



CANADA

CANADIAN WEEKLY BULLETIN

INFORMATION DIVISION • DEPARTMENT OF EXTERNAL AFFAIRS • OTTAWA, CANADA

September 2, 1959

Vol. 14 No. 35

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CANADIAN EDUCATION IN THE 1950'S

In an address to the Canadian College of Teachers at Halifax, Nova Scotia, on August 13, 1959, Dr. E.F. Sheffield, Research officer, Canadian Universities Foundation, said that the most striking fact about elementary and secondary education in the 1950's was the increase in the number of pupils.

Dr. Sheffield said in part:

"When heads are counted in the autumn of this year there will be about 1.33 million more pupils in school than there were in the year 1950-51, an increase of 53 per cent to a new high of nearly four million. In the elementary grades almost the whole of the increase is accounted for by growth in the child population: the percentage of children attending these schools has risen only slightly because for some years it had been near the maximum. At the secondary level, however, there have been not only more children of high school age but attendance of that group will have risen from 51 to 59 per cent.

"One near-casualty of the pressure of numbers has been the public school kindergarten. In many communities it has been discontinued to make room for pupils in the grades. Some of the demand for pre-school facilities has been met by private or co-operative nursery schools and kindergartens, but many four and five-year-olds have had to do without school experience until old enough to enter the first grade.

"It is interesting to note that in spite of the expressions of dissatisfaction with the

public schools which have been heard throughout the land, the percentage increase in private school enrolment has been considerably less than that of public school enrolment. Private schools enrol less than 4 per cent of all children of elementary and secondary school age.

TEACHERS

"In the year 1950-51 there were approximately 93,000 teachers in public elementary and secondary schools. To staff the schools this fall we may expect to have about 147,000, or 57 per cent more than ten years ago. (You will note that the percentage increase in the teaching body is greater than that of pupil enrolment. I suspect that this results largely from the disproportionate increase in numbers at the secondary level where the ratio of pupils to teachers is lower than in the elementary grades.)

"Unhappily, although there have been teachers in most classrooms during these years (except in some rural centres), an alarming number of them have been inadequately qualified. A study made for the Canadian Conference on Education revealed that in 1955-56 one teacher in five had less than what most educationists would consider to be minimum professional preparation: for elementary grades, at least high school graduation at the junior matriculation level plus one full year of teacher training; for secondary grades, at least a university degree, plus one full year

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of teacher training or including the equivalent.'

"It has been a period of emergency measures. Most provinces have run short courses of initial orientation to teaching--in the summer between high school or college graduation and the assumption of teaching duties in the fall. Financial aid to teacher-trainees has been made freely available. Married women have been encouraged to return to teaching. Rich provinces have raided poorer provinces, and most of them have recruited in the United Kingdom. Many teaching permits have been issued to people with no professional training. Departments of education have operated on the self-contradictory principle that 'it is the duty of government to see that children are not denied an education because of an inadequate supply of teachers'.

"The situation is improving, however. Enrolment in teacher-training institutions is rising (more than 20,000 were enrolled in 1958-59) and some short courses have been discontinued recently. Other positive developments have included revision of teacher-training programmes to raise the standards required for admission (notably in Quebec). Also, the universities have assumed a larger role in the preparation of teachers. As a footnote it should be added that since 1950 most English-language 'normal schools' have been redesignated 'teachers' colleges'....

"I need not remind this group of what has happened to teachers' salaries: they have soared. Median salary in 1950-51 was \$2,050. In 1957-58 it was \$3,470. In 1959-60 it is likely to be nearly \$4,000--just about double the average ten years ago--and high time, too!

FACILITIES

"If for every additional 40 pupils a new classroom had been built during these ten years, the total number of new units would be 33,000. I do not know that a count has been made, but it is evident that school boards have not been able to keep up with the demand. There has been overcrowding in many communities. A few years ago I visited a grade one classroom in which there were 84 children! Some schools have accommodated their pupils in shifts--often two, and in some cases three shifts a day.

"School consolidation has continued, but it is unlikely that the one-room rural school will ever completely disappear. It is estimated that between 10 per cent and 15 per cent of pupils now attend such small schools....

"Developments in school architecture have been particularly interesting. A large proportion of the new schools are one storey. Much use has been made of glass to make them light, and of colour to make them attractive. The creation of building advisory services in provincial departments of education has encouraged both economy and good design.

FINANCE

"While enrolment in elementary and secondary schools has increased by half, costs have nearly trebled. Expenditure in 1950 was about \$350 million. This year it will be close to a billion dollars. The expenditure per pupil has risen by 80 per cent, from \$142 to \$256. Local school boards, depending on municipal taxes, have continued to bear the brunt of the financial burden, with provincial governments providing a slightly smaller, though increasing, share. Expenditure by the Federal Government on the education of Indians and Eskimos has increased significantly during the decade. The central power has shown no intention of giving direct aid to elementary and secondary education under provincial control, although such action has been promoted by many groups, one notable exception being the Government of the Province of Quebec....

ORGANIZATION AND ADMINISTRATION

"Early in the 1950's Newfoundland raised the legal school-leaving age from 14 to 15. In Quebec it is still 14, but there is agitation to raise it. In other parts of the country some people are wondering whether it should not be lowered from 16 to 15 or 14. They ask what can be done with pupils who 'can't study, won't work and can't leave.'....

"Notable progress has been made during the past ten years in the provision of facilities for the education of exceptional children, especially those who are mentally retarded or suffering from cerebral palsy. The first thorough statistical survey of the field was made by the Dominion Bureau of Statistics for the year 1953-54. Forty-two thousand exceptionals were reported in receipt of special schooling from 1,900 teachers....

"Lively interest in the development of the North has been accompanied by the initiation of a federal programme for the education of Indians and Eskimos in the Territories. At the beginning of the decade there were, in addition to mission schools, three government day schools for Eskimos. Now there are nearly a score, including some residential schools, and another score of part-time schools. Until 1955 the Department of Citizenship and Immigration looked after the education of Indians in the North as well as in the provinces. In that year the Department of Northern Affairs and National Resources took over the care of Indians as well as Eskimos in the Territories. Its budget for 1959-60 is \$9,900,000. Meanwhile the Department of Citizenship and Immigration has been encouraging the attendance of Indians at non-Indian schools in the provinces, and in the decade the numbers doing so have increased significantly.

"Another interesting new Federal Government activity in the field of education began in 1954 when schools were opened in France,

Germany and Belgium for the children of Canadian army and air force personnel serving in Europe. Teachers are obtained on a two-year loan basis from school boards in Canada. The curriculum covers kindergarten and grades one to thirteen....

CURRICULUM

"One can identify at least four new or changed emphases:

"The school has felt increasingly an obligation to assume responsibilities which were traditionally those of the home. As a consequence there has been more provision for courses in the fields of interpersonal relations--courses called by such names as 'effective living' and 'health and personal development'.

"While the study of the classical languages, Latin and Greek, has continued to decline, the study of French in English-language schools has begun to receive greater emphasis, especially in the lower grades. I think there are two reasons for this. One is that English Canada is beginning to accept the fact of French Canada--is giving up the two-hundred-year old assumption that assimilation of the French by the English was only a matter of time. The other is the impact of Dr. Wilder Penfield's discovery that the child's brain is infinitely better suited to language-learning than is the brain of the adolescent or the adult.

"The reaction to 'Sputnik' and reports of scientific progress in the U.S.S.R. was an almost feverish demand for increased emphasis on the teaching of science. I am not sure that there has been significant change in practice. It has been difficult to recruit teachers trained in the sciences and special efforts to encourage existing science teachers to improve their qualifications in the field have not yet, I believe, had any notable effect.

"Mounting concern about the deadly effects of drink and driving have led to the addition of 'alcohol education' to some curricula and to consideration of the introduction of 'driver training'. Most school authorities which have done anything positive about the latter have confined it to the extra-curriculum...."

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AMBASSADOR TO CUBA

The Secretary of State for External Affairs, Mr. Howard Green, has announced the appointment of Mr. Allan C. Anderson, as Ambassador Extraordinary and Plenipotentiary of Canada to Cuba. Mr. Anderson, who is now serving in Ottawa, will succeed Mr. Hector Allard whose next posting will be announced later.

Mr. Anderson, a Scotsman by birth, was the special correspondent in Latin America for the Southam Newspapers of Canada for several years, and served with the Canadian Embassy in Mexico from 1952-55. He will take up his new duties shortly.

CHICAGO WATER DIVERSION

The Secretary of State for External Affairs, Mr. Howard Green, has announced that the Canadian Ambassador in Washington had delivered a further note of protest on August 20 concerning legislative proposals in the United States for the additional diversion of water from Lake Michigan at Chicago.

Mr. Green said it was hoped that this note would make it abundantly clear that the Canadian Government was greatly concerned at the decision this week of the Senate Public Works Committee to report favourably on a Bill which would authorize the taking of another 1000 cubic feet per second of water from the Great Lakes watershed at Chicago.

The note was in the following terms:

"I have the honour to refer to my note No. 184 of April 9, 1959, concerning legislative proposals to increase the diversion of water from Lake Michigan at Chicago.

I am instructed to inform you that the Government of Canada has taken note of the recent legislative action in the United States concerning this matter. In this connection, I am to advise you that the Government of Canada explicitly reaffirms the position set forth at length in the above-mentioned note. In the view of my Government any additional diversion of water out of the Great Lakes watershed would be inconsistent with existing agreements and arrangements which together constitute an agreed regime with respect to these waters. The proposed unilateral derogation from the existing regime therefore occasions serious concern in Canada".

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IRON ORE SHIPMENTS

Shipments of iron ore from Canadian mines in June increased to 3,520,545 tons from 2,258,660 in the same month last year, boosting January-June shipments to 7,385,666 tons from 4,314,062 a year ago. End-of-June stocks dropped to 1,850,142 tons from 2,929,435 at the same date last year, the Dominion Bureau of Statistics reports.

Ore shipped for export in June jumped to 3,217,734 tons from 2,046,096 a year earlier, raising the half-year total to 6,389,917 tons from 3,708,777. Ore shipped to Canadian consumers in the month advanced to 302,811 tons from 212,564, and in the six months to 995,749 tons from 605,285.

Total shipments in June from mines in Quebec climbed to 1,672,910 tons from 849,701 a year earlier; Ontario to 785,716 tons from 398,327, and Newfoundland and British Columbia to 1,061,919 tons from 1,010,632. January-June shipments: Quebec, 3,025,588 tons (1,366,137 a year ago); Ontario, 2,103,989 (917,951); and Newfoundland and British Columbia, 2,256,089 (2,029,974).

SECOND REPORT ON ENERGY

The Prime Minister, Mr. John G. Diefenbaker, released the Second Report of the Royal Commission on Energy on August 28. The Commission was appointed by Order in Council in the fall of 1957 under the chairmanship of Mr. Henry Borden of Toronto and its First Report, issued in October 1958, dealt primarily with the problems involved in the export from Canada of natural gas, the regulation of pipe lines and the powers and responsibilities of a National Energy Board.

The Second Report is dated July 20, 1959, and deals with the policies which the Commission believes will best serve the national interest in relation to the export of crude oil and the marketing of crude oil within Canada itself. Its specific recommendations are:

- (1) That it be national policy
 - (a) to encourage and permit the export of Canadian crude oil without licence, and
 - (b) to ensure the continued use, consistent with the interests of the Canadian consumer of petroleum products, of Canadian crude in refinery areas of Canada accessible to it by existing pipe line facilities, thereby increasing the market outlets for such crude oil.
- (2) That to implement such national policy the oil companies concerned take steps as soon as possible to displace, with products refined from Canadian crude, a volume of petroleum products now moving into the Ontario market from the Montreal refinery area equivalent to approximately 50,000 barrels daily of crude oil.
- (3) That to implement further such national policy the Canadian oil industry take vigorous and imaginative action very substantially to enlarge its markets in the United States on a basis that will ensure the continuing participation of Canadian crude in these markets and in their expansion.
- (4) That no government action should at this time be taken to ensure the construction of pipe line facilities to transport Canadian crude oil to the Montreal refinery area and that before any such action is taken an opportunity be given to the oil industry to demonstrate that it can find markets elsewhere in Canada and the United States sufficient to sustain a healthy and vigorous Canadian oil industry with the incentive for further exploration and development.

(5) That, if government action should become necessary to implement the national policy we have recommended above, imports of crude oil be made subject to licence and that such licences be denied (except for some good and sufficient reason) to refiners in a refinery area in Canada where adequate pipe line facilities exist for the transportation of Canadian crude oil to meet the demands of such refinery area, but that crude oil imported through a pipe line or by motor carrier or rail and produced in the country from which such crude oil is imported be exempted from such licensing."

The Commission states that the present proved reserves of oil in Canada are sufficient to provide for 18 years of operation at the 1957 level of production but points out that proved reserves represent only a small fraction of the possible reserves which it is reasonable to expect may eventually be recovered. It further concludes that Canadian oil reserves are clearly sufficient to support a large and expanding industry.

The Commission is of the opinion that if there is an effective national policy ensuring the use of Canadian crude oil in domestic markets which are now accessible to such oil by pipe line and if Canada is successful in the immediate future in increasing its exports of crude oil to the United States the production of Canadian crude can be maintained at a level adequate to sustain a strong industry and to provide the incentive for further exploration and development.

In the view of the Commission the oil industry should be given an opportunity to develop Canadian markets now accessible by pipe line to Canadian crude and to secure a larger share of export markets in the United States. It states its belief that the industry should be able to achieve a level of production of approximately 700,000 barrels per day by the end of 1960 without access to the Montreal refinery area and concludes that if it is demonstrated that the industry itself can reach this approximate level of production by the end of 1960 it is neither necessary nor desirable for the Government at this time to take action to secure the Montreal refinery area as an outlet for Canadian crude oil.

It points out that its proposals leave open the question of supplying the Montreal market with Canadian crude in the event of failure of efforts to assure a continuing adequate level of production. The Commission states that in its opinion the present level of production of Canadian crude is low relative to capacity and that it is highly desirable that it should be substantially increased. It suggests that the next 12 to 18 months should be sufficient to make it appa-

rent whether or not production can be raised to the desired level by efforts which the Commission feels the industry itself should make in filling the needs of domestic markets other than those on the eastern seaboard, and in gaining access to United States markets. The Commission suggests that the National Energy Board should keep in close touch at all times with the industry and should be requested to keep under review the question of supplying Canadian crude oil to the Montreal refinery area in the light of the circumstances as they may from time to time develop.

Mr. Diefenbaker stated that the reports on gas and on oil complete the work of the Commission as called for by its terms of reference, and that the Government does not expect the Commission to deal with the special problems of coal mining for which a special Commission is now being constituted.

He added: "On behalf of the Government and the people of Canada I want to express the thanks and appreciation for the notable public service rendered by the Commission and the officials who were connected therewith, and for the energy and devotion given and capacity displayed by Mr. Borden and his colleagues in dealing with most important and highly controversial problems."

VISITING SEA CADETS

A group of 20 Sea Cadets and their officers from the United Kingdom and United States were officially welcomed to Canada by Mr. George R. Pearkes, VC, Minister of National Defence, when they visited Ottawa on August 24. The Minister saw the visitors in his National Defence Headquarters office. The cadets also met Vice-Admiral H.G. DeWolf, Chief of the Naval Staff.

Navy League of Canada officials and local Royal Canadian Sea Cadet Corps arranged the tour of Ontario, Quebec and the Maritimes.

The American party, consisting of one officer and 11 cadets, arrived in the capital on August 23. They were joined the next day by the British group of one officer and seven cadets.

The sea cadets from Britain arrived in Montreal on August 21 on board the Royal Navy's anti-submarine frigate, HMS *Whitby*, one of four British warships visiting the Canadian National Exhibition along with ships of the RCN, USN and other NATO navies. The British cadets spent three days in Montreal before going to Ottawa. The United States cadets' arrival in the capital marked the first stage of their itinerary.

Following the Ottawa visit, the combined British-American group travelled to Toronto for a three-day stay. There they visited the Canadian National Exhibition, where they met Admiral of the Fleet, the Earl Mountbatten of Burma, who officially opened this year's exhibition in Toronto on August 26.

The two groups remained together until August 31, with visits to Hamilton and Niagara Falls, Ont. The American sea cadets then returned home while the British group will remain in Canada until September 11 visiting naval establishments and other points of interest at Kingston, Quebec City, Saint John, Fredericton and Moncton, N.B., and Digby and Halifax, N.S. They will re-embark on HMS *Whitby* at Halifax to return to the United Kingdom.

STANDARDS CONFERENCE

Delegates from the United Kingdom, Australia, New Zealand, India, Pakistan and South Africa are in Ottawa for the fourth Commonwealth Standards Conference, set up after the Second World War.

With the Canadian Standards Association as the host organization, the meetings opened on August 26, and will end on September 4.

The over-all aim of the Conference is to work towards uniformity in standards procedure throughout the Commonwealth. The technical sessions have been concerned with aligning Commonwealth standards for three specific products: steel, compressed air containers, and loading cranes. Other matters on the agenda have been certification markings, dealing with the quality of goods, and India's change-over from inch to metric measurement.

Welcoming the delegates, Trade Minister Churchill stressed the importance of uniformity of standards in international trade.

HUMAN RIGHTS SEMINAR

The Secretary of State for External Affairs, Mr. Howard Green, has announced that Mr. Jacques Flynn, M.P. for Quebec South, will represent Canada at a forthcoming Human Rights Seminar which is being jointly organized by the United Nations and the Government of Argentina. The seminar, which will meet in Buenos Aires from August 31 to September 11, will consider one of the most pressing problems of the modern state, the protection of the individual citizen from the abuse of administrative authority. In making this appointment, Mr. Green commented that Mr. Flynn was specially qualified to contribute usefully to the seminar by reason of his legal and parliamentary experience, and his special experience as a counsel for the Wartime Prices and Trade Board from 1940 to 1945.

This will be the third such seminar organized in the American region at which Canada has been represented. Previous seminars were held at Santiago, Chile, on the protection of the individual under criminal law and procedure, and at Bogota, Colombia on the participation of women in public life. Some twenty American countries will be represented at the

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present seminar, which will, in the words of the Secretary-General of the United Nations, "give governments an opportunity to exchange their ideas and experience" by bringing together "key people for short periods of time to stimulate their thinking and through their leadership to encourage greater awareness in matters relating to human rights."

SEAWAY AT MIDSUMMER

During the current navigation season to the end of July, according to preliminary statistics issued by the Canadian and United States Seaway authorities, 8 million tons of cargo were carried through the St. Lawrence canals and nearly 12 million tons through the Welland canal. These figures show increases of 49 per cent and 19 per cent, respectively, over the volume of cargo during the corresponding period in 1958.

Cargo movement through the new Seaway canals during the month of July was 2,493,000 tons, somewhat lower than the figure reported for June, but 51 per cent greater than the traffic through the old St. Lawrence canals in July, 1958.

VESSEL PASSAGES

To the end of July there were 2,981 vessel passages upbound and downbound through the St. Lambert lock. Through vessel passages for the Welland canal in the same period numbered 3,476.

WELLAND CANAL

Welland Canal statistics for July show a continuation of the substantial increase in upbound traffic as compared with 1958. Total cargo for July was 3,755,000 tons, also below the figure for June, but 22 per cent greater than in July 1958.

Mr. George Hees, Minister of Transport, has announced that improvements will be undertaken this fall which will increase the potential capacity of the Welland canal by about 25 per cent.

The Minister's statement follows:

"Toward the end of the session of Parliament, I informed the House that engineers of the St. Lawrence Seaway Authority were studying ways and means of increasing the potential capacity of the Welland canal. Such a study has now been made, and I am glad to announce that tenders will be called in mid-October for the construction of some 7,000 feet of tie-up walls in the Welland canal. These walls, when completed, will provide tie-up facilities above Lock 1; at the entrance walls below and above Locks 2 and 3; and below and above the guard gate. These facilities will permit the

movement of a ship into a lock, or through the guard gate, immediately the lock is ready to receive it or the guard gate is opened.

"At the present time the capacity of the canal is 27 or 28 lockages per day; that is, 13 or 14 each way per day. The extension of tie-up walls mentioned above will have the immediate effect of increasing its potential capacity by about 25 per cent. The tie-up walls will be constructed during the winter of 1959-1960 and should be ready for the opening of navigation in April 1960. Engineering surveys have not yet been completed, but an approximate estimate of the cost of the work is \$7,500,000.

"Intensive study will also be made of the possibility of reducing lockage time by improvement in the hydraulic characteristics of the lock filling and emptying system. This, however, will require considerable time and its immediate effect, if possible, would not compare with the result anticipated from the extension of tie-up walls.

"A complete review of the maintenance pattern of the equipment for lock operation is also being undertaken, in order that the possibility of breakdowns will be reduced to a minimum.

"Under operating regulations in effect this year, certain equipment, calculated to assist in the expeditious passage of vessels through the locks was recommended, but not made compulsory. The Authority is giving close attention to the experience this year of the various types of ships transitting the Welland canal and the new Seaway. Some changes in the regulations are contemplated, particularly as regards the required equipment, to be effective commencing with the opening of navigation in 1960. The shipping trade will be given advance notice of such changes.

LORD MOUNTBATTEN AT C.N.E.

Earl Mountbatten of Burma, Chief of the Defence Staff of the United Kingdom, opened the 81st Canadian National Exhibition on August 26 in Toronto.

In his opening address Lord Mountbatten recalled that once before, in 1948, he had opened the C.N.E. which, he said, was the greatest annual show window. He referred to the fact that HMS *Scarborough*, on which he had travelled to Canada, had led the first British Squadron to sail to Toronto, 1,000 miles inland. The St. Lawrence Seaway had made it possible for the NATO fleet of 19 ships to reach this Great Lakes port and anchor off its waterfront.

Lord and Lady Mountbatten paid brief visits to Ottawa and Washington before returning to the United Kingdom.