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## EDUCATION IN CANADA

(Prepared in the Education, Science and Culture Division,  
Statistics Canada)

### PART I

#### General Information

#### Provincial autonomy

In 1867, the British North American colonies that entered into Confederation insisted, as a condition of union, that education be strictly a provincial matter. Section 93 of the British North America Act, which provided that educational legislation should be the exclusive responsibility of provincial governments, applied originally to New Brunswick, Nova Scotia, Quebec and Ontario. It was applied in the same form, or a slightly altered one, to the provinces that subsequently entered Confederation: Manitoba (1870); British Columbia (1871); Prince Edward Island (1873); Saskatchewan and Alberta (1905); and Newfoundland (1949).

In Canada today, the provinces are responsible for the education of all persons *except*: inmates of federal penitentiaries; children of members of the Armed Forces on National Defence stations; and some Indian children attending schools administered by the Education Branch of the Department of Indian and Northern Affairs. The Federal Government, which is responsible for these groups, also provides grants to each province to be divided among its universities, community colleges and other tertiary (post-secondary) institutions, and participates to a considerable extent in informal education. It assists educational institutions indirectly by making grants-in-aid for research personnel and equipment, and by collecting, disseminating and analyzing education statistics.

The development of the Canadian educational enterprise under the auspices of the provincial governments has produced a school system second to none. There is equality of educational opportunity, and the illiteracy rate is so small as to be virtually non-existent. For all who have been to school, whether they have completed their courses or not, there are post-secondary and continuing education opportunities. In 1970-71, the total full-time enrolment in formal tertiary institutions was about 476,000. In the past five years, adult continuing education programs (credit and non-credit) for

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part-time students have expanded rapidly and enrolments increased even more quickly. In 1970-71, there were about 795,000 school-board registrants in these courses in Canada. In addition, part-time enrolment at universities is increasing at a faster rate than full-time enrolment. The effect of this continuing education is one of constant improvement and development of the individual to the limit of his capacity. Newcomers to the country join readily in this educational activity and take advantage of the opportunities presented.

Provincial education departments

Educational organization, policies and practices differ from province to province. Each province has a department of education headed by a minister who is a member of the cabinet. Each department is administered by a deputy minister, who is a professional educationist and a public servant. He advises the minister, supervises the department, gives a measure of continuity to its policy and in general carries out that policy. He is also responsible for enforcing the public school act.

Departments of education may include the following additional members: a chief inspector of schools and his staff of local inspectors; directors or supervisors of instructional services, technical education, post-secondary services, and teacher training; a registrar of examinations and teacher certification; and other officials in charge of guidance, audio-visual education, correspondence education, curriculum development, and research.

The departments of education undertake, among other things, to provide:

- (a) supervisory services to ensure maintenance of standards;
- (b) training and certification of teachers;
- (c) courses of study and prescribed or approved textbooks;
- (d) financial assistance to local school-boards for the construction and operation of schools;
- (e) regulations for the guidance of trustees and teachers.

The Department of Education in Newfoundland is an example of an existing provincial organization.<sup>(1)</sup>

In addition to the departments of education, some provinces have recently created independent departments specifically to serve the rapidly-expanding domain of tertiary education, consisting

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(1) See Appendix I.

primarily of universities and community colleges. Thus one finds a Department of Colleges and Universities in Ontario; a Department of Colleges and Universities Affairs in Manitoba; and a Department of Advanced Education in Alberta. In Saskatchewan, a second department has been announced but not yet named. Quebec has created two directorates, one of which is responsible for universities and the other for colleges. British Columbia has created a new position under the Superintendent of Post-Secondary Services, called the Co-ordinator of Post-Secondary Services.

Council of Ministers  
of Education, Canada

The Council of Ministers of Education was established in 1967 with the concurrence of the ministers' respective governments. The Council is an interprovincial educational agency set up for co-ordination, information and liaison purposes, operating at the interprovincial and provincial-federal levels. Also, it is intimately involved, through the Department of External Affairs, in Canada's international role in education. Its basic aim is to enable the ministers to consult on such matters as are of common interest, and to provide a means for the fullest co-operation among provincial governments in areas of mutual interest and concern in education.

Interprovincial co-ordination is achieved mainly through the Council's committees and subcommittees, which consist of senior departmental officials working in the following areas: manpower programs, instructional media, post-secondary education, curricula, and education statistics.

Although education is a provincial concern within Canada according to the Constitution, the Federal Government has become involved in this field as well; this necessitates co-operation between the Council and various federal departments and agencies.

Contacts have been established by the Council with the Department of the Secretary of State and a number of federal agencies reporting to the Secretary of State, such as the Canadian Broadcasting Corporation, the National Film Board and the Canadian Radio and Television Commission. Other federal contacts include the Departments of External Affairs, Manpower and Immigration, Indian and Northern Affairs, and National Health and Welfare, as well as Statistics Canada, the Canadian International Development Agency, the Canadian Commission for UNESCO(2) and the Preparatory Commission for Metric Conversion.

The Department of External Affairs maintains close liaison with the Council on all matters pertaining to Canada's international commitments in the field of education. With the increasing importance of

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- (2) The United Nations Educational, Scientific and Cultural Organization.

education on a world-wide basis, Canada is called on to play a major role as a member of various international educational organizations. In this connection, the Department of External Affairs co-operates with the Council with regard to the selection of official delegates to represent the country at international education conferences, the selection of topics for discussion at such conferences and the preparation of working papers and reports for Canada. The Department of External Affairs also normally channels official communications from such international organizations as UNESCO, the International Bureau of Education, the International Institute for Educational Planning, the Organization for Economic Co-operation and Development, the Centre for Educational Research and Innovation, and the Commonwealth Education Liaison Committee, through the Council to the provincial departments of education.

The Council co-operates with various professional educational organizations in promoting the development of education in Canada.

Local units of  
administration

As towns and cities developed, the original boards remained as units but provision was made in the acts for urban school-boards with more members and generally with a responsibility for both elementary and secondary schools, though in some districts separate boards are still to be found. In recent years, there has been a trend in rural and adjoining town areas to amalgamate boards into larger units of administration. In most provinces, school-board consolidation has been effected, resulting in a great reduction in the number of boards. Some examples are: New Brunswick 33 (formerly 400); Newfoundland 35 (formerly 300); and Ontario 185 (formerly 4,000). Similar kinds of consolidation have taken place across the nation generally. This reorganization has led to great improvements at the school-district and classroom levels.

Teaching staff

Candidates in all provinces for elementary teacher certificates must have a minimum of high-school graduation and at least one year of professional training in a faculty of education or a teachers' college. The training usually consists of professional and academic courses and some time spent in practice teaching. Secondary-school teachers are generally university graduates who have taken an additional year in a college of education or who have graduated with a year in education. The trend is for the provincial departments of education to give the universities the responsibility for training elementary as well as secondary-school teachers. Teachers' colleges now exist apart from universities in only four provinces. Universities participate in the training of elementary-school teachers in Nova Scotia, New Brunswick, Ontario and Quebec, but in

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these four provinces there still exist government-administered teachers' colleges. In eight provinces for which data are available, about 11 per cent of those in elementary schools and 74 per cent of those in secondary schools have university degrees.

School organization The majority of elementary-school and secondary-school pupils in Canada are in public schools. About two per cent attend private schools. Each September, most six-year-old Canadian children enter an eight-grade elementary school. At about 14 years of age, nearly 90 per cent of these enter a regular four-year or five-year secondary school. From the graduates at this level, a limited number, about 13 per cent of those who began school, go on to college or university, where more than half of them pursue a three-year or four-year program leading to a bachelor's degree in arts or science. The remainder enrol in various professional courses, such as commerce, education, engineering, law and medicine. In addition, an increasing number (10 per cent) attend community colleges. In three provinces (British Columbia, Alberta and Quebec), comprehensive programs exist that offer university-parallel programs as well as the technological programs offered in other provinces.

The eight-four plan leading from Grade 1 to tertiary has been modified from time to time in all provinces and there are a number of variants to be found in Canada. For example, in some parts, at the beginning of the system, one kindergarten year has been added, and sometimes there are two. In other places an extra year has been added to the high school, providing five rather than four years of secondary schooling. Junior high schools have been introduced and the resulting organization changed to a six-three-three or six-three-four plan. A fairly recent innovation is the establishment of what is generically called community colleges, discussed below. In the Province of Quebec, such schools are referred to as CEGEPs.

Historically, the secondary school was predominantly academic, preparing its students for entry to university. Until recently, vocational schools were limited almost entirely to the larger cities. Today, besides commercial and technical secondary schools, there are increasing numbers of composite and regional secondary schools that provide courses in home economics, agriculture, shop-work and commercial subjects, as well as the regular academic courses. The number of subjects offered has also greatly increased and the number of options available provides a wide choice for pupils with different abilities and aims. Considerable emphasis has been placed on music, art, physical education, guidance and group activities, but not at the expense of the basic subjects that provide a general foundation.

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Interest is increasing in the education of exceptional children. Rapid progress in special education for gifted children takes the form of innovative, "enriched" and accelerated programs. In many cities there are classes for the hard-of-hearing, the partially blind, and others physically and mentally handicapped.

Vocational education and occupational training

Vocational education and occupational training at the secondary level have grown considerably in the past ten years. Most regular secondary schools provide a limited number of choices in such subjects as agriculture, home economics, shorthand and typing. Vocational, technical and commercial high schools are an integral part of the secondary-school systems of some provinces. Composite schools, whether urban or regional, usually provide several optional programs (in academic or technical subjects, agriculture, home economics and commerce), and may allow individual students to choose courses from different programs.

Provincial trade-schools are operated by the provinces to complement the work undertaken in vocational high schools. These are essentially trade-schools offering six-week to two-year courses, mostly at the secondary level. Some schools of this kind offer a wide range of courses, from engineering technology to stenography, and from business-machine operation to cooking.

Private trade-schools provide a large variety of courses, in such subjects as beauty culture and diesel engineering; they prepare students for occupations as different as postal clerk, musician or welder. There are over 225 private business colleges that train typists, stenographers, bookkeepers, office-machine operators, secretaries and others. Most offer part-time and evening courses as well as full-time day courses, and a few offer correspondence courses.

Community colleges and related institutions

Although universities have been and still are the predominant and traditional institutions offering tertiary education to secondary-school graduates, alternatives exist in the form of community colleges and related institutions. Community colleges have certain characteristics more or less in common -- none grant degrees, all are oriented to community needs. Such colleges offer one, two or three years of study beyond secondary school. The chief function of the colleges is not research but teaching. Many are public institutions stressing an open-door policy and are provincially controlled; others are private. Instruction available to both full-time and part-time students is offered during the day and in the evening.

There are over 100 community colleges, and these exist in an array of forms throughout Canada and within the provinces. Some are comprehensive, offering both university-parallel programs and technological training. Others offer programs in one category or the other.

About 65 provincial institutes of technology offer programs lasting from one to four years. Nursing education, which was once offered only in hospitals, is now given mainly at university but is also available at community and regional colleges. Courses at the master's level are offered at several universities.

There is an Association of Canadian Community Colleges, an agency useful to all levels of college organization across the country. Its board consists of directors, students, local-college board members, faculty, administrators and others interested in a national perspective.

**University education** Most students entering a university do so after completing 11 to 13 years of elementary and secondary schooling. In from three to five years, courses of instruction lead to bachelors' degrees in arts, pure science and such professional fields as engineering, business administration, agriculture and education. Courses in law, theology, dentistry, medicine and some other subjects are longer, usually requiring for admission part or all of a first-degree course in arts or science. For those pursuing graduate studies and research, the second degree is the master's or *licence*, at least one year beyond the first degree. The third is the doctorate, normally requiring at least two more years after the second degree.

**Adult continuing education** Many opportunities are provided for further academic, vocational and cultural experience beyond the regular full-time classes in secondary schools; numerous adults return to regular full-time classes in secondary schools, special schools and post-secondary schools to upgrade and advance their education. Each province has developed its own programs, operated by local school-boards, provincial community colleges and institutes, universities, and voluntary and private organizations at the national, provincial and local levels.

Approximately 176,000 adults are taking part-time credit courses of study in school-board programs that lead to secondary-school graduation. An additional 274,000 adults attend other credit and non-credit general courses. Universities have become increasingly involved with provision of credit and non-credit courses to adults on a part-time basis. Interest in part-time education is so great that part-time enrolments are increasing at a faster rate than full-time.

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Many public and private institutions and organizations also sponsor informal public lectures, film-showings, guided tours, musical and dramatic performances and similar activities of an educational nature for adults. Workshops, conferences and residential adult education, as well as regular courses, help prepare those who staff these activities.

Financing education The cost of education in Canada for the year ended March 31, 1971, has been estimated at \$6.5 billion, an amount that represents slightly more than 8 per cent of the gross national product. By comparison, in 1960 the cost of education represented 4.3 per cent of the GNP.

The Federal Government makes grants for provincial trade and technical schooling, tertiary education, and a variety of manpower programs. The provincial governments have provided the local school districts with either flat or incentive grants and special grants. Recently, several have adopted some sort of foundation program under which a minimum level of services is guaranteed after local authorities have applied the proceeds from a tax on an equalized assessment, the province making up the balance. A school district may levy to provide additional services.

In keeping with the provincial responsibility for elementary, secondary and tertiary education, as specified in the British North America Act, the cost of basic education for children of school age is borne by provincial, municipal and local administrations. The Federal Government contributes to some vocational training in the secondary schools and much of the post-secondary vocational training, and shares substantially in tertiary education costs.

The Federal Government pays the entire costs of educating Indians and Eskimos<sup>(3)</sup>, members of the Armed Forces and their children, and some dependent children of the war dead and veterans.

Since 1964, a special program of federal loans to university students has provided up to \$1,000 a year to individual students, free of interest until after graduation.

Some 60 federal departments and agencies contribute to education in Canada, although the Federal Government has no responsibility for the organization and administration of education. It has, however, a vital interest in the level of education and skills of the population and the extent of scientific research carried on in Canada, realizing the effect of these on the national economy, the quality of life in Canada, and the individual.

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(3) See Pages 11 and 14-15.

## PART II

Regional Characteristics of School Systems

The provinces, though independent in educational administration, may be grouped regionally for a better appreciation of their education systems.

## Atlantic Provinces

- (a) Newfoundland and Labrador (Nfld)
- (b) Prince Edward Island (P.E.I.)
- (c) Nova Scotia (N.S.)
- (d) New Brunswick (N.B.)

The creation of the Maritime Union Study has recently quickened the interest in closer co-operation among the Atlantic Provinces. Much useful communication has resulted.

*Compulsory school age* is from six or seven to 15 or 16, depending on the province, but earlier enrolment is possible in kindergartens. Even younger children are admitted to pre-school programs in Nova Scotia and New Brunswick.

*Length of school year* is 195 days in three of the provinces. In P.E.I., the school year extends 200 days from the Tuesday following Labour Day until the last Friday in June. The interim period is the annual summer vacation. A ten-day break is given at Christmas and a one-week break at Easter.

*Grade organization* is the same in Nova Scotia, New Brunswick and Prince Edward Island: elementary school to the end of Grade 6; junior high school from Grade 7 to Grade 9; and senior high from Grade 10 to Grade 12. In Newfoundland, elementary may be up to Grade 6 or up to Grade 8, depending on the school, central high from Grade 7 to Grade 11, regional high from Grade 9 to Grade 11; and there are also some junior-senior high schools from Grade 7 to Grade 9 and from Grade 10 to Grade 11.

*Kindergartens* are a part of the public elementary-school system in most large urban centres in Nova Scotia and Newfoundland; some are included in private schools and many are privately operated. Most kindergartens accept only five-year-olds, but a growing number are accepting four-year-olds. There are some nursery schools for children from three to five years of age, also mainly privately operated.

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The area of *subject promotion* is being looked at on an experimental basis in P.E.I., and will be used as a springboard towards individualized instruction. In Nova Scotia, a pupil who fails to make satisfactory progress in one course but performs satisfactorily in others is permitted to take the work of the next grade in those courses he has passed. All four provinces are working toward a common organization that will eliminate grade promotion in favour of subject promotion using a "credit" system. A pupil will carry five or six subjects a year and build up 15 credits, for example, in order to be eligible for graduation.

The language of instruction in the schools of the Atlantic Provinces is English, but in New Brunswick French, as a second language, is compulsory beginning in Grade 5 and optional beginning in Grade 3. French-speaking pupils form 38 per cent of the student body in New Brunswick, and it is predicted that by 1971 pupils in French-speaking schools will be able to study every subject in French from Grade 1 to Grade 12.

Tertiary education includes both university and post-secondary non-university programs. Non-university programs are given at institutes of technology, colleges of fisheries and agriculture, and a community college. A New Brunswick Higher Education Commission was appointed to co-ordinate all tertiary education. The matter of university entrance is under intense review in all the Atlantic Provinces. Factors considered at present include: (a) secondary-school marks; (b) school assessment of pupil; and (c) the APEB (Atlantic Provinces Examination Board) examination results. Newfoundland withdrew from the APEB structure in June 1970 and offers its own provincial examination at the end of Grade 11.

#### Central provinces

- (a) Quebec
- (b) Ontario

These two giants possess about 64 per cent of the population of Canada. Both have undergone rapid changes in their education systems during the 1960s.

The school system in Quebec operates by virtue of a unique compromise arrived at after more than a century of struggle between the two main ethnic groups, French and English. Some seven-eighths of the population is Catholic, and of the rest Protestants are most numerous.

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The organization of the non-Catholic schools resembles that in other provinces and, while in the past the Catholic system was modeled to a large extent on the educational system in France, during the last decade the entire system has been reorganized along lines resembling the rest of the Canadian school-systems. Pupils are taught in French in the majority of Catholic schools and in English in the non-Catholic schools, with two or three exceptions. Private organizations finance and administer private schools: elementary and secondary, classical colleges, commercial schools and establishments giving courses at the university level. Public schools depend on local taxes, to which are added provincial subsidies. These are free and accessible to all children of school age.

A most significant change in Quebec school administration occurred in 1964 with the setting-up of a unified public authority at the provincial level: a new Department of Education, with the Minister and Deputy Minister coming from the former Department of Youth. There are two Associate Deputy Ministers, one for the Catholic sector and one for the non-Catholic sector.

An emerging trend in Quebec is the increasing presence of a composite course with graduated options and promotion by subject-matter.

A structure for universal post-secondary education in Quebec was completed in 1969. Colleges of general and vocational education (abbreviated CEGEP) began to offer students an extra two or three years of technical training and academic education before they went to work, or as a prerequisite for entering university. There are more than 40 CEGEPs today, all except four French-language. These have swiftly transformed the structure of tertiary education. In addition, a new University of Quebec and a new Council of Universities are other important developments. Several universities and colleges are located in Quebec, offering a wide variety of *degree, diploma and certificate* programs.

The education system in Arctic Quebec, which is administered by the Department of Indian and Northern Affairs, comprises ten schools with about 800 students at the elementary level.

Ontario has a 13-grade system, with provision also for kindergartens and pre-school enrolment. One of the latest developments is the employment of a credit system to cover the former Grades 9 to 12 leading to the secondary-school graduation diploma. This provides a means to more flexible schedule patterns with a view to greater freedom of pupil choice within an expanding range of subject

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offerings, even to the creation of individual timetables for pupils. A credit is defined as a course successfully completed, normally after 110 to 120 hours of scheduled time. The diploma (Grade 12 standing) is awarded after the successful completion of a minimum of 27 credits. Grade 13 counts as senior matriculation for admission to university, including teachers' colleges. For the vast majority of schools in Ontario, English is the language of instruction. However, school-boards may and do establish elementary schools (or classes, including kindergarten) that provide French-language instruction for French-speaking pupils.

Tertiary education includes many universities of varying complexity and post-secondary non-university education in the form of 20 provincial colleges of applied arts and technology (CAATs) and their branches. Tertiary education comes under the responsibility of the Department of Colleges and Universities.

#### Prairie Provinces

- (a) Manitoba
- (b) Saskatchewan
- (c) Alberta

The history of the development of education in the Prairie Provinces shows why their administrative structures are similar. Before Saskatchewan and Alberta became provinces, their schools were administered from Manitoba and their teachers were trained there. In recent years, different political outlooks in these provinces have had an effect on educational administration, though educators in all three continue to press for common approaches and common textbooks in the core school subjects.

In Manitoba, under the Department of Education, local trustee boards are authorized to administer pre-school, primary and secondary programs. A new Department of Colleges and Universities Affairs has recently been appointed to administer all tertiary education (universities and community colleges).

In the Manitoba public schools (kindergarten through Grade 12), promotion is the responsibility of the local school authorities. There has been a movement away from final examinations and toward continuous evaluation. To gain entrance to a university, a student must present evidence that he has standing in at least three examinations of the High-School Examination Board and school standing in at least two others.

Saskatchewan has recently introduced its plan for a reorganized school system. The traditional 12 elementary-secondary grades have been replaced by four "divisions", each consisting of three years of school for a pupil making normal progress. In Divisions I and II, the principle of non-grading, involving the ideas of continuous progress and flexible promotion, has been adopted. Division III programs have been planned to meet the special needs of the 13-15 age-group, with the problems of emerging adolescence. For Division IV, major changes are contemplated in the total scope of courses offered and in the content and methods used within particular subject areas.

Saskatchewan, which at one time housed a large number of junior colleges, facilitated the affiliation of most of these with the one university in the province. Three collegial structures exist today, one offering a university-parallel program.

In addition to the Department of Education, a second department, designed to deal with all tertiary education, has been announced.

Education in Alberta is under constant review by the province's Commission on Educational Planning, charged with the broad task of predicting what Alberta society will be like educationally, socially and economically during the last third of the twentieth century. Innovations in recent years include: extensive experimentation in programs carried out at the local-school level; modern buildings, incorporating the latest design in instructional facilities; a growing trend towards the semester system and other methods of dividing the school year; implementation of school television projects; and establishment of a system of community colleges to complement the universities and other post-secondary institutions. These community colleges offer both university-parallel and technological programs. A Department of Advanced Education has been created to administer all tertiary education.

British Columbia and  
the territories

- (a) British Columbia
- (b) Yukon Territory
- (c) Northwest Territories

Details of education programs in British Columbia are similar to those of the most advanced programs in the other provinces. These programs are administered under the following services: audio-visual, curriculum development, curriculum resources, research and standards, post-secondary, correspondence, guidance and teacher

recruitment, and vocation. The Department of Education was reorganized in 1971, leading to major changes in departmental structure, including: elimination of the position of Superintendent of Education; transfer of the duties of the Superintendent to the Deputy Minister; and realignment of the duties of the various Assistant Superintendents in positions to be known as Superintendents of Educational Services. Under one of these, the Superintendent of Post-Secondary Services, a new position has been created called Co-ordinator of Post-Secondary Services.

In 1970 amendments to the Public Schools Act categorized all community colleges as comprehensive regional colleges with university-parallel courses, and strengthened, at the same time, province-wide co-ordination of post-secondary school and adult education. There are ten regional colleges, one city college, two private colleges and one institute of technology.

A major development for the 1970s, based on the report of the Commission on the Future of the Faculty of Education, is the revision of the academic program and administrative structure of the University of British Columbia's Faculty of Education. Among the 85 recommendations are such innovations as: adoption of a single five-year bachelor of education program; introduction of the "teaching associate" idea; a new master of pedagogy degree; and student participation in decision-making at the operational level.

The Yukon Department of Education uses the British Columbia curriculum and pattern of school organization. The territory is not classified as a province, and its education policy is controlled by a series of school ordinances issued by the Commissioner of the Yukon Territory. Such ordinances account for teachers' certificates, classification of schools, election of school trustees, general policy (school year, school hours, holidays, language of instruction -- mainly English, religious instruction, kindergartens, etc.), Department of Education examiners, adult occupational training, apprentice training, vocational rehabilitation of disabled persons, fitness and amateur sport regulations, students' grants, and others. Under the Commissioner, education policy is administered by a Department of Education comprising a Superintendent of Schools, two Assistant Superintendents, and three other professional officials.

In the Northwest Territories, which includes the Districts of Mackenzie, Franklin and Keewatin, the aim of the territorial government is to provide educational opportunities for northern residents equivalent to those opportunities enjoyed by fellow citizens in Southern Canada. (4)

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(4) For the addresses of provincial and territorial education departments, see Appendix II.

In establishing an education system in Canada's Northland, geographic and demographic elements are powerful factors that are helping to shape the changing educational structures. Some of these elements are: the Yukon and Northwest Territories area is massive and austere but fascinating, covering 1.5 million square miles (or 40 per cent of Canada's total land area); a sparse and scattered population (35,000 in the Northwest Territories and 17,000 in the Yukon) inhabited this vast land as of December 1970; from 1961 to 1970, the population increase in this largely unpeopled land was 39 per cent (slightly more than the 31 percent increase experienced by British Columbia); the Eskimos, Indians and Métis living in this land are not cultural minorities, as they are in the provinces, but constitute the majority. (The 35,000 in the Northwest Territories is broken down as follows: 13,000 Eskimos in varying stages of acculturation, living in small, scattered groups and speaking 20 dialects; almost 7,000 Indians in far-flung settlements, belonging to nine tribes; 5,000 Métis; and 10,000 "others".)

Such combined geographic and demographic characteristics have led to questions about school residences, transportation, language of instruction, relevant curriculum and school location. These characteristics explain the establishment of a school in so northerly a site as Grise Fiord, which is twice as close to the North Pole as it is to Ottawa (1,800 miles away) and closer to the U.S.S.R. than to Ottawa.

However, perhaps the chief determinant of change in the educational and social structures has been the political dimension: the direct administration of most Northwest Territories affairs was moved from Ottawa to Yellowknife in 1967; during 1969, the responsibility for education in the Mackenzie District was transferred to the new territorial government; the Eastern Arctic take-over occurred in 1970, the centennial year for the N.W.T. Of considerable significance to the education domain was the establishment in 1969 of a Northwest Territories Department of Education to ensure stability and continuity in education previously developed by the Northern Administration Branch of the former Indian Affairs and Northern Development Department. The end of the decade saw the growth of a modern school system that, spatially, must be one of the largest systems on the globe. This solidly-based system, as modern as those in Southern Canada, has rapidly begun building new schools at Edzo, Frobisher Bay, Baker Lake, Cape Dorset, Coral Harbour and Clyde River, and developing innovative curricular materials.

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The development of innovative curricular materials relevant to the cultural heritage of Eskimo, Indian and Métis pupils has been one of the outstanding achievements in the Northwest Territories. These elementary materials have been adapted to meet the need of the native peoples. With the co-operation of the Department of Indian and Northern Affairs, a valuable project involving the collecting of stories and legends of the Dogrib people has begun. With the assistance of the Northern Co-ordination and Research Centre, a combined Dogrib grammar and dictionary is being produced. Increased use of native languages has had instructional, psychological and cultural benefits.

### PART III

#### Federal Departments and Agencies

While education is primarily a responsibility of the provinces, the Federal Government is directly responsible for the education of Indians throughout Canada, inmates of federal prisons, and members of the Armed Forces and their children on military bases at home or overseas. In addition, some federal departments concerned with problems of national defence, manpower, social welfare and vocational training have become involved directly or indirectly in certain education services or have provided education facilities for specified groups. The following incomplete list includes only those departments most immediately concerned:

Department of  
External Affairs

The Cultural Affairs Division performs a liaison function in matters concerning education with international implications. Thus it is through this Division that the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the Organization for Economic Co-Operation and Development (OECD) maintain their official links with the Federal Government. The same may be said for liaison between Canada and the International Bureau of Education. Similarly, Canada's participation in the Commonwealth Education Liaison Committee and the regular Commonwealth Education Conference is organized by the same Division within the Department. As a function of its responsibility for the conduct of Canada's external relations, the Department of External Affairs has been charged with the negotiation and implementation of cultural agreements with foreign countries, which, among other things, provide for academic and scientific exchanges. The Department discharges these functions in close consultation with the Council of Ministers of Education. The Academic Relations Division promotes close relations between the Department and the universities in the area of international affairs.

Statistics Canada The Education Division<sup>(5)</sup> is a national agency that acts in a co-ordinating and integrating role. The collecting, storing, disseminating and analysis of national education statistics at all levels serve to link the various isolated educational patterns across Canada into a single framework. This work is being strengthened by a computerized national integrated-information system the Division has begun to develop in collaboration with a network of educational institutions across Canada. It is expected that the recently-established Statistics Committee of the Council of Ministers of Education will improve the channels of communication and consultation between the provincial departments of education and the Education Division.

Ministry of State for Science and Technology This new ministry, which was established by the Federal Government in 1971, is a policy-making department. Its object is to counsel the Federal Government on scientific and technical matters including: research and development; granting structures; relations between government and the industrial world, and government and university; and relations between Canada and other countries. In collaboration with the Department of External Affairs, the Ministry engages a scientific attaché to promote scientific and technological relations between Canada and other countries.

Department of Agriculture The Information Division issues departmental publications, releases information to the press and radio, prepares motion pictures for screening and television use, and provides exhibits in this field for display at fairs and exhibitions. The federal Department of Agriculture sends information to the provincial agriculture representatives, who carry out a program of education directly with farmers. All agricultural colleges throughout Canada engage in research and extension work designed to assist the farmer through educational programs.

Canadian International Development Agency This office is responsible for the administration of educational and technical assistance on a bilateral basis to other countries. Its divisions include Education, Manpower Resources, and Training Resources. The last-named provides training grants for Asian and African students. During 1970 there were about 1,397 students and 1,211 trainees from developing countries studying in Canada under CIDA auspices. About 700 Canadian teachers are working overseas under CIDA programs, mainly to improve indigenous educational capabilities.

An International Development Research Centre was established in 1970. Canadian-financed but international in character, the Centre will bring together experts from both the developed and developing

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(5) A list of current publications of the Education Division, Statistics Canada, appears as Appendix III to this paper.

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countries and provide them with resources to conduct research into the problems of the developing regions of the world.

- Department of Finance The Government Finance Division provides information concerning the availability of loans to students under the Canada Student Loans Plan.
- Department of Indian and Northern Affairs The Northern Development Branch is responsible for the education of Indians, Eskimos, Métis and others in Northern Canada. The Branch operates schools in Arctic Quebec. The Education Branch of the Indian-Eskimo Affairs Program provides schooling for Indian children living within the provinces, from kindergarten through university. Facilities are provided in either federal or provincial schools.
- Department of Justice The Inmate Training Division of the Canadian Penitentiary Service is responsible for education and training of penitentiary inmates.
- Department of Manpower and Immigration Arrangements are made with provincial governments, private schools and industry itself for continuing adult training. Candidates are directed to the appropriate place of training through the Department's Canada Manpower Centres spread from coast to coast. The arrangements include language training for immigrants not acquainted with either English or French. In addition, the Department of Manpower and Immigration assists the provinces by providing funds for research and development into continuing adult education. In 1967 the federal-provincial agreements for the training of the unemployed under the Technical and Vocational Training Act of 1961 were allowed to expire and the Adult Occupational Training Act was passed, under which the Federal Government takes full responsibility for financing the cost of training adults who are or should be in the labour force. If, in the opinion of a manpower counsellor, it is in the best interest of the individual and of the economy for an adult to undertake training or re-training, it will be purchased by Federal Government from a public or private training institution or from industry.
- Department of National Defence The Directorate of Dependents' Education is responsible for the provision of education facilities for the dependants of Canadian Armed Forces personnel at overseas bases.
- Department of National Health and Welfare This Department has charge of all matters related to the promotion and preservation of the health, social security and social welfare of the people of Canada over which the Parliament of Canada has jurisdiction. Divisions of the Welfare Branch include Social Aid and Unemployment Assistance. The Civil Defence College at Arnprior is the principal civil defence training centre in Canada. The Department also provides research grants to institutions of higher education.

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The Fitness and Amateur Sport Program was inaugurated in 1961 to increase the number of participants at all levels of competitive and non-competitive physical recreation. Up to \$5 million a year may be expended by Canada for these activities, which range from day-camps to the Olympic Games.

Public Archives The purpose of the Public Archives is to assemble and make available to the public a comprehensive collection of source material relating to Canada's history and heritage. The main divisions deal with manuscripts, maps, pictures, books and storage of dormant government records. The Manuscript Division contains manuscript collections and public records, arranged in groups, including private papers of governors, intendants, explorers and missionaries, as well as a major part of the correspondence of leading Canadian statesmen. A central microfilm unit is attached to the Administration Division. Researchers have access to the Archives on a 24-hours-a-day basis.

Information Canada This is a service agency concerned with the distribution of Government of Canada publications. Its functions include: the compilation and issue of monthly, annual and separate catalogues and price-lists; the sale of publications; the distribution of publications to designated depository libraries and to other institutions and persons entitled to receive them free; the maintenance of a complete mailing service for Government departments and agencies. A branch also has the exclusive agency in Canada for the sale of publications of international organizations such as the United Nations, UNESCO, the Food and Agriculture Organization, the World Health Organization, the Organization for Economic Co-operation and Development, the International Atomic Energy Agency, the Commonwealth Economic Committee and the Council of Europe.

Public Service Commission of Canada One of the Commission's most challenging jobs is the bilingualization of the Public Service. In this unique program, the Language School uses the latest methods and equipment to provide intensive courses

- (a) in conversational French for selected public servants. In addition to the schools located in the National Capital Region, training classes exist in Quebec City, Montreal and Toronto. The target year for functional bilingualism is 1975.
- (b) The Operations Branch is responsible for the classification of positions, recruitment to the Public Service, and the administration of competitive examinations qualifying for entrance.
- (c) The Advisory Services Branch studies the present and proposed organization and establishment of departments and agencies, conducts centralized training, and co-ordinates staff-training and developing

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programs throughout the Service. It studies requests for educational leave and supervises the secretariat of the Suggestions Awards Board of the Public Service.

Department of the  
Secretary of State

The Department is responsible for administering Part II of the Federal-Provincial Fiscal Arrangements Act 1967 and its regulations. This includes responsibility for co-ordinating the Government's general concern with financing tertiary education. The latter is carried by the Education Support Branch in the Department. The Fiscal Arrangements Act, originally scheduled to expire in 1972, has since been extended to 1974. The complex matter of public support for post-secondary education is at present being studied by the federal and provincial governments with a view to investigating alternate solutions to this problem.

Department of  
Veterans Affairs

The Children of War Dead (Education Assistance) Act provides help in the form of allowances and the payment of fees for the post-secondary education of the children of persons whose deaths have been attributed to military service. Assistance is restricted to children attending education institutions in Canada that require secondary-school graduation matriculation or equivalent standing for admission, including, in addition to universities and colleges, such facilities as hospital schools of teaching and institutes of technology. This program is their only involvement in education.

Canadian Broadcasting  
Corporation

With the co-operation of the provincial departments of education, universities and others, the CBC produces radio and television programs at the elementary, secondary and tertiary levels. In September 1971, the CBC's English Services Division and the Council of Ministers of Education came to a five-year agreement that provided for the provinces to assume collectively an increasing share of the direct costs of the English-language national school broadcasts. This agreement calls for the provinces to assume 100 per cent of the direct costs by 1975. The CBC will continue to be responsible for all indirect costs, including facilities, production personnel and transmission of programs. A similar agreement is envisaged for 1973-74 with regard to French-language programming. The CBC Northern Service offers information programs in the Indian and Eskimo languages as well as in English and French. In addition, both the French and English services of the CBC publish and sell selected program texts.

Canada Council

This agency was created by the Government of Canada in 1957 to foster and promote the study, enjoyment of and production of works in the arts, humanities and social sciences. It carries out its task mainly through a broad program of grants and fellowships of

various types. With other organizations, it helps the Department of External Affairs implement Canada's cultural relations with other countries and administers, as a separate agency, the Canadian National Commission for UNESCO.

- Canadian National Commission for UNESCO This body advises the Government, through the Department of External Affairs, on the UNESCO program, provides liaison between UNESCO and Canadian agencies directly concerned in UNESCO's affairs and publicizes the work of UNESCO.
- National Film Board This agency produces education slides, film strips and films, with emphasis on Canadian content.
- National Research Council The Awards Office offers a program of postgraduate scholarships and postdoctorate fellowships. The scholarships permit graduates to work toward doctoral degrees at Canadian universities; the fellowships permit researchers with doctoral degrees to conduct research at Canadian universities and abroad. A wide range of fields are open.

#### PART IV

##### National Education Organizations

Local and provincial education associations with similar interests usually establish a national federation with a permanent staff to co-ordinate activities. The following is a partial list of the better-known organizations:

THE CANADIAN EDUCATION ASSOCIATION, dating from 1892, is supported by the ten provincial departments of education, by school-boards, and by individual members. It maintains an office in Toronto, publishes the review *Education Canada*, conducts an information service and maintains liaison among the provincial departments. It is a semi-official organization.

THE CANADIAN TEACHERS' FEDERATION was established in 1919 by the provincial teachers societies. Its membership today is over 210,000. The CTF, with headquarters in Ottawa, conducts an information service, undertakes research studies and maintains liaison among the provincial associations.

THE CANADIAN ASSOCIATION OF PROFESSORS OF EDUCATION draws its members from among the staffs of university faculties of education. It is one of the constituent organizations of the Canadian Society for the Study of Education, and conducts its activities within the framework of the Society.

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THE CANADIAN SCHOOL TRUSTEES' ASSOCIATION and its constituent provincial associations hold annual conferences, publish professional magazines, and have fostered research in school finance. The CSTA was founded in 1922.

THE CANADIAN HOME AND SCHOOL AND PARENT-TEACHER FEDERATION, founded in 1927, holds annual conventions and provides leadership for provincial affiliates.

THE CANADIAN ASSOCIATION OF FRENCH-LANGUAGE EDUCATORS (ACELF), organized at Ottawa in 1947, is a group of French-language educators at the national level. Existing in the interests of French culture and Catholic teaching in Canada, it is a representative organization that presents its views to provincial and federal commissions and before international associations on education. The association publishes a bulletin, *L'ACELF*, about four times a year.

THE ASSOCIATION OF UNIVERSITIES AND COLLEGES OF CANADA brings together in voluntary association about 60 Canadian institutions of higher learning to foster the development of tertiary education. Constituted in 1965 by an Act of Parliament, AUCC is the successor to the National Conference of Canadian Universities and Colleges and its executive agency, The Canadian Universities Foundation. Membership is institutional, with associate membership open to national organizations of university personnel representing major academic or administrative divisions or interests within the universities. Since 1971, student and teaching staff representatives have become members of the AUCC Board.

THE CANADIAN ASSOCIATION OF UNIVERSITY TEACHERS, with its office in Ottawa, is an association of campus organizations of professors.

THE CANADIAN ASSOCIATION FOR ADULT EDUCATION conducts an information service, holds radio forums and conferences, and publishes *Continuous Learning*. Its permanent office is in Toronto. Its counterpart, L'INSTITUT CANADIEN D'EDUCATION DES ADULTES, with headquarters in Montreal, serves the same functions for French-speaking adults.

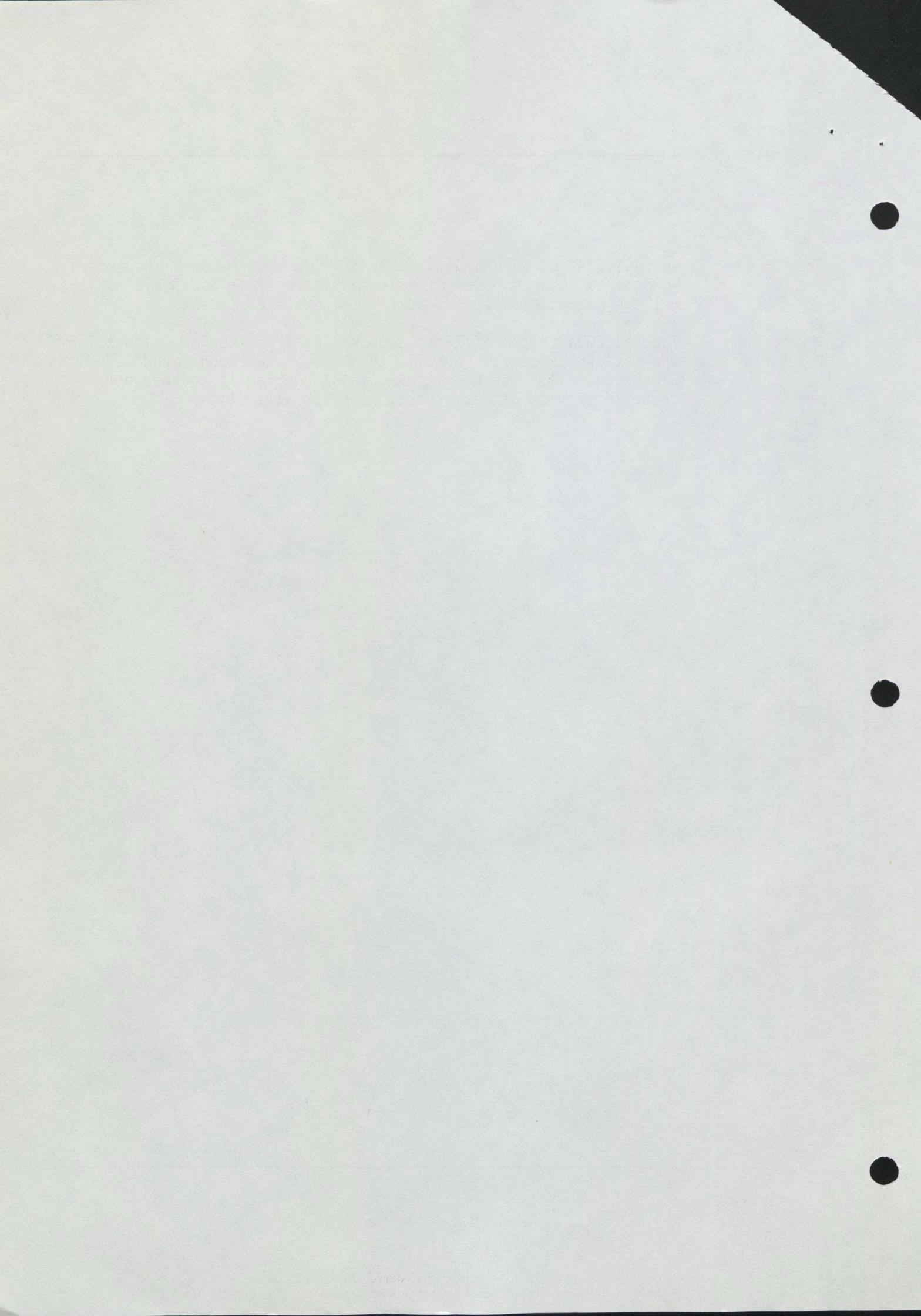
THE CANADIAN EDUCATIONAL RESEARCHERS ASSOCIATION (CERA), created in 1967, is a Canada-wide organization representing the needs and interests of individuals engaged in research and related activities. CERA initiates, promotes and supports education research and development.

THE ASSOCIATION OF CANADIAN COMMUNITY COLLEGES, with headquarters in Montreal, is composed of representatives from local and regional college boards, faculties, administrators and students.

THE TRI-COUNCIL COMMITTEE is composed of a few senior members from the National Research Council, the Medical Research Council and the Canada Council. The Committee's main function is to keep each council informed of the others' research activities.

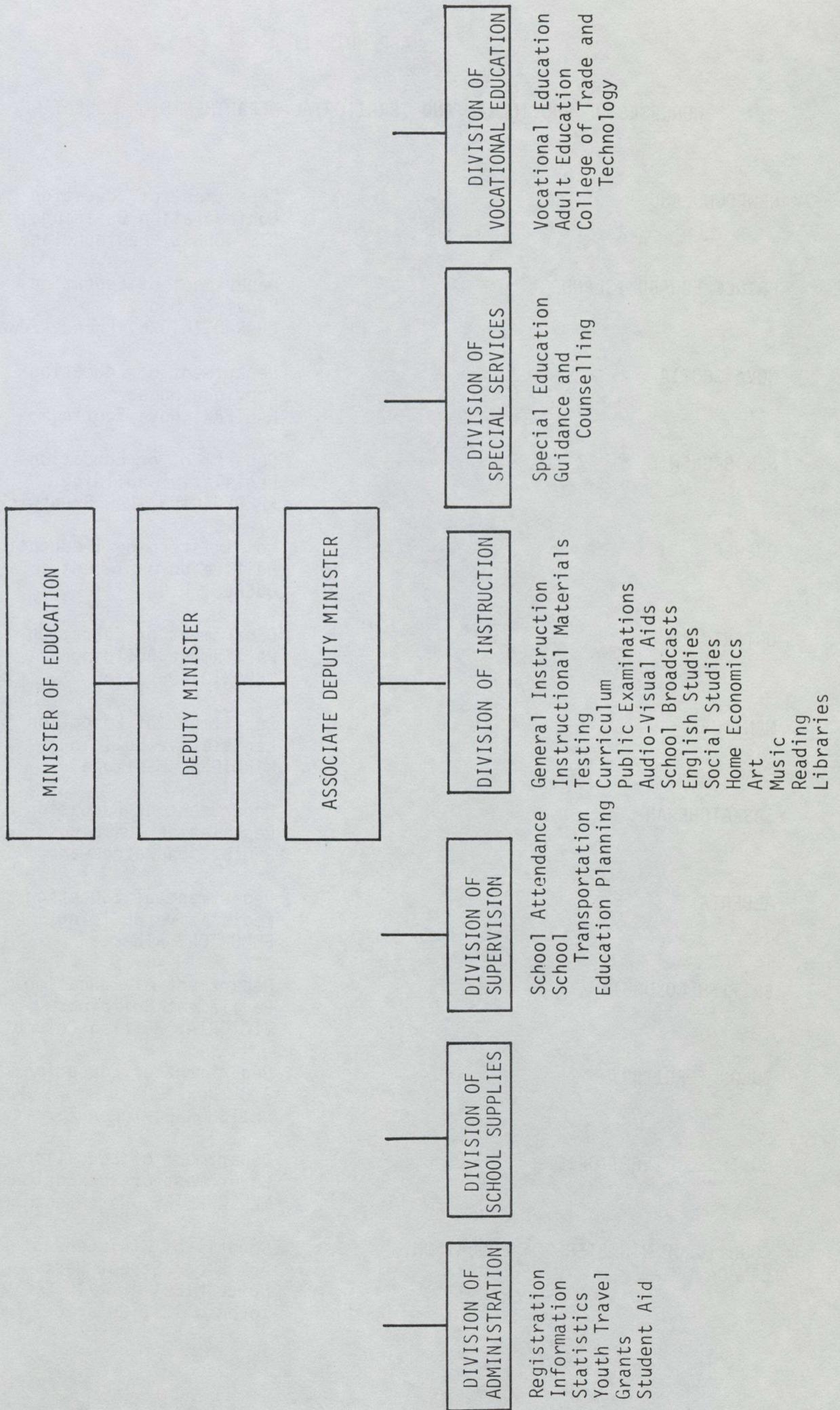
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APPENDIX I

ORGANIZATIONAL STRUCTURE, NEWFOUNDLAND DEPARTMENT OF EDUCATION



APPENDIX II

ADDRESSES OF PROVINCIAL AND TERRITORIAL DEPARTMENTS OF EDUCATION

NEWFOUNDLAND	Department of Education Confederation Building ST. JOHN'S, Newfoundland
PRINCE EDWARD ISLAND	Department of Education Province House CHARLOTTETOWN, Prince Edward Island
NOVA SCOTIA	Department of Education Province House HALIFAX, Nova Scotia
NEW BRUNSWICK	Department of Education Legislative Building FREDERICTON, New Brunswick
QUEBEC	Le Ministère de l'éducation Édifice du parlement QUEBEC, P.Q.
ONTARIO	Department of Education Parliament Buildings TORONTO, Ontario
MANITOBA	Department of Education Legislative Building WINNIPEG, Manitoba
SASKATCHEWAN	Department of Education Legislative Building REGINA, Saskatchewan
ALBERTA	Department of Education Legislative Building EDMONTON, Alberta
BRITISH COLUMBIA	Department of Education Parliament Buildings VICTORIA, British Columbia
YUKON TERRITORY	Department of Education P.O. Box 2703 WHITEHORSE, Yukon Territory
NORTHWEST TERRITORIES	Department of Education Government of the Northwest Territories YELLOWKNIFE, Northwest Territories
COUNCIL OF MINISTERS OF EDUCATION, CANADA	Council of Ministers of Education, Canada 252 Bloor Street West Suite N1201 Toronto 181, Ontario

APPENDIX III

CURRENT PUBLICATIONS OF THE EDUCATION DIVISION

*Persons wishing notices of new publications are invited to write to  
the Education Division, Statistics Canada*

Catalogue

General

81-001	Service Bulletin. Q., Bil.	25¢	
81-201	Preliminary Statistics of Education. A., Bil.	75¢	
81-220	Advance Statistics of Education. A., Bil.	50¢	
81-515	A Graphic Presentation of Canadian Education. O., E. and F.	75¢	
81-523	A Bibliographical Guide to Canadian Education. O., Bil.	75¢	
81-524	Education Planning and the Expanding Economy. O., E. and F.	\$1.00	
81-526	Census and Other Data for Vocational Counsellors. 1961 Census, O., E. and F.	\$1.00	
81-530	Student Progress Through the Schools by Age and Grade. O., Bil.	75¢	
81-535	The Organization and Administration of Public Schools in Canada. O., E.	\$2.00	
81-539	Organized Training in Four Industry Groups. O., E. and F.	75¢	
81-542	Canadian Education Through Correspondence. O., Bil.	50¢	
81-544	Directory of Private Schools. O., Bil.	75¢	
81-545	Survey of Education in the Atlantic Provinces. O., Bil.	\$2.00	
81-546	Survey of Education in the Western Provinces. O., Bil.	\$2.50	
81-549	Education in Canada's Northland. O., Bil.	\$1.00	
81-550	A Century of Education in British Columbia: Statistical Perspectives. O., Bil.	\$1.50	
12-528	A Manual of Accounting for School Boards. O., E.	\$1.00	

Financial Information

81-208	Survey of Education Finance. A., Bil.	75¢	
81-212	Canadian Universities, Income and Expenditure. A., Bil.	50¢	
81-219	Tuition and Living Accommodation Costs at Canadian Degree-Granting Universities and Colleges. A., Bil.	25¢	

Student Information

81-204	Survey of Higher Education, Part I: Fall Enrolment in Universities and Colleges. A., Bil.	\$1.50	
81-209	Survey of Vocational Education and Training. A., Bil.	\$1.00	
81-210	Survey of Elementary and Secondary Education. O., Bil.	\$1.50	
81-211	Degrees, Diplomas and Certificates Awarded by Canadian Degree-Granting Institutions. A., Bil.	\$1.00	
81-213	Statistics of Private Business Colleges. A., E.	25¢	
81-214	Statistics of Private Trade Schools. A., Bil.	25¢	
81-216	Interprovincial Movement of Children in Canada. O., Bil.	25¢	
81-222	Canadian Community Colleges and Related Institutions. A., Bil.	75¢	
81-541	Awards for Graduate Study and Research. O., Bil.	\$4.00	
81-543	Post-Secondary Student Population Survey. O., E. and F.	\$1.50	

APPENDIX III (Continued)

Teacher Information

81-202	Salaries and Qualifications of Teachers in Public Elementary and Secondary Schools. A., Bil. \$1.00
81-203	Salaries and Qualifications of Teachers in Universities and Colleges. A., Bil. 75¢
81-215	Statistics of Private Elementary and Secondary Schools. A., Bil. 25¢
81-217	Enrolment and Staff in Schools for the Blind and Deaf. A., Bil. 25¢
81-221	Private Kindergarten and Nursery Schools in Canada. A., Bil. 25¢
81-527	Degrees held by Canadian University Teachers, Part I: Distribution by Rank, Faculty and Field. O., Bil. 75¢

Science Statistics

13-202	Federal Government Expenditures on Scientific Activities, Fiscal Year. A., Bil. 75¢
13-203	Industrial Research and Development Expenditures in Canada. A., Bil. \$1.00

Cultural Information

*	81-205	Survey of Libraries, Part I: Public Libraries. A., Bil. 75¢
*	81-206	Survey of Libraries, Part II: Academic Libraries. A., Bil. 75¢
	81-532	Survey of Libraries, Part III: Library Education. O., Bil. 50¢

\* Out-of-print but available in many libraries

A. - Annual    Q. - Quarterly    O. - Occasional    E. - English    F. - French  
Bil. - Bilingual

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