. We gave a great deal of thought to the composition of this Commission. To be effective, its members must be completely removed from political influence and have a deep understanding of education — of its purposes in a modern society and the practical means of achieving them. There are none better equipped than the members of the academic staffs of our universities, who have demonstrated their dedication to scholarship and learning and who know what good education is. We therefore recommended that eight of the twelve appointed members be nominated by the governors of the universities after consulting with and receiving the advice of the senior academic bodies in the manner set out in our formal recommendations below. These bodies need not nominate members of university staffs, although we expect they would nominate some such members. This responsibility of the universities is a very great one. The quality of the nominees would have a profound effect on the development of education in New Brunswick. If the universities are to discharge this responsibility fully they must take great care to nominate only men of outstanding calibre possessing great practical wisdom. The results will be a reflection on themselves.

64. We recognize the desirability of having proper representation on the Public Schools Commission of both French and English speaking citizens, but, rather than restrict the nominees of the universities and the Minister in any specific way, we recommend giving the Minister the responsibility for assuring the proper over-all distribution of French and English members through his selection of four of the twelve appointed members. The responsibilities of the Public Schools Commission are listed in the recommendations below. Essentially, they would be to develop, implement, and administer the new programme outlined above.

65. Although this chapter and Chapter 4 are the ones primarily concerned with education, other chapters, notably I, 2, 7, 16 and 17, contain important references to it, all of which give added weight to the recommendations which we make in this chapter and all of which emphasize the paramount importance and urgency we attach to the development and improvement of the province's educational programme. If New Brunswick and her people are to participate fully in the progress of Canada during the second half of the 20th century, they must act now to provide the kind of

effective educational structure which is required. Already there has been significant progress in the field of higher education, where a fundamental consolidation of effort has been achieved. We hope that the province can now take the necessary steps forward to provide a sound educational programme at other levels which are no less important and which in fact are the foundation for a successful programme of higher education. The future of New Brunswick must not again be lost by default as has unfortunately occurred so many times in the past.

XIV. *Recommendations*

66. The following are our major recommendations in the field of public elementary and secondary education:

(1) The province shall assume responsibility for financing and operating public education (excluding universities). To carry out this recommendation, it will be necessary to establish a Public Schools Commission responsible for provision and operation of public school facilities throughout the province with the objective of ensuring that each child receives a minimum standard of education commensurate with his ability and the province's capacity to pay, which may be supplemented by local option. The Public Schools Commission shall consist of:

(a) The Minister of Education as Chairman, and

(b) 12 other members to be appointed by the Lieutenant-Governor in Council on the recommendation of the Minister of Education, as follows:

(i) three members nominated by the University of New Brunswick,

(ii) three members nominated by the University of Moncton,

(iii) one member nominated by Mount Allison University,

(iv) one member nominated by St. Thomas University,

(v) four members selected by the Minister.

(c) There shall be no requirement that those members nominated by universities be associated with the universities.

(d) Members of university departments of education and other teacher-training establishments shall not be eligible for nomination owing to the conflict of interest arising from their position.

(e) The nomination of members by each university shall be made by the

board of governors after consulting with and receiving the advice of the senior academic body.

(f) In view of the importance of the work of the Commission and the desirability of appointing the most highly qualified men and women to it, very careful consideration should be given to these nominations. Care should be taken in reappointing members, having regard to the desirability of infusing the 'Commission with new blood from time to time.

(2) Once the Public Schools Commission is in operation, members (other than the Chairman) shall be appointed for three-year terms and shall be eligible for re-appointment. To promote continuity of policy, the first appointments shall be staggered as follows:

(a) for one year: two members selected' by the Minister of Education and one each by the University of New Brunswick and the University of Moncton,

(b) for two years: one member nominated by each of the four universities, and

(c) for three years: the same as (a).

(3) If a vacancy occurs through death or resignation, the party responsible for the position vacated shall nominate a replacement to serve the balance of the unexpired term.

(4) The Commission shall appoint a permanent secretary to carry out duties assigned to him by the Commission, and a chief executive officer, known as the chief superintendent of education, who shall be responsible for the day-to-day administration of Commission business in accordance with Commission policy.

(5) The Commission shall meet within the province at the call of the Chairman, at his own discretion or at the request of two or more members, provided that there shall be at least one meeting each month. The Commission shall establish its own rules of procedure. Members (other than the Chairman) shall receive such remuneration as may from time to time be determined necessary, by the Lieutenant-Governor in Council to attract the services of fully qualified members.

(6) The Commission shall assume the powers necessary for its effective operation and, in particular, the Commission shall:

(a) establish and maintain a programme for teacher training, and determine the character of the facilities to be provided as required.

(b) employ administrative personnel of the Commission, in such classes and

numbers and at such rates as are approved by the Lieutenant-Governor in Council. Such administrative personnel receiving an annual remuneration of, say, \$4,000 or more, shall be exempt from the provisions of the Civil Service Act, and shall be appointed by the Commission itself.

(c) establish, with the approval of the Lieutenant-Governor in Council, rates of remuneration for various classes of school principals and teachers, truant officers and building maintenance personnel having regard for the proposal in paragraphs 41 to 45 of this chapter for a uniform salary scale throughout the province.

(d) pay for the services of school principals and teachers, truant officers and building maintenance personnel engaged by school districts with the approval of the Commission, provided that personnel so engaged and paid shall not be subject to the terms of the Civil Service Act.

(e) divide the province into school districts and as required from time to time create new districts, alter boundaries, and abolish existing districts, having due regard for the number of pupils required for the efficient operation of schools within each district (see Recommendation 8).

(f) make regulations for the organization, government and discipline of schools, for the arrangement and order of school premises, and for the classification of schools and teachers, appoint examiners of teachers, grant licences to teachers, and, subject to a procedure of appeal and arbitration, cancel teachers' licences as circumstances may require.

(g) prescribe textbooks and apparatus for use in schools, books for school libraries, plans for the construction and furnishing of school houses, and courses or standards of instruction and study for schools.

(h) determine all appeals from and review decisions of Commission employees and boards of school trustees and make such orders thereon as may be required.

(i) carry out the functions prescribed for school boards in any school district in which it has not been found possible to secure an acting school board.

(j) provide and operate school buildings by construction, purchase, rental or other suitable means in as economical and efficient a manner as possible.

(k) assume ownership and management of publicly-owned schools (except federal government schools) and accept complete responsibility for the debts associated with such schools as full payment for the facilities taken over.

(l) provide for the transportation of pupils as required for the efficient operation of schools.

(m) establish, maintain and supervise uniform standards of school facilities and programmes in the province.

(n) provide for supplementary school facilities and programmes as authorized and financed by school districts, accounting to each district for the expenditures thus undertaken on its behalf.

(o) prepare for submission to Treasury Board annual operating and capital budgets to cover all Commission activities. The standard programme of the Public Schools Commission is to be financed in part by a uniform levy of $1\frac{1}{2}$ per cent on the equalized valuation at market value of all taxable real property (including business tax assessments) in the province, with the remaining funds for this programme to be provided from general provincial government revenues. (Supplements to the standard programme in any district are to be financed by a levy on taxable real property in the district concerned.)

(p) make such regulations as may be necessary for the effective operation of the Commission and the public schools of the province.

(7) If the Commission considers granting loans or other types of assistance to teacher-trainees, such assistance shall be administered by the general student aid committee along the lines recommended by the Deutsch Royal Commission on Higher Education, and should not duplicate the functions of that committee.

(8) The Commission shall reorganize and consolidate the school districts, with a view to reducing their number to about 60, with each district to consist of central high school facilities with feeder elementary and intermediate schools, in accordance with the suggestion made by the Department of Education at our request.

(9) Each school district shall have a board of school trustees, with the Public Schools Commission to determine the number of trustees to compose each board, provided that no board shall be composed of fewer than five trustees. The Chairman of the board shall be selected by the trustees.

(10) Trustees shall be elected every three years to serve a three-year term. Each candidate for trustee shall be at least 21 years of age and a resident in the district. In the election of trustees, one vote may be cast by each resident of the district who is at least 21 years of age and has a permanent place of abode within the district at the time of the election. The Public Schools Commission should be responsible for organizing and paying the costs of an election to select trustees and should provide as far as possible that elections for trustees throughout the province are held on the same day. In the case of a vacancy through death or resignation, the Minister of Education shall appoint a new trustee for the balance of the unexpired term.

(11) Each board of school trustees may appoint a secretary. The board's reasonable operating expense shall be approved by and paid for by the Public Schools Commission. However, the Commission shall not approve or pay remuneration of trustees.

(12) Supplementary educational programmes undertaken by the Public Schools Commission on behalf of the district are to be paid for entirely by a levy on taxable real property within the district, such taxes to be collected by the Municipal Affairs Commission. No such supplementary programme may be undertaken by the district on its own behalf, nor may such a programme supplement the rates of remuneration of teachers and other personnel approved by the Public Schools Commission. Before the Public Schools Commission shall initiate a supplementary programme for a district, the Commission shall study and publish all relevant facts regarding the programme proposed by the district and shall undertake the programme only after the programme is approved in a plebiscite by 60 per cent of the resident property taxpayers of at least 21 years of age who cast their ballots.

(13) No provincial government grants are to be paid to school districts. Programmes which should be undertaken on a province-wide basis are to be included in the costs of the Public Schools Commission.

(14) The powers of a board of school trustees shall be:

(a) to select and engage annually from applicants holding the appropriate certificates issued by the Public Schools Commission the approved number of school principals and teachers in each class to be employed in the various schools in the district. After having given three years' continuous service, a principal, vice-principal, or teacher

may not be dismissed by the board without cause. Although in such a case the board does not have the power arbitrarily to dismiss a principal, vice-principal, or teacher, it or the Public Schools Commission may seek the dismissal of such an employee subject to final decision by a board of reference, consisting of one nominee of the principal, vice-principal, or teacher; one nominee of the board, and one nominee, to be chairman, appointed by the other two members. It is suggested that the arbitration procedure be in accordance with the Arbitration Act.

(b) select and engage truant officers and school building maintenance personnel in such numbers and at such rates as shall be approved by the Public Schools Commission.

(c) to study the educational requirements of the 'district and to make recommendations for consideration by the Public Schools Commission.

(d) to propose supplementary educational programmes for the district.

(e) to take whatever steps are necessary to comply with regulations and directives issued by the Public Schools Commission, the members of the board

to be personally liable for complying with such regulations and directives and to be subject to a penalty for non-compliance.

(15) The Public Schools Commission shall make provision for a thorough annual review of the educational programme with a view to altering it in any respects in which it has been unsatisfactory.

XV. *Conclusion*

67. The effect of these recommendations is to give the Public Schools Commission and its staff the responsibility for developing, implementing and administering an educational programme at high uniform standards throughout the province, and in doing so of taking into account the analysis, criticisms, and suggestions contained in this chapter and in Chapter 4. This programme combined with our recommendation for a uniform burden of property taxation would both equalize educational opportunity and the burden of real property taxation imposed to help finance the programme. It should be possible within a few years for New Brunswick to have an educational programme which is second to none in the country and which gives better value per dollar of expenditure than in any other province. The province's sights must set no lower than this.