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THE FEDERAL GOVERNMENT AND  
EDUCATION IN CANADA

by

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THE FEDERAL GOVERNMENT AND

EDUCATION IN CANADA

( 1867 - 1970 )

## ABSTRACT

The role of the Federal Government in education in Canada has been a matter of increasing concern since the end of the Second World War. In the following pages an attempt has been made to ascertain the extent and significance of Federal participation in education from 1867 to 1970. The identification of these two dimensions, however, is largely dependent upon the concept applied to the term education and for the purposes of this inquiry education has been defined as an activity wherein instruction is given and/or learning takes place as part of a formal process in the context of a recognized educational institution. What this study demonstrates is that the Federal 'presence' in education in Canada has dramatically increased since 1945, to the point that by 1970 in financial terms alone it exceeded an annual expenditure of one billion dollars, and additionally, that the nature of the 'presence' has become increasingly complex and diffuse. It is also demonstrated that there has been a lack of visible coordination at the Federal level with respect to its educational functions and establishes a case for more effective coordination both within the Federal structure and between the Federal Government and the provinces.

The format of the document has largely been dictated by the nature of Federal educational programs. The first chapter has been devoted to a discussion of the constitutional position of the central government with respect to education. Succeeding chapters then present a department by department description of Federal educational involvement. The last two chapters outline the chronological and legislative patterns that have evolved over the past century and the conclusions derived from the study. Since this inquiry has been primarily concerned with the Federal as opposed to provincial perspective, three areas of source material have provided the content, the Statutes of Canada, the Public Accounts and Auditor-General's Reports, and the annual reports of the several government departments concerned.

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## INTRODUCTION

### I

It is the intent of this study to examine the nature of the Federal Government's involvement in education in Canada. This topic has been selected for a number of reasons. In the first instance it has become patently clear, particularly over the past quarter century for example, that the provinces of Canada are no longer in a position to fulfill their respective educational responsibilities without Federal aid. A Federal presence in the field of education was not generally anticipated by the 'Founding Fathers', as Section 93 of the British North America Act (B.N.A. Act) indicated, yet that presence exists today in a variety of forms and is in need of comprehensive analysis. Such an analysis is also particularly timely. Over the past seven years there has been increasing public pressure for the establishment of an all-encompassing Federal educational agency as well as for significant increases in Federal aid. Should these pressures continue and should the Federal presence become, as a result, more pronounced, it would

seem both desirable and necessary to identify some kind of consistent rationale for the Federal Government's educational responsibilities. This inquiry seeks to establish a basis for such a rationale through an examination of the historic and contemporary factors that have determined the development of a Federal presence in the field, and the specific nature of the Federal involvement at given periods as indicated by the various Acts of Parliament. Finally, the last comprehensive examination of Federal educational activities was conducted almost forty years ago by James Collins Miller, an American, in his book National Government and Education in Canada. Developments since that time demand a further treatment of the subject.

In any federal system there are a number of factors that combine to determine the nature of the central government's participation. As this applies to education as well as to other areas of governmental concern, it correspondingly offers the analyst the choice of a number of approaches in developing a thesis. In this paper it has been decided to work within the purview of Federal legislation and the educational programs that have resulted from it -- to concentrate, therefore, on what has been, or is being, done as opposed to what has been recommended. The research for this study has thus focussed on three principal source areas; Federal spending, Federal statutes, and the annual reports of the various Federal departments. This approach has been

adopted because Canada is essentially a political confederation, voluntarily conceived and held together by a complex combination of forces as opposed to a single, imposed, will. In this context legislation is of paramount importance. The enactments of Parliament provide tangible and authoritative evidence of policies and programs adopted and implemented by the central government and thereby provide a positive delimitation with respect to content and scope. In so far as the field of education is concerned Federal legislation is particularly important in view of the constitutional provisions with respect to the field vis-a-vis the Federal and Provincial governments. In short, this is the evidence that tells the story as it was and is and must necessarily become the first concern of an inquiry of this type.

Two observations should be made with respect to the above approach. Legislation per se seldom implements a program. Rather, regulations are developed within the context of the legislation and are the principal means of executing the legislative provisions. With some exceptions this study has stopped short of attempting to investigate this vast subject area, not because it is not recognized as an important sector of the Federal structure but simply because such considerations would render the paper unmanageable in terms of size and scope. Secondly, it is also recognized that the Federal Government seldom functions in a social vacuum even though this may not always be readily apparent. At the same time, the approach



taken in this study has ruled out detailed consideration of societal determinants that have affected the development of Federal legislation save for instances where this has been required to give some additional explanation of a particular situation.

In conclusion, this study is therefore, concerned with an examination of the Federal involvement in education in Canada as evidenced through Acts of the Parliament of Canada and the activities and programs that have resulted from these Acts. An analysis of these components of the Federal educational presence during the period 1867-1970 is a fundamental prerequisite either to any further investigation of a possible rationale for Federal participation, or to the development of predictive hypotheses with respect to what the central authority should or should not be doing in the field.

## II

The critical questions which this study attempts to answer are as follows;

- (a) What Federal legislation has been enacted over the past one hundred years that has established an educational function on the part of the central government in Canada?
- (b) To what extent has this legislation been consistent with the delegation of powers as proscribed in the B.N.A. Act?
- (c) In view of the preceding information, what trends or patterns have emerged with respect to the Federal presence in the field?

(d) What impact has this 'presence' had in the area of Federal - Provincial relations?

For the purposes of this inquiry education has been defined as an activity wherein instruction is given and/or learning takes place as part of a formal process within the context of a recognized educational institution.\* Federal involvement in education is therefore considered only insofar as it has been applied to areas falling under the terms of this definition. It is well recognized that there are significant informal, non-institutional, educational activities in receipt of Federal aid in Canada but the difficulties involved in the identification and measurement of these factors render their treatment inappropriate to the purposes of this study.

Two structural modes have been used in the presentation of the material. In the first chapter a chronological survey of the changes that have been made in Section 93 of the B.N.A. Act as applied to the provinces is presented. This technique is again used in the last chapter in order to present a chronological perspective with respect to the general question of the Federal presence in education. The intervening chapters have been organized in accordance with the educational activities of the various departments of the Federal Government,

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\* The word 'institution' is not used in the sociological context here. Rather, it is used to denote physical facilities such as schools, colleges, auditoriums, lecture halls, etc.

giving somewhat of a horizontal structure to the study. At the same time, specific educational activities within departments have been treated chronologically. The use of this approach has been necessitated by the fact that current Federal Departments are in most cases amalgamations of earlier ones and thus often incorporate educational responsibilities inherited from earlier and different sectors of government, in addition to those peculiar to the present. Without the benefit of present governmental organization any attempt to present the material involved in this inquiry would render it incoherent. Within these and preceding limitations then, the following study is presented.

## CHAPTER I

### THE FEDERAL GOVERNMENT, EDUCATION, AND THE CONSTITUTION

The statute that has given form and substance to the Canadian nation was passed by the British Parliament in July of 1867 and was entitled the British North America Act (B.N.A. Act). The enactment of this legislation was preceded by a number of conferences and discussions between the representatives of the governments of the British North American colonies wherein jurisdictional matters vis-à-vis the central and provincial governments were discussed. As embodied in the B.N.A. Act, the responsibilities for education were vested in the provincial governments as follows;

"93. In and for each Province the Legislature may exclusively make Laws in relation to Education, subject and according to the following provisions:-

- (1) Nothing in any such Law shall prejudicially affect any Right or Privilege with respect to Denominational Schools which any Class of Persons have by Law in the Province at the Union:
- (2) All the Powers, Privileges, and Duties at the Union by Law conferred and imposed in Upper Canada on the Separate Schools and School Trustees of the Queen's Roman Catholic Subjects shall be and the same are hereby extended to the Dissentient Schools of the Queen's Protestant

and Roman Catholic Subjects in Quebec:

- (3) Where in any Province a System of Separate or Dissident Schools exists by Law at the Union or is thereafter established by the Legislature of the Province, an Appeal shall lie to the Governor General in Council from any Act or Decision of any Provincial Authority affecting any Right or Privilege of the Protestant or Roman Catholic Minority of the Queen's Subjects in relation to education:
- (4) In case any such Provincial Law as from Time to Time seems to the Governor General in Council requisite for the due Execution of the Provisions of this Section is not made, or in case any decision of the Governor General in Council on any Appeal under this Section is not duly executed by the proper Provincial Authority in that Behalf, then and in every such Case and as far only as the Circumstances of each Case require, the Parliament of Canada may make remedial Laws for the due Execution of the Provisions of this Section and of any Decision of the Governor General in Council under this Section."<sup>1</sup>

It was thus made clear that only in cases where minority religious rights were involved was the Federal Government to have the power to intervene in educational affairs within the Provinces. There appears to have been little question over the division of powers with respect to education. During the Confederation Debates of 1864-1865, for example, this subject was broached on several occasions but only insofar as the protection of minority rights was concerned, and then, particularly with respect to Quebec.

From time to time, as new Provinces were created or joined Confederation the phrasing of Section 93 of the

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<sup>1</sup> E. A. Driedger, A Consolidation of the British North America Acts 1867-1965 (Ottawa: Queen's Printer, 1967), pp. 28-29.

B.N.A. Act as incorporated in the Dominion Statute admitting or creating such Provinces was amended. The first such amendment occurred with the admission of Manitoba in 1870.

In the Manitoba Act Subsection (1) was amended to read,

"Nothing in any such Law shall prejudicially affect any right or privilege with respect to Denominational Schools which any class of persons have by Law or practice in the Province at the union...." <sup>2</sup>

The insertion of the word 'practice' was necessitated in this case by the fact that prior to its admission to Confederation the region known as Manitoba had been unorganized and thus had no legally constituted educational system.\*

When Alberta and Saskatchewan were created as provinces in 1905 further amendments were incorporated into the educational provisions of the respective Acts, as follows;

"(1) Nothing in any such law shall prejudicially affect any right or privilege with respect to separate schools which any class of persons have at the date of passing of this Act, under the terms of chapters 29 and 30 of the Ordinances of the Northwest Territories, passed in the year 1901, or with respect to religious instruction in any public or separate school as provided for in the said ordinances.

(2) In the appropriation by the Legislature or distribution by the Government of the province of any monies for the support of schools organized and carried on in accordance with the said chapter 29, or any Act

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<sup>2</sup> Canada, "An Act to amend and continue the Act 32 and 33 Victoria; C.3, and to establish and provide for the Government of the Province of Manitoba," Statutes of Canada, 1870, C.3.

\* This is not meant to imply that there were no educational facilities in the territory because the church run mission schools had been in existence for some time prior to Manitoba's entry into Confederation.

passed in amendment thereof or in substitution therefor, there shall be no discrimination against schools of any class described in the said chapter 29.

(3) Where the expression "by law" is employed in paragraph (3) of the said section 93, it shall be held to mean the law as set out in the said chapters 29 and 30; and where the expression "at the union" is employed in the said paragraph (3) it shall be held to mean the date at which this Act comes into force."<sup>3</sup>

The prime cause for these revisions was the famous "Manitoba Schools Question." In 1890 the Province of Manitoba abolished its dual school system in favor of a single, unified educational system for the Province. The Roman Catholic, French-speaking minority in the Province protested the adoption of this policy and between 1890 and 1896 attempted to have the Federal Government invoke its powers under Section 93 of the B.N.A. Act. While no Federal legislation was passed to correct the Manitoba situation (a compromise agreement was eventually worked out between the parties involved) the repercussions of this case prompted a more careful delineation of the provincial responsibilities with respect to minority rights.

In 1949 the Province of Newfoundland was admitted to Confederation. Prior to admission a legally constituted educational system had existed in the Province and special recognition was given to this situation in the legislation, as follows;

"17. In lieu of section ninety-three of the British North America Act, 1867, the following Term shall apply in respect of the Province of Newfoundland:

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3 Driedger, op. cit., p. 30.

In and for the Province of Newfoundland the Legislature shall have exclusive authority to make laws in relation to education, but the Legislature will not have authority to make laws prejudicially affecting any right or privilege with respect to denominational schools, common (amalgamated) schools, or denominational colleges, that any class or classes of persons have by law in Newfoundland at the date of Union, and out of public funds of the Province of Newfoundland, provided for education,

(a) all such schools shall receive their share of such funds in accordance with scales determined on a non-discriminatory basis from time to time by the Legislature of all schools then being conducted under authority of the Legislature; and

(b) all such colleges shall receive their share of any grant from time to time voted for all colleges then being conducted under authority of the Legislature, such grant being distributed on a non-discriminatory basis." 4

There have been no amendments to Section 93 as applied to provincial jurisdictions since 1949. Between 1867 and the present the Federal Government has never exercised the remedial educational legislative power vested in it under the authority of the B.N.A. Act.

There have been eight occasions since 1867 when either directly or indirectly the Federal safeguards under Section 93 have formed the basis for appeals by minority religious groups.\*

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4 Ibid.

\* In all but two of these cases appeals have involved the rights of Roman Catholics. In 1871 New Brunswick's Roman Catholic minority questioned the validity of the Common Schools Act of 1871 in that Province. In 1871 Prince Edward Island passed a Common Schools Act similar to that of New Brunswick and an appeal resulted from this action. The Manitoba Schools dispute in 1890 has already been described. There have been two appeals from the Province of Ontario, one in 1906 dealing with teacher qualifications in Separate Schools and one in 1913 dealing with language rights on behalf of french speaking Canadians. In Quebec two appeals have been made, one directly and the other indirectly. In the first instance the issue involved the educational rights of the Jewish community in Montreal (1903). In 1970 the english



In only one of these instances has there been any impact upon legislation enacted by the Federal Government and that occurred, as has been previously observed, as a result of the Manitoba situation of 1890. The central authority has thus never used its legislative powers under Section 93 even when conditions warranted such action. On the other hand, in legislation dealing with the creation or admission of new provinces to Confederation the Federal enactments have made adjustments for local conditions and 'tightened up' the sanctions with respect to the rights of religious minorities.

While the central authority has never used the remedial educational powers assigned to it under the B.N.A. Act it has established a presence in the field. This has normally occurred in three ways. In the first instance, powers assigned to the Federal Government under the constitution involved, or came to involve an educational responsibility and thus required, over the passage of time, the development of educational programs. In the second instance, external factors combined to produce a national need at various times in Canada's history that necessitated action on the part of the Federal Government that included

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speaking community of Montreal made indirect appeals to the Federal Government in connection with attempts by the St. Leonard School Board in Montreal to introduce unilingual instruction in the schools (1970). Additional comment on the role of these incidents with respect to Federal legislation will be made in the concluding chapter.

the provision of educational aid. Thirdly various agencies of the central government have, through their natural functions, become a principal means for providing educational support to the provincial educational systems in terms of audio-visual aids, mineral collections, etc., and involved the Federal Government in this way. In alphabetical sequence the following chapters deal with the Federal Agencies that have developed educational programs within their respective domains.

## CHAPTER II

### THE DEPARTMENT OF AGRICULTURE

The Department of Agriculture was established by statute in May, 1868.<sup>5</sup> Under the provisions of the Act the Minister of the Department assumed responsibility for;

- (1) Agriculture
- (2) Immigration and Emigration
- (3) Public Health and Quarantine
- (4) The Marine and Emigrant Hospital at Quebec
- (5) Arts and Manufactures

In its original form the Department thus encompassed a number of activities that were later to be placed under other Federal agencies. The initial responsibilities of the Minister of Agriculture did not include any educational functions.

It was not long, however, before the Minister was pressing the Federal Government for an educational commitment to the Canadian agricultural community. In his annual report for the year 1871 commenting upon the agricultural picture, the Minister stated;

"It is impossible to conceal that there is a general dispensation on the part of youth to abandon the pursuit of farming and to overcrowd . . . the learned professions

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<sup>5</sup> Canada, "An Act to establish a Department of Agriculture," Statutes of Canada, 1868, C. 22.

. . . . . If by higher agricultural education and special technical learning, the art of agriculture could itself be very greatly improved there can be little doubt that this tendency of youth to abandon it would be . . . checked.

For many years the State has given aid to Agricultural Societies for the encouragement and improvement of agriculture. Much good has been effected by this means and also by means of lectures on agricultural subjects. But technical education is not less necessary nor advantageous in agricultural pursuits. A farmer, to be successful should be supplied with all the aids that practical scientific training can give him. The Governments of other countries have recognized this . . . and have assisted in supplying such aid."<sup>6</sup>

The Minister's pleas fell on deaf ears at the time.

In 1883, however, without legislative or ministerial comment, the Department made a grant to the Agriculture and Arts Association of Toronto with respect to a fair being put on in that city. In 1888 a regular schedule of grants was inaugurated which were given to provincial agricultural societies and organizations in support of their activities.

The practice of making grants to Agricultural Associations for the purpose of encouraging greater interest and efficiency among farmers was not a new one. Prior to Confederation these Associations had been the main instrument for the dissemination of agricultural information and had received grants of money from the various provincial governments in support of this activity. The Federal Government left this practice in the hands of the provinces after Confederation until 1888. The authority to make direct payments to agricultural associations was contained in Section 95 of

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<sup>6</sup> Canada, "Report of Minister of Agriculture for year ending 1871," Sessional Papers, 1872, V. 5, p. 3.

the B.N.A. Act which stated that;

"In each Province the Legislature may make Laws in relation to Agriculture in the Province . . . and it is hereby declared that the Parliament of Canada may from time to time make Laws in relation to Agriculture in all or any of the Provinces . . . and any Law of the Legislature of a Province relative to Agriculture . . . shall have effect in and for the Province as long and as far only as it is not repugnant to any Act of the Parliament of Canada." <sup>7</sup>

The expenditures under this activity are tabled below by decade.

TABLE I

DEPARTMENT OF AGRICULTURE GRANTS TO  
AGRICULTURAL ASSOCIATIONS  
(1890 - 1970)\*

<u>YEAR</u>	<u>EXPENDITURE</u>	<u>YEAR</u>	<u>EXPENDITURE</u>
1890-1900	76,008.68	1930-1940	5,599,061.40
1900-1910	90,735.99	1940-1950	862,247.47
1910-1920	709,811.64	1950-1960	1,192,459.33
1920-1930	3,568,835.75	1960-1970	<u>2,997,673.15</u>
Total Expenditures (1883-1970)			<u>\$15,118,514.21</u>

As can be seen from the tabled expenditures, Federal support for this type of educational activity has been somewhat cyclical in nature. The implementation of the provisions of the Agricultural Instruction Acts of 1912 and 1913 resulted in the formation of a number of additional organizations including Boy's and Girl's Clubs (Dairy, Sheep, Cattle, etc.), and a general expansion of the activities of these agricultural associations.

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<sup>7</sup> Driedger, op. cit., p. 31.

\* The yearly expenditures are tabled at Appendix I.

The prime function of these organizations was educational in that they became vehicles for passing on new agricultural information and techniques necessary to the progress of Canadian farming. The importance of this work is reflected in the fact that Federal aid to these activities did not slacken during the depression period of the 1930's. On the other hand, the outbreak of the Second World War necessitated a considerable cutback in support of this program. During the post-war period the grants were maintained at a relatively stable and lower level than had existed in pre-war times until the mid fifties. From 1955 to 1970 Canada's internal expansion and penetration into world export markets has put her into an extremely competitive agricultural position that has correspondingly demanded greater innovation and efficiency. The support of voluntary organizations has thus been continued on a gradually increasing scale.

By 1884 the Federal Government could no longer avoid extending its educational activities within the agricultural domain. In that year the Minister of Agriculture appointed a Dominion Entomologist whose task was envisaged as bringing the results of agricultural research and technology to farmers in Canada with particular respect to insect ravages. In the same year a Special Parliamentary Committee was formed to investigate the feasibility of establishing an experimental farm for the purposes of agricultural research.<sup>8</sup> The recommendations

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<sup>8</sup> Canada, "Annual Report of the Minister of Agriculture," Sessional Papers, 1886, No. 10, vol. V, p. vii.

of this committee and other researches the Federal Government commissioned resulted in the passage of two acts in 1886 that gave the Federal Government a role in agricultural research and education. The first of these Acts gave the Minister of Agriculture control over experimental farm stations<sup>9</sup> and the second provided for the establishment of such stations in each of the Provinces and Territories in Canada.<sup>10</sup> Under the provisions of the latter legislation the director of each experimental farm station was required to conduct a wide variety of research activities and;

" . . . for the purpose of making the results of the work done thereat immediately useful, prepare and transmit through the director to the Minister, for publication, at least once every three months, a bulletin or report of progress." <sup>11</sup>

An educational function was thus implicit in the federal concept of an experimental farm. This function was continued to the present day whereby some thirty million dollars has been expended annually over the past three years in direct support of this activity. Expenditures on this program have been steadily increased since its inception and by 1970 totalled \$412,965,673.00.\* Between 1886 and 1912 expenditures on this activity were moderate, seldom exceeding two hundred thousand

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9 Canada, "An Act Respecting the Department of Agriculture," Statutes of Canada, 1886, C. 24.

10 Canada, "An Act Respecting Experimental Farm Stations," Statutes of Canada, 1886, C. 23.

11 Ibid., p. 99.

\* See Appendix I for detailed yearly expenditures.

dollars annually. They increased steadily during the war years, however, and between 1919 - 1946 wavered between one and two million dollars annually. The intensity of the competition in agriculture generated by factors previously mentioned, is reflected in the expenditures on experimental farm operations after 1948. In the period 1949 - 1970 these have risen from five million dollars annually to thirty seven million dollars, on a steadily increasing scale.

In his first annual report in 1891 the National Dairy Commissioner made another plea for more direct federal involvement in agricultural educational programs.<sup>12</sup> He contended that it was not sufficient to simply impart theoretical knowledge but also practical knowledge with respect to farm skills. He advocated the establishment of agricultural schools by the federal government to train farmers in the technical skills necessary to an effective dairy operation. Between 1891 and 1895 the Department sponsored twenty-one schools in Ontario, Quebec and the Maritimes.<sup>13</sup> These schools were not part of the public school systems of the provinces but were normally established in conjunction with the work of local agricultural associations. Federal expenditures with respect to these schools are presented below.

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12 Canada, "First Annual Report of the Dairy Commissioner for The Dominion of Canada," Sessional Papers, 1891, No. 6(d), vol. VI, p. 2.

13 Canada, "Annual Report of the Minister of Agriculture," Sessional Papers, 1895, No. 8, vol. IV, p. xx.



TABLE II

CANADA

DEPARTMENT OF AGRICULTURE EXPENDITURES ON

SCHOOLS OF AGRICULTURE

<u>YEAR</u>	<u>INSTITUTION</u>		<u>TOTAL</u>
1908	1. SUSSEX DAIRY SCHOOL	300.00	
	2. P.E.I. DAIRY ASSOC.	150.00	
	3. ST. HYACINTH DAIRY SCHOOL	1,000.00	1,450.00
1909	1. 300.00	2. 2,000.00	3. 300.00
1910	(NI)		2,300.00
1911	1. 150.00	2. 300.00	3. 1,000.00
1912	1. nil	2. 300.00	3. 2,000.00
1913	1. nil	2. 300.00	3. 2,000.00
1914	1. nil	2. 2,300.00	3. nil
1915	(NI)		2,300.00
1916	1. nil	2. 300.00	3. nil
	<u>TOTAL</u>		<u>17,300.00</u>
1925-26	NOVA SCOTIA COLLEGE	20,000.00	
	SHORT COURSE SCHOOL		
	NEW BRUNSWICK	5,000.00	25,000.00
1927			18,750.00
1928			25,000.00
1929			25,000.00
1930	NOVA SCOTIA COLLEGE ONLY		8,389.00
1931	NEW BRUNSWICK ONLY		9,295.24
	<u>TOTAL</u>		<u>111,434.24</u>

By 1910 the Department of Agriculture was engaged in a number of educational activities and programs throughout the Dominion. In addition to the work of the Experimental Farms and Dairy Division Schools, the Seed Division had begun a series of lecture tours by arrangement with local and provincial farmers institutes. A special educational campaign had also been carried out on the prairies in cooperation with the two

major Canadian railways with respect to grain diseases and their prevention.

The passage of the Agricultural Aid Act in 1912 marked a significant development in the evolution of federal educational activity. As has been noted earlier the Minister of Agriculture had petitioned the Government in the early days of his Department for Federal aid in the development of better qualified and more efficient farmers and farming methods. With the expansion of Canada's agricultural industry in the latter part of the 19th Century the public pressures for such assistance increased. These in turn were augmented by similar requests from the industrial sector of the country with respect to its interests. A royal Commission was appointed to investigate and make recommendations on this situation but before its reports were made public the Federal Government responded to the needs of the agricultural community by enacting the first Agricultural Aid Act of 1912. Under the terms of the legislation it was declared that;

"2. The Governor in Council may, in any year, and upon such terms and subject to such conditions as are prescribed by order in council, grant to any province, for the encouragement of agriculture, a subsidy not exceeding such sum as may in such year be voted by Parliament for that purpose.

3. The Minister of Agriculture, with the authority of the Governor in Council, may enter into an agreement with the government of any province setting forth the terms upon which such subsidy is granted, and prescribing the conditions under which and the purposes for which it shall be expended." <sup>14</sup>

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<sup>14</sup> Canada, "An Act for the Aid and Encouragement of Agriculture," Statutes of Canada, 1912, C. 3, p. 117.

This was an untidy piece of legislation as can be seen by its broad intent and ill-defined methods of application. It was superceded in 1913 by the Agricultural Instruction Act which more specifically outlined the intent and method of the federal program.

The Preamble of the Act of 1913 stated;

" . . . it is desirable that encouragement be given to agriculture in all the provinces of Canada and . . . great and permanent benefit will result through education and demonstration carried on along lines well devised and of a continuous nature . . . ." <sup>15</sup>

It provided ten million dollars over a ten year period (1913 - 1923) for the purposes stated (the Yukon and Northwest Territories were excluded from the provisions of the Act). The yearly appropriations are contained in Table III. Of the yearly appropriations made to each province, \$20,000.00 was to be paid to assist work in the veterinary colleges, \$20,000.00 to the Provincial Government and the remainder allotted to the provinces in proportion to provincial population. <sup>16</sup> In addition, monies were not to be given away on any pretext as Section 5 of the Act stated;

"The payments hereinbefore authorized shall, as to each province, be conditional upon agreement between the Minister and the Government of the province as to the terms, conditions and purposes, within the meaning of this Act, upon and for which the payments are to be made

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<sup>15</sup> Canada, "An Act for the Granting of Aid for the Advancement of Agricultural Instruction in the Provinces," Statutes of Canada, 1913, C. 5.

<sup>16</sup> Ibid.

and applied, and such agreement shall be subject to the approval of the Governor in Council."<sup>17</sup>

The form of the agreement referred to above is attached at Annex "A" of this paper.

The total appropriations under the provisions of the Acts were as follows:

TABLE III

CANADA

DEPARTMENT OF AGRICULTURE

PAYMENTS TO PROVINCES 1912 - 1923 (LUMP SUMS)

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>YEAR</u>	<u>APPROPRIATION</u>
1912 - 13	500,000.00	1918 - 19	931,786.00
1913 - 14	700,000.00	1919 - 20	1,301,747.00
1914 - 15	784,392.00	1920 - 21	1,058,421.00
1915 - 16	885,130.00	1921 - 22	1,104,570.00
1916 - 17	989,322.00	1922 - 23	1,191,302.00
1917 - 18	1,053,311.00	1923 - 24	900,000.00
TOTAL: 1912 - 1924			<u>11,399,981.00</u>

In his first annual report the Director noted that under the provisions of the Act of 1912 the provinces had applied most of the funds to educational purposes.<sup>18</sup> In view of this response, and in consultation with the provincial governments, the following lines of expenditure were

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<sup>17</sup> Ibid.

<sup>18</sup> Canada, "Report on 'The Agricultural Instruction Act' 1913 - 14," Sessional Papers, 1915, No. 93, vol. V, p. 5.

authorized under the Act of 1913;<sup>19</sup>

1. Public Schools
2. Agricultural Schools and Colleges
3. Extension Work
4. Women's Life

For the purposes of convenience these categories have been grouped into three in Table IV, Agricultural Schools and Colleges, Public Schools, and Instruction and Demonstration. The expenditure of federal monies in each of these categories by province is recorded below.

TABLE IV  
CANADA - DEPARTMENT OF AGRICULTURE  
AGRICULTURE INSTRUCTION ACT  
(1913 - 1922)\*

<u>PROVINCIAL EXPENDITURES OF FEDERAL MONIES BY STANDARD OBJECTS</u>				
<u>PROVINCE</u>	<u>AGRICULTURAL COLLEGES &amp; SCHOOLS</u>	<u>PUBLIC SCHOOL PROGRAMS</u>	<u>INSTRUCTION AND DEMON- STRATION</u>	<u>TOTAL</u>
P.E.I.	47,014.00	95,502.33	106,813.33	249,330.00
NOVA SCOTIA	229,788.45	86,533.38	259,076.69	575,398.52
NEW BRUNSWICK	62,851.00	87,710.80	207,421.60	357,983.40
QUEBEC	584,850.00	114,000.00	(NI)	698,850.00
ONTARIO	799,313.64	223,000.00	792,909.78	1,815,223.42
MANITOBA		35,200.00	331,810.11	367,010.11
SASK.	176,009.96	91,062.13	167,448.24	434,520.33
ALBERTA	306,700.00		126,931.24	433,631.24
B.C.	43,000.00	103,799.00	226,299.12	330,098.12
TOTALS	2,249,527.05	836,808.14	2,358,709.91	5,445,045.10

<sup>19</sup> Ibid., 1916, 15(c), p. 11.

\* The figures for 1923 were not available in the U.B.C. Library. The Sessional Papers for the Act for the aforementioned year were not printed for general distribution. Detailed Provincial expenditures of Federal monies are tabled at Appendix I.

All provinces participated in the program launched under the authority of the Agricultural Instruction Acts although the benefits were applied to different sectors within each province and not all benefitted equally. The Province of Manitoba, for example, made no expenditures on developing schools of agriculture and spent little money for projects in the public school system of the province. Table IV points out similar inconsistencies. In addition, the link between monies granted to the provinces and their respective populations automatically ensured that the more heavily populated provinces gained more assistance than their less fortunate counterparts.

The agreements provided for under the terms of the Agricultural Instruction Act expired in 1923. The educational work initiated under this legislation continued up to the present, however, with the Federal Government assuming a somewhat less direct involvement. The Department of Agriculture continued to support the educational work carried on through the various voluntary farm organizations (institutes, clubs, etc.) by extending financial grants and providing lecturers and resource materials. As new needs developed in the field of agriculture the educational extension work was expanded to accommodate them. The expenditures on educational work conducted largely through the Information Division of the Department (1938 - 1970) are recorded below.

TABLE V

CANADA

DEPARTMENT OF AGRICULTURE - INFORMATION DIVISION

EXPENDITURES ON EDUCATIONAL WORK

(1938 - 1970)

1938	70,400.00	1955	390,029.01
1939	135,066.00	1956	446,503.12
1940	134,721.00	1957	479,080.03
1941	106,791.00	1958	525,036.80
1942	104,500.00	1959	572,553.17
1943	102,053.00	1960	584,654.46
1944	104,954.00	1961	643,736.00
1945	101,727.14	1962	697,454.00
1946	124,278.03	1963	771,434.00
1947	157,831.63	1964	767,293.62
1948	169,098.20	1965	832,378.00
1949	194,828.56	1966	684,816.00
1950	235,133.61	1967	812,823.00
1951	317,189.69	1968	997,861.00
1952	335,001.89	1969	1,034,134.00
1953	368,158.58	1970	<u>1,054,331.00</u>
1954	366,190.64		
		TOTAL	<u>14,422,049.58</u>

By 1970 the Department's educational activities involved research, extension work, publication of agricultural information, and the provision of a degree of financial support for agricultural fairs, clubs, and associations. As can be seen by the information contained in the tables, the heaviest federal commitment at present is to be found in the research function followed by the informational services that are naturally allied to it.

## SUMMARY

Agriculture is one of the few jurisdictional fields where the federal and provincial governments have concurrent legislative powers under the provisions of the B.N.A. Act. It was under the authority of Section 95 of the Act that the experimental farm program was begun and Federal aid to agricultural associations initiated. The issue was not so clear cut, however, when direct Federal assistance was extended into the educational systems of the provinces under the provisions of the Agricultural Instruction Acts. The resolution of this particular question came from two sources. In the first instance, the Federal Government was responding to pressures rather than initiating a new program of its own volition and the provinces, in their turn, were receptive to the federal response. In the second instance, provincial participation in the program was voluntary and, in general, within the mutually accepted lines of expenditure the provinces were free to develop whatever activities were best suited to their need. Further, the full participation in the program by all the provinces of Canada would indicate that none feared any loss of educational jurisdiction as a result of this legislation.

The Agricultural Instruction Acts were the first venture (into the field of education) on the part of the Federal Government that could have been viewed as an infringement upon provincial powers delegated in Section 93



of the B.N.A. Act. To circumvent possible repercussions from this situation the central authority delegated to itself the funding and supervisory roles in the program, leaving the questions of participation and execution to the provinces. As the Minister of Agriculture explained in 1914 with respect to Sections 95 and 93 of the B.N.A. Act;

" . . . the carrying out of educational plans belongs exclusively to the provinces, while the Dominion work along other lines is paramount. It seemed, therefore, in making provision for special help for the provinces, that it was advisable to give that help along those lines that were by statute exclusively reserved for the provinces." <sup>20</sup>

He went on to point out that;

" . . . The provinces, as represented by the Departments of Agriculture and Education, are free to draw up plans for the expenditure of the grants. They know, or should know, the needs and requirements; they are familiar with the lines best suited to their people. Their plans are submitted to the Minister of Agriculture and, when he is satisfied as to their sufficiency and efficiency, a formal agreement is drawn up and submitted to the Governor in Council. On ratification by the latter, the funds become available. Under section 6 of the Act, the Minister is empowered to appoint officers to confer with the provinces, advise with them, inspect the work, and to see that the moneys are expended in accordance with the intention of the Act. It will be seen that the Act is intended not to interfere with the initiative or freedom of the provinces but, at the same time, to give the Dominion Minister the power of supervision, as he is responsible to the Parliament of Canada." <sup>21</sup>

The Acts in question thus developed from a clearly recognized national need in a particular field of endeavor. They were a product of considerable representation and consultation between the various participants and the success of the program

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<sup>20</sup> Canada, "Annual Report of the Minister of Agriculture," Sessional Papers, 1915, No. 93, vol. V, p. 6.

<sup>21</sup> Ibid.

was evident from the unanimous participation of the provinces. A precedent had thus been set in terms of the conditions under which the Federal Government could exercise some influence upon the educational system within the country. It was a precedent that was to become more and more significant as Canada moved deeper into the Twentieth Century.

### CHAPTER III

#### THE DEPARTMENT OF ENERGY MINES AND RESOURCES

The Department of Energy, Mines, and Resources, formed in 1967, was the product of an amalgamation of a number of earlier departments. The story of this Department began in pre-Confederation days with the development of the Geological Survey under William Edmund Logan in 1843.<sup>22</sup> In the period 1867 - 1877 the Geological Survey operated as an independent agency of the Federal Government, but with the creation of the Department of the Interior it became a branch of that department. In 1907 a Department of Mines was established and the Geological Survey was placed under its administrative supervision. Between 1907 and 1970 the jurisdiction of the Department of Mines itself was expanded in the following manner;

- (a) 1936 - Department of Mines and Resources
- (b) 1949 - Department of Mines and Technical Surveys
- (c) 1967 - Department of Energy, Mines and Resources

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<sup>22</sup> J. C. Miller, National Government and Education in Federated Democracies Dominion of Canada, Philadelphia, J. C. Miller, 1940, p. 435.

The educational work of the present department was begun in the early days of the Geological Survey before Confederation when Sir William Logan established a Museum in Montreal. It was to be five years after Confederation, however before this function of the Department received legislative sanction.

Under statute in 1872 the Geological Survey was commissioned to, "continue and complete the Geological Survey of Canada, and to furnish a full and scientific description of its rocks, soils and minerals, which shall be accompanied with proper maps, diagrams and drawings, and a collection of specimens to illustrate the same, and may direct the publication of such maps and drawings as he may deem necessary for that purpose, and the deposit thereof in the Geological Museum . . . ." <sup>23</sup> During the period 1867 to 1907 the Geological Survey received many requests for copies of its maps from educational institutions across Canada and usually provided these at cost when possible.

In 1907 the Geology and Mines Act delineated functions of the Mines and Survey Branches, as follows;

"6. The functions of the Mines Branch shall be, -  
(a) to collect and publish full statistics of the mineral production and of the mining and metallurgical industries of Canada, and such data regarding the economic minerals of Canada as relate to the processes and activities connected with their utilization, and to collect and preserve all available records of mines and mining works in Canada;

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23 Canada, "An Act to make provision for the continuation and extension of the Geological Survey of Canada, and for the maintenance of the Geological Museum," Statutes of Canada, 1872, C. 22.

- (b) to make detailed investigations of mining camps and areas containing economic minerals or deposits of other economic substances, for the purpose of determining the mode of occurrence, and the extent and character of the ore-bodies and deposits of the economic minerals or other economic substances;
- (c) to prepare and publish such maps, plans, sections, diagrams, drawings and illustrations as are necessary to elucidate the reports issued by the Mines Branch;
- (d) to make such chemical, mechanical and metallurgical investigations as are found expedient to aid the mining and metallurgical industry of Canada;
- (e) to collect and prepare for exhibition in the Museum specimens of the different ores and associated rocks and minerals of Canada and such other materials as are necessary to afford an accurate exhibit of the mining and metallurgical resources and industries of Canada.

7. The functions of the Geological Survey shall be, -
- (a) to make a full and scientific examination and survey of the geological structure and mineralogy of Canada; to classify, and arrange for exhibition in the Victoria Memorial Museum such specimens as are necessary to afford a complete and exact knowledge of the geology, mineralogy, palaeontology, ethnology, and fauna and flora of Canada; and to make such chemical and other researches as will best tend to ensure the carrying into effect the objects and purposes, of this Act;
  - (b) to study and report upon the facts relating to water supply for irrigation and for domestic purposes, and to collect and preserve all available records of artesian or other wells;
  - (c) to map the forest areas of Canada, and to make and report upon investigations useful to the preservation of the forest resources of Canada;
  - (d) to prepare and publish such maps, plans sections, diagrams and drawings as are necessary to illustrate and elucidate the reports of surveys and investigations;
  - (e) to carry on ethnological and palaeontological investigations.

8. The department shall maintain a Museum of Geology and Natural History for the purpose of affording a complete and exact knowledge of the geology, mineralogy and mining resources of Canada." 24

Under the new organization, in addition to making maps available

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24 Canada, "An Act to Create a Department of Mines," Statutes of Canada, 1907, C. 29.

to educational institutions, the Department provided mineral collections to schools. As the Annual Report of 1909 noted;

"The cabinets of representative Canadian rocks and minerals prepared for the more advanced schools and colleges are being eagerly sought after. The great interest now being aroused by the rapidly expanding mining industry, and the attention given to nature study in the schools, has created a demand for this educational material that overtaxes our facilities to supply. Colleges, finding difficulty in obtaining Canadian material also frequently apply for large collections of Canadian specimens, which we at present have not the means of preparing . . . . In our present quarters facilities which would enable us to meet these educational demands cannot be provided, but when moved to the new building our work along these lines should be greatly enlarged. This branch of educational work need not be confined to minerals and rocks. Fossils, woods, plants, animals and photographs are also much sought after for educational purposes, and these could be most easily and most cheaply supplied by the 'Survey.' In the matter of photographs, for example, the 'Survey' has thousands of good negatives from all parts of Canada, illustrating the character of the country; geological phenomena, the rocks, mining camps, agricultural resources, forests, trees, etc. From these, illustrative collections for educational uses could be readily prepared."<sup>25</sup>

Records of the distribution of these mineral collections were not published in the annual report, however, until 1923. The extent of this activity is tabled below.

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<sup>25</sup> Canada; "Annual Report of the Department of Mines and Geological Survey," Sessional Papers, 1909, No. 26, vol. 15, p. 10.

TABLE VI

CANADA

DEPARTMENT OF ENERGY MINES AND RESOURCES

DISTRIBUTION OF MINERAL COLLECTIONS TO EDUCATIONAL INSTITUTIONS

(1923 - 1970)

1923-35	23	24	25	26	27	28	29	30	31	32	33	34	35
B.C.	4	1	3	3	3	4	5	2	9	6	2	5	12
ALTA.	1	1	4	1	3	8	3	1			5	1	2
SASK.	2	8			3	6	3	2	1		4	1	4
MAN.	3		1		2	2	5	4	3	57	3	16	15
ONT.	37	37	37	42	41	57	80	73	108	58	70	41	69
QUE.	29	3	18	16	34	71	96	13	564	208	361	261	1,037
N.B.	4	4		1	2	8	1	4			2	1	
N.S.	2			2	1	4	3	2			2	1	1
P.E.I.											1		
FOREIGN	9		7	24	15	11	10	10	15	4	9		15
TOTAL	91	54	70	89	104	171	206	111	800	333	459	327	1,155

1936-1970\*

1936 - 1,673.00	1948 - (NI)	1959 - 6,538.00
1937 - 710.	1949 - (NI)	1960 - 5,386.
1938 - 1,280.	1950 - 2,100.00	1961 - 7,122.
1939 - 1,120.	1951 - 2,401.	1962 - 8,580.
1940 - 1,209.	1952 - 2,447.	1963 - 7,039.
1941 - 1,489.	1953 - 2,096.	1964 - 10,140.
1942 - 798.	1954 - 2,514.	1965 - 6,228.
1943 - 340.	1955 - 2,842.	1966-67 - 8,364.
1944 - 12.	1956 - 3,601.	1967-68 - 6,640.
1945 - (NI)	1957 - 4,200.	1968-69 - 8,778.
1946 - 25.	1958 - 6,000.	1969-70 - 9,501.
1947 - (NI)		

\* Between 1923 and 1935 the Annual Reports gave provincial distributions of these sets but this practice was discontinued in 1936 and correspondence with the Department has failed to provide any listing other than totals after that date.

In 1930 the educational work of the Department was considerably expanded. In addition to the maps and mineral collections, photographs, slides, and motion picture films were also supplied upon request to Canadian educational institutions. These instructional aids also were offered to the recipient at cost or for transportation charges.<sup>26</sup>

The educational commitment of the Department was given legislative recognition with the establishment of the Department of Mines and Technical Surveys in 1949. Under the provisions of the new Act,

"8. The Minister may cause distribution to be made of duplicate specimens to scientific, literary, and educational institutions in Canada and other countries and also distribution or sale of maps . . . publications . . . etc."<sup>27</sup>

## RESEARCH

Research was an implicit function of the Department from its inception. Until 1951, however, activities of this type were largely confined to the inner workings of the agency and its personnel. In 1951 the Department initiated research grants to Canadian universities in geology as the post-war demands for services in this field had outstripped the capacities of the Department. Between 1951 and 1970 the

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<sup>26</sup> Canada, Annual Report of the Department of Mines and Resources, 1931, p. 11.

<sup>27</sup> Canada, Annual Report of the Department of Mines and Technical Surveys, 1950, p. 10.



research programs developed under this concept expanded to involve the following major sectors;

- (a) 1951 - Geological Research Grants
- (b) 1959 - Geographic Research Grants
- (c) 1963 - Mining and Metallurgy Research Grants
- (d) 1966 - Astronomy and Geophysics Research Grants
- (e) 1966 - Surveying and Mapping Research Grants
- (f) 1967 - Water Research Grants
- (g) 1969 - Data Storage and Retrieval Research Grants

The expenditures and disbursements of these monies according to institution are tabled in Appendix II of this paper. In total approximately five million dollars has been spent on research in Canadian universities since 1951. The bulk of this expenditure has been made within the past decade, however, particularly since 1966. This trend is not insignificant. In 1966 the Federal Government withdrew from providing direct financial support to Canadian universities, a move that will be discussed further in the chapter dealing with the activities of the Department of the Secretary of State. After 1966 the sums invested in research in universities increased appreciably both in terms of the amounts involved and the types of projects being financed.

By way of observation it must be noted that the benefits that have accrued to the various universities under this program have been neither consistent nor equal. In the case of this Department eastern universities have generally benefitted to a greater extent than those in Western Canada. Given the fact that some of the more specialized research

functions of this agency cannot be catered to by all universities, there is still an apparent absence of any consistent policy in the allocation of research funds

#### SUMMARY

From an educational point of view there are two patterns that have developed within this Department, one having direct legislative sanction and the other, indirect sanction. The first concerns the supply of maps and mineral samples to educational institutions and the second, the use of Canadian universities for research projects which inevitably involve staffs and students of these institutions as well as providing the institutions with additional supporting funds. The latter function has a comparatively recent history in Canada. It is noteworthy that the bulk of these programs were initiated after 1966 when the Federal Government withdrew from direct financial support of higher education in Canada and that with one exception they have been inaugurated since the Massey Commission Report in 1949. While the enabling legislation of the Department does not specifically authorize research grants to universities, the authority to do so is contained in the general provision for research in connection with its established responsibilities.

With respect to the B.N.A. Act, the educational activities of the Department have not been inconsistent with

the delegation of powers detailed therein. In the case of its supportive function the agency provides the schools of the country with a service that it would be difficult for the individual provinces to match. In the case of the universities, these institutions are traditionally self-governing corporations and are not subject to the same kinds of provincial controls as the public educational systems. As such the Federal Government has been able to extend its research requirements into these institutions without contravening the provisions of Section 93 of the B.N.A. Act. Both the activities mentioned in connection with the Department of Energy, Mines and Resources have become an entrenched part of its functions that have gained in scope and emphasis in recent years.

## CHAPTER IV

### THE DEPARTMENT OF EXTERNAL AFFAIRS

Forty-two years after Confederation, in 1909, the Federal Government created a Department of External Affairs in the face of increasing imperial and international contact. Under the provisions of the Act;\*

"1. There shall be a department of the Government of Canada to be called the Department of External Affairs, over which the Secretary of State for the time being shall preside.

2. The Governor in Council may appoint an officer who shall be called the Under Secretary of State for External Affairs, and who shall be the deputy head of the department, and may also appoint such other officers and clerks as are requisite for the due administration of the business of the department, all of whom shall hold office during pleasure.

3. The Secretary of State, as head of the department, shall have the conduct of all official communications between the Government of Canada and the Government of any other country in connection with the external affairs of Canada, and shall be charged with such other duties as may, from time to time, be assigned to the department by order of the Governor in Council in relation to such external affairs, or to the conduct and management of international or intercolonial negotiations so far as they may appertain to the Government of Canada." 28

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28 Canada, "An Act to Create a Department of External Affairs," Statutes of Canada, 1909, C. 13.

\* It was not until 1946 that the Department became a separate agency of the Federal Government.

From an educational point of view the story of Canada's international commitments did not begin, however, until after the Second World War.

The founding of the United Nations in 1945 and Canada's resultant membership in that organization began an unprecedented period of international activity for the Federal Government that included educational work. In passing the Food and Agriculture Organization of the United Nations Act, Canada, along with the other signatory nations committed herself to assisting other nations in,

- "(a) scientific, technological, social, and economic research relating to nutrition, food and agriculture;
- (b) the improvement of education and administration relating to nutrition, food and agriculture, and the spread of public knowledge of nutritional and agricultural science and practice;

3(a) to furnish such technical assistance as governments may request."<sup>29</sup>

In addition, as a member of U.N.E.S.C.O., Canada was obligated to assist in a general attempt to improve the conditions of the underprivileged and under-developed nations of the world.

Initially, Canada's contributions to the work of these U.N. agencies was primarily financial. In 1948, however, "a survey of the international educational exchange programs carried on by other countries was undertaken, and preliminary discussions held with educational authorities to determine how the Department could best assist in facilitating educational

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<sup>29</sup> Canada, "Food and Agricultural Organization of the United Nations Act," Statutes of Canada, 1945, C. 4.

exchanges."<sup>30</sup> The report went on to note that private organizations in Canada had initiated programs for bringing foreign scholars to Canada for study including the Lady Davis Foundation of Montreal and the Canadian Council of Reconstruction, the latter operating through UNESCO. In addition, France, Sweden, and Argentina offered scholarships to Canadian students for study in those countries.

In 1949 the Economic and Social Council (ECOSOC) of the United Nations drafted a comprehensive plan for an expanded program of technical assistance to the underdeveloped countries of the world.

"The technical assistance envisaged by the new, expanded programme may take several forms. It is intended that training courses in some of the more advanced countries will be provided for persons in less developed countries in agriculture and industry techniques and in basic fields of public finance and statistics."<sup>31</sup>

Canada made 850,000 dollars available for this work in 1950 and was involved with training fifty-three persons from other countries.

There were two significant developments in 1950 with respect to Canada's international educational involvement. The Canadian Council of Reconstruction which had been set up as a non-governmental body at the suggestion of the Department, was disbanded and its functions were assumed by the Department and other governmental agencies. Secondly, the Colombo Plan

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<sup>31</sup> Canada, Annual Report of the Department of External Affairs, 1948, p. 64.

<sup>32</sup> Canada, op. cit., 1949, p. 90.

was conceived and inaugurated under which Canada extended technical cooperation to Commonwealth South and South East Asian countries.

In 1952 the Department assumed supervision of the various overseas scholarship programs awarded by the Federal Government to Canadian students for study abroad. Financed by funds provided by France and the Netherlands in particular, the actual selection of Canadian scholars was conducted under the auspices of the Royal Society of Canada. Twenty-one awards were made in the first year of the operation of this program.<sup>32</sup> In 1955 scholarships and fellowships were awarded through the cultural affairs branch of UNESCO and the North Atlantic Treaty Organization (NATO) in addition to the earlier scheme. In the latter case the cooperation of the National Conference of Canadian Universities was obtained in arranging visiting professorships with other NATO countries in a program that;

"envisages the exchange of professors between universities in NATO countries for one term or semester, during which they will give courses or lectures or undertake seminars in fields of study of interest to the North Atlantic Community. The Department also assisted the Royal Society of Canada and the North Atlantic Council in broadening and implementing the NATO Fellowship and Scholarship Programs. As in former years, this programme, which derives from Article 2 of the Treaty, is intended to promote study and research (preferably leading to publication) on various aspects of the common interests, traditions and outlook of NATO countries. Studies are intended to throw light on the history, present status and future development of the idea of the Atlantic Community, and of the problems which confront it."<sup>33</sup>

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32 Canada, op. cit., 1952, p. 39.

33 Canada, op. cit., 1958, p. 50.

In the same year the Federal Government appropriated ten thousand dollars annually for three years to establish a United Nations Training Center at the University of British Columbia to facilitate the initial phases of the Center's operations.<sup>34</sup>

In 1959 the Department inaugurated the Commonwealth Scholarship and Fellowship Plan. As the Annual Report for the year noted,

"The Commonwealth Scholarship and Fellowship Plan, which was agreed to in principle as a result of a Canadian initiative at the Montreal Trade and Economic Conference in 1958, was developed in greater detail during 1959. A Commonwealth Education Conference at Oxford in July warmly approved Canada's proposal for an exchange of scholarships among the different parts of the Commonwealth and agreed on the details of how the plan should operate. A total of 1,000 scholarships was to be exchanged, and Canada undertook to provide places in Canadian educational institutions for 250 Commonwealth scholars at any one time. By the end of the year administrative arrangements were well under way and other Commonwealth countries were invited to submit nominations for scholarships tenable in Canada in 1960.

At the Oxford Conference, Canada and the other advanced Commonwealth countries offered to assist the less-developed areas of the Commonwealth with education generally. Canada undertook to send teams of teachers abroad to train teachers in Commonwealth countries and to receive teacher trainees in this country. Other Commonwealth countries have been invited to submit applications for Canadian assistance in this field. This programme will be financed as part of Canada's regular technical assistance programmes."<sup>35</sup>

By the turn of the decade Canada's international obligations had become sufficiently broad in scope and complexity that a special office was established within the

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<sup>34</sup> Ibid., p. 48.

<sup>35</sup> Canada, op. cit., 1959, p. 51.



Department to administer to the need. The External Aid Office, founded in 1960, was created under the supervision of the Secretary of State for External Affairs to bring "together a number of officials from several government departments in one organization, where they [could]\* deal more effectively and expeditiously with the operation of Canadian aid programs."<sup>36</sup> In the same year,

"A new international agency for aid to under-developed countries came into being with the formation of the International Development Association in September 1960. The IDA is designed to make development loans on terms less rigorous than those which govern the lending operations of the International Bank for Reconstruction and Development and it is expected to make available a significant amount of new development finance. The authorized capital of the IDA is \$1 billion, of which the Canadian quota will be \$37.8 million, payable over a five-year period. Canada formally joined the IDA, following Parliamentary approval, in August."<sup>37</sup>

Under the provisions of the legislation,

"(2) The Governor in Council may by order authorize the acceptance on behalf of Canada of membership in the International Development Association and may make such orders and regulations as are deemed necessary for the purpose of carrying out the obligations of Canada under the Articles of Agreement or for giving effect to any provisions thereof."<sup>38</sup>

While the new organization was primarily a source of funds for aid to under-developed countries the Articles also provided for technical and advisory help where it was requested.

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<sup>36</sup> Canada, op. cit., 1960, p. 37.

<sup>37</sup> Ibid.

<sup>38</sup> Canada, "An Act respecting the International Development Association," Statutes of Canada, 1960, C. 32.

\* Brackets mine.

As a result of the Commonwealth Educational Conference in 1959 the Federal Government initiated a further economic aid program entitled the Special Commonwealth African Assistance Program (SCAAP). Under this program a teacher training scheme was developed, scholarships and fellowships were arranged for personnel from African countries, and special assistance was rendered to the technical education needs of these countries.<sup>39</sup> In addition to providing manpower assistance to the Program the government contributed 10.5 million dollars over a three year period.

In 1961 the following aid programs were being administered by the External Aid Office;

- (a) The Colombo Plan (South and South East Asia)
- (b) The Canada - West Indies Aid Programme
- (c) The Commonwealth Technical Assistance Program
- (d) The Commonwealth Scholarships and Fellowships Scheme
- (e) The Special Commonwealth Africa Aid Program
- (f) The Programme of Canadian Aid to French Speaking Countries in Africa.

"The latter two came into being in the course of 1961 as part of Canada's response to the urgent problem of assisting the newly-emerging African states to achieve political stability and satisfactory economic progress. The Commonwealth Scholarship and Fellowship Programme is also relatively new, having come into operation during the academic year 1960-61. While this scheme is not an aid programme but rather an exchange of scholarships and fellowships among Commonwealth

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<sup>39</sup> Canada, Annual Report of the Department of External Affairs, 1960, p. 25.

countries, the Canadian Commonwealth Scholarships have been included in the responsibilities of the External Aid Office because of their close relation to other activities carried on by the Office."<sup>40</sup> In each of the above programs educational aid formed a significant part of the activity involved.

In addition to the specified aid programs mentioned above the Department began a series of cultural exchange programs with other nations in the early 1960's. As part of this program in 1964 special attention was directed to countries that had developed under French influence.

"The Canadian programme, based on the principle of reciprocity, involves the granting of scholarships and fellowships, and the presentation in French-language countries of Canadian arts, both performing and visual. An appropriation of \$250,000 was included in the Department's estimates to implement this programme. The greater part of this amount is for scholarships, fellowships, teaching-fellowships, study grants, travel grants, etc., to bring to Canada professors, scholars, scientists and artists of renown from countries of French expression. In the academic year 1964-1965, 40 scholars from France, Belgium, and Switzerland are at Canadian universities. To complete the programme for 1964, three studios were acquired at the Cite International des Arts in Paris for the use of Canadian artists of renown, and a grant was made to the Societe Dramatique de l'Universite d'Ottawa to attend the International Festival of University Theatre Groups at Nancy, France."<sup>41</sup>

By 1965 the Department had established an effective educational liaison network. As described in the Annual

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40 Canada, op. cit., 1961, p. 38.

41 Canada, op. cit., 1964, p. 46.

Report for that year,

"The Department provides liaison with competent national organizations on educational matters deriving from Canada's relations with other countries and its membership in various international organizations. Included are such activities as the NATO Academic Exchange Programme and the ICETEX Scholarships Programme with Colombia, membership on the Commonwealth Education Liaison Committee in London and questions of Canadian representation in international meetings concerned with various aspects of education.

In carrying out these responsibilities, the Department has the invaluable advice and assistance of the Association of Universities and Colleges of Canada on matters of interest to institutions of higher education, the Canadian Education Association, which provides liaison with the provincial departments of education, and many other organizations with specialized interests in the educational field."<sup>42</sup>\*

In addition a student exchange program was begun with the Federal Republic of West Germany. In 1967 an Academic Relations Section was established in the Public Affairs Division of the Department, "to provide a focus for relations with those departments of Canadian universities particularly concerned with the study of International Affairs."<sup>43</sup> In effect this new agency simply represented a formalization of the educational liaison activities of the Department.

The External Aid Office was reconstituted in 1968 to form Canadian International Development Agency (CIDA). As the Departmental report for that year stated;

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42 Canada, op. cit., 1965, p. 48.

43 Canada, op. cit., 1967, p. 48.

\* In the following year the Canadian Education Association along with the Council of Ministers of Education became part of this machinery.

"The new name more accurately reflects the nature of our work. 'Development' is our business: we act as the instrument of the Government of Canada, assisting in the development of the less developed nations of the world. This is necessarily a cooperative process. We work in partnership by making our experience, skills and resources available to help other countries achieve their development goals. While our assistance is designed primarily to help them, it brings important benefits to us -- expanded markets for our products, valuable experience for our people and, hope fully, in the long run a better, more secure world for our children."<sup>44</sup>

The scope of the activities conducted by CIDA is indicated at Annex "B". It continues to be an expanding and extensive commitment.

Under the earlier aid arrangements educational activities were considered as part and parcel of the overall aid program. Within the CIDA program in 1968 and 1969 a special education division was established to cater to that particular need.\* In 1969 this division reported 764 Canadian teachers and teacher trainees overseas on assignment under the auspices of the Agency.<sup>45</sup> Similarly, 1,870 foreign students were studying in Canada.<sup>46</sup>

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<sup>44</sup> Canada, Annual Report of the Canadian International Development Agency, 1969, p. 5.

<sup>45</sup> Letter from Lyle Cameron, Deputy Director, Information Division, CIDA, March, 1971.

<sup>46</sup> Canada, Annual Report of CIDA, 1969, p. 21.

\* In 1971 in a process of general reorganization the activities of the education division were absorbed into the Manpower Resources Division. A complete appraisal of this reorganization was not available at the time of writing, however, and could not be presented as part of this paper.

In addition to its work in the public sector CIDA also funds organizations in the private sector who are concerned with aid to underdeveloped countries. The following excerpt from the Annual Report for 1969 illustrates the scope of this type of assistance.

"From the original appropriation of \$5 million, grants totalling almost \$3.97 million were made to more than 50 agencies. These grants were directly related to increasing the extent and scope of Canadian aid activity and to the expansion of an informed, active public. They are normally given on a matching basis to tap complementary resources which can best be brought into play through the private sector. The voluntary agency supplies one half to two thirds of the funds required in each instance, with CIDA contributing the balance . . . .

. . . The largest single grant, \$3,374,360 to the Canadian University Service Overseas (CUSO), enabled it to field over 1,000 Canadians who served in 42 developing countries. The Canadian Executive Service Overseas (CESO), which recruits experienced business and professional personnel for specialized, short-term assignments, received \$311,000. The Canadian Teachers' Federation was granted \$64,642 to provide an in-service teacher training program to several African, Asian and Caribbean countries, and \$75,000 was allowed to Dominican Sisters to construct a nursing school in Rwanda. To help finance school gardens, well-digging, orchard planting and poultry raising by Sudanese village children, the Canadian Red Cross Society was given \$26,970. The United Church Missions of Canada received \$100,000 for the manufacture of small, portable drill rigs and the training of Indian well diggers, and a similar amount went to the Canadian Hunger Foundation to assist in financing a training centre which offers food technology instructions in Mysore, India,<sup>47</sup>

The following table illustrates, to some extent, the manpower resources employed with respect to Canada's overseas educational activity.

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47 Canada, Annual Report of CIDA, 1969, p. 49.

TABLE VII

CANADA

DEPARTMENT OF EXTERNAL AFFAIRS

OVERSEAS EDUCATIONAL ASSISTANCE PERSONNEL

(1951 - 1967)

YEAR	CANADIANS OVERSEAS	OVERSEAS STUDENTS IN CANADA	TOTAL
1951	53	24	77
1952	100	100	200
1953	40	101	141
1954	55	240	295
1955	57	292	349
1956	120	599	719
1957*	87	807	887
1958	2	408	410
1959	7	626	633
1960	21	586	607
1961	57	641	698
1962	139	769	908
1963	191	1,116	1,307
1964	358	2,034	2,392
1965	815	1,949	2,764
1966	1,438	3,066	4,504
1967	918	3,088	4,006

\*These figures from 1951 - 1957 include technical assistance personnel. Those after, only educational personnel.

The educational expenditures of the Department are tabled at Appendix III.

The statistics presented above and in the Appendix reflect the changing needs and priorities of the Department as it has administered Canada's external aid programs.

Between 1950 and 1960 the emphasis was placed on upgrading the technical capabilities of developing countries. In the past decade there has been increasing emphasis placed upon providing the education necessary to sustain a technological society. Canadian universities have become increasingly involved in the training of foreign students and educational aid expenditures have steadily increased. At present the number of Canadian personnel serving overseas has decreased, however. In large part this had been due either to increasing political uncertainty in host countries or their internal dissatisfaction with the results of such aid programs and their wish to re-examine the effectiveness of the aid. A detailed list of Canada's educational aid commitment is attached at Annex "B" to this paper.

There have been two developments within the Department since 1966 that have had educational significance. In 1967 a special division was created to deal exclusively with the international aspects of federal-provincial relations and in connection with a resurgence of French-Canadian nationalism, the question of representation at international conferences on education and the respective powers of the Federal and Provincial authorities in this regard has become a great concern. The issue has arisen because Canada's international aid commitments have increasingly involved her in educational matters, a subject over which within the country, of course, the Federal Government has no legislative jurisdiction.



In 1968 in a working paper dealing with the general topic of the Federal-Provincial Governments and international relations, Paul Martin, the then Secretary of State for External Affairs commented,

"Canada is universally recognized as an independent member of the community of nations, and the Canadian Government enjoys full powers to enter into treaties and agreements on all subjects. However, under the British North America Act, as interpreted by the Judicial Committee of the Privy Council, the Parliament of Canada cannot legislate to implement a treaty if the subject matter falls within the exclusive legislative competence of the provinces. Furthermore, because so large a part of modern diplomacy relates to matters such as social welfare, economic development, and related questions, it is obvious that Canadian foreign policy in these fields must, to be effective, take into account provincial interests. It is equally clear, however, that in the modern world foreign policy cannot be fragmented and that parts of it cannot be sifted off or treated in isolation from the larger considerations which lie at the roots of national policy. In the circumstances, it is important both that the Government make clear the responsibilities which it alone can exercise in this field and the manner in which its powers are used to the benefit of all Canadians." 48

Having thus stated the nature of the general problem, the Department issued a further paper dealing with the educational question. The new Secretary of State for External Affairs, Mitchell Sharp, pointed out in this paper the working guidelines for future international dealing in education, as follows;

"(1) Delegations to be sent to such conferences should be Canadian delegations. They should speak, act and vote on behalf of Canada.

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48 Paul Martin, Federalism and International Relations, Ottawa, Queen's Printer, 1968, p. 9.

(2) There should be a substantial provincial component in all such delegations.

(3) In international conferences on education, a subject concerning which provinces have domestic jurisdiction, Canadian delegations should normally be headed by provincial ministers or, as appropriate, by other persons acceptable to all concerned, for example, leading university figures, and should include ministers of education or officials of interested provinces.

(4) Where the meeting is one of ministers from French-speaking countries with responsibilities in the educational field, the head of the delegation should normally be a Quebec minister or, where appropriate a minister of another province with a large French-speaking population. The delegation should, in any case, include, in the capacity of delegate or adviser, persons from provinces with substantial francophone populations.

(5) In meetings on educational matters, the Council of Ministers of Education should be consulted in order to obtain agreement on a satisfactory delegation; in the case of UNESCO meetings, liaison should also be continued with the Canadian National Commission for UNESCO.

(6) The role of the Council of Ministers of Education in the process of selecting delegations should be strengthened.

(7) Federal officials should normally be attached to Canadian delegations to international meetings on education to advise on foreign policy and other issues of concern to the Federal Government.

(8) The general guidance provided by the Government to Canadian delegations attending international meetings on education should not deal with education matters as such but be limited to questions with foreign policy implications, Canadian budgetary contributions, and any other matters of federal concern which may be under consideration. The position to be followed on education matters as such should be for decision by provincial governments, or, as appropriate, by the Council of Ministers of Education.

(9) Canadian delegations to international meetings on education should take into account in an appropriate manner the bilingual character of Canada. At the same time the interests of Canadians whose mother tongue is neither English nor French should also be given appropriate recognition.

(10) Canadian delegations to international meetings on technical matters concerning which both the federal and provincial governments share domestic jurisdiction should follow, in taking account of both federal and

provincial interests, the general principles outlined in Federalism and International Relations." 49

In addition, in dealing with the problems of external aid the Secretary noted that,

"(1) The Federal Government will consult with the provincial authorities on the development of programmes which could have a substantial impact on the personnel requirements of the provinces.

(2) Recruitment of teaching personnel in particular will be carried out in consultation and collaboration with interested provinces.

(3) Appropriate arrangements will be made with respect to the payment of provincial personnel and the retention of their seniority pension and related rights.

(4) Where possible, a decision as to termination of employment will be made in consultation with the provinces.

(5) The provincial authorities will be kept informed as to federal administrative arrangements, and provision will be made for inspection visits which should include provincial officials in the Canadian team.

(6) Arrangements will be made for effective communications through Canadian diplomatic missions.

(7) In order to ensure coherent policies and programmes, procedures should be established to provide for federal-provincial consultation with regard to aid projects financed or supported by the provinces.

(8) In connection with aid projects financed or supported by the provinces, it should be understood that formal liaison with foreign states and any formal agreements which might be required with them should be undertaken by, or with the agreement of, the federal authorities.

(9) Clear recognition should be given to the provincial role." 50

At present these issues are still in the process of resolution.

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49 Mitchell Sharp, Federalism and International Conferences on Education, Ottawa, Queen's Printer, 1968, p. 50-52.

50 Ibid., p. 52-54.

## SUMMARY

In summary, the educational concerns of the Department of External Affairs, whatever their origin, produced a new dimension in terms of Federal involvement in education. It was a dimension without clear legislative sanction; as was the whole question of external affairs in Canada.\* For the present, international educational questions having internal repercussions are resolved through consultations between the provinces and the central government as noted in the preceding pages of this chapter. The efficacy of these arrangements, however, was still very much a matter of controversy at the close of the period under review. While there were jurisdictional disputes over the matters of protocol, the Federal interest in external international educational programs became well entrenched during the 1960's. Educational aid extended to foreign countries through CIDA totalled over eleven million dollars in 1969 and involved nearly five thousand teachers and students from Canada and abroad. All indications by 1970 pointed to a continuing Federal concern in this area.

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\* The B.N.A. Act does not make specific provision for this responsibility although common interpretations of international law and practice as well as Supreme Court decisions have rendered this a Federal jurisdiction.

## CHAPTER V

### DEPARTMENT OF FISHERIES AND FORESTRY

In 1969 the work of the Department of Fisheries and the former Department of Forestry and Rural Development was combined (less Rural Development) under a new Department of Fisheries and Forestry. The new Department combined the activities of two long established agencies, the one established at Confederation as the Department of Marine and Fisheries and the other originating within the old Department of Interior. In the succeeding material, each of the Branches of the new Department will be treated separately, according to its jurisdiction.

### THE DEPARTMENT OF FISHERIES

#### RESEARCH WORK

The first significant step taken by the Federal Government with respect to fisheries research was the establishment of the Canadian Marine Biological Station in 1899. As the Director of the Station observed in 1902;

"Two primary objects were kept prominently in view by those who initiated the project, viz.:— The advancement of the fisheries of the country and the interests of the fishing population resident along our shores, as well as the enlargement of existing knowledge on marine fishes and other living organisms in the waters of the Gulf of St. Lawrence and along the Atlantic coast of Canada.

Marine investigations, it must be remembered, have been carried on in our waters by Canadian and foreign workers for nearly seventy years; but the results of the work accomplished by scientific men, including such authorities as the late Sir William Dawson, Dr. J. F. Whiteaves, Professor Ganong, and certain eminent United States biologists, had a far less direct bearing upon the fisheries and fishing industries than would have been the case had a scientific school or Marine Biological Station existed upon our shores. Other countries long ago realized this, and founded and equipped such stations, where biologists have had every facility for attacking the pressing and difficult problems of the deep-sea and inshore fisheries." 51

The subject of a formal fisheries research organization in Canada had been a matter of representation between the Federal Government and concerned individuals and organizations since 1895. In particular the Royal Society of Canada was instrumental in bringing about the first phase of this program. In its submission to the government the Society recommended;

"That the various universities and scientific bodies of Canada should be granted certain privileges with respect to opportunities for qualified investigators, as may hereafter be determined.

That the scientific work of the station be executed as far as possible by experienced investigators connected with our various universities.

That while the station remains a Government institution, the administration be vested in a special board consisting of one or more representatives from the Department of Marine and Fisheries, and one representative from each of the universities represented in the delegation.

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51 Canada, "Annual Report of the Marine Biological Station of Canada," Sessional Papers, 1902, No. 22(a), p. 1.

That an appropriation of \$15,000 be made for the purpose, of which \$5,000 shall be applied to construction and outfit, and \$10,000 to maintenance for a period of five years." 52

and these were duly accepted and acted upon. By 1912 there were three permanent stations in Canada from which university scientists and their students conducted experiments in line with the stated aims of the research program.

In 1912 the Federal Government created the Biological Board of Canada to coordinate the work of the various stations across the country. Under the Act,

"4. The Board shall consist of two members appointed by the Minister and one additional member appointed by such Universities (to be named by the Minister) as may engage in the work of biological research.

5. The Board shall have charge of all biological stations in Canada, and shall have the conduct and control of investigations of practical and economic problems connected with marine and fresh water fisheries, flora and fauna, and such other work as may be assigned to it by the Minister." 53

Between 1912 and 1930 the membership on the Board was altered by three amendments to the Act. In 1930 the Board consisted of seven members appointed by the Minister and one by the universities concerned.

The demand and scope of fisheries investigations soon outstripped the capacities of the biological stations. In 1920 it was proposed to establish separate research facilities within the Fisheries Department to accomodate the commercial

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52 Ibid., p. 3.

53 Canada, "An Act to create the Biological Board of Canada," Statutes of Canada, 1912, C. 6.

and industrial research needs of the industry. Rather than duplicate an existing agency, however, the government enlarged the functions of the existing stations and augmented their staffs. Taking a page from the Department of Agriculture's book, the Fisheries Department began a program of experimental stations in 1925 to supplement the work of the biological stations.<sup>54</sup>

In 1937, the Marine Biological Board was replaced by a new agency, the Fisheries Research Board. The powers of the new Board were considerably broadened by the legislation to include, "charge of all Dominion fishery research stations in Canada . . . conduct and control of investigations of practical and economic problems connected with marine and fresh water fisheries, flora and fauna, and such other work as may be assigned to it by the Minister."<sup>55</sup> The following description of the Board's functions and procedures appeared in the Annual Report of the Department in 1947;

"The Fisheries Research Board as now constituted includes fifteen members (there is one vacancy) appointed by the Minister of Fisheries for five-year terms. Nine members are scientists from the staffs of Canadian universities, two are from the Fisheries Department, and four members represent the fishing industry . . . . The Fisheries Research Board is an honorary administrative body. The Board meets once per year as a unit for the consideration of work in progress and the

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54 Canada, "Annual Report of the Department of Marine and Fisheries," Sessional Papers, 1926, vol. VI, p. 77.

55 Canada, "Fisheries Research Board Act," Statutes of Canada, 1937, C. 31.



development of policy. At the Annual Meeting officers are elected and charged with administration of the Board's research and other activities; chairman, vice-chairman, secretary and honorary treasurer; an executive committee consisting of the officers and four other members; an Atlantic subexecutive; a Gaspé subexecutive and a Pacific subexecutive.

During the first twenty-five or thirty years of its existence the greater part of the investigational work carried out under the Board was done by university scientists as summer work. This was a period of active exploration of marine biology and related subjects. Application to Fisheries problems was often remote. During the last twenty years full-time staffs of biologists, oceanographers, chemists, biochemists, bacteriologists and engineers have been employed and provided with facilities for a greatly expanded programme of work. The world food situation stimulated a marked enlargement of the Board's budget in 1942 and permitted the undertaking of long term projects, projects which are beginning to come to fruition.

Three general types of work are carried out; biological and oceanographic, technological and explorative. Biological work is centred in three stations, the Atlantic Biological Station, St. Andrews, N.B., the Pacific Biological Station at Nanaimo, B.C., and the Central Fisheries Station at Winnipeg. For technological work three stations are maintained, the Atlantic Fisheries Experimental Station at Halifax, the Pacific Fisheries Experimental Station at Vancouver and the Gaspé Fisheries Experimental Station at Grande Rivière, Que. Areas of exploration vary from year to year; this year, work was limited to the northwest and to the eastern Arctic. These research organizations are in charge of highly competent directors with staffs of well trained scientists and technologists."<sup>56</sup>

Between the inception of the fisheries research program and the present, the Federal Government has expended approximately one hundred and eleven million dollars.

In 1921 Canada entered into the first of seven international fishery conventions that also involved a research

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<sup>56</sup> Canada, Annual Report of the Department of Fisheries, 1947, p. 106.

function. The first mention of this type of activity was made in the Department's Annual Report for 1922 pertaining to the Marine Biological Board when it was observed that;

"In addition to the lines of opportunity pertaining to the operations of the stations proper, the board has in various ways aided in the completion of an international scheme of investigations, and prepared a plan of work in which the services of the board's vessel Prince would be utilized. The study of the mackerel migrations on the Atlantic coast are specially included in this work. Dr. Huntsman and Professor McMurrich have been named as members of the Joint International Committee and their services have been enlisted in co-operation with eminent United States scientists appointed by the federal authorities, Washington, D.C." 57

The following conventions have been entered into, in the course of which the Federal Government has spent an additional sixteen million dollars in research activities.

TABLE VIII

CANADA

DEPARTMENT OF FISHERIES

INTERNATIONAL FISHERY CONVENTIONS

<u>CONVENTION</u>	<u>YEAR</u>
INTERNATIONAL WHALING COMMISSION	1950
PACIFIC HALIBUT COMMISSION	1952
NORTH PACIFIC FISHERIES COMMISSION	"
COMMISSION FOR NORTHWEST ATLANTIC FISHERIES	1953
GREAT LAKES FISHERIES COMMISSION	1955
PACIFIC SALMON FISHERIES	1957
NORTH PACIFIC FUR SEALS COMMISSION	"

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57 Canada, "Annual Report of the Department of Fisheries," Sessional Papers, 1923, No. 29, vol.V, p. 25.

These Commissions are mentioned because as in other research programs of this Branch, extensive use has been made of university staffs and students for research purposes.

In 1958 the Fisheries Research Board inaugurated a program of research scholarships and fellowships in Canadian universities. This program was administered through the offices of the National Research Council and the following expenditures have been made to date.

TABLE IX

CANADA

DEPARTMENT OF FISHERIES

RESEARCH SCHOLARSHIPS AND FELLOWSHIPS

(1958 - 1969)

<u>YEAR</u>	<u>SCHOLARSHIPS</u>	<u>FELLOWSHIPS</u>	<u>TOTAL</u>
1958	24,625	33,000	57,625
1959	24,840	17,900	42,740
1960	24,780	7,600	32,380
1961	25,715	6,600	32,315
1962	25,460	21,993	47,453
1963	25,895	22,899	48,794
1964	25,024	24,711	49,735
1965	28,540	43,949*	72,489
1966	24,910	54,167	79,077
1967	8,760	250,000	258,760
1968	6,900	400,000	406,900
1969	<u>59,126</u>	<u>436,000</u>	<u>495,126</u>
TOTALS	<u>\$304,575</u>	<u>\$1,318,819</u>	<u>\$1,623,394</u>

\* A program of institutional as opposed to individual grants was inaugurated in 1967 and explains the significant increase in expenditures in this category.

In commenting upon the pattern of expenditures reflected in the preceding statistics, it is noteworthy that they have been steadily increased over the years, and that since 1966, increased dramatically. In part this can be explained by the increasing depletion of fish resources of Canada's coasts and the need to develop conservation programs for the protection of these resources. In addition, as has been observed in earlier chapters, the expenditures after 1966 would appear to be indicative of the adjustment in fiscal relations between the Federal Government and Canadian universities in that year. By way of explanation the Department observed in 1967 that,

"In its second year of operation the University Grants Program attracted considerable attention from a broad cross section of Canadian universities. A consequence of this was the recognition that it would be undesirable and unwise to enter into agreements with a large number of individuals. It would be preferable to concentrate support in relatively few centres, either of established and accepted excellence or where there was a desire to promote in depth programs of teaching and research in areas of aquatic science." 58

The disbursements, by institution, of these monies is tabled at Appendix IV.

#### EDUCATIONAL WORK

In 1902, to improve the quality and efficiency of Canada's herring fishing operations the Department invited a Mr. John J. Cowie of Scotland, an experienced curer, to come

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58 Canada, Annual Report of the Department of Fisheries, 1967, p. 7.

to Canada and help train Canadian fishermen.<sup>59</sup> While this initial venture into educational work lasted only a few years, it set a precedent for attacking other problems within the fishing industry. In 1918 an educational program for lobster fishermen and packers was begun with similar objectives to those of the 'herring' program. This campaign consisted largely of a series of lectures delivered by members of the Department and university professors. As the annual report noted;

" . . . The different lecturers never failed to adapt themselves unhesitatingly to the local conditions. Hence, the work was not carried out according to any fixed method. Cannery managers, foremen, cannery helpers, fishermen and others interested were called together in halls, schools, etc., when addresses were given and discussions invited. Also groups were addressed in the canneries, on the wharves, etc., as opportunity might offer and in different instances, access to the churches was sought, when the guiding thought of the proper use of the natural gifts of the Creator was impressed.

The direct information given the fishermen and others interested has resulted in a much more general knowledge of the natural history of the lobster, and the need for its protection. As a consequence, the liberation, by the fishermen, of all egg-bearing lobsters found in their traps, is obviously becoming more general. The fishermen are discussing the natural history of the lobster, and the desirability, in their own interests, of affording it proper protection, to an extent they were not doing before, and such discussions are sure to be helpful. It also seems evident that the need for co-operation by the fishermen and canners with the department in protecting the industry is more generally realized.

This campaign was followed up during the winter, when the fishermen have more time at their disposal, by a series of addresses by Mr. Halkett. These addresses

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<sup>59</sup> Canada, "Annual Report of the Department of Marine and Fisheries," Sessional Papers, 1905, No. 22, vol. II, p. xxii.

were illustrated with lantern slides, and as a general thing they aroused keen interest. Mr. Halkett's time was entirely taken up during the winter in western Nova Scotia, but it is the intention that he will resume such work on other portions of the coast during the winter of next year." 60

In 1922, under the auspices of the Marine Biological Board, the Department began a series of summer courses for hatchery officers and other members of the field staff. This type of training was expanded and continued until 1936. The Department took the first step towards initiating regular long-term instruction for fishermen in 1927 when it noted that;

"A considerable demand had come during the late months in 1927 for a course in the curing of fish by drying and pickling. In response to this an effort was made to offer a suitable course. An Advisory Sub-Committee on Education was formed and the conclusion reached that the duration of such a course must be at least six weeks in order to be of benefit.

This period entailed a considerable financial loss for prospective students. A solution was reached when the Minister of Marine and Fisheries and the Biological Board of Canada decided to offer twenty-five scholarships to bona fide fishermen of the Maritime Provinces, who were between the ages of seventeen and thirty-five and who had reached grade six in the public schools.

Following this decision the following advertisement appeared in nine Maritime newspapers and one Montreal newspaper: -

#### GRANTS FOR FISHERMEN

The Biological Board of Canada offers to assist twenty-five fishermen from the Maritime Provinces to attend the Short Course for Fishermen to be given at the Fisheries Experimental Station, Halifax, N.S., during a term of six weeks commencing on January 18. Each will be given on completion of this course the sum of forty-five dollars plus the amount of railway fare for a return trip between Halifax and the railway station nearest his home. Only bona fide fishermen

from 17 to 35 years of age, who have passed through grade six in the Nova Scotia schools or an equivalent grade will be able to obtain these grants. Preference will be given to the first applicants. All applications should be addressed to Dr. A. G. Huntsman, Director, Fisheries Experimental Station, Halifax, N.S.

Through the co-operation of the Post Office Department a similar notice was displayed in two hundred and twelve post offices along the coasts of the Maritime Provinces.

In addition to this assistance which was participated in by each man who completed the course, the Rural Conference of the Roman Catholic Church gave twenty-five dollars to each man attending from the Diocese of Antigonish, regardless of denomination."<sup>61</sup>

In the following year Dalhousie University established a scientific course in fishery subjects leading to a Bachelor of Science degree.<sup>62</sup> The first such course was begun in 1929.

By 1930, the format for educational work in the Department had been established. Essentially it consisted of three types of activity, courses for Departmental staff through the services of the Biological Board; short course for fishermen in whatever fisheries subject seemed needful of such instruction and in whatever location that required it; and the establishment of formal courses for fishermen in cooperation with Canadian universities wherein the Federal Government made funds available to help offset student costs. This pattern continued until after the Second World War.

The post-war expansion of Departmental services necessitated adjustments in its educational activities. Rather than participating directly in instructional work the Department

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<sup>61</sup> Canada, op. cit., 1928, vol. IV, p. 103-104.

<sup>62</sup> Canada, op. cit., 1929, vol. IV, p. 109.

provision was made for assistance in the education of fishermen by making payments to educational institutions who have agreed to carry out adult educational work among fishermen.<sup>63</sup> In 1950 an additional educational function was established with the creation of a Consumer Branch,

" . . . to carry out services designed to increase the consumption of fish and fish products; to arrange for surveys to determine consumer reaction to the use of fish as food, and to gather knowledge regarding sales outlets; to develop and effect ways and means through personal contact, demonstrations, lectures, visual aids, pamphlets and radio for increasing the consumption of fish products in the home, hotels, restaurants, railway diners, as well as in such institutions as hospitals, schools and other establishments catering to the eating public."<sup>64</sup>

Soon after its creation this Branch was renamed the Information and Education Service. A broad range of activities developed from this agency and today publications, films, radio and television programs, demonstrations, and lecture tours, are normal tools in its instructional work. In 1961 the Consumer Service Branch was absorbed into the Service Division and it was renamed the Information and Consumer Service.<sup>65</sup> During this decade the Department began producing educational aids for classroom use in the public school systems of the provinces. In 1964 the Annual Report observed,

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<sup>63</sup> Canada, Annual Report of the Department of Fisheries, 1950, p. 34.

<sup>64</sup> Ibid., 1952, p. 10.

<sup>65</sup> Ibid., 1961, p. 49.



"Both branches of the Service are involved in educational programs oriented to students at elementary, secondary, and high schools as well as at the university level . . . . The Home Economists in the regions devoted much of their time and effort to special demonstrations and lectures for home economics students at secondary schools . . . . At their initiative, projects on fish preparation were undertaken by students at universities . . . . Field Officers are active in conservation education in the schools. Films and lectures are presented at every opportunity. Special emphasis is placed on informing teachers of the variety of free publications and audio-visual aids available from departmental sources . . . ."66

The detailed Departmental expenditures for educational work are tabled at Appendix IV. These monies have been spent on three basic types of activity, training, service, and grants to higher educational institutions in support of studies related to the concerns of the Department. Between 1907 and 1969 the Department has spent over two and one-half million dollars on training courses for fishermen, over five and one-half million dollars on information and educational support functions and in grants to institutions of higher learning. In addition, in 1965 a program of research in the social sciences was begun by the Economic Services Branch of the Department at the University of Toronto. Expenditures under this program have reached \$40,500.00 up to 1970.

The Federal Government's investment in training courses for fishermen has varied over the years. During the initial period the grant program (1907 - 1915) expenditures were approximately one-half the total appropriation of one

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66 Ibid., 1964, p. 54.

hundred thousand dollars. Between 1918 and 1930 annual expenditures averaged one thousand, five hundred dollars. During the depression years special courses were arranged for fishermen and from that time to the present the funds spent annually have increased to the point where, in 1969, nearly two hundred thousand dollars was expended. In a similar manner the money spent on educational services has increased from over one hundred thousand dollars in 1951 to over a million dollars in 1969. The expansion of these programs is largely accounted for by the rapidly changing conditions within the fishing industry of Canada whereby internal and international markets have become increasingly competitive and fish resources increasingly threatened. Both situations have demanded more efficient operations within the industry based upon sound research and training.

#### SUMMARY

As was the case with the Department of Agriculture, much of the educational work of this Department is presently carried out indirectly. The Information Services Branch provides a wide range of illustrative materials for use in schools and other educational institutions, as well as lecturers to provide specialized instruction on the preparation of foods in connection with the fisheries of Canada. There has been no specific legislative sanction for these practices,

however, other than the general enabling legislation of the Department which authorizes it to pursue matters of concern and/or interest to the Canadian fisheries industry. The only exception to this situation has concerned the provision of technical and vocational courses for fishermen which were carried out under the authority of the various technical and vocational training acts passed since 1919. More will be said of this type of program in the chapter dealing with the Department of Labor.

The research function within the Fisheries Department has always involved members of Canada's university community but since 1950 this aspect has been increased and formalized to an unprecedented extent. Here again, legislative authority is contained within the general enabling legislation of the Department rather than in any specific enactment. The dramatic increase in expenditures on fisheries research are the result of a number of factors among which are included, a severe depletion of many edible species through overfishing; the effects of pollution upon marine life; and the necessity for the development of effective conservation programs.

## THE FORESTRY DEPARTMENT

The Forestry Department, merged in 1969 with the Department of Fisheries, had its origins in the Department of the Interior. With the creation of the Department of Mines and Resources in 1937 it became a Branch of that department and in 1954 was again transferred to the Department of Northern Affairs and Natural Resources. The research and educational programs of this agency, while existent, have not been as extensive as many of the other agencies dealt with in this paper. At the same time, they have followed the general pattern developed within the Fisheries Department. Unlike the latter, however, most Provincial Governments also have Forestry Divisions and many of the functions that have of necessity developed within the Fisheries Department have not become necessary to the functioning of the Federal forestry agency.

## RESEARCH

The first involvement of the Federal Forestry Department in this activity occurred in 1914. The Annual Report of the Department of the Interior for that year noted;

"A small appropriation was provided for beginning the work of the Forest Products Laboratories, and arrangements were therefore undertaken for organizing the work.

The location of the laboratories was the first question considered, and at this time McGill University offered to place its timber-testing laboratory at the

service of the department and to furnish office accommodation for the staff. It was decided that it would be advisable to accept this offer and to locate the laboratories in Montreal in connection with McGill University for the following reasons: -

- (1) That the complete and costly equipment of McGill University for timber-testing would be available without cost, thus saving largely in the expenditure for equipment.
- (2) That the advice and assistance of the staff of McGill University would be available for the development of the work.
- (3) That Montreal is the main business centre for pulp and paper, the railways and other industries, investigations in connection with which will form some of the most important that will be undertaken.

The arrangement with the authorities of McGill University does not involve any grant to the university, and the only obligation assumed by the department is to permit of the staff of the laboratories delivering occasional courses of lectures and to allow the students doing special investigations at the university the use of the laboratories and the assistance of the staff. On the other hand, the university has undertaken to allow the use of its apparatus to the department and is at present providing accommodation for the laboratories and the staff. It also gives the advice and assistance of the professors in charge of the departments that relate to the work of the laboratories without charge. The university, therefore, is making a most generous contribution to the establishment of the laboratories." 67

In the main, forestry research was confined to the operations at McGill University and the provincial forestry departments until the Second World War. By 1940, however, the Federal Government had extended its Forest Products Laboratory work to the University of British Columbia in Vancouver, McGill University in Montreal, and the main Laboratory in Ottawa.

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67 Canada, "Annual Report of the Department of the Interior," Sessional Papers, 1915, No. 25, vol. XIX, p. 22.

In 1968 the Department began a program of issuing operating grants for Canadian Forestry Schools.

" . . . The purpose of the operating grants is to promote research at the graduate level in the forestry faculties at the University of New Brunswick, Laval University, the University of Toronto and the University of British Columbia. By helping the forestry schools to undertake a strong research program, progress will be made in these objectives: (a) enable more students to obtain graduate training in Canada; (b) increase the number of qualified personnel needed to meet the demands of the forestry community, including the Canadian Forestry Service's own needs; and (c) add to the fund of knowledge related to problems of the Canadian forest estate."<sup>68</sup>

While initial plans called for an appropriation of \$500,000 annually by 1972 these have not been realized to date. At present each of the following four schools receive \$40,000 annually with a total of \$480,000 spent since the inception of the program.

- (1) U.B.C. -- Wood Science, Forest Economics,  
Forest Fire
- (2) U. of T. -- Forest Soils, Resource Economics,  
Tree Physiology
- (3) Laval -- Silviculture, Ecology and Tree Physiology,  
Dendrometry, Tree Pathology
- (4) U.N.B. -- Forest Fire, Wood Science, Dendrometry.<sup>69</sup>

The grants are used to provide research assistantships for students, to hire support staff for assisting in research work, to meet transportation costs, buy materials and equipment, and in some cases to employ professional specialists to aid in

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<sup>68</sup> Letter from Eric Cargill, Forestry Information Section, Forestry Department, Ottawa, Ont., September 30, 1971.

<sup>69</sup> Ibid.

research direction. In the administration of the grants the Deans of the forestry schools report to the Assistant to the Federal Deputy Minister,

" . . . who meets with them and his senior advisers to discuss accomplishments of the past year and proposals for the following year. Each Dean presents a narrative appraisal of what has been achieved by means of the grant, and indicates whether he intends to make changes in emphasis in the next year. He provides up-to-date data on undergraduate and graduate students for the year just ended. A statement from the business office of the university shows broad categories of disbursements from the grant and any remaining balance at year end."70

#### EDUCATIONAL WORK

The educational work of the Department began during the 1920's when it initiated a program of distributing wood samples to members of the general public and interested institutions. Unfortunately, no records of these distributions were kept until 1964. Recent correspondence with the Department has revealed that;

"Wood sample sets are available to the general public, as well as to individual students and educational institutions, at a cost of \$2.80 per set of 40 samples, with all shipping costs prepaid by the Department. This service has been operating for almost 50 years, and although annual distribution figures are not available, the figure for 1970 was 37,591 sets. This showed an increase of more than double the figure for 1964, the earliest year for which records are available."71

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70 Ibid.

71 Ibid.

After the Second World War, and in keeping with the general expansion of Canadian industry, the operations of the Federal Department were expanded. The increasing demand for information and educational material resulted in the creation of an Educational Section within the Department. In 1950 this Section reported a circulation of, "40,000 pieces of literature to schools, universities, libraries, and professional and lay groups in Canada . . . including a new publication entitled ABC's of Forest Fire Prevention . . . prepared for use in the junior grades of public schools."<sup>72</sup> In 1960, 39,000 pieces of literature were distributed to educational institutions alone. In addition to the above, the Department has expanded its facilities in this service to include films, slides, photographs and other audio-visual aids.

### SUMMARY

The Department of Forestry's educational activities have not been as extensive as other Federal departments, nor as historic. In the first instance the existence of provincial agencies and the nature of the forestry jurisdiction have mitigated against heavy Federal involvement in the past. Secondly, until the Second World War the demands upon forestry services were within the capacities of the existing agencies

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<sup>72</sup> Canada, Annual Report of the Department of Forestry, 1950, p. 115.



and it was not until the post-war period that this situation began to change. The legislative authority for this Department's educational activities both in the research and support functions is contained in the general enabling legislation but does not specifically deal with universities or schools. Within this context, however, the Department has developed an extensive information/education service which continues to furnish materials to Canadian educational institutions. In terms of research, apart from the grants to Forestry Schools, the Department at present offers no other assistance to Canadian universities.

## CHAPTER VI

### THE DEPARTMENT OF INDUSTRY, TRADE, AND COMMERCE

The Department of Industry, Trade, and Commerce came into existence in 1969 with the amalgamation of the former Department of Trade and Commerce and the Department of Industry. The Department of Trade and Commerce was first established in 1912, prior to which, its functions had been carried out within the Statistics Division of the Department of Agriculture. The Department of Industry had a much shorter history as an independent agency, being established in 1963. The educational activities of the new department have largely been inherited from its predecessors and consist of the activities of the Dominion Bureau of Statistics (recently re-named Statistics Canada), and the Industry Branch.

#### I

### STATISTICS CANADA

The responsibility for carrying out the census and maintaining and publishing the statistics of Canada was given

to the Federal Government under Section 91 of the B.N.A. Act. Initially, the Department of Agriculture was delegated to carry out this function as has been noted in the chapter dealing with the activities of that agency. The work of the Statistics Division developed slowly. It was not until 1886, for example, that procedures for taking the national census were first formalized. The Census Act of that year stipulated that,

"Each census shall be so taken as to ascertain, with the utmost possible accuracy, in regard to the various territorial divisions of the country, -- their population and the classification thereof, as regards age, sex, social condition, religion, education, race, occupation and otherwise, -- the houses and other buildings therein, and their classification as dwellings, inhabited, uninhabited, under construction and otherwise, -- the occupied land therein, and the condition thereof, as town, village, country, cultivated, uncultivated and otherwise, -- the produce, state and resources of the agricultural, fishing, lumbering, mining, mechanical, manufacturing, trading and other industries thereof, -- the municipal, educational, charitable and other institutions thereof, -- and whatsoever other matters are specified in the forms and instructions to be issued, as is hereinafter provided."<sup>73</sup>

As can be seen from the above excerpt, the census was to involve the collection of educational data.

Making the law did not make the census, however, and the implementation of the provisions of the Act was a slow process. It was not until 1901 that the first educational statistics appeared in the publications of the Division. Included in these reports was such information as,

"School attendance figures for pupils of five years of age (male and female) and over and their educational

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<sup>73</sup> Canada, "An Act respecting the Census," Statutes of Canada, 1886, C. 58.

status, that is the number that could read only, read and write, speak English, French, listing by school district of Sunday schools, schools, colleges and universities including such representations as the number of teachers, pupils, rooms, etc. . . ."74

In 1918 the activities of the Census and Statistics Branch of the Department of Agriculture were transferred to the Department of Trade and Commerce and the Dominion Bureau of Statistics was established. Under the terms of the Act there was to be;

" . . . a bureau under the Minister of Trade and Commerce to be called the Dominion Bureau of Statistics, the duties of which shall be to collect, abstract, compile and publish statistical information relative to the commercial, industrial, social, economic, and general activities and condition of the people, to collaborate with all other Departments of the Government in the compilation and publication of statistical records of administration according to the regulations . . . .

. . . Subject to the direction of the Minister, the Bureau shall collect, abstract and tabulate annually statistics in relation to all or any of the following matters: (a) Population (b) Births, deaths and marriages (c) Immigration (d) Agriculture (e) Education . . . ."75

This Act was the direct result of a report by a Commission on Statistics that was convened in 1912 to review and make recommendations on the national situation.<sup>76</sup> The Commission had recommended the consolidation of the various statistical functions of the Federal Government and the establishment of more concise procedures with respect to the census and

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74 Canada, Census of Canada, 1901, vol. IV, p. vii.

75 Canada, "An Act respecting the Dominion Bureau of Statistics," Statutes of Canada, 1918, C. 43.

76 Canada, "Report of the Dominion Statistician," Sessional Papers, 1923, No. 10, vol. III, p. 1.

statistics of Canada. As part of this program under the Act of 1918 an Education Division was established within the Bureau.<sup>77</sup>

The activities of the Education Division were largely derived from the recommendations of a Dominion-Provincial Conference held in 1920 to consider the subject. Commenting upon the results of this Conference, the Division Chief Professor S. A. Cudmore observed that,

"During the year ending March 31, 1922, the Education Statistics Branch of the Bureau prepared and published the first comprehensive Dominion-wide survey of education issued in Canada viz., an 'Historical Statistical Survey of Education in Canada'. This publication, the preparation of which entailed very considerable research in a hitherto undeveloped field of statistical work, was favourably received by the educational world both within and outside of Canada, as an attempt for the first time to deal comprehensively with Canadian education. The work was carried out under the immediate direction of Mr. M. C. Maclean, M.A.

Under the agreement reached at the Dominion-Provincial Conference on education statistics of 1920 the annual statistics of the provinces of Manitoba and Saskatchewan were compiled by the Education Statistics Branch, the results being placed at the joint disposal of the Departments of Education concerned and of the Bureau. The education statistics for Alberta were also compiled on the same plan, so that comparable statistics of education are now available for the three Prairie Provinces. In order to secure comparable results, Saskatchewan and Alberta have changed their statistical year for education statistics from the calendar year to the natural school year ending June 30, as recommended by the Dominion-Provincial Conference. The Department of Education of New Brunswick has also requested the Branch to draft a form of return for that province, which should include the information recommended at the Conference on Education Statistics. This work was completed with the minimum of change in the provincial statistics. The Department of Education for

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<sup>77</sup> Ibid., p. 6.

Nova Scotia has also accepted the scheme and states that 'the new form of registers and returns will come into use in every school in the next school year'. Besides its activities carried on in co-operation with the provincial departments, the Education Statistics Branch has carried out considerable complementary work. For instance, it has secured education statistics from numerous private schools which were not included in provincial returns; from the business colleges of the country; from the twenty-two universities and the forty odd professional, technical and affiliated colleges; besides making a first attempt to secure comparable statistics for the public libraries throughout Canada. It has also answered numerous inquiries from educationists, both within and outside of Canada, who are learning to look upon the branch as an authoritative and impartial source of statistics relating to Canadian education. Several of these inquiries were extensive, and were made at the request of officials of provincial Departments of Education."<sup>78</sup>

Since 1920 the demands made upon the facilities of the Education Division of the Bureau have steadily increased to a point where they can no longer be effectively accommodated. The tremendous expansion of educational facilities and programs since 1945 has made it difficult, if not impossible, for the Division to keep up with and process the related statistics. A list of the current publications of the Division taken from its 1968 catalogue (see Annex "C" to this paper), reflects the increasing diversity of the categories of educational subjects considered by the Bureau and the increasing gap between publication of the statistics and the period of their validity. In most cases this 'gap' averages between three to five years.

An indication of the Education Division's difficulties was given in 1967 when it was observed that,

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<sup>78</sup> Ibid., p. 22.

"The Canadian Teachers' Federation (CTF), concerned about the small staff and lack of timeliness of some of the statistical publications of the Education Division of the Dominion Bureau of Statistics, held a meeting in May with DBS representatives and about a dozen interested national education organizations to discuss ways and means of helping to increase the DBS role in collecting and publishing education statistics. During the year, DBS commissioned David C. Munroe, professor of education at McGill University who had been a member of the Quebec Parent Royal Commission of Inquiry on Education, to submit a report, after consultation with suppliers and users of education statistics, on future reorganization and priorities for the Education Division. His report was to be made to DBS early in 1968."<sup>79</sup>

The specific nature of the Division's reorganization has not yet been made public but is apparently still in progress.<sup>80</sup>

## II

### THE DEPARTMENT OF INDUSTRY

The legislation establishing this Department in 1963 empowered the Minister to

"develop and carry out such programs and projects as may be appropriate

- (i) to assist the adaptation of manufacturing industries to changing conditions in domestic and export markets, and to changes in the techniques of production,
- (ii) to identify and assist those manufacturing industries that require special measures to develop an unrealized potential or to cope with exceptional problems of adjustments, and

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<sup>79</sup> J. T. Saywell (Ed), The Canadian Annual Review, Toronto, University of Toronto Press, 1967, p. 369.

<sup>80</sup> Letter from Pierre Maynard, Elementary Secondary Unit, Education Division, Dominion Bureau of Statistics, February 19, 1971.

- (iii) to promote the development and use of modern industrial technology in Canada and improve the effectiveness of the participation by the Government of Canada in industrial research." 81

In addition, the Act established an Area Development Agency the function of which was to administer to the needs of those areas designated as requiring special aid by reason of the exceptional nature or degree of unemployment. The powers of the Minister under this agency were to include,

- "(a) the undertaking of research and the making of investigations respecting the means of increasing employment and income in designated areas; and  
(b) the preparing and carrying out of such programs and projects to improve the economic development of designated areas as may be appropriate to the purposes of this Part and that cannot suitably be undertaken by other departments, branches or agencies of the Government of Canada." 82

In explanation of the legislation the Annual Report of the Department observed in 1964,

"The establishment of the Department of Industry recognizes the growing importance of manufacturing industry in the Canadian economy. During the last twenty-five years, Canada has emerged as one of the leading industrialized nations of the world. Whereas in pre-war years Canada was noted chiefly as a producer and trader of primary products, in recent years manufacturing has accounted for more than a quarter of the value of all goods and services produced in Canada and employment in manufacturing industries accounts for almost one and a half million persons . . . . A major factor in this growth has been the accelerated pace of technological progress. Much of the current business of science-based companies is derived from new products unknown only a few years ago. Even the more traditional industries have not been immune

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81 Canada, "An Act respecting the Department of Industry," Statutes of Canada, 1963, C. 3.

82 Ibid.



from the effects of this process. The need to adapt rapidly to the competition created by the flow of new products and processes presents new challenges to manufacturing companies at an ever increasing rate."<sup>83</sup>

The first educational program of the new Department consisted of the awarding of thirteen scholarships to young Canadian industrial designers and the provision of grants to a Design Study Group at the University of Waterloo. The scholarship program has been continued to the present day as recorded below.

TABLE IX

CANADA

DEPARTMENT OF INDUSTRY TRADE AND COMMERCE

INDUSTRIAL DESIGN DIVISION

BURSARIES

(1964 - 1970)

<u>YEAR</u>	<u>APP</u>	<u>EXP</u>	<u>YEAR</u>	<u>APP</u>	<u>EXP</u>
1964	14,000	14,000	1968	143,000	69,518
1965	41,100	33,600	1969	220,000	139,657
1966	67,200	50,050	1970	<u>127,000</u>	<u>120,915</u>
1967	121,000	20,230	TOTALS	<u>\$733,300</u>	<u>\$447,970</u>

In 1966-67 the Federal Government passed the Industrial Research and Development Act that enabled the

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<sup>83</sup> Canada, Annual Report of the Department of Industry, 1964, p. 1.

Department;

" . . . Upon application therefor to the Minister by a corporation that has made expenditures on scientific research and development in a fiscal period of the corporation, the Minister may, subject to this Act and the regulations, authorize the payment to the corporation of a scientific research and development grant in respect of those expenditures . . . ."

with the provision that;

" . . . No expenditure by a corporation in respect of scientific research and development shall be taken into account for the purposes of any provision of this Act unless the Minister, on the basis of such information as is submitted to him pursuant to this Act and such other information as he considers relevant, is satisfied that the scientific research and development in respect of which the expenditure was made is likely to result in benefit to Canada if it is successful, and, where the Minister is not so satisfied,

(a) no amount paid to the corporation in respect of such scientific research and development, and

(b) no property acquired by the corporation for the purposes of such scientific research and development,

shall be taken into account for the purposes of any provision of this Act." <sup>84</sup>

This legislation resulted in the establishment of a program to assist Canadian universities in, "establishing and administering industrial research institutes to provide a framework within which universities can undertake contract research on behalf of industry."<sup>85</sup> Under this program four universities (Windsor, McMaster, Waterloo, Nova Scotia Technical College), have received a total annual grant of \$475,000 from 1968 to 1970.

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<sup>84</sup> Canada, "An Act respecting Industrial Research and Development," Statutes of Canada, 1966-77, C. 82.

<sup>85</sup> Canada, Annual Report of the Department of Industry, 1968, p. 5.

Between 1967 and 1968 the Department made the following additional research grants to Canadian universities.

TABLE X

CANADA

DEPARTMENT OF INDUSTRY TRADE AND COMMERCE

RESEARCH GRANTS TO UNIVERSITIES

(1967 - 68)

DALHOUSIE	4,764.00	U.N.B.	3,431.00
QUEENS	32,528.00	U of T	<u>6,096.00</u>
ST. DUNSTANS	2,340.00	TOTAL	<u>\$14,159.00</u>

In 1969, ". . . the Joint Canadian Institute of Food technology / Department of Industry Study to determine the need of industry for trained food scientists . . . resulted in the formation of the Canadian Food Industry Scholarship Fund."<sup>86</sup> This fund created a total of ten, one thousand dollar scholarships in 1970 to the Universities of British Columbia, Alberta, Manitoba, Guelph, and Laval for the encouragement of studies in the field of food processing and nutrition.

In summary, the Industry Branch of the Department of Industry Trade and Commerce has developed a limited but intensive number of educational programs during its brief

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<sup>86</sup> Ibid., 1969, p. 31.

existence. These activities were confined to the institutions of higher education in Canada and involved grants to these institutions either within the context of their corporate structure, or to individuals in study programs related to the interests and needs of the Department. In contrast to earlier practices in other departments the enabling legislation of this Department made specific provision for the research function.

#### SUMMARY

The educational activities of the Department of Industry, Trade, and Commerce, encompass two distinct functions, one concerning Statistics Canada, and the other the research programs of the Industry Branch. In the case of the former, the nature of the legislation that established the educational function restricted the work of the Division in the sense that it has only permitted statistical and/or descriptive studies. Even within this restriction, however, the facilities of the Bureau have been unable to keep pace with recent developments in education. While the Education Division is undergoing a lengthy process of reorganization it is difficult to assess the directions it will take in the future. With respect to the Industry Branch of the Department the significant feature of its research program is the fact that it was specifically sanctioned in the enabling Act.

The research program has so far been confined to Canadian universities and while involving only a few of these institutions in the beginning, is now in the process of being expanded.

## CHAPTER VII

### THE DEPARTMENT OF JUSTICE AND THE SOLICITOR GENERAL'S DEPARTMENT

The establishment, maintenance, and management of penitentiaries in Canada became a Federal responsibility in 1867 under Section 91 of the B.N.A. Act. The administration of this responsibility was entrusted to the Department of Justice, created in 1868, and headed by the Attorney-General of Canada.<sup>87</sup> When the Government Reorganization Act of 1966 was passed this responsibility was transferred to the newly created Solicitor-General's Department.

Prior to Confederation those British North American colonies that operated a penitentiary had made provision for some educational instruction for the inmates. As a general rule this 'education' placed heavy emphasis on trades and vocational training with a minimum of academic work, the latter being largely confined to moral instruction from the prison chaplains and/or the development of basic literacy among certain of the convicts.<sup>88</sup> In the Federal legislation

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87 Driedger, op. cit., p. 25.

88 Miller, op. cit., p. 349.

that followed the establishment of the Department of Justice provision was made within each penal institution for the appointment of a schoolmaster or schoolmistress as well as trade instructors for the purposes of implementing educational and training programs for the inmates.<sup>89</sup> The rationale behind this provision was clearly reflected in the Warden's Report for Kingston Penitentiary in 1870 when it was observed that;

"I judge that many of the unfortunate beings, sent to this Institution, are better situated than if at large, as, if disposed to reform their manner of life, every opportunity of doing so, is afforded them . . . . They are regularly attended by their clergy, and a portion of their time is given to tuition. To those who evince an anxiety to acquire a trade, every facility, as far as practicable, is afforded. In the cutting of stone, a convict, who is well disposed, will soon become an expert tradesman, and, on leaving the Institution will find himself in a position to earn by his industry, an honest living. Moulders, also, who are good workmen, can obtain employment, both in Canada and the United States. The different branches of labour performed in the Iron Founders department, are very advantageous to well disposed convicts, and, if attentive to their labours during their imprisonment, they will be enabled, when released, to become in receipt of good wages. We have also a Boot and Shoe Shop, attached to the Institution, where the trade may be learned to suit the custom of our ordinary country work shops. The same remarks may be applied to our Tailors Shop. As to the Contractor's Boot and Shoe Shop, the work is, chiefly, carried on by machinery, thus causing more work to be done, and giving the operator a knowledge of his labour, so that, in large cities, where machinery is used in workshops, a discharged convict will be able to obtain employment. Our Blacksmith's Shop is on a very contracted scale, but even there a man may learn to make himself handy; but it is not a shop where general Blacksmith's work is carried on. Our Carpenter's workshop is a very limited one; the heavy work is made by machinery, and a few men perform the lighter part, but there is a want of employment, in this branch

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<sup>89</sup> Canada, "An Act to amend the Penitentiaries Act of 1868," Statutes of Canada, 1870, C. 32.

to make it profitable. The Contractor's Cabinet work is carried on, also, by machinery, being a great saving of manual labor, and a source of turning out more furniture than could possibly be done by hand, and it is, now, a well established fact that a person, that understands the working of machinery, finds employment more readily than an ordinary tradesman." 90

In essence, the pattern existent prior to Confederation was continued in the early years of Federal jurisdiction.

While the physical arrangements with respect to convict education varied with each institution, a sample experience is given below.

"The Morning Schools, commence in spring and summer at 7, and in winter at 7.30.

The total number of convicts, who have attended the English Morning School, during the year, is 61: twenty are Roman Catholics and forty-one Protestants: all learning to read English, twenty-three to write, and twelve to cipher. Daily average attendance, during the year, twenty.

The total number, attending the French Morning School, during the year, is thirty-three, all Roman Catholics; all learning to read French, eight to write, and eight to cipher. Daily average attendance, during the year, ten.

The total number, attending the French and English Noon School, is 148, during the year; fifty-two of whom are learning to read French, fourteen to write, and ten to cipher; all Roman Catholics. The remaining ninety-six are all learning to read English, forty-four of whom are Roman Catholics, and fifty-two Protestants: forty-five learning to write, and twenty-seven to cipher.

The English Noon School commences at 12.30, and closes at 1 p.m.

The total number, attending the English Noon School, during the year is 139, all learning to read English: of whom thirty-seven are Roman Catholics, and 102 Protestants: forty-eight learning to write, and forty-one to cipher. Daily average attendance, during the year, 100. Daily average attendance, of the French and English Noon School, during the year, is 110." 91

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90 Canada, "Annual Report of the Director of Penitentiaries of the Dominion of Canada," Sessional Papers, 1870, No. 2, vol. V, p. 10.

91 Ibid., p. 31.



Not all inmates were permitted to take advantage of these educational programs. More often than not they were used as incentives for good behaviour or, as in the case of trades training, as part of the necessary functioning of the prison. Most penitentiaries developed libraries in conjunction with the Chaplain's services and where these existed they became an integral part of the academic educational program. In the early days of the Federal system where the chaplains were unable to cater to the academic instructional needs, the Wardens often appointed a prison guard as schoolmaster (often with little or no professional teacher qualifications), who, in addition to his instructional duties also served as hospital overseer.

It was not until 1921 that any significant attempt was made to make changes in the educational opportunities for convicts in the penitentiaries. In that year a Committee was appointed by the Minister of Justice to investigate the penitentiary system in the country and make recommendations with respect to any changes that it observed were needed. In commenting upon the educational facilities the Commission observed that;

"The arrangements for the formal education of convicts are very inadequate. It is only very recently that the long overdue provision has been made for a schoolmaster at any penitentiary . . . the proportion of illiterates at some of the western penitentiaries is estimated at fifteen percent, and at all . . . illiterates are numerous . . . "

and recommended;

"Provision . . . be made by standing order at every penitentiary so that every convict who is not able easily to read and write the English or French language and to solve easy problems in arithmetic shall be instructed on every working day during at least one-half of the hours ordinarily devoted to labour . . ."

and further that;

"The Warden of every penitentiary shall provide for the formation among convicts to whom the last preceding paragraph does not apply, but who desire to obtain further instruction, of classes for the study of such subjects, including technical subjects, as may appear likely to be of value to them and to attract their interest . . . ."92

Classes arranged under the latter category were to be held on the convicts time and not so as to conflict with the work schedule of the prison.

By 1922 the Department had adopted a policy of appointing only certified teachers to the penitentiary system. In the following year the Superintendent was able to observe that, " . . . the appointment of capable, certified, and active school teachers has been a boon to the institutions and a great blessing to the inmates . . . the schoolmaster . . . is also the librarian and part of the duties of this officer is to advise and assist the inmates in the selection of what they should read . . . ."93 One year later the convicts of Kingston Penitentiary were completing high school entrance examinations and junior matriculation subjects and in 1925 it was reported

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92 Miller, op. cit., p. 350-351.

93 Canada, "Annual Report of the Superintendent of Penitentiaries," Sessional Papers, 1923, No. 20, vol. V, P. 13.

that;

". . . one inmate, entirely illiterate when he came to the institution has passed the entrance and matriculation examinations with credit. He has also taken up first year university studies and has passed a fair number of examinations set for that year . . . ."94

It was not until 1933, however, that a policy of compulsory education for all illiterate convicts was brought into effect. The changes in philosophy, range, and depth, of the educational program within the penal system is best exemplified in the following lengthy <sup>excerpt</sup> exerpt; X

"Education has been used as one of the factors towards the rehabilitation and reformation of convicts since the inauguration of the federal penitentiaries of Canada in 1868. Changes and expansions have been made from time to time, until to-day each penitentiary has a program which covers every subject taught in the public schools, plus correspondence courses. Extra-mural university courses have been arranged in three penitentiaries.

School attendance is compulsory for all teachable illiterates, and for all convicts who have not the standard of education of the average public school pupil at the maximum age of compulsory school attendance for the province in which the penitentiary is located.

During the first month that a convict is in a penitentiary, he is classified, his educational standing being one of the principal points ascertained from the examination held and tests applied. All convicts showing a standard below Grade Three are automatically placed in the elementary classes for illiterates. All convicts found unable to pass the public school graduation examinations must attend school.

The academic school was formerly held on five forenoons each week throughout the year. This has been reduced to ten months, divided into three terms, which may be from September 1 to December 15, January 3 to Easter, and Easter to June 30, or as directed by the warden.

Vocational training is carried on throughout the whole year, and includes agriculture, carpentry, metal-work, motor mechanics, plumbing, painting, plastering, catering, steam power plant management, water supply and sewage disposal. Vocational training is augmented by well equipped

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94 Ibid., 1926, vol. VIII, p. 10.

libraries for extensive research work, advanced and intensive studies.

Students following correspondence and extra-mural university courses are guided and aided in their studies outside of the hours that they are employed in the shops or at other work.

The graded school serves many purposes, in that it provides the means whereby those who did not have the advantage of schooling during infancy and adolescence may complete their academic education up to public school graduation. It also provides a ready means for reviewing the elementary subjects for those who have previously attended the senior grades in the public schools, but who have forgotten much of what they had learned, and have lost the habit of study or close application to work.

Correspondence and extra-mural courses advance the education of those taking them, and add much to their self-sufficiency.

Classes are arranged with not more than thirty pupils in each. Qualified convicts, under supervision, are used to assist the teachers.

The penitentiary provides all text-books and other books for convicts in compulsory attendance at school. A convict taking a correspondence or extra-mural university course is required to furnish himself with text-books, and to pay the required fees, which may be diverted from his remuneration allowance, or supplied from private means."95

In 1938 a sweeping inquiry into the Federal Penitentiary System was launched. Informally known as the Archembault Report, the findings of the Royal Commission made some disturbing observations with respect to the situation described in the preceding quotation. Contrary to the assertions of the Department the Commission noted that;

"Existing penitentiary regulations establish certain requirements for the education of prisoners, including the provision of a library and the appointment of a teacher who is also to perform the duties of librarian and act as a member of the classification board in the institution where he is employed. Regulation 81 is as follows:

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95 Canada, Annual Report of the Department of Justice, 1935, p. 28.

"There shall be compulsory school attendance for: -

- (a) all illiterate convicts who are capable of being taught, and
- (b) Such convicts as have not attained the standard of education of the average public school pupil at the maximum age of compulsory school attendance for the Province in which the penitentiary is situated."

The first of these provisions is generally observed but, making due allowance for exemptions on the ground of unteachability and ill-health, applies only to one or two percent of the penitentiary population.

Your Commissioners found that the second provision has not been carried out, and that, in some instances, there was complete ignorance of its existence or requirements. The application of regulation 86, providing that prisoners may pursue their studies in their cells, has been almost entirely disregarded. The usual explanation offered for this disregard is that the teacher has not had sufficient time to render such assistance. Provision that permission may be given to a prisoner to take up more advanced studies, including correspondence courses, is of little value in practice because the prisoners have seldom the necessary funds for the purchase of books and materials.

Regulations 396 and 397 provide that the teacher shall conduct the school as directed by the warden, and that he shall be under the direction of the warden in visiting prisoners who desire his assistance in educational matters. As a member of the classification board, it is the duty of the teacher to examine the prisoners with a view to determining their literacy, general knowledge, and teachability, and to determine their suitability for compulsory school education.

The observance of these regulations is largely perfunctory, and individual examination and schooling of the prisoners is almost entirely lacking." 96

As a result of the Commission's findings and recommendations the Superintendent of Penitentiaries reported the following educational improvements and changes in 1947;\*

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96 Canada, Report of the Royal Commission to Investigate the Penal System of Canada, 1938, p. 357.

\* The War years had interrupted implementation of the Commission's recommendations.

- "7. Improved cell lighting has been installed wherever possible.
11. Certain officers were selected to proceed to the training school, Wakefield, England, for a course of instruction. The first draft proceeded in 1939, but subsequent drafts were cancelled in September of the same year on account of the war.
29. Arrangements have been made for showing educational films of the National Film Board in all penitentiaries, monthly, except during heavy farming season.
30. An improved system of selecting and purchasing library books has been introduced.
31. Shop manuals and instruction books on industrial work, kitchen and farm management have been purchased for penitentiary libraries, and trade magazines on principal industries are supplied at public expense.
32. Steps are being taken to provide visual training in industrial shop practice for convicts by the use of films.
33. Officials of the Federal Department of Labour visited penitentiaries in connection with extension of training facilities and teaching methods. Subsequently, penitentiary instructors and officers with equivalent responsibility have received certification after completing courses in job instruction teaching methods and job relations.
61. Trade training methods for convicts have been improved with the introduction throughout the penitentiary system of the use of vocational training films and by more teaching of trade theory by instructors.
62. Trade instructors are encouraged to keep abreast of developments in their trades and teaching methods through attendance at industrial clinics sponsored by prominent companies and at the Canadian Vocational Training Schools under the direction of the Department of Labour.
65. New positions have been added to staff establishments to allow for more instructional time being given to the trade training of convicts."97

In 1946-47 funds were allocated for the development of an extensive vocational education program. With the assistance

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97 Canada, Annual Report of the Department of Justice, 1948, p. 47-50.

of the Canadian Vocational Training Branch of the Department of Labor equipment and machines were transferred from discontinued Veterans Training institutions to the various penitentiaries.<sup>98</sup> An intensive program of correspondence courses was also initiated in 1947 in cooperation with provincial Departments of Education and the Department of Veterans Affairs. In addition, in 1948 the first general training course for penitentiary staff was inaugurated and the basis laid for the ensuing establishment of a Penitentiary Staff College.

There were two schools of thought existent within the Department in the post-war years with respect to the education and vocational training for inmates. On the one hand there were those who advocated such training on the grounds that it was primarily rehabilitative. Conversely, there were those who felt that its chief objective was to keep the convict as usefully employed as possible with a view to the institution gaining the maximum benefit from his period of detention. The aims of the educational program in Canada's penitentiaries were enunciated in 1949 as follows;

- "(1) To aid in the rehabilitation of inmates.
- (2) To provide well-organized training to meet the needs of each trainee.
- (3) To provide each trainee with the necessary skills, working information and tools of learning essential to his progress as a worker in his chosen occupation.
- (4) To develop in each trainee the desirable social and ethical attitudes together with the work habits that

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98 Ibid., p. 14-15.

- are essential to success in his occupation.  
(5) To assist in release planning and aid in the establishment of a desirable occupational connection in the field of his training."99

At the same time, the Department observed;

"Limitations of education, intelligence and trade ability, with the physical restrictions of accommodation, combine to preclude any large scale inclusion of the general population in the regular vocational departments. This adds prestige to vocational training, and this selectivity creates interest and incentive among the sixty per cent of population under thirty years -- the group which on the average is more adaptable to trade training -- to be included in, and remain on, this type of training. This must not be interpreted to mean that inmates who are not contained in vocational courses will thereby be prevented from learning a trade. We are introducing control or regulated on-the-job training into our regular maintenance and production departments in penitentiaries, to the extent that shop population and space will permit, for those inmates who are judged by penitentiary Classification Boards as possessing the necessary qualifications for special attention by way of part-time training in theory and related subjects in addition to practical shop work for maintenance purposes. It may be taken as an axiom that any inmate with the necessary physical and mental equipment, and with the desire and willingness to acquire adequate skill and knowledge for his future rehabilitation, will be given the opportunity of doing so, either by attending full-time vocational basic courses, by occupation in regulated control training, or by correspondence and night study. The extent to which these aims can be achieved will be largely determined by the rapidity with which new industrial and vocational construction may be occupied."100

In the following table the various kinds of academic educational work undertaken in the penitentiary system for the year 1955 are represented. It can readily be seen that when compared to the pre-war experience, a considerable improvement

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99 Canada, Annual Report of the Department of Justice, 1949, p. 23.

100 Ibid., p. 24.



had been effected with respect to this type of training.

TABLE XI

CANADA

DEPARTMENT OF JUSTICE

PENITENTIARY EDUCATIONAL PROGRAM

1955

Total School attendance . . . . .	2106
D.V.A. courses in effect at end of fiscal year . .	113
O.D.E. courses in effect at end of fiscal year . .	45
Queens University Extension courses in effect end of fiscal year . . . . .	4
LaSalle Extension University courses in effect March 31st . . . . .	1
Institute of Commercial Art Courses in effect March 31st . . . . .	1
Total Correspondence Courses in effect at end of fiscal year . . . . .	164
Increase in Correspondence Courses as compared with March 31, 1954 . . . . .	39

Certificates Issued

Grade 8 certificates . . . . .	2
D.V.A. certificates . . . . .	16
O.D.E. certificates . . . . .	3
Queens University certificates . . . . .	4
Radio College of Canada certificate . . . . .	1
Total certificates issued . . . . .	26

Queens University Extension Courses

Greek and Roman History 4 . . . . .	1
English 3 . . . . .	1
Mathematics 1 . . . . .	1
Mathematics 2 . . . . .	1
French 2 . . . . .	1
Commerce 63 . . . . .	1
Psychology 8 . . . . .	2
Classical Literature . . . . .	2
Total Queens University Extension Courses . . . . .	10

Source: - Annual Report of the Department of Justice, 1955,  
p. 65-66.

In the same year the following educational standards were observed among inmates admitted to the penitentiary system.

Educational Record of Inmates on admission\*

Completely illiterate . . . . .	1%
Lower than Grade 8 . . . . .	33%
Grade 8 but not more than one year High School . . . . .	40%
Two or three years High School only . . . . .	20%
High School Graduates . . . . .	4.7%
One or more years University . . . . .	2.6%
University Graduates . . . . .	.5%

While the scope of the academic educational program had thus been considerably expanded since 1938, the attendance figures are not impressive. The convict population during the 1950's averaged over five thousand across the country and thus only a portion of these were undergoing such training in 1955 and this ratio has not been significantly altered since.

In a similar vein, the technical education program was slow to develop. By 1960 the Department reported the following courses in operation at the various institutions.

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\* Source: - as for Table XI.

TABLE XII

DEPARTMENT OF JUSTICE

VOCATIONAL AND CONTROL TRAINING COURSES

MARCH 31, 1960

VOCATIONAL	Dorch.	F.T.C.	C.B.	Man.	Sask.	B.C.	Wm. Head	TOTAL
Automotive								
Mechanics	-	x	x	x	x	x	-	5
Basic Training (Metal Trades)	-	x	-	-	-	-	-	1
Body Work and Painting	-	x	-	-	-	-	-	1
Bricklaying	x	x	x	x	-	-	x	4
Cabinetmaking	-	x	-	-	-	-	-	1
Carpentry	x	x	x	-	-	x	x	5
Commercial	-	-	-	-	-	x	x	2
Diesel	-	-	-	-	-	x	-	1
Draughting	-	-	-	-	-	x	-	1
Electrical	-	x	x	-	-	-	-	2
Elementary (General Shop)	x	x	-	-	-	-	-	2
Machine Shop	-	x	x	-	-	-	-	2
Painting and Decorating	-	-	-	-	x	-	-	1
Plastering	-	x	-	-	-	-	-	1
Plumbing	x	x	x	-	x	-	-	4
Sheet Metal	-	x	x	-	-	x	-	3
Upholstery	x	-	-	-	-	-	-	1
Welding	-	x	x	-	-	-	-	2
TOTAL	5	16	9	2	5	6	3	46

Legend:

Dorch. - Dorchester Penitentiary  
 F.T.C. - Federal Training Center  
 C.B. - Collins Bay Penitentiary  
 Man. - Manitoba Penitentiary  
 Sask. - Saskatchewan Penitentiary  
 B.C. - British Columbia Penitentiary  
 Wm. Head - William Head Penitentiary

TABLE XII cont'd.

VOCATIONAL	Dorch.	F.T.C.	C.B.	Man.	Sask.	B.C.	Wm. Head	TOTAL
<u>Control Training</u>								
Automotive Mechanics	x	x	-	-	x	-	-	3
Lumbering								
Part time Inst.	x	x	x	-	x	-	-	4
Body Work and Painting	-	-	-	-	-	x	-	1
Book Binding	-	x	-	-	-	-	-	1
Bricklaying	-	-	-	-	x	x	-	2
Commercial	x	-	-	-	-	-	x	2
Draughting	-	-	-	-	-	x	-	1
Electrical/ Electronics	-	x	-	-	-	x	-	3
First Aid and Hospital	-	-	-	-	-	x	x	2
Laundry	x	-	-	-	-	-	-	1
Machine Shop	x	-	-	-	-	x	-	2
Nursing								
Orderlies	-	-	-	-	-	x	-	1
Catering	x	-	-	-	-	-	-	1
Sheet Metal	x	-	-	-	-	-	-	1
Shoe Repair	x	-	-	-	-	x	-	2
Stationary Engineering	x	-	-	-	x	x	-	3
Upholstery	-	-	-	-	-	x	-	1
Welding	-	-	-	-	x	-	-	1
Wheel Alignment								
Part time Inst.	-	x	-	-	-	-	-	1
Mending (Invisible)	-	-	-	-	-	x	-	1
Speed Writing	-	-	-	-	-	x	-	1
TOTAL	9	5	1		5	13	2	35
GRAND TOTAL	14	21	10	2	10	19	5	81

Source: - Annual Report, 1960, p. 44-45.

This table also reveals an increasing sophistication in the number and types of courses available to inmates but at the same time shows that there was little consistency among the various penitentiaries.

In 1966 the supervision of the country's penal system was placed under the jurisdiction of the Solicitor-General of Canada. Under the new agency a three-fold educational program has been developed consisting of academic, vocational, and cultural education. The academic and vocational programs have continued in the tradition established after the Second World War. A new approach to the successful rehabilitation of inmates was introduced during the past decade, however, in the general area of cultural activities. Activities developed under this category included various forms of recreational or hobby training from organized sports to the fine arts.<sup>101</sup> By 1970 the official reports of the Department noted that the inmate educational program was gaining increasing acceptance and participation by the prison populace was improving.

Unfortunately, the publication of statistics relating to educational activity in the penitentiary system has been increasingly erratic and it has been correspondingly difficult to obtain an accurate picture of the validity of the Department's claims in this regard. Prior to the First

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<sup>101</sup> Canada, Annual Report of the Superintendent of Penitentiaries, 1967, p. 24-26.

World War, for example, the annual reports normally contained schoolmaster's reports that indicated the number of prisoners involved and the type of training conducted. In addition, expenditures were recorded in a manner that gave some indication of where and how monies were being spent. After the First World War and up to the present the annual reports became increasingly general in nature and the aforementioned statistics virtually non-existent. The one exception to this trend has occurred with respect to the total monies spent for educational activities since 1967. In this regard expenditures for 1967 totalled \$3,510,000.00 and in 1968 \$3,772,000.00. Expenditures for the period 1868-1932 are tabled at Appendix V.

#### SUMMARY

The Federal Government's assigned jurisdiction over the penal system in Canada has produced one of the few situations whereby, through one of its agencies, it has become directly involved in the administration of an educational program. While the legislation dealing with the penitentiaries has given recognition to this function it has never explicitly defined either the nature of the obligation or the degree to which it was to be uniformly applied within the penitentiary system. The educational programs that developed, therefore, have been the product of internal regulation. Between the

period 1868-1921 the educational opportunities made available to inmates of the penitentiaries depended almost entirely on which institution they were in and the willingness of the staff to make such provisions. While the situation has gradually improved since that time it is clear from the evidence presented in the preceding pages that much remains to be done.

As the prison educational program has become more sophisticated it has also become more closely allied with the respective provincial educational systems. Once the practice of hiring fully certified teachers was inaugurated in 1922, for example, Federal institutions tended to adopt provincial curriculums as the basis for instruction and this trend, once again, tended to emphasize the differences within the penal system as opposed to producing a uniformity of educational opportunity across the country. Today, where an individual penitentiary cannot cater to its educational needs it is normal practice for these to be purchased from the provincial government concerned. The best example of this situation has occurred in connection with correspondence courses for inmates which until 1966 had been provided by the Department of Veteran's Affairs but were subsequently furnished through provincial sources and paid for by the Federal Government. The evidence would suggest that with the increasing diversity and complexity of modern education Federal-Provincial cooperation along the lines indicated will also increase as the provincial education agencies become the only ones with the necessary facilities to meet the demand.

## CHAPTER VIII

### THE DEPARTMENT OF LABOR AND THE DEPARTMENT OF MANPOWER AND IMMIGRATION

The educational activities of the Departments of Labor and Manpower and Immigration originated with the passage of the Technical Education Act of 1919. From 1919 to 1966 the Department of Labor administered all such activities, after which as a result of the general reorganization of that year, jurisdiction was transferred to the new agency. Between 1919 and 1970 the following pieces of Federal legislation have been administered by these agencies:

Technical Education Act (including renewals)

1919 - 1949.

Vocational Training Coordination Act 1942 - 1961.

Technical Education Act 1961 - 1967.

Vocational Rehabilitation of Disabled Persons

Act 1961 -

Adult Occupational Training Act 1967 -

The material in the following presentation will be developed in the order of appearance of the above Acts.



I

TECHNICAL EDUCATION ACT

(1919)

Recognition of Canada's growing industrialization was first given on a national basis with the passage of a Labor Statistics Act in 1890. This Act established a Bureau of Labor Statistics within the Department of Agriculture for the purpose of collecting, classifying, arranging, and presenting in quarterly bulletins and yearly reports, "statistics relating to all kinds of labor in Canada."<sup>102</sup> These included,

- "(a) Agriculture:
- (b) Mining:
- (c) Mechanical and manufacturing industries:
- (d) Transportation:
- (e) Clerical and all other skilled and unskilled labor:
- (f) The amount of cash capital invested in lands, buildings and machinery, respectively; and the means of production and distribution generally:
- (g) The number, age, sex and condition of persons employed; the nature of their employment; the extent to which the apprenticeship system prevails in the various industries requiring skilled labor; the number of hours of labor per day; the average time of employment per annum, and the net wages received in each of the industries and employments in Canada:
- (h) The number and condition of the unemployed, and their age, sex, and nationality, together with the cause of their idleness:
- (i) The sanitary condition of lands, workshops and dwellings; the number and size of rooms occupied by workers, etc.; the cost of fuel, rent, food, clothing and water in each locality in Canada; also the extent to which labor-saving processes are employed, the extent to which they displace hand labor, and their effect on the wages of adult laborers:
- (j) The number and condition of the Chinese in Canada; their social and sanitary habits; the number of married and of single; the number employed, and the nature of their employment; the average wages per day in each employment, and the gross amount yearly; the amount expended by them in rent, food and clothing, and in what proportion such amounts

are expended for foreign and home production respectively; to what extent their labor comes into competition with the other industrial classes of Canada:

(k) The number and condition of, and the nature of the employment of the inmates of prisons, county jails and reformatory institutions in Canada, and to what extent their employment comes into competition with the labor of mechanics, artisans, and laborers outside of these institutions:

(l) A description of the different kinds of labor organizations in existence in Canada, and what they accomplish in favor of the classes for whose benefit they are organized:

(m) All such other information as the Commissioner deems essential to further the objects of this Act." <sup>103</sup>

In 1900, under the terms of the Conciliation Act, the Department of Labor was first established to,

" . . . collect, digest, and publish in suitable form statistical and other information relating to the conditions of labour . . . institute and conduct inquiries into important industrial questions upon which adequate information may not at present be available, and issue at least once in every month a publication to be known as the Labour Gazette, which shall contain information regarding conditions of the labour market and kindred subjects, and shall be distributed or procurable in accordance with terms and conditions in that behalf prescribed by the Minister." <sup>104</sup>

The new department was placed under the supervision of the Postmaster-General until 1909 when it became an independent Federal agency with its own Minister.

It was not coincidental that in the same year the Department achieved its independence the Federal Government gave official recognition to the public pressures for a Federal commitment to industrial training and technical education in Canada. The then Minister of Labor, W. L. Mackenzie King,

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<sup>103</sup> Ibid.

<sup>104</sup> Canada, "The Conciliation Act," Statutes of Canada, 1900, C. 24.

wrote the following letter to the provincial premiers suggesting an inquiry be launched into the whole question.<sup>105</sup>

Ottawa, December 13, 1909.

"Dear Sir: -

The Dominion Government is considering the advisability of appointing a Royal Commission to inquire into the needs and present equipment of the Dominion as respects Industrial Training and Technical Education, and into the systems and methods of technical instruction obtaining in other countries, particularly in Great Britain, France, Germany and the United States. It is intended that the commission shall be solely for the purpose of gathering information, the information when obtained to be published in a suitable report to be at the disposal of the Provinces and available for general distribution.

I may say, that the view of the Government is that a Commission of the kind suggested might render valuable services to the Dominion as a whole, since it would be in a position to conduct an inquiry on a wider and more comprehensive scale than might be considered desirable or possible in the case of the different Provinces, and which if undertaken by the Provinces individually must lead inevitably to the duplication and re-duplication of energy and expense. It is recognized, however, that the work of such a commission to be of national service should have the hearty endorsement of the Governments of the several Provinces of the Dominion, and I am, therefore, writing to ask if the appointment by the Federal authorities of a Commission of the character and scope suggested, would meet with the approval of your Government and to inquire in particular, inasmuch as some doubt has been expressed on the point, whether exception to such a course would be taken on any grounds of jurisdiction.

Yours faithfully,  
(Signed) W. L. MACKENZIE KING,  
Minister of Labour."

The provincial premiers generally concurred with the aims of the proposed Royal Commission and it was duly appointed on January 28, 1910. In doing so, the Federal Minister observed that the Canadian Manufacturers Association and the Dominion Trades and Labor Congress along with other organizations had, for several years, been campaigning for just such an inquiry and that the

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<sup>105</sup> Canada, "Annual Report of the Department of Labor," Sessional Papers, 1911, No. 36, vol. VI, p. 97.

latest resolution of the latter organization had raised the question once again when it stated that;

"Whereas, the Dominion and Provincial Governments of Canada lack greatly in schools for technical education and are very much behind Germany and France in this respect, and in addition the United States, which is our closest and keenest competitor in trade matters; be it resolved, That the incoming executive be instructed to appeal to the Federal and Provincial Governments to exact such legislation, and make such appropriations as will permit the mechanic and artisan of Canada the privilege of technical education on lines of electric and civil engineering, chemistry, wood carving, modeling, etc. In spite of the fact that the Dominion Government in the past has said that according to the British North America Act all education is delegated to the Provincial Governments, this matter is one of national import, and could be taken up under the Department of Trade and Commerce and be well within their scope." 106

In 1911, in a preliminary report to the Minister of Labor, the Commission Chairman, J. W. Robertson, informed the government that technical and industrial training facilities were sadly lacking in Canada. In four concise statements he outlined the dimensions of the problem as follows;

"I. In almost every place representative men have stated that urgent need exists for night classes for boys, after the age of 14, who have left the day schools.

"II. The Workmen have been practically unanimous in the expression of a desire for opportunities for such a measure of technical education as will enable them to acquire a knowledge of the principles which underlie the processes of their occupations, and also to give the more energetic and ambitious of them a fair working chance to prepare themselves for advancement and promotion.

"III. There has been a unanimous expression of opinion that the several towns need some provision for industrial training and technical education which, in its general character, shall have an educational value equivalent to the high school or academy courses of study, but which shall be adapted specifically and directly to the needs of those who are to enter upon industrial occupations; and also to

meet the case of those who would like to matriculate into, or enter upon the more advanced work of, technical colleges or agricultural colleges.

"IV. Statements in respect of these four matters have come alike from the representatives of industries, from those who are responsible for educational work, and from the workingmen and women themselves. Not only are they all agreed as to the need for industrial training and technical education, but they have evinced enthusiastic keenness in offering co-operation, towards meeting the need in some adequate manner." 107

On the basis of this information and without waiting for the Commission's final report, the Federal Government enacted the previously mentioned Agricultural Instruction Acts of 1912 and 1913.

The outbreak of the First World War delayed further action in the field on the part of the Federal Government. In 1919, however, the first Technical Education Act was passed. Under the provisions of this Act technical education meant and included;

" . . . any form of vocational, technical, or industrial education or instruction, approved by agreement between the Minister of Labor and the Government of any province as being necessary or desirable to aid in promoting industry and the mechanical trades, and to increase the earning capacity, efficiency, and productive power of those employed therein . . . ." 108

The Act appropriated ten million dollars over a ten year period to accomplish its stated purposes on the following basis,

" . . . Such sums, subject to the conditions of this Act, shall be allotted and shall be paid quarterly as grants to the Governments of the several provinces as follows: -

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107 Ibid., 1912, No. 36, p. 45.

108 Canada, "An Act for the promotion of Technical Education in Canada," Statutes of Canada, 1919, C. 73.

- (a) The sum of ten thousand dollars shall be paid in each year to the Government of each province;
- (b) The remainder of the appropriation for each year shall be allotted and paid to the Governments of the respective provinces in proportion to the population of the said provinces respectively as determined by the last federal decennial census."<sup>109</sup>

The provinces could only take advantage of the Federal program if they signed an agreement to the effect that they agreed to comply with the conditions set out by the central government. A full copy of this agreement is attached at Annex "D".

The agreement contained a number of significant features. Monies spent under the program, for example, could only be applied to, "education or instruction that was supplementary to and distinct from the general educational system of the province . . . ." <sup>110</sup> No monies could be applied to higher educational courses. The Federal Government insisted on the right to inspect all projects carried out under the terms of the Act and the provinces were required to submit monthly reports, semi annual financial statements, and such other evidence as was felt necessary by the Federal Minister of Labor. Finally the agreement spelled out those categories of expenditures considered legitimate within the context of the legislation. These included,

- (a) Purchase or rental of land, buildings, furnishings and equipment to be used for vocational education.
- (b) Remuneration and travelling expenses for persons

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<sup>109</sup> Ibid.

<sup>110</sup> See Annex "D".

employed for the purposes of administration of vocational education and all expenses incidental to such administration.

(c) Remuneration of teachers employed to conduct vocational education classes.

(d) Training of teachers specifically for educational work.<sup>111</sup>

The terms of the Technical Education Act of 1919 were initially to expire in 1929. In order that all provinces could earn their maximum benefits under the legislation, however, the provisions of the Act were extended periodically up to 1949. In total, over twenty million dollars were appropriated during the thirty years of the operation of this legislation of which the provinces expended only slightly over ten million. The record of annual appropriations and expenditures as well as provincial disbursements is tabled at Appendix VI.

An examination of the information contained in Tables I and II of Appendix VI is revealing. The only province to make full use of its earning power under the Act was Ontario. Alberta ranked next even though its total appropriations were among the smallest in the country. Quebec and British Columbia earned just over one-half of their potential benefits and the remainder of the provinces only earned between twenty to twenty-five percent of their maximum benefits. In the sources examined for this paper little explanatory comment has been made with respect to these statistics but a number of factors

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<sup>111</sup> Ibid.

suggest at least a partial explanation. During the period in question, for example, the bulk of Canada's industrial activity was centered in Ontario and certain parts of Quebec. These areas were thus in the best position to take advantage of the Federal program quite apart from the fact that they also contained the most heavily populated regions in Canada and, in accordance with the grant formula, were entitled to the most monies.

There were other problems as well. As the legislation of 1919 was not very explicit in so far as what did and did not constitute a legitimate item of expenditure further clarification was sought from the Federal Government. The Minister of Labor replied to these queries in the annual report for 1920 when he explained;

"Technical Education," as defined in section 2 of the Act, "means and includes any form of vocational, technical or industrial education or instruction approved by agreement between the minister and the Government of any province as being necessary or desirable to aid in promoting industry and the mechanical trades, and to increase the earning capacity, efficiency and productive power of those employed therein." According to this definition, technical education may include any form of education or training which will fit a boy or girl for useful employment in any chosen vocation. The chosen vocation may be in the field of manufacturing, engineering, commerce, trades, fisheries, agriculture, home-making, professions, etc. "Technical" and "industrial" are thus included in "vocational" education. The latter term, being the most comprehensive and the one generally used in the United States, will in future be used to include all work to be promoted under the provisions of the Act.

5. While the above definition of technical education is very broad and comprehensive, it was clearly not intended that the Act should provide assistance for work already organized or established. Consequently the work



to be promoted under the provisions of the Act has been limited to vocational education which has not been provided for except in a minor degree. The vocations for which education and training have been established are: (1) the professions (involving a degree), (2) teaching (elementary and high school), (3) agriculture -- a federal grant has been given for this work. In accordance with the above, all work of college grade (courses leading to a degree), the training of nurses, the training of teachers for elementary and high schools, and agricultural education have been excluded from the benefits of the Act. The work of the elementary schools and the academic courses in high schools, including manual training, are excluded because they are not vocational, and because they have been long established and provided for.

With the above note classes of educational work eliminated, the field for vocational training is fairly well defined." 112

He also observed that,

"12. At the present time the work in every province is suffering from an inadequate supply of properly trained teachers. For this work a special training is necessary. Existing institutions which are equipped to train teachers for ordinary educational work are of no use for this purpose. An institution equipped and staffed for this special purpose must be provided if properly qualified teachers are to be secured. It is within the financial possibilities of the provinces of Ontario and Quebec to provide teacher-training institutions which will meet their own needs, but at the present time it would be too great a burden for the other provinces. Under these conditions the best solution of the problem would obviously be the establishment of one institution for the whole of Canada through the co-operative effort of all the provinces. This solution would not only be the most economical but it would be the most efficient. Another possible solution would be co-operative action by the four western provinces and similar action by the eastern provinces. The first solution would not only provide the necessary teachers but it would serve to create a national spirit and a unity of purpose which are the corner stones on which a nation is built." 113

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112 Canada, "Annual Report of the Deputy Minister of Labor," Sessional Papers, 1921, No. 3, vol. VI, p. 105-106.

113 Ibid.

Suffice to say that the proposed national training centre never materialized and the problems connected with the proposal persisted.

Although there were inconsistencies with respect to the benefits accrued under the Act between the various provinces and problems connected with the application of its provisions positive results were obtained. In 1926 the Department was able to report that,

"Seven years ago the Dominion Government undertook to assist the provinces in promoting and developing technical or vocational education for industrial workers. If the results be measured by the immediate benefits to industry, one might reach the conclusion that very little has been accomplished. If, on the other hand, a comparison be made between the efforts to prepare young people for industrial life in 1919 and the work which is being done by vocational schools to-day, one cannot escape the conclusion that much progress has been achieved. The educational systems of every province have been expanded and new courses and methods of instruction are being developed to provide suitable training and instruction for those children who go to work during the 'teen age and for industrial workers who wish to continue their education and increase their earning capacity.

Each province has had its peculiar problems and limitations and each has undertaken the work in its own way. There has been no national policy for vocational education nor has any attempt been made to impose a new organization or system of training on any province. The Technical Education Branch of the Department of Labour has recognized the right of each province to control educational affairs and has confined its efforts to spreading information about vocational education, assisting local and provincial boards when requested, and confining federal grants to work which is designed to educate people for industrial life. Each province has manifested an earnest desire to carry out the intention of the Technical Education Act. Despite the differences in industrial development, density and origin of population, and educational policies, there has been an increasing tendency towards co-operative action on the part of the provinces.

The efforts of the past seven years have been concentrated on expanding and improving school systems. Until recently, little has been done towards promoting training in industry and co-operative action between the schools and industrial organizations. Very promising developments along these lines are taking place in Halifax, Montreal, Hamilton and other cities. It is expected that during the next few years rapid progress will be made in linking the school with industry so that each may do its share in training Canada's future workers.

A splendid start has been made in several branches of vocational education, but some important divisions of the work have not yet been started in the majority of the provinces. In no province has a program been undertaken which meets the educational and vocational requirements of all children."<sup>114</sup>

An indication of the numbers of teachers and students involved in the programs that resulted from this legislation is recorded in Table III of Appendix VI.

Between the expiry of the Technical Education Act of 1919 and the passage of the Vocational Training Coordination Act in 1942 there were three developments in connection with the type of educational program under discussion in this chapter. In 1931 the Federal Government enacted a further Act for the promotion of vocational education in Canada that appropriated \$750,000 annually for a period of fifteen years. The exigencies of the Depression being what they were, however, no agreements were entered into by the provinces under this legislation. Under the authority of the Relief Acts of 1930 and 1932 the Federal Government attempted to establish educational programs in the various relief camps set up to help

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<sup>114</sup> Canada, "Annual Report of the Department of Labor," Sessional Papers, 1927, p. 64.

combat the effects of the Depression. The relief camp program was discontinued in 1936 because it was felt that its results were of marginal value and the Federal Government also decided to change its policy in such matters.<sup>115</sup> The third development concerned an institution called the Frontier College. This institution was first incorporated in Ontario in 1914 to establish educational programs, "for workers in lumber camps, railroad construction camps, mining centres . . . especially in the frontier areas" of Canada.<sup>116</sup> In 1922 the College was Federally incorporated and in 1936 the Federal Government began issuing yearly grants towards the operation of the College's programs. From their inception to the present these grants have ranged between five and ten thousand dollars annually and have totalled \$253,000.00.

## II

### THE VOCATIONAL TRAINING COORDINATION ACT

(VTCA)

1942

The history of the Vocational Training Coordination Act began in 1936 with the establishment of the National Employment Commission. While the programs of the first

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115 Miller, op. cit., p. 357.

116 Ibid., p. 655.

Technical Education Act were designed to create an industrially competent sector within Canadian society, the Federal programs after the Depression were directed to solving the problem of unemployment by increasing the employability of the Canadian people in the face of uncertain industrial conditions. The functions of the Commission were outlined as follows;

- "(a) carry out as soon as possible a national registration and classification of persons on relief in co-operation with the provinces, municipalities and private and public bodies;
- (b) recommend to the Minister conditions to be complied with by any province obtaining grants for relief purposes from the Government of Canada;
- (c) recommend to the Minister effective means of mobilizing the agencies for relief both state and voluntary, and so co-ordinating their work as to avoid overlapping and abuses, and to secure when necessary, an effective supervision and auditing of expenditures of all moneys;
- (d) investigate and report upon proposals for the carrying out of programs of public works and other projects to aid in providing employment;
- (e) recommend to the Minister measures with respect to programs of public works and projects of the Dominion, the provinces, the municipalities, and other agencies, intended to aid in providing employment in a manner which will serve to mobilize and co-ordinate their activities;
- (f) investigate and report to the Minister on measures of co-operation with commercial and industrial groups in devising means under which provision may be made for the maintenance and increase of employment;
- (g) investigate and report to the Minister upon plans for the establishment of an apprenticeship system in industry;
- (h) investigate and report upon ways and means of providing employment for disabled persons, and co-operate with the Veteran's Assistance Commission in its efforts to secure suitable employment for ex-soldiers;
- (i) recommend to the Minister comprehensive measures constituting long-range plans of national development

which may be proceeded with or discontinued from time to time as conditions may determine;

- (j) take such steps to ensure such publicity as in the opinion of the commission may be necessary to enable it effectively to discharge its powers and duties." 117

The first program of educational significance to result from the Commission's work was the Youth Training Program of 1937. This program was first established under the Unemployment and Agriculture Assistance Act of that year. In 1939 when this Act expired the Program was carried on under the authority of new legislation, the Youth Training Act of 1939. Under the provisions of this Act four and one-half million dollars was appropriated over a three year period for the purposes of, "promoting and assisting in the training of unemployed young people to fit them for gainful employment in Canada." 118 Expenditures were to be made on a cost-sharing basis, each participating party contributing fifty percent of the costs of such training. As in other agreements of this type final approval of projects rested with the Federal Government.

Four types of activity were to be encouraged under this act, as follows;

- "1. Work training projects related to forestry and mining, designed to conserve and develop natural resources and afford work and training to young men;

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117 Canada, "An Act to establish the National Employment Commission," Statutes of Canada, 1936, C. 7.

118 Canada, "An Act to provide for the Training of Young People to fit them for Gainful Employment," Statutes of Canada, 1939, C. 35.

2. Occupational training, designed to fit young men and young women for specific occupations of a skilled or semi-skilled nature;
3. Courses for rural young men and women to provide the necessary theoretical and practical knowledge which would enable them to obtain a better economic return from their home farm and to improve the comfort of rural home life; and
4. Physical recreation and health projects, designed to maintain the morale and increase the physical fitness of young people." <sup>119</sup>

The outbreak of the Second World War in 1939 resulted in major changes being made with respect to the above restrictions, however, and the following activities were added to those already stated;

- "(1) Classes to train young men as air mechanics. Originally designed either for military or civil aviation, or aircraft manufacturing, on the outbreak of war these classes were confined to train young men who expressed a desire to enlist in the R.C.A.F. as skilled mechanics. These classes followed the R.C.A.F. curricula. Provision was made for payments to the provinces of an additional sum over and above the 50 per cent set out in the agreement for every air mechanic trainee who enlisted in the R.C.A.F. after January 1, 1940.
- (2) Student aid, a project to assist young people of proven academic merit, who were in financial need, to enter upon or to complete a course of training leading to a degree in a university. Maximum assistance to any individual was not to exceed \$200 for the academic year." <sup>120</sup>

The Second World War necessitated a number of dramatic adjustments within Canadian society not the least of which concerned the temporary paramountcy of the Federal Government

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<sup>119</sup> Canada, Annual Report of the Department of Labor, 1939, p. 72-73.

<sup>120</sup> Ibid., 1940, p. 102.

under the War Measures Act in traditionally provincial jurisdictions. One of the products of this situation was the development of a War Emergency Training Program which encompassed not only the activities developed under the Youth Training Program but others as well. In total, ten programs were launched under this scheme at a cost of over twenty-two million dollars. The programs and expenditures made under each are tabled below.\*

TABLE XIII

DEPARTMENT OF LABOR

WAR EMERGENCY TRAINING PROGRAM

(1940 - 1946)

<u>PROGRAM</u>	<u>EXPENDITURE</u>
1. WAR WORK TRAINING	11,012,563.63
2. AIR TRAINING (TRADES AND TECHNICIANS)	3,847,206.99
3. VOCATIONAL TRAINING (DISCHARGED ARMED FORCES PERSONNEL)	3,596,152.91
4. MANAGEMENT TRAINING (UNIVERSITIES ONLY)	70,109.54
5. SUPERVISORY TRAINING	
6. UNIVERSITY GRANTS AND STUDENT AID (UNIVERSITIES ONLY)	518,841.13
7. DAY CARE CENTERS	680,107.29
8. ASSISTANCE TO VOCATIONAL SCHOOLS	3,047,038.40
9. TRAINING FORMER WAR WORKERS	6,338.56
10. REPLACEMENT OF VOCATIONAL TRAINING EQUIPMENT	<u>20,155.35</u>
TOTAL	<u>22,209,563.13</u>

Source: Public Accounts of Canada (1940 - 1945)

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\* A detailed itemization of provincial disbursements is tabled at Appendix VI, Table IV.



The significance of the War Emergency Training program lies in the precedents that it established with respect to the Federal Government's educational activity, some of which were carried on in later programs, as will be demonstrated.

With the expiration of the Youth Training Act in 1942 the country was hardly in a position to let such activities lapse. By this time the protracted nature of the war had become apparent and correspondingly the nature of the effort needed to win it. In 1942, therefore, the Vocational Training Coordination Act was passed with the objective of bringing the various existent vocational training programs under the jurisdiction of one administrative body (The Vocational Training Advisory Council), to coordinate and develop the post-war activities in the field. Under the provisions of the Act the Minister of Labor was empowered to undertake projects to provide training;

"(a) to fit persons for employment for any purpose contributing to the efficient prosecution of the war whether in industry or the armed forces;

(b) to fit for any gainful employment former members of any of His Majesty's Forces who were at the time of entitlement domiciled in Canada or any other persons with respect to whom authority for the granting of vocational training is vested in the Minister of Pensions and Health, if such former members or other persons are approved for such training by such Minister.

\*(c) to fit for any gainful employment persons directed by the Unemployment Insurance Commission to attend a course of training pursuant to section twenty-eight of The Unemployment Insurance Act, 1940; and

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\* In 1942 this section was amended to read; "to fit unemployed persons for gainful employment."

(d) to fit persons for employment for any purpose contributing to the conservation or development of the natural resources vested in the Crown in the right of Canada.

(2) The Minister may undertake and direct research work pertaining to vocational training and may undertake the dissemination of information relating to such training.

4. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement covering any period with any province to provide financial assistance for

(a) any project, undertaken in the province, to provide vocational training for any of the purposes set out in section three of this Act;

(b) the continuation after March thirty-first, 1942, of any project for training heretofore carried on in the province under The Youth Training Act, 1939;

(c) any vocational training project for the conservation or development of the natural resources vested in the Crown in the right of the province;

(d) the development and carrying on by the province of any project recommended by the Council to provide Vocational training for apprentices or supervisors in any industry; and

(e) the development and carrying on after the present war of vocational training on a level equivalent to secondary school level.

(2) No agreement made in respect of any of the matters set out in paragraphs (b) to (e), both inclusive, of subsection one of this section, shall provide for payment to the province of a percentage of the cost of any vocational training project, including the cost of the training facilities, in excess of the percentage of such cost contributed by the province." 121

In total, the Federal Government spent sixty-one million dollars on vocational training during the period that the Act was in effect.

With the cessation of international hostilities in 1945 the emphasis in vocational training was placed on attempting to solve the problems of post-war adjustment.

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121 Canada, "An Act respecting Vocational Training in Canada," Statutes of Canada, 1942, C. 34.

Between 1945 and 1960 (the period during which the Vocational Training Act [VCTA] was in force) there were a number of programs that were developed and abandoned as the need arose or disappeared. A general description of these programs and their duration follows.

## I Youth Training

--begun in 1938, this program was continued until 1960. After 1945 this scheme had two basic characteristics. The first part consisted of projects for those between 16 and 35 years of age mainly in the agricultural domain consisting of home and handicraft classes, general agricultural courses, specialized agricultural courses (farm mechanics, implement repair, etc.), and related activities. The second part consisted of assistance to students for post-secondary education. This program itself had two operational modes. In the first, assistance was given as a grant or loan or combination of both at the discretion of the province. The second consisted of grants from a special fund furnished solely by the Federal Government to assist students who were non-residents of a province. In addition, the Federal Government paid monies direct to the universities as a grant to assist them in meeting additional costs of accelerating courses in medicine and dentistry. The total expenditures, disbursements and enrolments, under this program are tabled at Appendix VI

## II Apprentice Training

-- under the provisions of an order in council apprentice training agreements were entered into with the provinces (with the exception of P.E.I. and Quebec). This program was carried on from 1945 to 1960 and consisted of providing funds for the training of apprentices registered under provincial legislation in part and full time classes and/or correspondence courses. The monies were expended for such items as instructors salaries, materials and supplies, and training allowances. Statistics for this program are presented at Appendix VI, Table IX.

## III Armed Forces Training and Training for Defence Industries

-- this program covers a number of separate activities of the VCTA and for reasons of simplicity they have been grouped under this heading. In 1945 there were three programs in operation within this category; industrial training, training tradesmen for the armed forces, and rehabilitation training. Each of these programs is self explanatory. Also included under this heading, although not a part of it, are training for discharged members of the armed forces and the training of civilian workers for peacetime occupations. In 1956 this program was changed to encompass only the training of personnel for the armed forces. The statistics for this program are given at Appendix VI, Table X.

#### IV Assistance to Vocational Schools

-- by order in council (P.C. 1648) in 1945 provision was made,

"for Dominion financial assistance to the provinces for vocational training on the secondary school level. It authorized an agreement covering a ten-year period with a Dominion appropriation of \$2,000,000 per annum. A small amount of this will be given as an outright grant (\$5,000 to Prince Edward Island and \$10,000 to each of the other provinces) while the balance will be allotted among the provinces according to the number of young persons 15 to 19 years of age in each province, as shown in the last census. The province will match the Dominion contribution each year. The Order in Council listed the various items for which this Dominion annual allotment could be used. The Order in Council also provided a Dominion Allotment of \$10,000,000 to be matched by a provincial contribution and to be used for capital expenditures for buildings and equipment, provided all such expenditures were made in the three-year period ending March 31, 1948, and provided further that the rehabilitation training of industrial workers or veterans would have priority in the use of all facilities furnished by this fund. Negotiations were commenced with the provinces to obtain their views about their entrance into this type of agreement." 122

This program continued in operation from 1945 to 1960.

Expenditures are recorded at Appendix VI.\*

#### V Training for Employment and the Unemployed

-- an outgrowth of the industrial training program of earlier times this program was instituted in 1947. Between 1947 and 1952 this program operated under the heading of

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122 Canada, Annual Report of the Department of Labor, 1945, p. 57.

\* In 1947 a further program of assistance to vocational schools was instituted in the form of funds given to provinces and municipalities to replace equipment seriously depreciated under the War Emergency Training Program.

training for employment. After 1952 it was changed by order in council to Unemployed Workers Training, a title which was continued until the expiration of the program in 1967.

Detailed statistics are given in Appendix VI.

#### VI Foremanship and Supervisory Training

-- this program was initiated in 1948 to train personnel for positions of responsibility in industry. As can be seen from the accompanying Table at Appendix VI, all provinces did not participate in this program.

#### VII Correspondence Courses

-- this program involved federal subsidization of correspondence courses for educational upgrading and was initiated in 1951. Statistics for this program from 1951-1956 are tabled at Appendix VI.

#### VIII Training for the Disabled

-- in 1954 a new schedule was added to the activities of the VTCA which was designed to provide for the training of handicapped civilians. Expenditures, disbursements, and enrolments under this program are tabled at Appendix VI.

In 1954, the Vocational Training Coordination Act (CVTCA) was amended to give legislative sanction to changing needs and priorities in the field. Under the amended Act the powers of the Minister of Labor were broadened to include payments, "to fit persons for employment for any purpose in

the national interest."<sup>123</sup> The permissible categories for expenditure under the new legislation included all of those itemized in the Act of 1942 and in addition,

" . . . the development and carrying on of vocational training on a level equivalent to secondary school level; . . . any training project for the purpose of rehabilitating disabled persons or fitting them for gainful employment . . . and, any training project to increase the skill or efficiency of persons engaged in agriculture, forestry, mining, fishing, or in any other primary industry in Canada, or in homemaking."<sup>124</sup>

Two additional programs were established under the Act, one to train personnel for service in the Federal Government and the other in homemaking and primary industry training. The statistics on expenditures and enrolments within these programs are tabled at Appendix VI.

Provincial participation in the programs developed within the context of the VTCA varied according to the program. While the benefits to be gained by such participation were no longer tied to the respective provincial populations, the degree to which a province had developed its primary and secondary industries tended, once again, to give the advantage to provinces like Ontario, Quebec, and Alberta. An examination of the material contained in Appendix VI reveals that the province of Quebec did not participate in three of the nine programs registered under the Act and only partially in two

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<sup>123</sup> Canada, "An Act to amend the Vocational Training Coordination Act," Statutes of Canada, 1954, C. 45.

<sup>124</sup> Ibid.

others.\* The explanation of Quebec's behaviour with respect to Federal-Provincial agreements having educational or social repercussions during the period 1945 - 1960 has been well documented by historians and political scientists and need not be gone into in detail here except to observe that it was the product of the province's distrust of the Federal Government and/or any scheme that appeared to threaten the French-Canadian culture and identity. The Maritime and Prairie Provinces were least able to benefit from the provisions of the Act in large part because their economies were based on primary industries and lacked the sophistication and diversity necessary to take maximum advantage of the Act. Despite these inconsistencies, however, it was apparent that all provinces were able to benefit in some measure from the provisions of the VTCA and particularly in so far as the establishment and provisions of vocational training facilities was concerned.

### III

#### THE TECHNICAL EDUCATION ACT

(1961)

In 1961 the VTCA Program was abandoned and a new vocational training scheme instituted under two pieces of legislation, The Vocational Rehabilitation of Disabled Persons

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\* That is only for part of the time of the duration of the Act's provisions.



Act and the Technical and Vocational Training Assistance Act.

With respect to the latter the Minister of Labor was authorized to;

" . . . enter into an agreement with any province, for a period not exceeding six years, to provide for the payment by Canada to the province of contributions in respect of the costs incurred by the province in undertaking a program of technical and vocational training in the province

- (a) for unemployed persons;
- (b) for the training of persons in technical or vocational courses given in regular secondary schools in the province where such training is given as part of the regular secondary school program;
- (c) for the training of persons as teachers, supervisors or administrators to carry out technical or vocational training programs;
- (d) for persons over the regular school leaving age, who have left school and who require training to develop or increase occupational skill;
- (e) for apprentices;
- (f) for supervisors in industries;
- (g) for the training of persons in the skills of science or technology and the application thereof, except where such training is designed for university credit;
- (h) for disabled persons; and
- (i) for the training of persons in the type of program described in section 8."<sup>125</sup>

The contributions payable to any province entering into an agreement with the Federal Government under this legislation were specifically enunciated as follows;

"(2) The contributions payable by Canada to a province under an agreement made pursuant to this section shall be the aggregate of the following costs incurred by the province in providing a technical and vocational training program in the province pursuant to the agreement:

- (a) in respect of the costs attributable to the provision by the province of a technical and vocational

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<sup>125</sup> Canada, "An Act respecting Technical and Vocational Training Assistance," Statutes of Canada, 1960-61, C. 6.

training program for unemployed persons, seventy-five per cent thereof, or such lesser percentage thereof as may be specified in the agreement;

- (b) in respect of the costs attributable to the provision by the province
  - (i) of a technical and vocational training program of the type described in paragraphs (c) to (h) of subsection (1), fifty per cent thereof, and
  - (ii) of a technical and vocational training program of the type described in paragraph (i), of subsection (1), one hundred per cent thereof, or such lesser percentage thereof as may be specified in the agreement; and
- (c) in respect of the costs for a year attributable to the provision by the province of a technical and vocational training program of the type described in paragraph (b) of subsection (1), an amount equal to the aggregate of
  - (i) such amount as is specified in the agreement to be payable to the province for the year in respect of the provision by the province of such program, and
  - (ii) such additional amount, calculated on the basis of the youth population of the province for the year, as is determined in the manner specified in the agreement,not exceeding, however, fifty per cent of the costs for the year attributable to the provision by the province of such program.

(3) In this section,

- (a) "costs" incurred by a province means the costs incurred by the province determined as prescribed in the agreement made under this section between the Minister and the province, but does not include any capital expenditure incurred by the province on training facilities; and
- (b) "regular school leaving age" and "regular secondary school program" in respect of a province have the meaning given to them in the agreement made under this section between the Minister and the province.

(4) For the purposes of this section,

- (a) the costs attributable to the provision by a province of a technical and vocational training program of a type described in paragraphs (c) and (g) of subsection (1) shall be deemed to include any amount expended by the province as financial assistance to any person being trained under such a program, where such expenditure is

- (i) for the purpose of enabling the person to participate in such a program, and
  - (ii) in accordance with the terms and provisions of the agreement made under this section between the Minister and the province; and
- (b) the youth population of a province for a particular year shall be deemed to be the number of persons in the age group of fifteen to nineteen years of age inclusive, of the province, as ascertained by the most recent census of Canada preceding the particular year and certified by the Dominion Statistician."<sup>126</sup>

The Act also provided separate arrangements for capital expenditures as follows;

"4. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement with any province for a period not exceeding six years to provide for the payment by Canada to the province of contributions in respect of the capital expenditure incurred by the province on training facilities.

(2) The contributions payable by Canada to a province under an agreement pursuant to this section shall be the aggregate of

- (a) fifty per cent of the capital expenditure incurred by the province on training facilities;
- (b) twenty-five per cent of the capital expenditure incurred by the province on training facilities before the first day of April, 1963; and
- (c) twenty-five per cent of the capital expenditure incurred by the province after the 31st day of March, 1963 for the alteration or repair of premises and the purchase of machinery and equipment, under circumstances specified in the agreement, where such alterations repairs and purchases are for the purpose of providing a technical and vocational training program for unemployed persons.

(3) In this Act, the expression "capital expenditure" incurred by a province on training facilities means the capital expenditure incurred by the province on such facilities determined as prescribed in the agreement made under this section between the Minister and the province."<sup>127</sup>

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<sup>126</sup> Ibid.

<sup>127</sup> Ibid.

Provision was also made for the continuation of programs initiated under the VCTA or Youth Training Act and for the establishment of a National Technical and Vocational Training Advisory Council to administer the Program. In addition, there was a new function included in the Act dealing with the Federal authority. Under the heading Federal Research and Programs;

"7. (1) The Minister may undertake and direct research in respect of technical and vocational training and without restricting the generality of the foregoing, may undertake and direct research in respect of any of the following matters:

- (a) trade analysis course content;
- (b) training aids, examinations and standards;
- (c) the changing needs of the economy for trained workers;
- (d) the relationship between technical and vocational training and the needs of the economy; or
- (e) any studies that, in the opinion of the Minister, would assist in improving technical and vocational training in Canada.

(2) The Minister may, where he deems it appropriate, undertake and direct any research referred to in subsection (1) in co-operation with any province or all provinces.

(3) The Minister may collect, compile, analyse, abstract and publish information relating to any research undertaken and directed by him pursuant to this section."<sup>128</sup>

Under the new act twelve basic programs were established as follows;<sup>129</sup>

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<sup>128</sup> Ibid.

<sup>129</sup> Canada, Annual Report of the Department of Labor, 1962, p. 77-81.

- I Capital Expenditures Program -- covered the building and equipping of new schools and institutes, as well as extensions and alterations to existing schools. In 1962, Ontario and Alberta committed themselves for the most part to the provision of vocational high school facilities. In other provinces the emphasis was put on institutes of technology and trade schools or on adult vocational schools. Each province was free under the Agreement to direct its assisted building program to meet its most pressing training requirements.
- II Vocational High School Training -- this agreement provided for federal sharing in the operating costs of courses in which at least one half of the school time is devoted to technical, commercial and other vocational subjects and which were designed to prepare students for entry into employment by developing occupational qualifications. The federal Government was to contribute up to a total of \$15,000,000 to all provinces and territories over the six-year period April 1, 1961 to March 31, 1967, with a maximum contribution of \$3,000,000 in any one year.
- III Technician Training Program -- The program was designed to assist in relieving an acute and persistent shortage of technically trained people at the sub-professional level. Assistance was made available for training that reaches an agreed standard of qualification in the principles of science or technology and other fields with emphasis on the application thereof, except where such training was designed for university credit. Allowances were also provided to assist students in full time training under this program.
- IV Trade and Other Occupational Training -- to provide pre-employment training or retraining for persons over the compulsory school attendance age who had left elementary or secondary school and who required such training to develop or increase occupational competence or skills.
- The program provided training for many workers in primary industry, and for others preparing for entry to apprenticeship or those requiring a knowledge of only certain aspects of a trade. As with the program of Training for the Unemployed, apprentices indentured and registered under provincial apprenticeship legislation received their regular trade training under the Apprenticeship Training Agreement, rather than under this program. Program instruction could be given in full-time, part-time, day or evening classes, by day or block release or by correspondence courses. Courses of training were from a few days to two years in duration.

- V Training in Cooperation with Industry -- This new program under the new Agreement was designed for particular application to employed workers in single industries or groups of industries. Provincial training authorities and the industries themselves joined in arranging and financing the courses offered and the Federal Government shared the expenditures incurred by the provinces. Under the former agreements, supervisory training was a separate program. Facilities established for other programs were sometimes utilized for upgrading and retraining classes. The new Program consolidated previous training efforts and sought to enlist the active participation of industrial groups.
- VI Training for the Unemployed -- This program involved training for those registered with the National Employment Service as unemployed. Trainees were selected jointly by provincial officials and the National Employment Service and given short intensive courses of training for occupations that offered a reasonable opportunity for regular employment.
- VII Training for the Disabled -- provided for technical or vocational training, retraining, or vocational assessment, of any disabled person who, because of a continuing disability, required training to fit him for employment in an occupation that was suitable in his case. Such disabled persons were selected for training by special committees representing provincial and federal governments, and the costs were shared equally between the Federal Government and the province concerned.
- VIII Training of Technical and Vocational Teachers -- for training occupationally competent persons as teachers, supervisors and administrators of technical or vocational training programs to be conducted in vocational schools, institutes or in industry. Financial assistance was provided for students in full-time training under this program.
- IX Training for Federal Departments and Agencies --  
The Agreement provided for the Federal Government to reimburse the provinces for the full amount of their expenditures for training provided in skilled, semi-skilled or other occupations for members of the Armed Services. It provided further for the Federal Government to contribute up to 100 per cent of the cost of training programs operated by the provinces at the request of the Minister of Labour for employment in a Federal Government department or for employment related to the activity carried on by such department or agency.

In the case of the classes for marine engineers and navigators, the majority of whom were not Federal employees, the Federal Government assumed responsibility for 75 per cent of the training costs. Similar programs for marine personnel were established in Newfoundland, Nova Scotia and British Columbia.

In addition to this program, the Branch arranged with the provinces to engage instructors for schools operated by the Armed Services. There were 174 civilian teachers employed in such schools in Quebec, Ontario, Manitoba, Saskatchewan, Alberta and British Columbia. They were mainly academic teachers for soldier apprentice classes, language teachers in the language schools, and technical teachers in the various technical training establishments. They were all employed teaching enlisted personnel.

- X Student Aid -- university students and nurses-in-training were awarded outright grants, loans or a combination of both under the Student Aid program. Selection of candidates for this assistance was made by committees in each province and was on the basis of scholastic ability and financial need. Aid was given to university students in degree-granting courses other than theology, and to nurses-in-training in approved courses for professional nurses. The maximum that was granted to any university student in one year was \$1,000; for nurses-in-training the maximum annual grant was \$200 per trainee.
- XI Technical and Vocational Correspondence Courses -- this program enabled the Federal Government to share with the provinces in the cost of preparing and revising vocational correspondence courses recommended by an interprovincial committee, provided that such courses were made available to all residents of Canada at the same fee as was charged in the author province.
- XII Apprenticeship Training Program -- this Agreement, first entered into by the Federal Government and the governments of the provinces in 1944, provided for the Federal Government to share equally with the provinces in the costs of training programs for apprentices.

In order to simplify the presentation of the statistical material connected with this Act four categories of expenditure have been devised as follows:

- I Capital Assistance to High Schools
- II Vocational High School Training
- III Technician, Trade, and Industrial Training
- IV Technical and Vocational Teacher Training and Upgrading

The detailed expenditures and enrolments under these categories are presented at Appendix VI, Tables XVIII to XX, while the total appropriations and expenditures are presented at Tables II and III of the Appendix. The bulk of the monies spent during the period of this legislation's operation were used to finance the construction of vocational training facilities in the nation's high schools and the training of students and teachers in the field. In large part this pattern of expenditure explains the reasons for the passage of the Act. As has been noted earlier, the post-war years (1946 - 1966) were 'boom' years for Canada's economy wherein the industrial and manufacturing sectors expanded greatly creating a commensurate demand for skilled workers. The Technical Education Act of 1961 was clearly designed to encourage the development of adequate educational facilities to fill the need. Once again, however, while all provinces availed themselves of the benefits of the Act not all benefitted to the same extent as can be seen from the evidence presented in Table XVIII at Appendix VI. With respect to the implementation of the legislation the Department noted that,

"Education, in so far as governments are concerned, is a provincial responsibility and, since vocational training is generally regarded as an integral part of the established educational system in each province, the federal Department of Labour has refrained from operating



its own training programs and has relied on the provinces to provide suitable training for all purposes as set forth in the Act." 130

In the same year that the Technical Education Act was passed, the Federal Government gave special attention to the problem of disabled workers in Canada. Under the terms of the Vocational Rehabilitation of Disabled Persons Act of 1961 the Minister of Labor was empowered to;

" . . . enter into an agreement with any province, for a period not exceeding six years, to provide for the payment by Canada to the province of contributions in respect of the costs incurred by the province in undertaking in the province a comprehensive program for the vocational rehabilitation of disabled persons.

(2) The contributions payable by Canada to a province under an agreement made pursuant to this section shall be fifty per cent of the costs incurred by the province in providing the program referred to in subsection (1).

(3) In this section, "costs" incurred by a province means the costs incurred by the province determined as prescribed in the agreement made under this section between the Minister and the province, but does not include any amounts expended by the province in respect of

- (a) any disabled person eligible for vocational rehabilitation under the Veterans Rehabilitation Act; or
- (b) any disabled person whose disability is the result of an injury in respect of which benefits are payable to him under any workman's compensation law.

(4) In this section, the expression "comprehensive program for the vocational rehabilitation of disabled persons", in respect of a province, means a vocational rehabilitation program for disabled persons as defined in the agreement made under this section between the Minister and the province, and, without restricting the generality of the foregoing, includes such of the following services and processes of restoration, training and employment placement as are specified in the agreement, namely:

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130 Canada, Annual Report of the Department of Labor, 1962, p. 75.

- (a) assessment and counselling services for disabled persons;
  - (b) services and processes of restoration, training and employment placement designed to enable a disabled person to dispense with the necessity for institutional care or the necessity for the regular home service of an attendant;
  - (c) providing for utilizing the services of voluntary organizations that are carrying on activities in the province in the field of vocational rehabilitation of disabled persons;
  - (d) the training of persons as counsellors or administrators to carry out programs for the vocational rehabilitation of disabled persons;
  - (e) the co-ordination of all activities in the province relating to vocational rehabilitation of disabled persons; and
  - (f) such other services and processes of restoration, training and employment placement in respect of disabled persons as are specified in the agreement.
- (5) An agreement made under this section between the Minister and a province shall set out how and by what manner the various services and processes of restoration, training and employment placement in respect of disabled persons that constitute the provincial program for the vocational rehabilitation of disabled persons as defined in the agreement, will be made available to disabled persons in the province." 131

In addition, the Act also provided for the establishment of Federal research programs and a national advisory council. The disbursement of monies to the provinces under this legislation is tabled at Appendix VI, Table XXI. In total, during the period 1962-1970 nearly fourteen million dollars was expended.

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131 Canada, "An Act respecting the Vocational Rehabilitation of Disabled Persons and the Coordination of Rehabilitation Services," Statutes of Canada, 1961, C. 26.

IV

THE ADULT OCCUPATIONAL TRAINING ACT

The era of technical and vocational training assistance that had begun in 1919 and was accelerated after the Second World War came to an end in 1967. It was preceded by a major reorganization of Federal Government agencies which affected the Department of Labor as follows:

"The directives in P.C. 1965-2283 authorized the transfer of parts of the Department of Labour (under their existing titles) to the Department of Citizenship and Immigration: National Employment Service, Civilian Rehabilitation Branch, Technical and Vocational Training Branch, Manpower Consultative Service; and parts of five other Branches: Economics and Research Branch, Information and Labour Gazette Branch, Administrative and Financial Services Branch, Personnel Administration Branch, and Special Services Branch.

Authority for administration of the Technical and Vocational Training Assistance Act, The Vocational Rehabilitation of Disabled Persons Act, and Sections 21 and Part II of the Unemployment Insurance Act, was transferred to the Department of Citizenship and Immigration.

Thus, as of January 1, 1966, the Department consisted of three sectors: the Immigration Branch; the Citizenship, and Citizenship Registration Branches; and the new Manpower sector. Immediately following this date, reorganization of the Immigration and Manpower sectors was put into effect in accordance with the manpower policy objectives of the Government. It should be noted that, under the Government Organization Act, the Citizenship and Citizenship Registration Branches were subsequently transferred to the Department of the Secretary of State, with effect from October 1, 1966.

Apart from the Citizenship branches, the re-constituted Department was organized early in 1966 into two operating divisions -- Manpower and Immigration -- and four support services. The Manpower Division embraces the former National Employment Service and the operational parts of the units transferred from the Department of Labour. By the end of the fiscal year, the new Department had taken the first steps towards reorganizing these components into a unified service which will become able to provide

comprehensive information and counselling about employment and training to all members of the labour force, and therefore be in a position to provide employers with an effective service for the placement of suitable people into vacant jobs." <sup>132</sup>

In the same year the Federal Government introduced a system of training allowances for those undergoing technical and vocational training for the purposes of re-qualifying in a new field of endeavor. Under the provisions of the enabling legislation the provinces could be compensated up to one hundred percent of the costs for basic training allowances payable at the rate of \$35.00 per week and such percentage (up to 90%) of the costs of supplementary allowances for items such as family circumstances and living costs. <sup>133</sup>

In 1967, in line with a new Federal policy, the Adult Education Act was passed and a significant shift was made in vocational training priorities. All programs under the Youth Training Act, VTCA, and Technical Education Act of 1961 were to be phased out and Federal energies were henceforth to be devoted entirely to the field of adult education. Under the Act an adult was defined as, "a person whose age is at least one year greater than the regular school leaving age in the province in which he resides," and an adult eligible for a training allowance was defined as a person who,

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<sup>132</sup> Canada, Annual Report of the Department of Labor, 1966, p. 1.

<sup>133</sup> Canada, "An Act respecting Training Allowances," Statutes of Canada, 1966, C. 27.

- "(i) has been a member of the labour force substantially without interruption for not less than three years, or  
(ii) has one or more persons wholly or substantially dependent upon him for support." 134

For those persons eligible for occupational training the Federal Government was prepared to pay (subject to agreement) a participating province or municipality the costs incurred in providing such training. In addition, the provision of training allowances as instituted under the Act of 1966 were continued.

In addition to providing assistance to trainees the A.O.T.A. also contained research and capital expenditure provisions. With respect to the former, the Minister was empowered to;

" . . . enter into an agreement with any province to provide for the payment by Canada to the province of contributions in respect of the costs incurred by the province, as specified in the agreement, in undertaking

- (a) research in respect of occupational training, including research in respect of the changing needs of the economy for trained workers and the relationship between occupational training and the needs of the economy; and
- (b) projects for the development of occupational training courses and materials for such courses, including projects for the development of occupational training aids, examinations and standards.

(2) The contributions payable by Canada to a province under an agreement entered into pursuant to this section shall not exceed fifty per cent of the costs incurred by the province as described in subsection (1)." 135

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134 Canada, "An Act respecting the Occupational Training of Adults in Canada," Statutes of Canada, 1967, C. 94.

135 Ibid.

As opposed to earlier practices, the Federal Government no longer subsidized capital projects under the new Act, but instead the Department was able to;

" . . . enter into an agreement with any province to provide for the making of loans to the province for the purpose of assisting the province or a provincial or municipal authority in the province to purchase or construct occupational training facilities that will be used to provide training to adults in occupational training courses of a kind specified in the agreement.

(2) Every loan made pursuant to an agreement under this section shall

- (a) be for a term not exceeding thirty years;
- (b) bear interest at the rate prescribed therefor pursuant to subsection (3);
- (c) be repayable in full during the term thereof by equal payments of principal and interest not less frequently than annually; and
- (d) be subject to such other terms and conditions as the parties thereto may agree on.

(3) The Governor in Council, on the recommendation of the Minister of Finance, may from time to time prescribe the rate of interest to apply in respect of any loan that may be made under an agreement entered into pursuant to this section." 136

As had been the case in other legislation of this type the central authority retained considerable discretionary power in administering the Act. The Department was able to;

" . . . make regulations:-

- (a) defining the expressions "instruction designed for university credit", "full-time instruction", "part-time instruction", "labour force", "training on the job" and "regular school leaving age" for the purposes of this Act;
- (b) specifying, for the purposes of this Act, the circumstances under which an adult shall be deemed not to have attended school on a regular basis for any period;

- (c) prescribing, for the purposes of subsection (1) of section 5, the method of determining the costs incurred by a province or a provincial or municipal authority in providing training in an occupational training course to adults described in that subsection;
- (d) prescribing, for the purposes of subsection (2) of section 5, the method of determining the costs incurred by a province or a provincial or municipal authority in providing training in an occupational training course for apprentices to adults described in that subsection;
- (e) providing for the charges for tuition or otherwise that may be paid for the training of an adult in an occupational training course that is not operated by a province or a provincial or municipal authority in a province;
- (f) specifying, for the purposes of this Act, the circumstances under which an adult shall be deemed to have been a member of the labour force substantially without interruption for any period;
- (g) respecting the determination of the rates at which training allowances are payable to adults and the time and manner of payment of such allowances;
- (h) respecting the determination of the circumstances under which a person shall be considered to be wholly or substantially dependent for support on another person;
- (i) prescribing, for the purposes of section 9, the method of determining the average hourly earnings for a week of an adult described therein; and
- (j) generally, for carrying out the purposes and provisions of this Act.

(2) Regulations made pursuant to paragraph (g) of subsection (1) may, after consultation with the government of a province, be made applicable specifically to that province or to specific areas within that province." 137

The Federal Government's sudden evacuation of the broad vocational training commitment it had fostered over a quarter of a century was softened somewhat with the provision for transitional payments to the provinces in the field of capital expenditures. Under the A.O.T.A.;

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137 Ibid.

"(1) The Minister may, with the approval of the Governor in Council, enter into an agreement with any province to provide for the payment by Canada to the province of contributions in respect of the capital expenditures incurred by the province on occupational training facilities.

(2) The aggregate of the contributions payable by Canada to a province under an agreement entered into pursuant to this section shall not exceed

(a) the lesser of seventy-five per cent of the capital expenditures incurred by the province on occupational training facilities after March 31, 1967 or an amount equal to

(i) the amount obtained by multiplying four hundred and eighty dollars by the youth population of the province in 1961,

minus

(ii) the total contributions paid by Canada to the province under an agreement made pursuant to section 4 of the Technical and Vocational Training Assistance Act in respect of the capital expenditures incurred by the province on training facilities; and

(b) in respect of capital expenditures incurred by the province on occupational training facilities after such time as no further amount may be paid by Canada to the province in respect of any expenditures pursuant to paragraph (a), the lesser of fifty per cent of such capital expenditures or an amount equal to

(i) the amount obtained by multiplying three hundred and twenty dollars by the youth population of the province in 1961,

minus

(ii) the amount by which the total contributions paid by Canada as described in sub-paragraph (ii) of paragraph (a) exceeds the amount described in subparagraph (i) of paragraph (a).

(3) In this section,

(a) "capital expenditures" incurred by a province on occupational training facilities means the capital expenditures incurred by the province on such facilities determined as prescribed in the agreement made under this section between the Minister and the province; and

(b) "youth population of the province in 1961" means the number of persons in the province in 1961 in the age group of fifteen to nineteen years of age inclusive, as ascertained and certified by the Dominion Statistician.



22. (1) The Minister may, with the approval of the Governor in Council, make an arrangement with any province with whom the Minister entered into an agreement pursuant to section 3 of the Technical and Vocational Training Assistance Act (hereinafter in this section referred to as the "former agreement") for the payment by Canada to the province of contributions in respect of the costs incurred by the province in the period commencing April 1, 1967 and ending March 31, 1968, or such earlier date as may be determined pursuant to the arrangement, in providing training under any technical or vocational training program described in the former agreement to persons being trained on March 31, 1967.

(2) The contributions payable by Canada to a province under an arrangement made pursuant to this section shall not exceed an amount that bears to the costs incurred by the province, determined pursuant to the arrangement, the same relation that the contributions payable by Canada under the former agreement in respect of the technical or vocational training program under which persons were being trained on March 31, 1967, bears to the costs incurred by the province, determined as prescribed in the former agreement, in providing that program." 138

The changing emphasis in Federal programs such as those fostered under the A.O.T.A. was explained as follows;

"The primary concern of Manpower policy is to facilitate the economic growth of Canada by endeavouring to ensure that the supply of manpower matches the demand, qualitatively, quantitatively and geographically.

The Manpower Division, operating under an Assistant Deputy Minister, has responsibility, therefore, for a wide range of programs revolving around the mandate to assist economic growth: occupational training for adults, mobility, rehabilitation of the handicapped, adjustment of workers to technological change, youth services, including student employment and "Operation Retrieval", (with respect to Canadians studying abroad) and programs for special groups such as older workers, servicemen, and Indians and Eskimos.

Finding employment for many thousands of young people coming into the labour market remains a top priority.

Under the Adult Occupational Training Act the Department purchases training services directly from the province.

In evolving appropriate programs and putting them into practice, the Department works in close co-operation with provincial authorities and educators." 139

The total appropriations and expenditures plus enrolments under the A.O.T.A. are recorded below.\*

TABLE XIV

DEPARTMENT OF MANPOWER AND IMMIGRATION

ADULT OCCUPATIONAL TRAINING ACT

(1968 - 1970)

I APPROPRIATIONS AND EXPENDITURES

1968	57,000,000	55,878,036
1969	86,291,001	82,824,165
1970	<u>236,000,000</u>	<u>220,765,773</u>
TOTALS	<u>\$379,291,001</u>	<u>\$359,467,974</u>

II TOTAL TRANSITIONAL TECHNICAL AND VOCATIONAL TRAINING

PAYMENTS (1968 - 1970)

1968	274,575,000	266,499,384
1969	223,275,001	222,690,269
1970	<u>248,189,000</u>	<u>231,917,731</u>
TOTALS	<u>\$746,039,001</u>	<u>\$721,107,384</u>

III ENROLMENTS (TOTAL)

1968	183,540
1969	301,200

Source: Public Accounts of Canada (1968 - 1970).

139 Canada, Annual Report of the Department of Manpower and Immigration, 1969, p. 3-4.

\* Detailed disbursements to the provinces is shown at Appendix VI, Table XXIII.

V

MISCELLANEOUS

As in the case of other Federal agencies, the Department of Labor, and more recently the Department of Manpower and Immigration, developed ancillary programs that have had educational repercussions. These have fallen under three categories, information services, research, and support for organizations whose activities are related to the interests of the Department. An indication of the scope of the educational work carried on by the Information Branch of the Department was given in its Annual Report for 1962 when it was noted that;

"The Branch was responsible for establishing liaison with provincial departments of education and labour and the Department of Youth in Quebec to distribute thousands of publications, posters, and other publicity items, most of which were prepared at the end of the previous fiscal year. In addition the Branch handled liaison and distribution of material to dozens of organizations and individuals interested in the observance.

The material included 1,400,000 pamphlets entitled "Why Bother to Graduate" to students; a similar number of another pamphlet "Education, Training & Employment" to parents through the school system; 60,000 posters for use in classrooms; circulation of about 6,000 copies of a speech reference manual; and public service television and radio messages to public and private stations." 140

This program also included the preparation and distribution of films for use in schools as well as radio and television programs designed to make Canada's student and adult trainees

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140 Canada, Annual Report of the Department of Labor, 1962, p. 50-51.

familiar with the various vocational opportunities open to them or to give instruction in particular vocational fields.

The Department first instituted grants in aid of research in Canadian universities in 1952. Until 1961, however, this program was relatively small in size and scope. With the passage of the Technical Education Act and the legislative sanction given to the research function under its provisions, this activity was given more support. Between 1952 and 1962, for example, the annual expenditure averaged just over six thousand dollars. From 1963 to the present it has increased steadily with a peak expenditure in 1967 of \$135,000.00. In total nearly half a million dollars has been expended under this program since its inception in 1952. Unfortunately, the Department has not itemized the institutions that have benefitted from its research grants and it has been impossible to obtain this information to date.

Finally, a number of private organizations have received financial support from the Department for their activities in support of its work. These agencies and the monies granted to them are recorded at Appendix VI, Table XXIII.

#### SUMMARY

The educational activities of the Department of Labor and its successor have developed within the context of a national crisis that has required, and continues to require,

national attention. In brief this crisis has centered around the necessity to create a labor force in Canada capable of sustaining the commercial and industrial efforts of the nation and at the same time, coping with the accelerating pace of technological change. The story of this crisis began with the advent of industrialization in the latter decade of the nineteenth century in Canada, and symbolized by the passage of the Agriculture Instruction Acts and the first Technical Education Act. In its early stages the crisis was prompted by a lack of sufficient training facilities to produce enough skilled workers for Canada's expanding industry. In its latter stages, the crisis has increasingly come to be associated with the problem of unemployment and job re-training. While the nature of the problem changed over the years, however, the attempts to resolve it have consistently involved an educational component which, up to the present, has resulted in the expenditure of over two and one-half billion dollars in Federal monies. The bulk of these funds have been spent since 1945.

The nature of the Federal educational effort with respect to technical and vocational training has passed through three distinct phases. During the tenure of the Technical Education Act of 1919 the central authority was simply responding to significant public and private pressures for its participation in, and encouragement of, educational activities in the field. Between 1945 and 1966 it can safely be said that the Federal Government took the initiative with respect to

vocational training in Canada, establishing programs over a wide spectrum of the field and significantly increasing its financial contributions to the development of this type of training. The most significant feature of this phase of the Federal program was the extension of aid into the provincial educational systems down to the secondary level. The final phase began in 1966 with the Federal withdrawal from many of the activities it had fostered after the Second World War (particularly where these activities concerned the public educational systems) and its concentration on combatting the country's unemployment situation through extensive support of programs in the field of adult education.

Federal legislation with respect to the above 'phases' has also been reflective of the changing nature of the educational program. The Technical Education Act of 1919 appropriated fixed sums for a specific period of time to be distributed in accordance with a fixed formula and in compliance with a prescribed set of conditions. In addition, the monies spent under this legislation could not be used within the already established school facilities of the respective provinces. Legislation enacted during the second phase implemented a cost-sharing arrangement with the provinces (normally on a fifty-fifty basis), with no limitations except those imposed by a province's willingness and ability to participate. At the same time, the central authority continued to carefully define and supervise the conditions under which its funds were to be

used. While the dimensions of this type of Federal educational activity were shrunk after 1966, the intensity of its involvement increased. Certain capital costs continued to be shared on a transitional basis, but under the new program, training costs were to be fully borne by the central government for those students participating under its auspices. In this cause support was to be given to post-secondary educational activities only and the facilities for carrying out the various educational programs developed under the legislation were to be provided by the provinces who, in turn, would be re-imbursed by the Federal Government for their use.

In order to circumvent possible complications under Section 93 of the B.N.A. Act, the Federal Government has consistently refrained from establishing its own facilities for vocational training. Provincial participation under the various pieces of legislation discussed in this chapter has always been voluntary and the execution of whatever programs that developed has always been left to provincial education authorities. At the same time, there is little question that Federal legislation and programs have had significant impact upon provincial education systems, particularly when it is considered that since 1945, every Federal dollar spent has been matched by the provinces.

Participation by the provincial governments in the various technical and vocational training programs has not been consistent, either in terms of their involvement or the degree

to which they respectively benefitted from federal aid. From a legislative standpoint the reasons for these inconsistencies are not difficult to find. Any formula that tied such assistance to population, for example, obviously benefitted the heavily populated provinces more than others. In other cases, however, the causes lay outside the legislation. For those programs where a participating province has to 'earn' its share of federal aid the degree of industrialization within that province tended to dictate the extent to which it was able to participate. Thus, provinces like Manitoba, Saskatchewan, and Prince Edward Island, were disproportionately affected in terms of their earning power because they lacked the internal industrial sophistication necessary to take full advantage of the Federal programs. The most noteworthy exception in terms of participation has been the Province of Quebec which apart from the Acts of 1919 and 1967 has either chosen not to, or opted to take advantage only of specific programs that posed no threat to its educational jurisdiction.\*

There is one other general observation that must be noted in respect of the subject of this chapter. Prior to the passage of the Technical Education Act of 1919 considerable consultation had been carried out between Federal and Provincial authorities and this practice continued throughout

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\*It should also be noted that prior to 1960 Quebec's educational system was generally unsuited to the needs of an industrialized society and technical and vocational programs were only assimilated into that system with difficulty.



the period of the Act's authority. After the Second World War the tendency to cooperate in this fashion has noticeably declined, to the point where in 1966 - 67 the Federal Government's intentions were announced prior to such consultations taking place and were subsequently greeted with some dismay by the provinces.

## CHAPTER IX

### THE DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT

The Department of Indian Affairs and Northern Development was established in 1968 and consolidated under one administration the work of a number of earlier Federal agencies. The educational activities of the new Department have had both historic and contemporary roots and some, having their origins in other government departments, have ceased to function. In order to simplify the ensuing presentation the following categories have been devised; School Lands, Indian Education, Education in the Territories, and other educational activities.

#### I

#### SCHOOL LANDS

The Federal Government became involved in School Lands matters through two events shortly after Confederation. The first concerned the administration of certain school lands funds that had existed in the old Province of Canada prior to Confederation and the second, the acquisition of the territories

of the Canadian west. Both situations stemmed from the historic practice of financing education costs in part from the revenue realized from the sale or lease of certain lands within a given community. As J. C. Miller observed,

"In Canada, as in the United States . . . land was one of the chief sources of present wealth and future income. Its sale, its increase in value, its utilization by owners, its rental to non-owners made it a major source from which those in authority could draw for the maintenance of public services. In the United States the principle and practice of making grants of land in aid of education had been accepted long before the establishment of the Republic in 1776-1787. So also in Canada the same principle and practice was adopted over one hundred years before . . . [Confederation]\* . . . "141

In the first instance, the central government became involved over the question of the disbursement of monies in connection with three former provincial funds; the Common School Fund, the Upper Canada Grammar School Fund, and the Lower Canada Superior Education Fund. In the beginning these Funds were part of a general question concerning the settlement of accounts between the provinces of Ontario, Quebec, and the Federal Government. The B.N.A. Act had provided for such a settlement in 1867 when under Section 142 it was stated that;

"The Division and Adjustment of the Debts, Credits, Liabilities, Properties, and Assets of Upper Canada and Lower Canada shall be referred to the Arbitrament of Three Arbitrators, One chosen by the Government of Ontario, One by the Government of Quebec, and One by the Government of Canada . . . "142

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141 Miller, op. cit., p. 22.

142 Driedger, op. cit., p. 41.

\* Brackets mine.

Between 1867 and 1870, however, no agreement was reached between the parties insofar as these educational funds were concerned.

The first report of the Arbitrators appointed to consider the question was handed down in 1870. In essence they recommended that the Common School Fund be managed by the Federal Government on the same basis that it had earlier been managed by the old Province of Canada, that the principle of the Fund be invested and the interest accruing from such investments be apportioned according to population between Ontario and Quebec.<sup>143</sup> The only change from this formula was the additional recommendation that Ontario receive compensation for the costs of administering to the disposal of such lands. The Upper Canada Grammar School Fund and the Lower Canada Superior Education Fund were to be handed over to the Provinces of Ontario and Quebec respectively to administer as they wished. The province of Quebec rejected the Arbitrators recommendations, however, and the whole matter was dropped for a time. As the Prime Minister of the day, Sir John A. Macdonald, observed;

"The case now stands thus: -

The Government of Ontario maintains the validity of the award -- The Government of Quebec contends that it is altogether illegal and void, and declares its intention of appealing for redress and justice in every constitutional mode, and the Legislature of Quebec also protesting against its validity, asks the Governor General to adopt measures to protect the rights of that Province . . .

Now the Government of Canada has no power or means of intervening between the parties, of enforcing the award as

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<sup>143</sup> Canada, "Arbitrators Report," Sessional Papers, 1871, No. 21, vol. IV, p. 12.

valid, or setting it aside as invalid, or of granting the redress or the measure of protection sought for by the Legislature of Quebec. It is for the Government of Ontario, if it desires to enforce the award, to take such steps as it may be advised that the law allows for that purpose, and it is for the Province of Quebec to take the necessary legal steps to resist any action on the part of that of Ontario.

If the question of the validity of the award becomes a matter of litigation either Province will have the power of carrying it by appeal from the decision of any inferior tribunal to the Judicial Committee of the Privy Council as the Court of last resort.

If the Governments of the two Provinces were to agree on a statement or special case, with the view of submitting the question of the validity of the award to the Judicial Committee, it would be the duty of His Excellency the Governor General, on being prayed so to do, to transmit such special case to the Secretary of State for the Colonies, under the 4th clause of the Imperial Act, 3 and 4 William IV., chapter 41.

If the two Governments do not agree upon a joint submission of the case, it will be in the power of either Government to pray Her Majesty to refer the case, as stated by it, for the opinion of the Judicial Committee.

As it is obvious that if the Governor in Council were to assume to decide the questions in dispute, the Province against whom such decision would be given would accept or submit to it, and as such decision would have no legal force whatever, the undersigned recommends that no expression of opinion be given by His Excellency in Council, and for the same reasons the undersigned refrains from making any report on the legal questions.

Under present circumstances and until the questions raised respecting the award are settled by judicial decision, the undersigned is of opinion that no action with respect to it can properly be taken by the Governor in Council."<sup>144</sup>

The question was finally reopened again in 1891.

Three Arbitrators were once again appointed, this time to give sole consideration to the problem of the Common School Fund.<sup>145</sup>

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<sup>144</sup> Ibid., p. 15-16.

<sup>145</sup> Canada, "An Act respecting the Settlement of Accounts between the Dominion of Canada and the Provinces of Ontario and Quebec and between the said Provinces," Statutes of Canada, 1891, C. 6.

As a result of their efforts a further act was passed in 1894 that provided;

" . . . so soon as an agreement is reached between the governments of the provinces of Ontario and Quebec as to the manner in which the fund . . . is to be divided and distributed . . . or as soon as the manner of distribution . . . is determined by the Arbitrators, pay to and divide between the said provinces . . . the principal . . . held by the Dominion in trust . . . and such payment shall divest the Dominion . . . of any further liability or obligation in any way connected therewith . . . ."146

Unfortunately, the issue was not settled at this point either. A series of court proceedings was instigated by Quebec over the administration of the Fund and apart from the inauguration of interest payments to the provinces the Federal Government remained in possession and control of the principal. By 1970 this situation had not changed. The principal of the Fund was over two and one-half million dollars at last record and Ontario and Quebec had received a total of \$7,388,514.22 and \$3,686,605.46 in interest payments respectively.\*

The second instance whereby the Federal Government became involved in school lands concerned the acquisition of the Northwest Territories and the Federal responsibilities thereto. In 1869, in anticipation of this event an act was passed that provided for the temporary governing of such territories. Under the provisions of the legislation it was;

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146 Canada, "An Act respecting the Common School Fund," Statutes of Canada, 1894, C. 3.

\* A detailed presentation of this information is attached at Appendix VII, Table I.

" . . . lawful for the Governor, by any Order or Orders, to be by him from time to time made, with the advice of the Privy Council, (and subject to such conditions and restrictions as to him shall seem meet) to authorize and empower such Officer as he may from time to time appoint as Lieutenant-Governor of the North-West Territories to make provision for the administration of Justice therein, and generally to make, ordain, and establish all such Laws, Institutions and Ordinances as may be necessary for the Peace, Order and good Government of Her Majesty's subjects and others therein; provided that all such Orders in Council, and all Laws and Ordinances, so to be made as aforesaid, shall be laid before both Houses of Parliament as soon as conveniently may be after the making and enactment thereof respectively." <sup>147</sup>

In 1871 confirming legislation was enacted giving the Federal Government jurisdiction over these lands. <sup>148</sup>

When the central government assumed jurisdiction over these unorganized lands it instituted the traditional policy of setting aside certain of them for educational purposes. In 1872 the following measures were enacted;

" . . . whereas it is expedient to make provision in aid of education in Manitoba, and the North-West Territories, therefore sections eleven and twenty-nine in each and every surveyed township throughout the extent of the Dominion lands, shall be and are hereby set apart as an endowment for purposes of education.

1. The sections so dedicated shall be thereafter dealt with in such manner as may be prescribed by law, and the same are hereby withdrawn from the operation of the clauses in this Act relating to purchase by private entry, and to homestead right, and it is hereby declared that no such right of purchase by private entry or homestead right shall be recognized in connection with the said sections or any part or parts thereof.

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<sup>147</sup> Canada, "An Act for the temporary Government of Rupert's Land and the North Western Territory when united with Canada," Statutes of Canada, 1869, C. 3.

<sup>148</sup> Canada, "An Act to make provision for the Government of the North West Territories," Statutes of Canada, 1871, C. 16.

2. Provided, that on a township being surveyed, should such sections, or either of them or any part of either, be found to have been settled on and improved, then and in such case the occupant or occupants, conforming to the requirements of this Act shall be confirmed in such possession, and the Secretary of State shall select a quantity equal to that found to have been so settled on from the unclaimed lands in such township, and shall withdraw the land so selected from sale and settlement, and shall set apart and publish the same as school lands, by notice in the Canada Gazette." 149

Initially, responsibility for the administration of these school lands was vested in the office of the Secretary of State for the Provinces. In 1873, however, with the creation of the Department of the Interior, the administration of school lands was placed under its jurisdiction.

There were no immediate sales of school lands in the new domains. In fact, in 1878, in order to compensate for the lack of revenue from this source the Federal Government entered into the following agreement with the Province of Manitoba,

"WHEREAS by "The Dominion Lands Act," certain sections of the Public Lands in each Township in the Province of Manitoba are set apart to be thereafter sold, in order to form a fund for the maintenance of Public Schools in the Province, and the Government of Manitoba has asked that the said lands may be transferred to the Province, to be sold for the purpose aforesaid, or that a sum of money, for the repayment whereof the said lands shall be pledged, may be annually advanced by authority of Parliament for the said purpose; and whereas by reason of the probable great augmentation in the value of the said lands by the increase of population in Manitoba, it is not desirable that they should be disposed of at the present time, and it is nevertheless expedient in the meantime to aid the cause of education in the Province: Therefore Her Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows: -

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149 Canada, "An Act respecting the Public Lands of the Dominion," Statutes of Canada, 1872, C. 23.



2. The Governor in Council may authorize the advance of a sum or sums not exceeding in the whole ten thousand dollars, in each of the three fiscal years, 1878-9, 1879-80 and 1880-1, to the Province of Manitoba, in aid of the Public Schools therein." <sup>150</sup>

The provincial government was not very happy about this decision and in the following year petitioned the Federal Government to release some of the school lands for sale in order that a fund could be established to provide some immediate revenue for educational purposes.<sup>151</sup> The central government appeared to have some sympathy for the provincial situation as in the same year the Dominion Lands Act was amended to outline the conditions under which school lands would be disposed of, as follows;

" . . . The School lands shall be administered by the Governor General in Council through the Minister of the Interior:

1. Provided that all sales . . . shall be at public auction, and that in no case shall such lands be put up at an upset price less than the fair value of corresponding unoccupied lands in the township in which the lands may be situate:
2. Provided also that the terms of sale of school lands shall be 1/5 in cash at the time of sale, and the remainder in nine equal successive annual installments with interest at the rate of six percent per annum, to be paid with each installment on the balance of purchase money from time to time remaining unpaid:
3. Provided, also that all moneys from time to time realized from the sale of school lands shall be invested in Dominion securities and the interest accruing therefrom, after deductions of the cost of management, shall be paid annually to the Government

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<sup>150</sup> Canada, "An Act to authorize the advance of certain sums to the Province of Manitoba in aid of the Public Schools Therein," Statutes of Canada, 1878, C. 13.

<sup>151</sup> Canada, "Annual Report of the Department of the Interior," Sessional Papers, 1880, No. 4, vol. III, p. vii.

of the Province or Territory within which such lands are situated towards the support of public schools therein -- the moneys so paid to be distributed with such view by the Government of such Province or Territory in such manner as may be deemed most expedient." <sup>152</sup>

Once again, however, there were no sales of school lands and in 1884 the Federal Government advanced further sums to Manitoba. <sup>153</sup> In total this province received \$30,000.00 in such grants during the period 1879 - 1884.

The first sales of school lands by the Federal Government occurred in 1888. It was not until 1890, however, that such sales became a regular activity and the provisions of the Act of 1879 were executed. Revenue from school lands was not limited entirely to sales. Over the years these lands were leased for the purposes of pasture, hay, and timber dues and mineral leases etc., and these revenues were applied to the respective funds as well. The record of monies received by the provinces affected by these sales is tabled at Appendix VII.

The provinces of Manitoba, Saskatchewan, and Alberta, realized a total of over seventy-three million dollars from the sale and lease of school lands within their jurisdiction. As can be seen from the evidence presented at Appendix VII the province of Saskatchewan benefitted most from this program and Manitoba least. A number of factors contributed to an

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<sup>152</sup> Canada, "An Act to amend and consolidate the several Acts respecting the Public Lands of the Dominion," Statutes of Canada, 1879, C. 131.

<sup>153</sup> Canada, "An Act to authorize a further advance to the Province of Manitoba in aid of the Public Schools therein," Statutes of Canada, 1884, C. 7.

explanation of these differences. Manitoba had considerably less eligible land area for the purposes under discussion, for example, and the bulk of the lands designated for school endowment were sold or leased in period where the returns were smaller when compared with later trends in other provinces. The wave of immigration generated by the Laurier administration in the first decade of the twentieth century also worked to the advantage of Saskatchewan and Alberta since it was in these Provinces that most of the available land was located for new settlement.

As in the case of Ontario and Quebec the school lands of the Canadian west also provided a basis for Federal-Provincial conflict. As has been previously pointed out, the province of Manitoba was never very content with Federal handling of these lands. In 1887 the province further petitioned the Federal Government that if it were not disposed to give the province control of these lands then at least no sale should be made unless it so requested. In a lengthy reply to the Manitoba request, the Minister of the Interior:

"submitted that if the contention of the Government of Manitoba that no sales should be held without the consent of that Government were admitted, that meant a very vital qualification of the discretion reposed by Parliament in His Excellency the Governor in Council and the Minister of the Interior in regard to the disposal of these lands, and such an abridgment of the school lands provisions of the Dominion Lands Act as might require to be specially authorized by Parliament if he were prepared to consent to it. Parliament had enacted that these lands should be administered by the Minister of the Interior through the Governor in Council, and the position of this department and of the Dominion Government would be practically untenable if, while charged with such responsibility,

the Minister of the Interior were unable to take such action as in his judgment might seem to be in the interest of the trust. I further submitted that if any action or neglect of action on the part of this department should prove injurious to the endowment, the fact of our having been guided by the wishes of the local Government would not relieve us of responsibility for the result. Finally, I submitted that while in courtesy the Department of the Interior might be called upon to consult with the local Government in the matter, we were not only not bound to be guided by them but on the contrary were bound by Act of Parliament to dispose of and administer the school lands solely through the Minister of the Interior and the Governor in Council. This view was endorsed by the Minister of the Interior and by the Governor in Council, and the Government of Manitoba were informed accordingly." <sup>154</sup>

It was the opinion of the Department that the Federal Government should continue to administer the school lands program because this arrangement avoided unnecessary duplication of administrative effort and machinery and correspondingly, involved less expenditure on purely administrative functions. It was also argued that Federal supervision ensured that all parties would receive maximum benefit from the program and Federal control ensured that the disposal of such lands would not become the object of local abuses such as premature sale at sub-par values, use for purposes other than education, etc. During the period 1890 - 1905 the question of jurisdiction over school lands was the subject of considerable correspondence between Manitoba and Ottawa with little satisfaction being gained by the provincial government. In 1905 the old Northwest Territories was reconstituted and;

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<sup>154</sup> Canada, "Annual Report of the Department of Interior," Sessional Papers, No. 13, vol. IX, p. xxiv-xxv.

"By Order in Council of the 6th of January, 1906, authority was given to close the accounts of the school lands funds of the provisional districts of Assiniboia, Saskatchewan, and Alberta, and to transfer to the school lands fund of the province of Saskatchewan the sum of \$242,223.38, that is to say -- the balance standing to the credit of the school lands fund of the provisional district of Assiniboia, \$224,744.60, and the balance standing to the credit of the school lands fund of the provisional district of Saskatchewan, \$17,543.80, less the sum of \$65.02 which was derived from the sale of certain school lands now situated within the province of Alberta; and also to transfer to the school lands fund of the province of Alberta the sum of \$44,758.58, that is to say -- the balance standing to the credit of the school lands fund of the provisional district of Alberta, \$44,693.56 and also the sum of \$65.02, which forms part of the balance standing to the credit of the school lands fund of the provisional district of Assiniboia, but which sum was derived from the sale of school lands within the present province of Alberta." 155

In view of these changes the Dominion Lands Act was also revised.

Under the new Act:

"Sections eleven and twenty-nine in every surveyed township in Manitoba, Saskatchewan and Alberta, together with the gold and silver as well as other minerals contained therein, are hereby set apart as an endowment for purposes of education, and shall be designated school lands; and they are hereby withdrawn from the operation of the provisions of this Act, which relate to entry for homestead or sale; . . . .

. . . Notwithstanding anything in this Act, the Governor in Council may authorize the Minister to include in any block of land sold or to be sold to any person for the purpose of irrigation, or in any lands which have been or which may be set aside for the purpose of an Indian or other public reserve, or have been or may be reserved for any other purpose which the Minister considers to be in the public interest, lands which under the provisions of this Act are school lands, or lands which upon survey will become school lands; but no such block of lands so sold or to be sold for the purpose of irrigation, or lands so set aside and reserved or to be set aside and reserved for any of the purposes aforesaid, shall include school lands, or lands which upon survey shall become school lands, until

other Dominion lands of equal value, as nearly as may be, have been selected in lieu thereof; and when other Dominion lands have been so selected and have been designated by the Minister as "school lands" they shall thereafter be and become school lands and be dealt with in the same manner as ordinary school lands under the provisions of this Act:

Provided that if it be established to the satisfaction of the Minister, either by report or order of the Lieutenant Governor in Council for the province in which any section, half-section or quarter-section of school lands is situate, or by the request in writing over the signature of the Minister or Deputy Minister of the Department which has charge of education in such province, that it is desirable to take or reserve out of such section, half-section or quarter-section of school lands a small portion thereof as a site for a school and for purposes properly connected therewith, the Minister may, forthwith, sell to the board of school trustees for the district for which the same is required, at a minimum price of ten dollars per acre, such portion of school lands, in no case to exceed an area of four acres, which must front on a road allowance, at such price as he may consider fair and reasonable, and may forthwith, upon payment of such price, cause letters patent to be issued for the portion of school lands so required as a site for a school and for purposes properly connected therewith:" 156

In 1930 the Federal Government withdrew from the field of school lands management. In that year the Manitoba, Saskatchewan, and Alberta Natural Resources Acts were passed, each containing the following provision;

"6. Upon the coming into force of this agreement Canada will transfer to the Province the money or securities constituting that portion of the School Lands Fund created under sections 22 and 23 of the Act . . . being Chapter 31 of 42 Victoria, and subsequent statutes . . . .

7. The School Lands Fund . . . and such of the school lands specified . . . as pass to the administration of the Province under the terms thereof, shall be set aside and shall continue to be administered by the Province in accordance with the . . . provisions of the Dominion Lands Act for the support of schools organized and carried on

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156 Canada, "An Act to consolidate and amend the Acts respecting the Public Lands of the Dominion," Statutes of Canada, 1908, C. 20.

therein in accordance with the law of the Province." 157

As the Deputy Commissioner of Dominion Lands observed,

"These agreements were entered into with the object of placing the provinces of Manitoba, Saskatchewan, and Alberta in the same position as the original provinces of Confederation under Section 109 of the British North America Act, 1867." 158

The securities that had been purchased with the proceeds of school lands sales in these provinces continued to be administered by Ottawa, however, with the interest on these investments paid to the provinces as indicated in Appendix VII, Table V.

The Federal Government divested itself from any connection with the school lands in western Canada in 1961. Under the provisions of the Natural Resources Transfer (School Lands) Amendment Act the securities mentioned above were turned over to the provinces. The Act required that each province sign a Memorandum of Agreement with the Federal Government certifying that

"The School Lands Fund to be transferred to the Province . . . shall be set aside and shall continue to be administered by the Province in accordance . . . with the provisions of the Dominion Lands Act . . . ." 159

A full text of this Memorandum is attached at Annex "E".

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157 Canada, "Alberta Natural Resources Act," Statutes of Canada, 1930, C. 3.

158 Canada, Annual Report of the Department of Interior, 1931, p. 34.

159 Canada, "An Act to amend certain Agreements respecting the Administration and Control of Natural Resources in the Provinces of Manitoba, Saskatchewan and Alberta," Statutes of Canada, 1961, C. 2.

By 1970 the only vestige of the Federal Government's interest in school lands that remained was the Common School Fund. The administration of this Fund presently rests with the Department of Finance.

## II

### INDIAN EDUCATION

Under Section 91 of the B.N.A. Act the Federal Government assumed responsibility for the Indians and Indian Lands in the Dominion. The management of this responsibility has been entrusted to a number of Federal agencies over the years, as indicated below.

(a) Secretary of State	1868 - 1873
(b) Department of Interior	1873 - 1879
(c) Department of Indian Affairs	1880 - 1935
(d) Department of Mines and Resources	1936 - 1949
(e) Department of Citizenship and Immigration	1950 - 1965
(f) Department of Northern Affairs and Natural Resources	1966 - 1967
(g) Department of Indian Affairs and Northern Development	1968 -

Prior to Confederation the education of Canada's native Indian population had been carried out by missionaries from various sects of the christian church. By Confederation this practice had become well entrenched across the country.<sup>160</sup> The monies for Indian education were primarily obtained from church missionary funds and Indian Funds set aside as part of

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<sup>160</sup> Miller, op. cit., p. 272.



the treaty arrangements with the Federal Government.

In the years immediately following Confederation the Federal Government continued the policies and practices previously established in connection with the indians in Canada, namely, the encouragement of "self reliance and internal development."<sup>161</sup> To that end, schools were sustained and aided by the Indian Branch where it was deemed necessary. Whatever government expenditures were made in these years were largely devoted to the erection of school buildings or payment of teachers' salaries. On the whole, however, from 1867 to 1873 little legislative notice was given to the question of indian education and not much in the way of financial support.

In 1873 the Minister of the Interior was also named Superintendent General of Indian Affairs.<sup>162</sup> This transfer of responsibility was coincident with the expansion of the Federal Government's indian concerns as a result of the entry of Manitoba and British Columbia into Confederation. In some of the treaties with the indians during this period the Federal Government agreed to maintain a school on the reserve lands, and while this was not universally applied it represented a recognition of some educational responsibility on the part of the central authority.

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<sup>161</sup> Canada, "Report of the Indian Branch of the Department of The Secretary of State," Sessional Papers, 1871, No. 23, vol. III, p. 1.

<sup>162</sup> Canada, "An Act to provide for the Establishment of the Department of the Interior," Statutes of Canada, 1873, C. 4.

The educational situation among Canada's Indians was uncertain at best in this period. In 1875 the Deputy Superintendent-General of Indian Affairs observed;

"Education is gradually extending among the Indian population, but in some quarters, especially in the Lower Provinces, little is being done. The ordinary day school is the principal agency employed, and the assistance given through the Department is mostly in the character of grants in aid. For young children this agency is doubtless necessary; but from the tenor of my remarks in the preceding paragraph it may readily be observed that I regard it as highly important that the Indian youth, where practicable, should be afforded an industrial school training. They require not merely the elements of an English education, but also to be taught and trained in some useful industrial pursuit.

On my recent visit to the Mohawk Institute near Brantford, Ontario, which is supported by the New England Company for the benefit of the Six Nations, I was confirmed in this impression. The beneficial effects of that excellent institution are very apparent on the Tuscarora Reserve; and I believe that similar schools in other parts of that Province, and in British Columbia, are accomplishing a like good result." 163

The first mention of any educational concern for Canadian Indians in Federal legislation occurred in connection with the powers granted indian chiefs or Band Councils on Reserves. Under the provisions of an amended Indian Act of 1876,

" . . . the chief or chiefs of any band in council . . .  
[could] . . . frame, subject to confirmation by the  
Governor General in Council, rules and regulations for  
the following subjects; . . .  
    . . . the construction and repair of school houses  
    . . . " 164

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163 Canada, "Annual Report of the Department of Interior," Sessional Papers, 1875, No. 8, vol. VII, p. 28.

164 Canada, "An Act to amend and consolidate the laws respecting Indians," Statutes of Canada, 1876, C. 18.

During the 1870's there was considerable discussion within the Federal Government with respect to what policy should govern its relations with the Indian people. By the mid-seventies it was clear that the Department was unhappy about existing legislation in the field as the Superintendent - General pointed out;

"Our Indian legislation generally rests on the principle that the aboriginies are to be kept in a condition of tutelage and treated as wards or children of the State. The soundness of the principle I cannot admit. On the contrary, I am firmly persuaded that true interests of the aboriginies and of the State alike require that every effort should be made to aid the Red man in lifting himself out of his condition of tutelage and dependence, and that is clearly our wisdom and our duty, through education and every other means, to prepare him for a higher civilization by encouraging him to assume the privileges and responsibilities of full citizenship."<sup>165</sup>

A new policy was slow to appear, however. In 1880 the Indian Act was again amended and the Federal Government assumed control over the expenditure of monies from the sale of Indian lands and from Indian Funds. Among the purposes for which these monies could be spent was included, "contributions to schools frequented by such Indians."<sup>166</sup> The only additional educational provision permitted the chief or Band Council to determine the religious denomination of the teacher in their school and allowed the establishment of separate schools on reserves.<sup>167</sup>

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<sup>165</sup> Canada, "Annual Report of the Department of Interior," Sessional Papers, 1877, No. 11, vol. VIII, p. xiv.

<sup>166</sup> Canada, "An Act to amend and consolidate the laws respecting Indians," Statutes of Canada, 1880, C. 28.

<sup>167</sup> Ibid.

It was not until 1894 that the Federal Government finally passed legislation that contained specific provision for the education of indian children. Under the terms of the Act;

"137. The Governor in Council may make regulations either general of affecting the Indians of any province or of any named band, to secure the compulsory attendance of children at school.

"2. Such regulations, in addition to any other provisions deemed expedient, may provide for the arrest and conveyance to school, and detention there, of truant children and of children who are prevented by their parents or guardians from attending: and such regulations may provide for the punishment, upon summary conviction, by fine or imprisonment, or both, of parents and guardians, or persons having the charge of children, who fail, refuse or neglect to cause such children to attend school."

"138. The Governor in Council may establish an industrial school or a boarding school for Indians, or may declare any existing Indian school to be such industrial school or boarding school for the purposes of this section.

"2. The Governor in Council may make regulations, which shall have the force of law, for the committal by justice by Indian agents of children of Indian blood under the age of sixteen years, to such industrial school or boarding school, there to be kept, cared for and educated for a period not extending beyond the time at which such children shall reach the age of eighteen years.

"3. Such regulations may provide, in such manner as to the Governor in Council seems best, for the application of the annuities and interest moneys of children committed to such industrial school or boarding school, to the maintenance of such schools respectively, or to the maintenance of the children themselves." 168

The Order in Council giving effect to this legislation provided penalties consisting of fines and/or imprisonment for Indian parents who neglected to send their children to school. In addition;

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168 Canada, "An Act to further amend the Indian Act," Statutes of Canada, 1894, C. 32.

"9. An Indian agent or justice of the peace, on being satisfied that any Indian child between six and sixteen years of age is not being properly cared for or educated, and that the parent, guardian or other person having the charge or control of such child, is unfit or unwilling to provide for the child's education, may issue a warrant authorizing the person named therein to search for and take such child and place it in an industrial or boarding school, in which there may be a vacancy for such child, and a child so placed in an industrial or boarding school may be retained until the age of eighteen years is reached; but no child shall be committed to any industrial or boarding school before the parent, guardian or other person having the charge or control of such child is notified orally, or in writing, by a justice of the peace, Indian agent or truant officer, of the intention to commit the child, and four days shall be allowed to elapse between the giving of such notice and the committal of the child, except in the province of Manitoba and the Northwest Territories, where an Indian child may be committed by an Indian agent or justice of the peace, as aforesaid, without notice . . . .

11. The share of annuity or interest money, or other band revenue belonging to a child committed to an industrial or boarding school, may be retained by the superintendent general of Indian Affairs, and may be expended by the superintendent general for the maintenance and education of such child or funded for its benefit.

14. Notwithstanding anything in these regulations contained, no Protestant child shall be placed in a Roman Catholic school or in a school conducted under Roman Catholic auspices; and no Roman Catholic child shall be placed in a Protestant school or in a school conducted under Protestant auspices.

15. The superintendent general of Indian Affairs shall have the right, notwithstanding anything in these regulations contained, to return to the custody of its parent, guardian or other person having the charge or control thereof, any child placed in an industrial or boarding school under these regulations." 169

By 1895 there were three basic types of schools that had been developed in an attempt to serve Indian needs, the day school, the residential or boarding school, and the industrial school. The day school was the direct descendent of the earlier

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169 Canada, Canada Gazette, vol. XXVIII, p. 832.

'mission School' of pre- confederation times and served to impart a basic instruction similar to that given in the public school systems of the provinces. The residential school had been developed to meet two situations within the Indian culture, the dispersion of settlements over a wide geographic area rendering it impossible to establish one school in each locality; and the attempt by the government to make the educational effort more effective by isolating the Indian children from 'Reserve' conditions. The boarding school usually offered the same learning opportunities as the day school although some offered both the industrial and academic education. The industrial school had been developed to provide a means of equipping the Indian student with the manual skills necessary for gainful employment in the larger Canadian society.

By 1910 considerable progress had been made in terms of establishing a uniform curriculum in Indian schools across the nation. Five years later a formal system of inspection had been implemented whereby;

"The Indian schools in Ontario, Quebec, Nova Scotia, and Prince Edward Island are inspected semi-annually by the provincial, separate, and public school inspectors under arrangements with the Department of Education in each province. In New Brunswick and British Columbia the Indian Schools are inspected by officials appointed by the department. In Manitoba, Saskatchewan, Alberta, and the Northwest Territories the schools are inspected by the inspectors of the different Indian agencies; regular visits are made, and reports submitted to the department. In addition to this inspection, almost all the schools are under the direct supervision of the different Indian agents, who are required to make monthly inspections and reports." 170

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170 Canada, "Annual Report of the Department of Indian Affairs," Sessional Papers, 1916, No. 15(c), vol. XI, p. 250.

The definitive Act with respect to the Federal Government's educational responsibilities to Canadian Indians was passed in 1920. Under this legislation the Department was empowered to establish;

- "(a) day schools in any Indian reserve for the children of such reserve;
- (b) industrial or boarding schools for the Indian children of any reserve or reserves or any district or territory designated by the Superintendent General."

In addition;

"(2) Any school or institution the managing authorities of which have entered into a written agreement with the Superintendent General to admit Indian children and provide them with board, lodging and instruction may be declared by the Governor in Council to be an industrial school or a boarding school for the purposes of this Act." <sup>171</sup>

The Superintendent-General was empowered to provide for the transportation of Indian students to and from school and to make regulations prescribing standards for the buildings, equipment, teaching and discipline, in the schools. The Act of 1920 also consolidated the provisions of earlier statutes with respect to separate schools, school finance, and attendance and truancy. <sup>172</sup>

In 1923, a further amendment to the Indian Act brought the Eskimos of Canada under the jurisdiction of the Department. As the Departmental report for the year noted;

" . . . These people, who, according to the best available census statistics, now number something over 6,000, were not,

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<sup>171</sup> Canada, "An Act to amend the Indian Act." Statutes of Canada, 1920, C. 50.

<sup>172</sup> Ibid.

previous to this enactment, officially under the supervision of any government department. The Department of Indian Affairs, however, annually afforded them relief, and where occasion offered, assisted them in the matter of education for their children and medical attendance . . . .

It has not been possible to undertake extensive educational work in this inaccessible country, but the department has given assistance to Eskimo Mission Schools at Aklavik, Shingle Point and Herschell Island in the MacKenzie District; and to the Lake Harbour School in Baffin Land. It was reported to this department that many of the natives in the more remote districts have no conception of the laws of their country, it being taken as a matter of course by them that a man should resent injury or protect his property by killing the offender. Simply worded posters have been prepared in the Eskimo dialects prevailing in the eastern and western Arctic areas, explaining the law in this connection, and these have been distributed in the districts recommended by the Mounted Police and the missionaries, with a view to assisting in the gradual education of these natives in adapting themselves to standards utterly foreign to their past mode of life." 173

By 1927 continuation and high school work was being taught in the Indian schools and, "120 Indian students . . . [were]\*. . . attending public schools, high schools, and colleges in Canada." 174  
In 1930, the age limit for indian students attending school was raised from fifteen to sixteen with the additional proviso that the Superintendent-General could require such students to remain in school until eighteen years of age. 175

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173 Canada, "Annual Report of the Department of Indian Affairs," Sessional Papers, 1924, No. 14, vol. II, p. 9-10.

174 Ibid., 1927, p. 17.

175 Canada, "An Act to amend the Indian Act," Statutes of Canada, 1930, C. 25.

\* Brackets mine.



Federal policy with regard to the education of Indians and Eskimos remained essentially as outlined in the Act of 1920 until 1951. In the years between 1920 and 1951 there was a gradual increase in the numbers of Indian and Eskimo children attending school and in the level of achievement attained while in school. By 1950, a small but increasing number of these students were proceeding beyond the secondary level into colleges and universities in pursuit of higher professional and technical training. An indication of the progress made during the period is contained in the material presented at Annex "F" where statistical charts have been presented giving the attendance and achievement figures within the Indian educational system in 1879, 1911, 1930, 1940, and 1950. In 1879 it can be seen that no structured educational experience was in existence. By 1911 Indian students were being taught to the level of grade six and by 1930, grade nine. While the educational levels remained the same in the reports for 1930 and 1940 the numbers of Indian students proceeding to the high school level increased. By 1950 a full elementary and secondary curriculum was in operation within the system up to grade twelve.

In 1951 the Federal Government gave legislative sanction to a program that had been slowly evolving since the Second World War. This program concerned the integration of Indian students into provincial schools. Under the terms of the Indian Act of 1951, the Department was authorized;

"(a) to establish, operate and maintain schools for Indian children."

and further,

"(b) to enter into agreements on behalf of Her Majesty for the education in accordance with this Act of Indian children with: -

- (i) the government of a province
- (ii) the Council of the North West Territories
- (iii) the Council of the Yukon Territories
- (iv) a public or separate school board, and
- (v) a religious or charitable organization."

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The enrolment of Indian students in non-Indian schools marked a significant shift in thinking on the part of the Department. While there was no explanation given for this action in the Departmental reports of the period, the reasons become fairly obvious when the situation is examined in perspective. An examination of the material in Table XV reveals that from 1870 to 1955, despite the Government's compulsory attendance regulations, the number of Indian students registered in the schools did not appreciably increase. The attempt to create a self reliant and integrated Indian populace through the establishment of Indian schools had clearly not yielded the expected results, even though the educational facilities had been consistently improved. The most positive indicator of this trend was the phasing out of the industrial schools after 1920. With reference to the Table there are some additional observations that must be noted. An investigation of the categories designated as numbers of

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176 Canada, "An Act to amend the Indian Act," Statutes of Canada, 1951, C. 29.

students enrolled and average attendance revealed that the two could be equated only with difficulty. The attendance bore little relationship to enrolment, for example, because being registered did not ensure regular attendance. In general it must also be stated that the figures given in the Table are suspect and can only be used as trend indicators. When it was possible to obtain the estimated total number of eligible school aged Indian children (a figure, by the way, that was not consistently made available by the Department), a large discrepancy existed between those Indian students registered in school and the numbers that actually existed. In short, up to 1955 the statistics alone demonstrate the weakness of the educational program. After 1955 the Department ceased to publish attendance figures for Indian and Eskimo students.

In 1956 in line with the policy of expanding the educational opportunities available to native students,

"A system of scholarships amounting to \$25,000 was instituted to act as an incentive to outstanding students. To be awarded for the first time in September 1957, these scholarships will enable the winning students to continue their studies at universities or in teachers' colleges, or at nursing, technical or agricultural schools."<sup>177</sup>

One year later the Department inaugurated a policy of encouraging the reserve Indians to form School Committees, "to introduce a measure of democratic practice to the conduct of Indian educational matters."<sup>178</sup> By 1960 the educational

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<sup>177</sup> Canada, Annual Report of the Department of Citizenship and Immigration, 1956, p. 60.

<sup>178</sup> Ibid., 1957, p. 61.

TABLE XV  
CANADA  
DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT  
INDIAN EDUCATION  
SCHOOL AND ENROLMENT STATISTICS \*  
( 1870 - 1970 )

YEAR	INDIAN STUDENTS (6-18 yrs.)	# INDIANS ENROLLED	AVERAGE ATTENDANCE	% ATTENDANCE OF ENROLLED	TOTAL # SCHOOLS	DAY SCHOOLS	RESIDENTIAL SCHOOLS	NON-FEDERAL SCHOOLS	INDUSTRIAL SCHOOLS	COMBINED DAY AND RESIDENTIAL	SEASONAL SCHOOLS
1870	-	3,921	-	-	-	-	-	-	-	-	-
1875	7,199	2,105	500 ±	23.2	60	-	-	-	-	-	-
1880	-	3,474	2,188	62.9	(NI)	-	-	-	-	-	-
1885	-	4,789	2,783	58.1	98	-	-	-	-	-	-
1890	14,963	6,671	3,833	57.4	245	216	10	-	19	-	-
1895	-	8,175	4,819	58.94	290	245	26	-	19	-	-
1900	27,979	9,634	6,193	65.31	290	(NI)	(NI)	-	(NI)	-	-
1905	(NI)	10,131	6,341	62.59	303	232	47	-	24	-	-
1910	"	10,625	6,626	62.3	315	241	54	-	20	-	-
1915	"	12,468	8,711	69.87	333	255	60	-	18	-	-
1920	"	12,196	7,629	62.56	321	247	58	-	16	-	-
1925	"	14,222	9,879	69.46	328	254	74	-	-	-	-
1930	"	15,743	11,579	73.55	350	272	78	-	-	-	-
1935	"	17,560	13,442	76.54	365	275	80	-	-	10	-
1940	26,400	18,396	15,060	81.87	378	288	79	-	-	11	-
1945	28,429	16,438	13,165	80.93	337	255	76	-	-	6	-
1950	42,999	23,409	20,653	88.22	403	329	69	-	-	5	-
1955	49,546	28,448	26,132	91.86	474	368	69	-	-	13	24
1960	(NI)	40,637	(NI)	(NI)	467	379	63	-	-	-	25
1965	(NI)	57,265	(NI)	(NI)	482	391	66	1,035	-	-	25
1970	(NI)	66,707	(NI)	(NI)	-	280	-	1,645	-	-	-

\* The data contained herein is incomplete for a number of reasons. In the early years this information was not consistently recorded or kept by the Department.

In later years the records sent to this writer were unintelligible and further verification must be made at source.

program had been greatly expanded to include the provision of special classes and courses in practical arts and vocational training; the provision of an elaborate array of educational equipment (e.g., library facilities, teaching aids, sports equipment etc.); a physical education and guidance program; adult education courses; and scholarships for native students pursuing post-secondary studies.

By 1970 the policy of integrated schooling had become firmly entrenched in the Department. Since its inception the number of federally operated schools and classrooms steadily declined and, according to the Department, the participation of Indian communities in school administration has correspondingly increased. As of 1969 there were 62,834 Indian students enrolled in schools from kindergarten to Grade XIII (29,483 in federal schools and 33,351 in non federal schools); and 30,132 in adult, vocational, and employment training. The philosophy behind the Federal Government's approach was most clearly enunciated in a working paper published in 1969 when it was stated that;

"The Government believes that its policies must lead to the full, free and non-discriminatory participation of the Indian people in Canadian society. Such a goal requires that the Indian people's role of dependence be replaced by a role of equal status, opportunity and responsibility, a role they can share with all other Canadians." 179

It can only be observed that when compared with the

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179 Canada, "Indian Policy," The Department of Indian Affairs and Northern Development, (Ottawa; Queen's Printer, 1969), p. 5.

Superintendent-General's remarks made in 1870 these remarks glaringly illustrate the difficulties that the Federal Government has encountered in its educational efforts with the Indians.\*

### III

#### THE TERRITORIES

When the responsibility for the Northwest Territories was assumed by the Federal Government in 1871 a Lieutenant Governor was appointed with the power, "to make provision for the administration of Justice . . . and generally to make, ordain and establish all such Laws, Institutions and Ordinances as may be necessary . . . ." <sup>180</sup> The Lieutenant Governor, in turn, was to appoint a council of from seven to fifteen members to assist him in the execution of his task. While no specific mention was made of education in this initial legislation, by its enactment the provisions of Section 93 of the B.N.A. Act were immediately applicable.

In 1880 the various pieces of legislation respecting the Northwest Territories were consolidated and amended. In the new Act specific mention was made of education as follows;

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180 Canada, "An Act to make further provision for the government of the Northwest Territories," Statutes of Canada, 1871, C. 16.

\* The expenditures on indian and eskimo education are tabled at Appendix VII, Table VI.

"10. When, and so soon as any system of taxation shall be adopted in any district or portion of the North West Territories, the Lieutenant Governor by and with the consent of the Council or Assembly, as the case may be, shall pass all necessary ordinances in respect to education, but it shall therein always be provided that a majority of the ratepayers of any district or portion of the North West Territories, or any lesser portion or subdivision thereof, by whatever name the same may be known, may establish such schools therein as they may think fit, and make the necessary assessment and collection of rate therefor; and further, that the minority of the ratepayers therein, whether Protestant or Roman Catholic, may establish separate schools therein, and that in such latter case, the ratepayers establish such Protestant or Roman Catholic separate schools shall be liable only to assessment of such rates as they may impose upon themselves in respect thereof." 181

In 1880 the Federal Government initiated grants for educational purposes from which the Lieutenant Governor assisted with the payment of teachers salaries and the construction of schools in the Territories. In 1885 a Board of Education was appointed to assist the Lieutenant Governor with the administration of a school system that consisted of sixty-four Protestant, twelve Roman Catholic schools with a total of two thousand, five hundred and fifty-five pupils.<sup>182\*</sup>

In 1905 the geographical boundaries of the Territories were altered with the creation of the Provinces of Alberta and Saskatchewan. The new Territories were to be governed in the

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181 Canada, "An Act to amend and consolidate the Several Acts relating to the North West Territories," Statutes of Canada, 1880, C. 25.

182 Canada, "Annual Report of the Department of the Interior," Sessional Papers, 1887, No. 7, vol. VI, p. 15.

\* The first Report of this Board is attached at Annex "F" wherein details of its organization and finance are given.

same manner as the old had been and the North West Territories Act of 1907 contained identical educational provisions. In 1924 the Department reported,

"The sum of \$3,000 was set apart for education for the fiscal year in the Northwest Territories. One thousand dollars was devoted to general purposes and the remainder applied toward the support of boarding and day schools conducted by the Church of England and Roman Catholic missions.

Day schools, maintained by the Church of England missions at Aklavik, McPherson, and Simpson, received \$200 each, and the boarding school at Hay River, \$400. The day school maintained by the Roman Catholic mission at Fort Smith received \$200, and boarding schools at Providence and Resolution \$400 each." 183

Between 1905 and the advent of the Second World War the population of the Northwest Territories remained predominantly native and the Federal Government continued to leave education in the hands of the mission schools as noted above.

Federal educational policy in the Territories changed dramatically in 1946. The Second World War had revealed that Canada's northland was of some strategic value and, in addition, held hitherto unsuspected mineral resources in significant quantities. A considerable influx of new settlement had occurred during the period as a result of these factors, and almost overnight, the educational needs of the Territories had correspondingly altered. Insofar as the non-native population was concerned, their education was left the responsibility of the Northwest Territories Administration with the Department providing some financial support to defray costs. The

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183 Canada, Annual Report of the Department of Interior, 1924, p. 154.



responsibility for the education of the native population in the Territories, however, was fully taken over by the Federal Government in 1946. In that year it established day schools for indian and eskimo students. Two years later the Department reported,

"The Northwest Territories Administration has established scholarship awards and tuition grants for the assistance of worthy students residing in the Territories. Manual training equipment and supplies have been provided to the residential schools to assist them in initiating manual training instruction.

Shipments of films are being made on a monthly basis to seven settlements in the Mackenzie District. A new service, introduced in 1947, was the re-broadcast over radio station CHAK at Aklavik of the school broadcast program specially prepared by the Canadian Broadcasting Corporation for audiences of school children across Canada. Correspondence courses are available free of charge to all children residing in the Northwest Territories. Plans are under way for the establishment of Government positions and the provision of superannuation benefits for all teachers employed in day schools.

All schools operated in the Northwest Territories are inspected periodically by J. W. McKinnon, Inspector of Schools, for the purpose of raising instructional standards." 184

In 1955 an extensive program of school and hostel construction was undertaken in the North and a vocational training program was established. In explanation of this new and diversified educational effort the Department stated;

"In reaching this decision the Federal Government had taken into account the steady increase in the Indian and Eskimo population of the North and the general decline in fur prices which has made it increasingly difficult for the native population to continue to rely entirely on the wild life resources of the country. Other employment and

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184 Canada, Annual Report of the Department of Mines and Resources, 1948, p. 153.

sources of income must be found and this has made the need for education more important than ever."<sup>185</sup>

This program was to be implemented over a six year period.

The growing non-native population in the Territories also brought about changes in the provisions regarding their education. In 1958 the Northwest Territories and Yukon Acts were amended to permit the respective Councils to borrow monies for educational as well as other purposes.<sup>186</sup> At the same time, the significant expansion of the facilities for the education of native students begun in 1955 had often resulted in the Federal schools being better equipped than the territorial schools in the North. In cases where this situation existed non-native students were allowed to attend the Federal schools and the Territorial Council reimbursed the Federal Government for the costs involved.

In 1963 a program of financial assistance to Territorial students pursuing a post-secondary education outside the Territories was inaugurated. Those who qualified for this assistance had their tuition, books, and transportation costs paid and could additionally apply for loans to cover their expenses with respect to food and accomodation. If the student returned to the Territories after graduation these loans were forgiven. An adult education program was developed

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<sup>185</sup> Canada, Annual Report of the Department of Citizenship and Immigration, 1955, p. 18.

<sup>186</sup> Canada, "An Act to amend the Northwest Territories Act," Statutes of Canada, 1958, C. 30.

in the North in 1965-66 and, "a long range program to provide a complete school system throughout the North by 1971 (including matriculation, diploma, vocational high school and occupational courses) was approved. <sup>187</sup>

In 1969, in keeping with its policy of disengaging itself from direct involvement with native education in Canada the Federal Government announced a two-phased program whereby direct responsibility for all education in the North would be assumed by the Director of Education for the Northwest Territories. Under this program the Federal Government would continue to pay for the costs of educating students coming under its auspices but would cease to exercise any administrative control over the educational system.<sup>188</sup>

The enrolment and expenditure statistics reflect the changing pattern of education in the North. In 1937 with a student population of less than four-hundred, the Federal Government was spending just over twenty-thousand dollars annually. After 1955 with a student population of approximately 2,500 expenditures exceeded one million dollars annually, a large proportion of these going towards the construction of educational facilities.\* Table XVI illustrates this pattern at five-year intervals.

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<sup>187</sup> Canada, Annual Report of the Department of Northern Affairs and Natural Resources, 1966, p. 19.

<sup>188</sup> Canada, Annual Report of the Department of Indian Affairs and Northern Development, 1969, p. 10-11.

\* See Appendix VII, Table VIII-XI for detailed expenditures and enrolments.

TABLE XVI

DEPARTMENT OF INDIAN AFFAIRS

AND NORTHERN DEVELOPMENT

EDUCATIONAL EXPENDITURES

(1937 - 1970)

<u>YEAR</u>	<u># PUPILS</u>	<u>EXPENDITURE</u>
1937	346	21,484.22
1942	404	24,695.50
1947	933	55,928.94
1952	1,500 <sup>+</sup>	39,679.80
1957	2,620	2,296,000.00
1962	5,374	6,777,000.00
1967	7,792	80,532,000.00
1970	10,000 <sup>+</sup>	80,506,408.00
TOTAL (1937 - 1970)		<u>584,856,668.92</u>

IV

OTHER DEPARTMENTAL EDUCATIONAL FUNCTIONS

There are three other branches within the Department that have developed educational programs as part of their respective responsibilities; the National Battlefields Commission, the Historic Sites and Monuments Board of the National Parks Branch, and the Canadian Wildlife Service. Each of these will be dealt with in turn.

The National Battlefields Commission was established in 1908 because it was considered;

" . . . desirable in the public interest of Canada to acquire and preserve the great historic battlefields

at Quebec, restoring so far as possible their principal features, so as to make them a Canadian National Park

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The Act provided for the creation of a Commission to administer the program the membership of which was determined by a province's willingness to contribute a minimum of one hundred thousand dollars to its work. Since 1908 this body has contributed greatly to the preservation and development of battlefields of historic import in Canada and these sites have become the object of increasing visits by student groups and other members of Canada's educational community, quite apart from their tourist value. The expenditures of the Commission have increased steadily since 1955 to the point where they exceeded three hundred thousand dollars in 1969.\*

In 1911 under the Dominion Forest Reserves and Parks Act certain lands in Canada were set aside;

"for the maintenance, protection and reproduction of the timber growing or which may hereafter grow thereon, for the conservation of the minerals and the protection of the animals, birds and fish therein, and for the maintenance of conditions favourable to a continuous water supply, but subject to any regulations made under this Act." 190

In addition, the Governor in Council could from time to time;

" . . . designate such reserves or areas within forest reserves as he sees fit, to be and be known as Dominion

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189 Canada, "An Act respecting the National Battlefields at Quebec," Statutes of Canada, 1908, C. 57.

190 Canada, "An Act respecting Forest Reserves and Parks," Statutes of Canada, 1911, C. 10.

\* Detailed annual expenditures appear at Appendix VII, Table XII.

Parks, and, subject to the provisions of this Act, they shall be maintained and may be made use of as public parks and pleasure grounds, for the benefit, advantage and enjoyment of the people of Canada."191

It was subsequently proposed that campsites be developed for the public within the bounds of the public parks and that in this connection,

" . . . it has been suggested that some might be located at points of historic interest . . . while it is somewhat out of the sphere of National Parks to deal with the marking of battlefields, it is most desirable, from a national standpoint that such should be set aside as national reserves and that the ruins . . . holding historic association should be preserved . . . . It would be doubly beneficial if these . . . were not only properly restored and marked but that they should be used as places of resort by Canadian children who would . . . have the opportunity of absorbing historical knowledge . . . ."192

In 1920 a further step was taken to develop this work with the creation and establishment of the Historic Sites and Monuments Board. As the Department Report for the year observed;

"The work with respect to the preservation of historic and pre-historic sites, which had been laid aside on account of the war, was resumed during the year and an important step taken in this connection. This was the formation of what is known as the Historic Sites and Monuments Board. In carrying on this work it had been found that the development of a policy covering so wide a field demanded expert knowledge with regard to practically all the historic sites in Canada and their relative value. The Government, therefore, thought it advisable to endeavour to secure the assistance of experts intimately acquainted with these matters and a number of prominent Canadian historians kindly consented to serve as members of an advisory board. The board, which

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191 Ibid.

192 Canada, "Annual Report of the Department of Interior," Sessional Papers, 1914, No. 25, vol. XIX, p. 11.

serves without remuneration, is composed of the following: Chairman, Brigadier-General E. A. Cruikshank, Ottawa; Dr. James H. Coyne, St. Thomas, Ontario; Dr. Benjamin Sulte, Ottawa; Archdeacon W. O. Raymond, St. John, N.B.; W. C. Milner, Halifax, N.S.; and the Commissioner of Dominion Parks. The initial meeting was held in Ottawa in October, 1919, when it was decided that the first matter which required to be undertaken was a comprehensive survey of Canadian historic sites. This is now being made by the members. When this survey is completed the board will be in a position to advise the department as to which sites should receive attention from the Federal Government and what work in connection with them should be undertaken. In addition to the meetings of the general board which it is expected will not be held more than once or twice a year, the members resident in Ottawa meet to discuss details when occasion arises.

The co-operation of historical societies and other associations, public libraries, etc., interested in the preservation of the Dominion's historical remains was solicited and the response received was very gratifying. A design for an artistic tablet to be used in connection with the marking of existing remains as well as of a cairn which is to be erected at sites where there are no remains are in course of preparation."<sup>193</sup>

Between 1920 and 1950 the Board marked over four hundred sites from a suggested list of more than one thousand locations.

In 1953 the Federal Government gave legislative recognition to the Board's activities with the passage of the Historic Sites and Monuments Act. Under the provisions of this legislation the Board was empowered to;

- "(a) by means of plaques or other signs or in any other suitable manner, mark or otherwise commemorate historic places;
- (b) make agreements with any persons for marking or commemorating historic places pursuant to this Act and for the care and preservation of any places so marked or commemorated;
- (c) with the approval of the Treasury Board acquire on behalf of Her Majesty in right of Canada, any historic places or lands for historic museums . . .

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<sup>193</sup> Ibid., 1921, No. 25, vol. VIII, p. 16.

- (d) provide for the administration, preservation, and maintenance of any historic places acquired or historic museums established pursuant to this Act." 194

The Board was to consist of twelve members including the Dominion Archivist, the Chief Curator of the National Museum and one representative from each of the provinces. In 1955 and 1959 the Act was amended to alter the composition of the Board from twelve to fourteen, to fifteen members with Ontario and Quebec each having two representatives.

In 1959 the Federal Government took additional steps to protect the heritage of the Northwest Territories when, in an amendment to the Northwest Territories Act it authorized the Council to;

"make regulations for the protection, care and preservation of sites, works, objects, and specimens of archaeological, ethnological or historical importance, interest or significance, and explorers cairns . . . and documents . . . ." 195

The activities of the Historic Sites and Monuments Board have steadily increased over the years during which it has been in operation. Under normal circumstances, when a site has been selected for development (in consultation with provincial authorities) the Federal Government assumes fifty percent of the cost of acquisition and preservation while the province or other party assumes the responsibility for operating and maintaining the site for public benefit. In 1960, to

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194 Canada, "An Act respecting Historic Sites and Monuments," Statutes of Canada, 1953, C. 39.

195 Canada, "An Act to amend the Northwest Territories Act," Statutes of Canada, 1959, C. 7.



encourage further activity along this line the Board instituted a program of grants to individuals or organizations interested in preserving sites of historic value. To date nearly sixty-five million dollars has been spent on the Board's activities with the heaviest expenditures occurring in the period 1965 - 1967 when the nation was preparing for its centennial.\* The national grants program has had an uncertain history, however, as the information contained in Table XIV of Appendix VII reveals. No explanation of this situation has been encountered in the Annual Reports of the Department.

The Canadian Wildlife Service Branch of the Department began its educational involvement in 1966 with the inauguration of a grants in aid of research program in Canadian universities and the provision of scholarships for studies in fields of concern to the Branch. Over two hundred thousand dollars has since been spent on the former program and \$62,800.00 on the latter.\* While the scholarship program has operated continuously since 1966 the research program did not get under way until 1968. In addition to the above, the Service also operates an extensive information and education program which, like those of other Departments, makes intensive use of publications, films, radio and television.

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\* Detailed figures appear at Tables XIII - XIV, Appendix VII.

\* Detailed figures appear at Table XV, Appendix VII.

## SUMMARY

By 1970 the primary educational activity of the Department of Indian Affairs and Northern Development concerned the education of Canada's Indians and Eskimos. Three other educational functions had developed within the Department in connection with the activities of the National Battlefields Commission, the National Historic Sites and Monuments Board, and the Canadian Wildlife Service. The once onerous School Lands responsibility had all but disappeared.

The education of Canada's native population became a Federal concern as part of the broader responsibility assigned to that government under Section 91 of the B.N.A. Act. Up to 1970 nearly one billion dollars had been spent on this activity with questionable results. Between 1880 and 1950 for example, even though attendance at school had been made compulsory, the majority of Indian students never attended and of those that did enroll, between thirty and forty percent did not attend on a regular basis. It was not until 1920 that the Federal Government finally took over complete jurisdiction of Indian education from the 'mission school' system that had been in effect before Confederation. In short, the Federal Government was a somewhat reluctant patron with respect to its obligations in this field. Since the Second World War federal dissatisfaction with the results of its earlier programs as well as the increasing sophistication of education prompted the inauguration of what has come to be known as 'integrated'

education for the native students. Under this policy Indian students have been increasingly channelled into the provincial school systems to take advantage of their generally superior educational facilities. The only exception to this trend occurred in the Far North where the schools for native children tended to be better equipped than those for the non-native population.

Inevitably, the Federal policy of the 1950's came to involve the provinces of Canada in a field that was of no concern to them under the B.N.A. Act. Any arrangements in this regard, however, were subject to Federal-Provincial agreement and participation by the respective provinces was put on a voluntary basis. Where provincial facilities were non-existent or unable to cope with the demand, the Federal Government continued to operate its own schools for the native population.

There have been strong indications over the past three years that the Federal Government was considering a major shift in policy with respect to its responsibilities to the native peoples of Canada. In general this new policy would appear to center around integrating Indian and Eskimo social and educational services with those already existent within the respective provinces and territories. In this way the central government would continue to finance these activities but would no longer bear the burden of having to administer them. While certain aspects of this new program have already been implemented, particularly in the field of education, no

legislative sanction has been given to the overall scheme to date and it remains a subject of considerable discussion between the Federal, Provincial, and Native authorities.

The activities of the National Battlefields Commission and the Historic Sites and Monuments Board also encompassed an educational function. The activities of both these bodies were primarily cultural in nature and the B.N.A. Act made no reference to this subject area. Under the terms of the preamble to Section 91 of that Act, however, the Federal Government was given the responsibility for all, "Matters not coming within the Classes of Subjects by this Act assigned exclusively to the Provinces . . . ." <sup>196</sup> It would appear, as evidenced here, and as will become more obvious later on, that the Federal Government has chosen to exercise some direction over the cultural affairs of the country, including the work of the above agencies. At the same time the provinces have been included in the work of these bodies at all levels. In the case of the Battlefields Commission the payment of an entry fee gave a province representation on the Commission and a voice in the execution of its responsibilities. In the case of the Historic Sites Board, provinces were invited to participate on a voluntary basis. Once a site had become mutually acceptable to federal and provincial authorities on the Board its

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196 Driedger, op. cit., p. 24.

development was dependent on a province's willingness to operate and maintain the facilities erected on such sites with the Federal Government contributing fifty percent of the cost of their development. Canada's recent Centennial has given considerable impetus to the work of both these agencies.

The educational research functions of the Canadian Wildlife Service have developed much like those in other Federal departments. That is to say there has been no specific enabling legislation for extending aid for research and study into Canadian universities. Rather, the authority to do so has derived from the general functions of the agency as described in the legislation establishing it. Insofar as the Wildlife Service has been concerned, these programs have been relatively recent in origin and their present impact and future potential are resultingly difficult to assess.

## CHAPTER X

### THE DEPARTMENT OF NATIONAL DEFENCE

Since its establishment in 1868, the Department of National Defence has, in one way or another, been associated with the public and private educational institutions of Canada. In 1970 the Department was operating schools overseas and in Canada to cater to the needs of the dependents of its personnel in elementary and secondary education. It was also operating three military colleges which together offer university programs up to the Masters level. Finally, it was administering three cadet programs that involved students from the ages of fourteen to sixteen years of age and that until recently were closely associated with the various public school systems of the nation.

Historically, the responsibility for the defence of Canada was placed with the Federal Government under Section 91 of the B.N.A. Act. In 1868, the Act that gave form and substance to this responsibility contained the following provisions;

"55. For the purpose of enabling officers of the Militia or candidates for commissions or promotion in the Militia to perfect themselves in a knowledge of their military duties, drill, and discipline, there may be established schools of Military Instruction in each Province of the Dominion . . . .

58. Her Majesty may sanction the organization of Rifle Associations, and associations for the purposes of drill and independent Companies of Infantry composed of professors, masters or pupils of Universities, Schools, other public institutions . . . .

59. There shall be furnished to every Normal School, University, College or School in Canada, in which there shall be instituted classes of instruction in Military Drill and Exercises under regulations prescribed by Her Majesty, arms and accoutrements necessary for the instruction of the pupils thereof over the age of twelve years . . . ."<sup>197</sup>

From the outset the Department thus established a close working relationship with educational institutions in Canada.

## I

### THE MILITARY SCHOOLS AND COLLEGES

The practice of establishing Military Schools and Militia units in association with educational institutions was not new. It had first begun in pre-Confederation days in response to the tensions between the British North American colonies and the United States over the "Trent Affair" in 1864.<sup>198</sup> It has also been well recognized that the threatening military posture of the United States was one of the principal reasons for Confederation taking place and for the continuation of the Military School program after 1867. The military schools normally operated for periods of three to four months and were

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<sup>197</sup> Canada, "An Act respecting the Militia and Defence of the Dominion of Canada," Statutes of Canada, 1868, C. 10.

<sup>198</sup> Canada, "Annual Report of the Minister of Militia and Defence," Sessional Papers, 1870, No. 8, vol. IV, p. 19.

conducted by units of the British regular forces stationed in Canada. When the British troops were withdrawn in 1870 these schools were placed under the supervision of the Canadian militia units that were created to replace them.<sup>199</sup> These schools were entirely devoted to the development of basic military skills and the production of a nucleus of trained personnel in as many centres of population across the country as possible.

Under the provisions of the Act of 1868 the Federal Government also encouraged the formation of local rifle associations and infantry companies. While these organizations were primarily recreational and social in function they received financial support from the Department for their related military activities. By 1970 these associations had received a total of \$9,243,205.00 in Federal support.

In 1874, "to make further provision for the education of Cadets and Officers of the Militia in military knowledge and scientific pursuits connected with the military profession . . . ." <sup>200</sup> the Royal Military College was established in Kingston, Ontario. The enabling legislation went on to state that the College was to impart, "a complete education in all branches of

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199 Ibid., 1871, No. 7. vol. IV, p. 34.

200 Canada, "An Act to Establish a Military College in one of the Garrison Towns of Canada," Statutes of Canada, 1874, C. 36.



military tactics, fortification, engineering and general scientific knowledge . . ."<sup>201</sup> The cadets were to be selected proportionately from the various Military Districts across Canada and an examining board was established in each district to screen applicants. The College opened in 1875 with an initial enrolment of eighteen cadets.<sup>202</sup>

While the College may have had the fulfillment of military needs as its primary function it was clear that the armed forces of Canada could not provide a career for all cadets. The Standing Orders published in 1876 acknowledged this when they stated,

"The limitation of the number of cadets as provided by the Act [120 maximum],\* is necessary to hold out a reasonable hope that graduates can be absorbed in the public service. The training and general branches of education will, however, be such as will qualify graduates to fill such other positions in the public service as may be found available when military service may not be required."<sup>203</sup>

The initial curriculum of the College is attached at Annex "G". It included instruction in such subjects as Mathematics, Military History, Language Training (French or German), Chemistry, Geology, and related scientific studies.<sup>204</sup>

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201 Ibid.

202 Canada, "Annual Report of the Minister of Militia and Defence," Sessional Papers, 1877, No. 7, vol. IV, p. xi.

203 Ibid., p. xii.

204 Ibid., 1880, No. 8, vol. IV, p. 351.

\* Brackets mine.

The creation of a Canadian Navy in 1910 led to the first attempt to establish a Naval College. Under the provisions of the Naval Service Act,

"26. There shall be an institution for the purpose of imparting a complete education in all branches of naval science, tactics, and strategy." 205

The College was first established in Halifax, Nova Scotia in the hospital building at the Dockyard. Twenty-one cadets were enrolled in the first year. As the Director's report for 1911 pointed out,

"The instruction of the cadets at college is modelled as nearly as possible on the system adopted in the naval training establishments in England, the consequence being that the benefit of the result of years of experience is derived.

The course of instruction given assumes a thoroughly sound education, in nearly all subjects of modern requirements, the result being that a cadet who, through any mischance, does not ultimately adopt a sea life as his profession, is not, in any way, handicapped by having been at the college, but has benefitted by having received a really good education, and has also learnt the rudiments of discipline.

Each cadet spends two years at college at the expiration of which he has to pass an examination, from the results of which his seniority as a midshipman is awarded." 206

Initially the College offered a two year course but in 1913 the general syllabus for instruction was more closely allied with that of the Royal Military College and extended to three years.

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205 Canada, "Naval Service Act," Statutes of Canada, 1910, C. 43.

206 Canada, "Annual Report of the Department of Naval Service," Sessional Papers, 1912, No. 28, vol. 23, p. 11.

The Naval College carried on in Halifax until 1918 when it was destroyed in the famous explosion of that year. Subsequently it was moved to RMC and then to Esquimault, British Columbia. In 1922 the Department decided to close down its operation in the considered absence of any need for defence forces of any significant size.<sup>207</sup> In its passing the College had set one interesting precedent, however, with respect to the federal government's educational activities. In 1914 the Department arranged with McGill, Toronto, and Queen's Universities that College graduates could enter these institutions in the second year of applied science.<sup>208</sup> In its eleven years of operation 150 cadets attended the College.

The Royal Military College did not remain unaffected by the upheavals of the First World War. As the Director observed in 1919,

"The spirit of the Royal Military College is "Thoroughness," and a careful investigation elicited the fact that the Entrance Examination to the College was not in line with the Entrance Examination to the Universities and not within the reach of the majority of the Schools of the Dominion of Canada. After careful consultation with those best fitted to know, it was resolved to lessen the scope of the Entrance Examination and revert to the original standing of 60% on the whole and 50% in individual subjects.

I am informed that the new curriculum places the College within the reach of the majority of the Schools in the Dominion."<sup>209</sup>

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207 Canada, "Annual Report of the Department of Naval Service," Sessional Papers, 1923, No. 17(a), vol. IV, p. 6.

208 Ibid.

209 Canada, "Annual Report of the Department of Militia and Defence," Sessional Papers, 1921, No. 36, vol. IX, p. 57.

At the same time the academic curriculum was given greater emphasis and the construction of new classroom and instructional facilities was begun. Writing in 1921 the Director of Studies pointed out that,

"The Royal Military College of Canada was established by Act of Parliament of Canada to provide for a scientific education required by a military officer. Such an education was revealed during the last war to demand great scientific principles which might be applied in detail to many varieties of aggressive activities. The ultimate success which was achieved in this clash of powers was materially contributed to by the scientifically educated members of the many university graduates whose laboratory training was volunteered to our great advantage. The mental acuteness needed to combat a vigorous and unscrupulous enemy, educated scientifically to a high degree, was very conspicuous, and the academic training our officers got at their universities and other centres of scientific culture was a grand asset.

Inspired by the experience we have gained quite recently, we have designed our educational course, which at least will aim at laying the foundation for such a mental development as may be needed in our future conflicts." <sup>210</sup>

In 1928 a further RMC Act was passed that incorporated one significant change from previous legislation. The basis for selection of cadets was changed from a fixed number in each military district to an unspecified number from each province, "in order of merit and the number . . . and conditions of entry shall be as from time to time authorized by the Governor in Council." <sup>211</sup> The College had been experiencing difficulty meeting the selection requirements of earlier acts for some time.

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<sup>210</sup> Ibid., 1922, No. 36, vol. IX, p. 86.

<sup>211</sup> Canada, "An Act Respecting the Royal Military College of Canada," Statutes of Canada, 1928, C. 7.

A survey of the Commandant's reports over the period 1880 - 1925 reveals that the varying educational standards across the country made it difficult to obtain a proportionate representation when selection was based upon a uniform entrance examination.

The onset and aftermath of the Second World War precipitated an expansion of the Military College program. In 1942 the Naval College was reopened to improve upon the shore based officer training facilities.<sup>212</sup> The Royal Military College was closed during the war years. After the 'peace', however, the Naval College (Royal Roads in Victoria, B.C.), and RMC were reopened for officer cadet training along the lines that had been established prior to the War.<sup>213</sup>

In 1948 the programs of the two military colleges were combined under the Canadian Services Colleges program. As the Minister of National Defence stated, "It appeared . . . to be desirable that any cadet college training men for the defence of this country should be on a tri-service basis, that the segregation of services into compartments should not be started at the age of seventeen or eighteen."<sup>214</sup>

The nature of the studies at the colleges was outlined as follows;

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<sup>212</sup> Canada, Annual Report of the Department of National Defence, 1941, p. 7.

<sup>213</sup> Ibid., 1947, p. 12 and 28.

<sup>214</sup> Ibid., 1948, p. 10.

"Courses at the two colleges are designed to train officer cadets for commissions in the active and reserve forces of the Royal Canadian Navy, the Canadian Army and the Royal Canadian Air Force. The duration of the course at Royal Roads is two years and that of R.M.C. four years. The first two years are the same at both colleges. With the exception of the fourth year at R.M.C., which has no summer term, each year consists of eleven months of instruction. The Course for Naval cadets of the Executive and Engineering (Marine) branches will be two years in length and may be taken at either college. The courses for other Naval cadets and for all Army and Air Force cadets will be of four years' duration, the first two years of which may be taken at either college, but the last two years at the Royal Military College. During the fall and winter terms 85% of the instruction is in academic studies and the remainder in service subjects including physical training. The summer term of sixteen weeks is devoted entirely to practical service training at the various armed forces training establishments. Naval cadets spend a large portion of this time at sea and Air Force cadets receive aircrew training. Among the academic subjects studied, importance is attached to the French language as being part of the equipment for Canadian officers who are required to deal with personnel speaking both English and French." <sup>215</sup>

One half of the cadets were to be selected on the basis of provincial quotas and the remainder under open competition.

Legislative sanction for these developments was incorporated in the National Defence Act of 1950 wherein the Minister was authorized to, "establish institutions for the training of officers and men." <sup>216</sup> Under the Act cadets attended the colleges under two schemes, those publicly supported candidates who were provided with pay and allowances as well as uniforms etc., and those who attended on the basis

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<sup>215</sup> Ibid., p. 12.

<sup>216</sup> Canada, "National Defence Act," Statutes of Canada, 1950, C. 43.

of a scholarship and were required to finance their own tuition. Those under the former plan were required to serve in Canada's armed forces for an obligatory period after completing their education while those under the latter had no such obligation.

In 1952 a third college was opened at St. Jean, Quebec. While this institution was integrated into the existing scheme on the same basis as Royal Roads, it provided for an additional preparatory year to allow for entry of junior matriculants from across Canada and facilitated French Canadian representation. The military colleges, with minor exceptions, have continued to operate under the provisions of the 1950 Act to the present day. Detailed expenditures for these institutions are tabled at Appendix VIII and enrolment figures for the period 1959 - 1971 below.

TABLE XVII

CANADA

DEPARTMENT OF NATIONAL DEFENCE

ENROLMENT IN ROYAL CANADIAN MILITARY COLLEGES

<u>ALL FULL-TIME MALE STUDENTS</u>	<u>COLLEGE MILITAIRE ROYAL de ST. JEAN</u>	<u>ROYAL MILITARY COLLEGE OF CANADA</u>	<u>ROYAL ROADS MILITARY COLLEGE</u>	<u>TOTAL</u>
	Quebec	Ontario	B.C.	
1958-59	203	421	140	764
1959-60	184	426	173	783
1960-61	211	430	172	813
1961-62	397	448	204	1,049
1962-63	380	487	207	1,074
1963-64	345	512	212	1,069
1964-65	389	511	208	1,108
1966-67	345	556	197	1,098
1967-68	365	558	208	1,131
1968-69	373	558	209	1,140
1969-70	373	534	174	1,081
1970-71	396	542	191	1,129

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It has been impossible to obtain complete statistics for Military College enrolments and expenditures. In general expenditures have been relatively stable, increasing during times of crisis but levelling off between such periods. Expenditures and enrolments increased dramatically after the Second World War with the introduction of the Regular Officer

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217 Letter from Pierre Maynard, Elementary Secondary Unit, Student Information Section, Education Division, Dominion Bureau of Statistics, February 19, 1971.



Training Plan and the tri-service system whereby attendance at the Colleges no longer required substantial private income. As can be seen from the data, enrolments have tended to fluctuate between 1,000 and 1,130 since 1960 and have also, therefore, been relatively stable over the past decade.

## II

### CADET SERVICES

The cadet services training program was begun under the authority of the Act of 1868. Provision for this activity was subsequently reaffirmed in amendments to the Act in 1883 and 1886. In these early times however it was not referred to as a 'cadet' program but rather was considered part and parcel of the overall Militia training program. The first mention of this activity in Departmental reports occurred in 1879 when the General Officer Commanding the Militia commented that,

"The cadet companies formed in the universities, high schools, and colleges of the Dominion will have good effect. At present they are not to exceed 74 companies . . . are to be instructed in military drill and training only, and on no account to be employed on active service."<sup>218</sup>

At the same time, the broader aims of the program were noted when it was further stated,

" . . . that there can be no doubt that drill calls into exercise much of the powers of the human being, and hence, when judiciously applied, essentially promotes the health

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218 Canada, "Annual Report of the Department of Militia and Defence," Sessional Papers, 1880, No. 8, vol. V, p. xi-xii.

and physical growth of frame. The School Board of London [Ontario],\* has for past years acknowledged its value and has included it among the duties to be performed by their teachers." 219

In 1904 the Militia and Defence Act gave formal recognition to the formation of cadet corps when it enabled the Minister to

- "(a) authorize boys over twelve years of age, who are attending school, to be formed into school cadet corps;
- (b) authorize boys over fourteen years of age and under eighteen years of age to be formed into senior cadet corps." 220

The corps were considered to serve a number of purposes within the military complex of the country. They were not only considered as feeders for the Militia and Regular Army but also offered, "material benefits to our youth from the inculcation of discipline, system, and order, as well as the physical development induced by drill and exercise." 221

In 1910 the Department observed,

"The great majority of Canadian Cadet Corps are affiliated with the public schools of the various provinces and in many cases receive tangible assistance from the local boards of school trustees, mainly in the provision of uniform, or an armoury or armoury fittings for the storage of arms, equipment, &c." 222

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219 Ibid.

220 Canada, "An Act respecting the Militia and Defence of Canada," Statutes of Canada, 1904, C. 23.

221 Canada, "Annual Report of the Department of Militia and Defence," Sessional Papers, 1909, No. 35, vol. XVII, p. 4.

222 Ibid., 1911, No. 35, vol. XVII, p. 20.

\* Brackets mine.

With the establishment of the Department of National Defence in 1922 the administration of Canada's armed forces was brought under one agency and the naval and army cadet training programs were combined. At the same time changes were incorporated into the training syllabus as follows,

"The policy which has now been laid down for the Cadet Service is to concentrate on bringing existing Cadet Corps to a higher state of efficiency rather than on still further increasing the number of units. The syllabus of training has been modified in certain respects and it now approximates more closely to that of the Boy Scouts organization. More attention than formerly is being given to such subjects as --

- Physical Training.
- First Aid.
- Signalling.
- Scouting.
- Organized Games.
- Lectures on Citizenship.

The new syllabus by means of the training imparted and the course of lectures laid down aims at improving the physique of the boys and inspiring them to lead clean, honourable lives and thereby to make good and useful citizens, proud of their country, versed in its great traditions and anxious to promote its welfare." 223

Both the army and the navy continued to operate cadet units until the advent of the Second World War.

In 1940 the Royal Canadian Air Force was established as an independent arm of the Department and in 1946 it was authorized to form;

" . . . Royal Canadian Air Cadet Squadrons to consist of boys who have attained the age of fifteen years but who have not attained the age of nineteen years and who have voluntarily applied for membership in a Royal Canadian Air Cadet Squadron;

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223 Canada, "Annual Report of the Department of National Defence," Sessional Papers, 1923, No. 17, vol. V, p. 7.

(b) authorize Royal Canadian Air Cadet Squadrons, or any portion thereof, or any members thereof to drill or train for such period of time during each year as he may direct.

15B. (1) Subject to any regulation, Royal Canadian Air Cadet Squadrons shall be drilled, trained and administered in such manner and shall be furnished with arms, ammunition and equipment under such conditions and shall be subject to the authority and command of such officers as the Minister may direct."<sup>224</sup>

At the same time the Royal Canadian Sea Cadet program was reactivated under a similar amendment to the Naval Services Act.

At present the three branches of Canada's armed forces continue to support cadet training activities. As opposed to the pre-war years, however, an increasing number of corps are sponsored by regular or reserve force units and fewer by schools. The increasing complexity of the cadet program has rendered the schools incapable of serving its needs from their facilities and correspondingly much easier to administer from the established facilities of various units of respective branches of the Department. This and other changes in the program were reflected in the National Defence Act of 1950 when with respect to cadet corps the Department was authorized to form, "cadet organizations under the joint or several control and supervision of the RCN, the CA, and the RCAF, to consist of boys not less than twelve years of age and who have not attained the age of nineteen years."<sup>225</sup> The significant changes

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<sup>224</sup> Canada, "An Act to amend the Royal Canadian Air Force Act," Statutes of Canada, 1946, C. 32.

<sup>225</sup> Canada, "An Act respecting National Defence," Statutes of Canada, 1950, C. 43.

in this legislation are the omission of any mention of schools and the elimination of the distinction between junior and senior cadet corps.

As in other sections of this chapter it has been impossible to provide complete statistics on the cadet training program. The Department ceased publishing detailed information on this activity after the Second World War and has not responded to enquiries designed to fill in the blank spaces. The most popular years of the program have occurred in 1914 - 15, 1922 - 1934, and after 1956 when total enrolments have exceeded one hundred thousand. With the exception of the period 1922 - 1934, these figures can be at least partially explained by the presence of war or international tensions that made war seem likely. While the depression years were witness to a cut-back in military spending that in turn affected the functioning of the cadet program, the explanation for its popularity in the period 1922 - 1934 was largely due to its close relationship to the physical training program in the schools as will be demonstrated later in this chapter.

### III

#### UNIVERSITY TRAINING

The requirement for a more technologically competent core of personnel within the armed forces of Canada was first officially recognized in 1907 when a Cadet Engineer Company

was formed at Dalhousie University.<sup>226</sup> Instruction in military subjects was begun in the following year at McGill University.

As the Annual Report of the Militia Council stated,

"144. Having observed the high value placed by the British War Office upon a university training for candidates for commissions in the army the Militia Council decided in 1908, with the concurrence of the War Office, to cooperate with Canadian universities in establishing thereat courses of Military instruction similar to those already successfully in operation at Oxford, Cambridge, Edinburgh, Dublin and other British universities.

145. Their intention in taking this step was to encourage a higher educational standard for future officers of the Permanent Force and Active Militia, by offering commissions in the former to qualified graduates of such universities, to encourage military studies among those who will be the leaders of the nation in the future, and, ultimately, to augment the number of persons qualified to become officers of the Militia Force in the event of emergency." <sup>227</sup>

In essence, this program involved a course of lectures followed by half yearly examinations and attachment to a permanent force unit for a period of twelve weeks.

By 1912 the regulations for a proposed Canadian Officers Training Corps (COTC) established in connection with Canadian Universities had been circulated to those institutions.

"It was proposed to form an Infantry unit to be known as the "Canadian Universities Regiment," which would include all military organizations at universities and colleges. This scheme was circulated to the principals of twenty-three universities and colleges, and although the replies received were on the whole, favourable to the project, discussions are still proceeding in respect to matters of detail; these are principally of a financial nature and

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226 Canada, "Militia Council Report," Sessional Papers, 1907, No. 35, vol. 17, p. 10.

227 Ibid., 1911, No. 35, vol. 17, p. 117-118.

have, so far, prevented any definite acceptance of the proposal. It is still hoped, however, that a mutual agreement may be arrived at, and that the example of one or two of the leading institutions may yet prove the means of inducing others to co-operate in so patriotic an undertaking." <sup>228</sup>

The first contingent of the COTC was organized in 1913 at McGill University and consisted of two infantry companies. By 1922 nineteen Canadian universities had established COTC programs.

During the Second World War the Canadian Navy instituted a similar university training scheme under the University Naval Training Divisions (U.N.T.D.) program. The aims of this program were to provide officers for the regular and reserve R.C.N. and a reserve of trained personnel for future requirements. <sup>229</sup> In 1947 there were seventeen universities involved with this program. The Royal Canadian Air Force adopted a similar program in 1948. After the Second World War the COTC program was revised to meet new conditions. As the Departmental Report observed;

"In keeping with the increasingly technical nature of the Canadian Army and the resultant need for university trained officers the pre-war Canadian Officers' Training Corps (COTC) has been completely revised. The new Canadian Officers' Training Corps plan became effective with the commencement of the 1946-47 Academic year.

The object of the Canadian Officers' Training Corps is to qualify selected university undergraduates for a

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<sup>228</sup> Canada, "Militia Council Report," Sessional Papers, 1912, No. 35, vol. 22, p. 1.

<sup>229</sup> Canada, Annual Report of the Department of National Defence, 1947, p. 21.

commission on graduation in one of the various corps of the Active Force, Reserve Force, or Supplementary Reserve of the Canadian Army.

The training program is divided into two phases, Theoretical and Practical, conducted over a three year period.

The Theoretical Phase is composed of military study during a student's First, Second and Third years at university. It consists of a series of lectures, lecture demonstrations and discussions on subjects that will form a background to supplement the detailed and practical knowledge acquired during the Practical Phase, e.g., Military History, Military Geography, Military Economics and Military Science.

The Practical Phase is composed of practical military training conducted during the summer vacation period by a series of attachments (maximum four months each year) to the Canadian Army Active Force. It consists of a detailed practical study of General Military Subjects and Subjects Special to the Corps in which the student is preparing for a commission." 230

In as much as they were available the expenditure and enrolment statistics with respect to the university training programs have been tabled at Appendix VIII. Once again, the Department was not consistent in its publication of this type of information to the point where, after 1958, no mention was made of this activity at all. In 1924 there were 1,587 students registered in this program with a total expenditure of \$3,789.95. The enrolment increased steadily between 1924 and 1938 to 2,815 but expenditures remained between three and four thousand dollars. The program was dramatically accelerated in 1939 to peak in 1957 at an enrolment of 6,774 and an expenditure of over fifteen million dollars. In 1952 the COTC program was augmented by a new scheme for recruiting armed forces personnel from Canadian universities.

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230 Ibid., p. 23.



Under the provisions of the National Defence Act of 1950 the Military College program was extended into Canadian universities. The Department outlined the structure of the new program as follows;

"43. The Regular Officer Training Plan was introduced in the summer of 1952 in the Canadian Services Colleges and civilian universities following discussions between the Department of National Defence and educational authorities.

44. Under the plan, successful applicants who have completed senior matriculation (junior matriculation in the case of Collège Militaire Royal de Saint Jean), are enrolled as cadets in the armed forces of their choice and are provided with college or university training with pay either at one of the Services Colleges or at the Canadian university of their choice.

45. On successful completion of academic or military training, cadets are promoted to commissioned officer ranks in the regular force.

46. The cost of books, instruments, tuition and other fees, is borne by the Department of National Defence. In addition to a monthly allowance of \$65 to cover the cost of board and lodging during the first academic year, cadets are paid \$30 a month to meet out-of-pocket expenses. During practical summer training, which lasts up to four months each year, cadets are paid \$170 a month. Each cadet is issued with the necessary uniform and equipment and free medical and dental care and annual leave with full pay and allowances are provided throughout the entire training period.

47. It is anticipated that by 1957 and thereafter the plan will produce 560 regular force officers annually for the three armed services."<sup>231</sup>

While it has been impossible to gain accurate information, the various university training schemes outside the R.O.T.P. program were discontinued in the mid-sixties. By this time it had become possible to fill the officer requirements of the armed forces from the graduates of the

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<sup>231</sup> Ibid., 1953, p. 14.

Military College and R.O.T.P. programs and direct entry candidates. By 1970, therefore, only the R.O.T.P. program continued to operate in the universities of Canada.

#### IV

#### PHYSICAL TRAINING

The first national physical training program was begun under the auspices of the Cadet Services Division of the Department of National Defence. As has been noted earlier the cadet program emphasized physical training as a vital part of its development and the schools as key agencies through which to organize its corps. In 1908 the Annual Report of the Department noted that,

"99. Negotiations were entered upon during the year with the Department of Education for Nova Scotia, with a view to the institution of a system of physical training in the schools of that Province, and it is confidently expected a basis of agreement for the co-operation of the Department with the provincial authorities upon this question will be satisfactorily reached at an early date. The benefits to be derived generally by our juvenile population from such a system of physical training and instruction are calculated to be very great." 232

In 1909,

"An event of much moment in connection with this scheme of physical training in the schools was the generous donation . . . by the Right Honorable Lord Strathcona and Mt. Royal. G.C.M.G., High Commissioner for Canada in the United Kingdom, of the sum of \$300,000 to found a fund for the encouragement of physical and

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232 Canada, "Annual Report of the Militia Council," Sessional Papers, 1909, No. 35, vol. 17, p. 4-5.

military training among the students of the public schools of Canada. The gift has been received and accepted by the Parliament of the Dominion, and a committee of management has taken charge. Rules in accordance with the conditions laid down in the deed of gift have been drawn up for the management and utilization of the fund, and published for general information. The example set by Lord Strathcona and Mount Royal for wealthy citizens to participate in a national work of great magnitude, as is the physical training scheme, is one that cannot but be of the utmost value in all respects.

90. On the whole, the initiation of this important movement and the progress made in the first year of its introduction in Canada has been most encouraging. Reports from Nova Scotia indicate that practical acquaintance with the system has changed indifference and hostility to friendliness and enthusiasm and there is already promise of results, as an outcome of this training, that will prove of immense value, in many ways, to the country in the future." 233

The province of Nova Scotia inaugurated a system of physical training and instruction in elementary drill in its schools in 1908. The Department noted that,

"This important innovation was the outcome of last year's negotiations with the Premier of Nova Scotia, the Superintendent of Education and other provincial authorities upon the proposal to introduce such instruction in the Nova Scotia public schools, with the view of improving the health and bearing of pupils generally, the better inculcation of discipline and habits of system and order, as well as providing the growing youth of the country with a knowledge of elementary military movements, and, in addition, for the more advanced boys the handling of fire-arms and teaching of the rudiments of musketry. The value of such a training from the standpoint of national defence cannot fail to be very great, since much of the cost and trouble of instructional work for recruits in the event of a mobilization will be obviated, in view of the previous training of boys in the public schools in those elementary exercises which are the basis of all military evolutions. In addition, the instruction in proper breathing and bearing, as well as the healthful exercise imparted to boys and girls alike, cannot fail to

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233 Ibid., 1910, No. 35, vol. 19, p. 16.

do much to counteract that scourge -- tuberculosis -- and thus be of inestimable value to the welfare of our race in its effect upon future generations." <sup>234</sup>

In 1910 the provinces of Nova Scotia, New Brunswick, Ontario, Saskatchewan, and British Columbia had accepted the terms of the Strathcona bequest and instituted physical training programs at the elementary school level. In conjunction with the Provincial Departments of Education the Department of Militia and Defence conducted physical training classes for teachers to qualify them as instructors. The numbers involved in this training have been recorded at Appendix VIII, Table VI. This program was discontinued in 1940 because of the Second World War. During its tenure some 96,675 teachers were qualified to teach physical education in Canada.

## V

### ELEMENTARY AND SECONDARY EDUCATION

Canada's defence commitments after the Second World War necessitated the provision of educational facilities for the dependents of servicemen both inside the country and overseas. In 1947 the Royal Canadian Air Force (R.C.A.F.) set up schools for children of servicemen in Goose Bay, Rivers, Watson Lake, and Fort Nelson with a total enrolment of 433 students. <sup>235</sup> In 1948 the Department reported that,

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<sup>234</sup> Ibid., p. 15.

<sup>235</sup> Canada, Annual Report of the Department of National Defence, 1947, p. 40.

89. Under the provisions of Order in Council P.C. 4212, October 17, 1947, the Minister is authorized to enter into agreements with the education authorities of provinces and municipalities in which schools are located, to determine questions such as sharing of operating costs, school government and educational standards to be attained.

90. Agreements have been reached with certain provincial departments and further negotiations are under way. In Ontario the Department of Education has agreed to pay approximately 50% of the approved operating cost of each service school established in the province. In Manitoba the benefits of the teachers' Superannuation Plan are extended to teachers at service schools, conditional on a yearly payment by the Department of National Defence of \$30 per teacher. In British Columbia the R.C.A.F. receives a provincial school grant providing teachers with a basic salary, isolation bonus, current expense allowance and supervision allowance. The Army has made arrangements to share expenses with local school boards in some cases where no agreement with the province exists." 236

These schools normally operated in accordance with provincial standards and procedures although teachers were recruited on a federal basis. In 1950 a further Order in Council was passed which;

"gave authority to the Minister of National Defence to establish schools for the education of children of service personnel at or near defence establishments, if suitable educational facilities were not available within a reasonable distance . . . and also authorized the officer in command or in charge of defence establishments with schools to appoint a school committee to administer the schools in accordance with the provincial legislative act respecting schools and under the jurisdiction of the provincial department of education." 237

In 1953 schools were established overseas in Belgium, France, and West Germany. The Department noted that,

"The schools overseas will be operated according to Canadian practices and standards and the teachers are

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236 Ibid., 1948, p. 22.

237 Ibid., 1951, p. 31.

being obtained from school boards across Canada with the cooperation of provincial education authorities. The teachers are being engaged to serve abroad for two years; they will receive transportation expenses and free accommodation. The school boards in Canada will continue to pay these teachers' salaries and will be reimbursed by the Department of National Defence. In this way the superannuation and seniority rights of teachers will be maintained." <sup>238</sup>

The expenditures under this activity have totalled nearly 130 million dollars. During the late fifties and early sixties the expanding international commitment of Canada's armed forces was reflected in the increased educational expenditures under this category in those years.\* The reduction and consolidation of the armed forces since 1967 resulted in a sharp decline in the expenditures under this program, however, from 18 million dollars in 1967 to just under seven million in 1968. Within Canada, unless otherwise impossible, dependent children have increasingly been sent to provincial schools and the provincial governments reimbursed for the costs involved. The reduction of Canada's international commitment has equally reduced the number of overseas schools in operation. In 1969, the peak year for this activity there were twenty such schools with an enrolment of 8,658 pupils. By 1970 these had been reduced to 12 schools and 5,867 students.

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<sup>238</sup> Ibid., 1954, p. 27.

\* See Appendix VIII, Tables IX-XI.

VI

RESEARCH

In an amendment to the National Defence Act in 1947 the Defence Research Board (DRB) was established to provide a research arm for the Department. Under Section 3 of the Act the Board was able to,

"(a) enter into contracts . . . and establish scholarships in connection with, and make grants in aid for research and investigation for national defence."<sup>239</sup>

Under the provisions of this and later legislation the DRB entered into contracts with universities and individuals in university faculties. Information on the activities of the Board is understandably of a classified nature, but the following comment in the Defence Department's Annual Report of 1953 gives some indication of the types of activity involved.

"525. The extramural research program supported at Canadian Universities by the Board is very diversified. Emphasis is placed on post graduate training in those fields such as aeronautics, chemistry, electronics, oceanography, metallurgy, acoustics, etc., which must be kept vigorous and expanding in the long term interests of defence, but support is also given to research in such fields as geography, botany, biology, and mathematics."<sup>240</sup>

Research expenditures for the Board have totalled over 900 million dollars in its twenty-four years of existence.

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<sup>239</sup> Canada, "An Act to Amend the National Defence Act," Statutes of Canada, 1947, C. 5.

<sup>240</sup> Canada, Annual Report of the Department of National Defence, 1953, p. 74.

## SUMMARY

The responsibility for the defence of the nation was vested in the Federal Government under Section 91 of the B.N.A. Act. The educational activities that developed under the jurisdiction of the Department of Militia and Defence and the later Department of National Defence have encompassed at one time or another, support for military associations and bands; the training of youths between the ages of 12 to 14 for military and citizenship purposes; the development of university training programs; the provision of elementary and secondary education facilities for dependents of members of the armed forces; physical training; and research programs in Canadian universities. After 1950 the following provisions of the National Defence Act gave legislative sanction to these activities;<sup>241</sup>

### Cadet Organizations

"44. (1) The Minister may authorize the formation of cadet organizations under the joint or several control and supervision of the Royal Canadian Navy, the Canadian Army and the Royal Canadian Air Force, to consist of boys not less than twelve years of age and who have not attained the age of nineteen years.

(2) The cadet organizations mentioned in subsection one shall be trained for such periods, administered in such manner, provided with materiel and accommodation under such conditions and shall be subject to the authority and command of such officers as the Minister may direct.

### Educational Institutions

45. (1) The Governor in Council and such other authorities as are prescribed or appointed by the Governor in Council for that purpose, may in the interests of national defence

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<sup>241</sup> Canada, "An Act respecting National Defence," Statutes of Canada, 1950, C. 43.



establish institutions for the training and education of officers and men, officers and employees of the Department and of the Defence Research Board, candidates for enrolment in the Canadian Forces or for employment in the Department or by the Defence Research Board and other persons whose attendance has been authorized by or on behalf of the Minister.

(2) The Institutions mentioned in subsection one shall be governed and administered in the manner prescribed by the Minister.

#### Service Associations

46. (1) The Governor in Council may establish associations and organizations for purposes designed to further the defence of Canada.

(2) The Minister may authorize the provision of accommodation, materiel and facilities for the training, practice and use of the associations and organizations mentioned in subsection one and other associations and organizations designed to further the defence of Canada, whether or not the members of such associations and organizations are officers or men."

Understandably, the intensity with which these various educational activities have been carried out has fluctuated with the degree of international tension existent in the world and the internal strategy developed to cope with them. Thus, for example, the cadet program has tended to become more specialized in recent years which has resulted in its gradual removal from affiliation with the school systems in Canada. The training of a reserve corps of officers in Canadian universities has been discontinued and the Armed Forces now principally rely on the Military Colleges and the Regular Officer Training Plan (R.O.T.P.) for their career officer requirements.

While the educational activities of the Department have not been inconsistent with the constitutional obligations of the Federal Government many of them have come to involve provincial authorities. The first such program concerned the

training of physical education instructors and more recently the education of dependent children. In both cases the Department has developed working agreements with the provinces. With respect to the former, the program was discontinued with the outbreak of the Second World War but while in operation, it involved Provincial education departments in concert with the D.N.D. whereby the Department provided the personnel to give the training while the facilities and administration were provided by the provinces. In the latter case, and with the exception of overseas bases the Department has arranged to have dependent students use provincial educational facilities and reimbursed the province for the costs involved. Where this was not possible schools were constructed, staffed, and operated, in conformity with the respective provincial curricula and standards.

By 1970 the largest Departmental educational expenditure was devoted to research in Canadian universities. At the same time, however, the elementary, secondary, and higher educational programs that had evolved, particularly since 1950, became an entrenched part of the Defence portfolio. Despite the changing priorities that have been applied to Canada's armed forces over the past decade the educational programs developed over the past quarter century would appear to have a continuing place in the Department's activities.

## CHAPTER XI

### THE DEPARTMENT OF NATIONAL HEALTH AND WELFARE

The Department of National Health and Welfare had its origins within the Department of Agriculture in 1868 under the provisions which made that agency responsible for Public Health and Quarantine.<sup>242</sup> It was not until 1919, however, when the exigencies of the First World War had pointed out the need for minimum standards of health within the nation's populace, that an independent Federal agency was established under the title, The Department of Health. Under the provisions of the enabling legislation the new Department's responsibilities concerned;

" . . . the promotion or preservation of the health of the people of Canada . . .

(a) Cooperation with the provinces, territories and other health authorities with a view to the co-ordination of the efforts proposed or made for preserving and improving the public health, the the conservation of child life and the promotion of child welfare . . .

(b) the establishment and maintenance of a national laboratory for public health research work."<sup>243</sup>

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<sup>242</sup> Canada, "An Act for the Organization of the Department of Agriculture," Statutes of Canada, 1868, C. 22.

<sup>243</sup> Canada, "An Act respecting the establishment of the Department of Health," Statutes of Canada, 1919, C. 90.

In many respects the legislation spoke for itself -- there were clearly areas in the domain that required concerted action including venereal disease, tuberculosis, as well as the health and welfare of the child.

Prior to 1919 there had been Federal legislation enacted that had an indirect bearing on the new Department's activities. In 1902 a Medical Council of Canada was established to ensure a minimum professional standard for doctors across Canada.<sup>244</sup> Among the powers delegated to the Council were included;

"(c) the determination and fixing of the qualifications and conditions necessary for registration, including the courses of study to be pursued by students, the examinations to be undergone, and generally the requisites for registration;

(d) the establishment and maintenance of a board of examiners for examination and for the granting of certificates of qualification;

(e) the establishment of such a status of the medical profession in Canada as shall ensure recognition thereof in the United Kingdom, and enable Canadian practitioners to acquire the right to registration under the Acts of the Imperial Parliament known as the "Medical Acts;"

(f) the enactment, with the consent and at the instance of the medical councils of the various provinces of Canada, of such provincial legislation as is necessary to supplement the provisions of this Act and to effect the foregoing purposes.

(h) the establishment, maintenance, and effective conduct of examinations for ascertaining whether the candidate possesses the qualifications required; the number, nature, times and modes of such examinations; the appointment of examiners; the terms upon which matriculation and other certificates from universities, schools and other medical institutions, shall be received as evidence of qualification . . .

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<sup>244</sup> Canada, "An Act to provide for the establishment of a Medical Council in Canada," Statutes of Canada, 1902, C. 20.

Provided, however, that --

(i) the requirements of any curriculum established by the Council shall not, at any time, be lower than the requirements of the most comprehensive curriculum then established for the like purpose in any province . . .<sup>245</sup>

In 1911 this Act was amended to give greater recognition to provincial powers in connection with the regulation of medical training. The new Act removed any Federal involvement in the development and execution of a training curriculum for doctors and replaced this function with one of developing coordinated programs and standards across Canada.

In 1912 the Canadian Public Health Association was incorporated by the Federal Government for the purposes of developing, "throughout Canada . . . the knowledge of sanitation in all its branches, and all other matters and things appertaining thereto, or connected therewith."<sup>246</sup> This Association and the Medical Council have been intimately connected with the work of the Department and both have received Federal financial support for their work.

The Department of Health was merged with the Department of Soldiers Civil Re-Establishment and renamed the Department of Pensions and Health. In 1944 it was again renamed the Department of National Health and Welfare, a title that has been retained to the present day. For the purposes of this chapter

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<sup>245</sup> Ibid.

<sup>246</sup> Canada, "An Act to incorporate the Canadian Public Health Association," Statutes of Canada, 1912, C. 79.

the educational activities of the Department will be examined under the following headings, Health, Welfare, and Physical Training, the latter being separated because of the special educational implications involved.

I

HEALTH PROGRAMS

The first significant national public health campaign was instituted against the ravages of venereal disease. To encourage mass participation in the resultant program the Federal Government appropriated \$200,000.00, the bulk of which was to be distributed among the provinces on the basis of population providing each province agreed to participate and match the Federal expenditure.<sup>247</sup> Monies were to be paid in two installments, one on application and the second six months later when the Department of Health was satisfied real and substantive work was being done. Within this program an intensive public educational campaign was inaugurated to which the Federal Department contributed lecturers, lecture material, publications, and films. In 1921, the Division of Publicity reported,

"During the year under review ten publications were prepared and issued in English and French . . . In the case of the Canadian Mothers Book the demand was so great

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247 Canada, "Annual Report of the Department of Health," Sessional Papers, 1921, No. 12, vol. V, p. 19.

that second and third editions were needed . . . through arrangements made with the provinces and other bodies the Department has been able to place at their disposal sets of slides with accompanying descriptions covering health matters . . . moving picture films on health subjects have been exchanged . . . ."248

The pattern for much of the educational work of the Health Branch had thus been set. Essentially it consisted of entering into agreements with the provinces to finance necessary undertakings in the field of public health and establishing massive support facilities to aid the provinces in achieving their purposes. In addition the Department gave financial support to a number of voluntary organizations in the health field that also conducted educational and informational activities. A list of these agencies that have consistently received such grants and the Federal expenditures on their behalf is tabled at Appendix IX, Table I. In 1970 the following organizations received such aid.

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248 Ibid., 1921, No. 12, vol. V, p. 21.

TABLE XVIII

GRANTS TO HEALTH ORGANIZATIONS 1970

	<u>ESTIMATES</u>	<u>ALLOTMENTS</u>	<u>EXPENDITURES</u>
CANADIAN MENTAL HEALTH ASSOCIATION . . . . .	25,000	25,000	25,000
HEALTH LEAGUE OF CANADA . . . . .	15,000	15,000	15,000
CANADIAN PUBLIC HEALTH ASSOCIATION . . . . .	7,500	7,500	7,500
CANADIAN TUBERCULOSIS ASSOCIATION . . . . .	20,000	20,000	20,000
VICTORIAN ORDER OF NURSES . . . . .	20,000	20,000	20,000
ST JOHN AMBULANCE ASSOCIATION . . . . .	20,000	20,000	20,000
CANADIAN RED CROSS SOCIETY . . . . .	10,000	10,000	10,000
CANADIAN PARAPLEGIC ASSOCIATION . . . . .	15,000	15,000	15,000
CANADIAN FOUNDATION ON ALCOHOLISM . . . . .	15,000	15,000	15,000
TRAFFIC INJURY RESEARCH FOUNDATION . . . . .	25,000	25,000	25,000
GRANTS TO HEALTH ORGANIZATIONS TO ASSIST IN CARRYING OUT STUDIES, RESEARCH AND DEMONSTRATIONS . . . . .	95,000	95,000	77,038
(10)	<u>\$ 267,500</u>	<u>\$ 267,500</u>	<u>\$ 249,538</u>
TOTAL VOTE 8 . . . . .	<u>\$1,640,000</u>	<u>\$1,640,000</u>	<u>\$1,558,605</u>

Source: Public Accounts of Canada, 1970.

By 1963 the educational work of the Health Branch had become sufficiently onerous that a Health Education Unit was established, "for the purpose of assisting the Director General of Health Services in the coordination of educational activities and resources within the Branch, and to facilitate



their implementation in the provinces."<sup>249</sup> The duties of the new unit consisted mainly of,

" . . . assisting in the assessment of needs for health education materials in the provinces; planning, pre-testing and evaluation of films, filmstrips, publications and posters and in the planning of radio scripts; provision of bibliographical references; advising on the availability of educational materials, and methods and techniques of health education."<sup>250</sup>

Since its inception the Unit has spent over four and one-half million dollars on educational activities, principally of the type mentioned above. Prior to the establishment of the Education Unit such expenditures were not itemized but it is safe to assume that such expenditures were made and that, in fact, the total considerably exceeded the figure just mentioned.

In 1948 the Federal Government instituted a broad program of conditional health grants to the provinces to accomodate the increasing demand for health services. This kind of assistance had first been suggested by the Rowell-Sirois Commission in 1937 but subsequent events postponed any implementation until after the Second World War. In 1944, however, the Dominion Council of Health was reconstituted in anticipation of the expanded program to include the Federal Deputy Minister, a Deputy Minister from each of the provinces, and five other appointees. This Council had originally been established with the Department in 1919 and had become the

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<sup>249</sup> Canada, Annual Report of the Department of National Health and Welfare, 1963, p. 18.

<sup>250</sup> Ibid.

vehicle through which the Federal Government and the provinces discussed mutual problems and coordinated their respective activities in the health field. With the inauguration of the grants program in 1948, this agency became a vital part of the overall functioning of the program.

The Health Grants Program covered a wide range of health services but only one involved an educational function, the Professional Training Grant. As explained in the Annual Report of the Department,

"The Professional Training Grant provided \$500,000 for the purpose of training personnel for public health and hospital staffs.

Originally, in the 1945-46 proposals to the Provinces, the sum suggested for this grant was \$250,000. Because of the increasing shortage of trained personnel in the health field, and particularly those required to staff hospitals, the grant was increased under the National Health Programme to \$500,000, in order to provide extra funds specifically for the training of personnel for hospital staffs.

The purpose of the Grant is to make it possible for the provinces to recruit and train more public health personnel and more people to staff hospitals. This was to be accomplished by the provision of bursaries to provide academic instruction, by the establishment of short courses for various types of personnel and by making available special instruction in the various health fields." 251

The benefits received by the provinces under this program are recorded below.

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251 Ibid., 1948, p. 84.

TABLE XIX

DEPARTMENT OF NATIONAL HEALTH AND WELFARE

PROFESSIONAL TRAINING GRANTS

(1951 - 1970)

NEWFOUNDLAND	3,516,623.71
PRINCE EDWARD ISLAND	1,141,681.28
NOVA SCOTIA	5,375,290.80
NEW BRUNSWICK	4,306,880.22
QUEBEC (1951-65 and 1970 only)	15,116,369.37
ONTARIO	30,696,877.35
MANITOBA	5,369,564.31
SASKATCHEWAN	4,843,892.94
ALBERTA	6,442,948.65
BRITISH COLUMBIA	7,222,355.37
NORTHWEST TERRITORIES (1956-66 only)	161,583.00
YUKON (1957-1966 only)	5,445.00
	<hr/>
TOTAL	84,136,512.00

Source: Public Accounts of Canada (1951-1970)

As can be seen from the Table provinces tended to benefit, once again in accordance with the size of their population and the resultant demand for health services.

In 1966 the Health Branch introduced a program of research grants to Canadian universities. Expenditures under this program were a conservative \$172,986.00 during the past four years and only seven universities benefitted under the program.\*

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\* See Table II, Appendix IX for detailed expenditures.

III

WELFARE BRANCH

While the welfare function of the Department did not receive explicit recognition until 1944, it had always been an integral part of the Department's activities. As has been noted in the founding legislation of 1919, for example, the welfare of Canadian children was high on the agency's agenda of items requiring national attention. In 1920 the Child Welfare Division of the Department of Health reported;

"The activities of this division commenced in May, 1920.

The first work undertaken was the securing of information and publications on maternity and child welfare from all the provinces of Canada, from other parts of the British Empire and from all other civilized countries, in order that a general knowledge of the best modern standards, methods and achievements in maternal and child welfare might be acquired and that the series of these might be placed on file in the department. The approximate number of communications and publications received and studied in this way was 3,690.

It was next considered wise to prepare for our own guidance and for the assistance of others a brief statement of our plan or work, general policy, general aims and methods, so that a clear statement of the meaning of maternal and child welfare and the chief aims and objects in connection with such welfare and how these may best be attained, might be available.

As co-operation with provincial health authorities in all the provinces of the Dominion of Canada is one of the main parts of the work of this department and as invitations had been received from the above-mentioned authorities and others, visits were accordingly arranged to all the capital cities of the nine provinces and to seven other cities. Excellent co-operation was received in every case and further knowledge of the work of Child Welfare throughout Canada was acquired and disseminated." 252

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252 Canada, "Annual Report of the Department of Health," Sessional Papers, 1921, No. 12, vol. V, p. 19-21.

The educational work of the Division thus closely paralleled that of other divisions in the Department in that a broadly based campaign was undertaken to improve the lot of the child and the pregnant mother through the supply of lecturers, teaching aids, etc. Voluntary organizations performed a valuable function in the work of the Division as the following report observed;

"Co-operation with voluntary societies and private individuals has advanced in like manner. We are in constant communication with all the voluntary organizations of a national character and with a much larger number of Provincial and local associations who are working more or less directly for child welfare. The number of letters and telegrams received -- 2,241 -- and the fact that one hundred and fifty persons from all parts of Canada have called at the office during the year, illustrates this.

Opportunities for this work have increased during the year. Special mention may be made of the work of the Canadian Tuberculosis Association re the prevalence and prevention of tuberculosis in childhood. A subcommittee of the executive has this matter in hand and in addition to the first survey in Saskatchewan three other provinces are proceeding with the plan. It is hoped that about 1 per cent of the school population will be examined and that similar studies will be made of children of pre-school age. Meetings of this subcommittee have been regularly attended.

As before constant co-operation has been maintained with the Canadian Council of Child Welfare, the Canadian Association of Child Protection Officers, and with other voluntary associations and organizations, for the benefit of children who need special care, both local and general."<sup>253</sup>

The various societies and organizations receiving Federal funds in support of their welfare activities are recorded in Table XX. To date over two million dollars has been spent on this type of activity, the bulk of these having been spent since 1945.\*

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253 Ibid., 1924, No. 19, vol. IV, p. 42.

\* See Appendix IX, Table III for detailed expenditures.

TABLE XX

GRANTS TO WELFARE AND RELATED ORGANIZATIONS 1970

	<u>EXPENDITURES</u>
CANADIAN NATIONAL INSTITUTE FOR THE BLIND	555,000
L'ASSOCIATION CANADIENNE FRANÇAISE DES AVEUGLES	6,000
L'INSTITUT NAZARETH DE MONTREAL	4,050
MONTREAL ASSOCIATION FOR THE BLIND	4,050
CANADIAN ASSOCIATION FOR RETARDED CHILDREN	40,000
CANADIAN HIGHWAY SAFETY COUNCIL	45,000
CANADIAN WELFARE COUNCIL	152,000
CANADIAN REHABILITATION COUNCIL	35,000
CANADIAN COMMITTEE ON CHILDREN AND YOUTH	<u>10,000</u>
<u>TOTAL</u>	<u>\$851,600</u>

Source: Public Accounts of Canada, 1970.

when the scope and intensity of this aspect of the Branch's activities was steadily increased.

Among the early educational programs supported by the Welfare Division was the 'school car' venture in Ontario.

The Departmental report for 1926 noted that;

"The work of the Education Department of Ontario with regard to school cars intended to provide for the education of children in outpost homes in northern Ontario has been a matter of importance during the year. Two school cars were

placed in operation on September 18, 1926. Each car contains a school room with fourteen seats, also residential accommodation for the teacher. The railways supply fuel, heat and refrigeration at the expense of the Government. The Canadian National Railways has provided a "School Siding" at eight points on the line and the Canadian Pacific Railway has provided nine "School Sidings." The total number of pupils served by the Canadian Pacific Railway car, which is on the Cartier-Chapleau Division, is 71, and the total number served by the Canadian National Railways, on the Capreol-Foley Division, is 72. Seven Indian children are included in the above. Co-operation with the teachers for the school cars has been established during the year.

The system of Correspondence Classes established by the same department in Ontario has offered another opportunity for co-operation of which we immediately availed ourselves." 254

By 1929 this program was in operation in five provinces and the Division was actively supporting it through the provision of a variety of learning materials.

The formation of the Department of National Health and Welfare in 1944 gave formal recognition to the two separate functions. In the same year the Family Allowances Act was passed which came to involve the Welfare Branch in the activities of the provincial education systems. Under the provisions of the Act, the allowance was to be applied by the recipients,

" . . . exclusively towards the maintenance, care, training, education and advancement of the child, and, if the Minister or such officer as is authorized by regulations in that behalf is satisfied that the allowance is not being so applied, payment thereof shall be discontinued or made to some other person or agency." 255

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254 Ibid., 1927, No. 19, vol. IV, p. 64.

255 Canada, "An Act respecting Family Allowances," Statutes of Canada, 1944, C. 40.

In order to establish that a recipient fulfilled the requirements for this allowance the cooperation of the provinces was a necessary prerequisite and was soon forthcoming. The Annual Report of the Department for 1946 observed that;

"One of the most satisfying developments of the fiscal year . . . [was]\* . . . the provision by provincial governments of facilities for procuring information on school attendance by children who are recipients of the benefits [under the Family Allowances Act]\* Working arrangements have been made during the year with nearly all the provinces . . . ."256

The forms of agreement varied with each province. In some cases special offices were set up within provincial education departments to make returns to the various Regional Offices of the Branch. In others, school principals or regional education officials within a province were given the responsibility for providing the Branch with the necessary information. In all cases it was observed that the Family Allowance program had increased school attendance significantly, so much so, in fact, that the Act was amended in 1946 to entrench the school attendance requirement, as follows;

"(2a) The allowance shall cease to be payable if the child does not regularly attend school as required by the laws of the province where he resides, or does not receive training which, in the opinion of the competent educational authority designated by such province or in the case of an Indian, or an Eskimo or a child resident in the Northwest

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256 Canada, Annual Report of the Department of National Health and Welfare, 1946, p. 79-80.

\* Brackets mine.

\* Ibid.



Territories or the Yukon Territory, of the educational authority prescribed by regulation, is training equivalent to that which he would receive if he attended school: Provided that where information as to school attendance or equivalent training, as may be requested, is not furnished by the competent educational authority of the province, the Governor in Council may prescribe the manner in which such information may be obtained."<sup>257</sup>

The Federal Government had thus come to exercise a considerable influence upon the functioning of one sector of the provincial school systems.

In the same year the Family Allowances Act was passed the Branch also inaugurated a program of grants to Schools of Social Work in Canada. Between 1947 and 1955 nine such schools received Federal assistance to a total of over \$432,170.00.\* The post-war era had found Canada with a drastic shortage of personnel trained in the skills necessary to accommodate an expanded welfare program, which in large part accounted for the introduction of the grants scheme. In addition to the assistance given to the schools, a fellowship and scholarship program was also inaugurated with an initial funding of one hundred thousand dollars.

In 1961 the Branch began studies leading to the establishment of a Welfare Grants Program similar in design to the earlier Health Grants Program inaugurated in 1948. Monies were to be allotted to the provinces in accordance with the number of approved projects submitted by a province. The

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<sup>257</sup> Canada, "An Act to amend the Family Allowances Act," Statutes of Canada, 1946, C. 50.

\* See Appendix IX, Table IV.

Federal Government provided matching funds to the provinces for all projects approved by the Branch with the exception of scholarships, fellowships and research grants which, to the extent they were offered, were completely funded by the central government. The Welfare Grant Program was inaugurated in 1963 and by 1970 had exceeded five and one-half million dollars in educational expenditures.\*

Educational activity within the Welfare Grants Program fell under six categories,

- (a) Welfare Research
- (b) Bursaries
- (c) Scholarships and Fellowships
- (d) Training Grants
- (e) Instruction and Teaching
- (f) Research Grants to Canadian Universities

The Bursary and Training Grant Programs were discontinued in 1967. Provincial participation in the overall program varied more than in others of this type conducted by the Federal Government. The Province of Quebec, for example, only participated in two of the above programs (a and c), and in the case of (a) only since 1969. The benefits accruing to the various provinces also varied widely with the exception that Ontario consistently benefitted the most and the Maritime provinces the least. Here again, the relative sophistication of provincial societies across Canada largely determined the degree to which they were able to benefit and was not always coincident with need. With respect to the research program

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\* See Table IV, Appendix IX.

in Canadian universities, it must also be observed that neither Saskatchewan, Manitoba, or Prince Edward Island benefitted from such grants.

In 1964 the Federal Government took further steps to ensure Canada's youth completed their educational experience considered necessary to ensure a progressive Canadian society. Under the provisions of the Youth Allowances Act of that year and to, "encourage Canadian students to attain higher educational qualifications and to assist parents in keeping their children in school,"<sup>258</sup> an allowance was made payable to Canadian families having a dependent youth. A dependent youth was defined as one deemed,

- "(a) to be in full-time attendance at a school or university if he is an isolated area correspondence course student, as defined by the regulations, enrolled at such school or university; and
- (b) to have remained a dependent youth during the period of any school or university holiday if immediately thereafter he resumed attendance on a full-time basis at any such school or university."<sup>259</sup>

By 1970, \$278,000,000.00 had been dispensed under this program, one that had been pointedly aimed at the educational systems of the country and specifically designed to cope with problems in that area. With the exception of Quebec, all provinces cooperated in this venture. The numbers affected by the Youth Allowances Act and the expenditures thereunder are tabled at Appendix IX.\*

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<sup>258</sup> Canada, "An Act respecting Youth Allowances," Statutes of Canada, 1964, C. 23.

<sup>259</sup> Ibid.

\* Table V.

IV

PHYSICAL FITNESS PROGRAMS

The Federal Government had first become involved in physical fitness education in the second decade of the twentieth century through the cadet services program of the Militia and Defence Department. That program had been discontinued in 1940 with the outbreak of the Second World War. The necessity to encourage a minimal standard of physical fitness among the populace could not be ignored for long, however, and in 1943 the Federal Government passed the National Physical Fitness Act. Under this Act a National Council on Physical Fitness was established and a National Director appointed. The Council's duties and powers were enunciated as follows;

- "(a) assist in the extension of physical education in all educational and other establishments;
  - (b) encourage, develop and correlate all activities relating to physical development of the people through sports, athletics and other similar pursuits;
  - (c) train teachers, lecturers and instructors in the principles of physical education and physical fitness;
  - (d) organize activities designed to promote physical fitness and to provide facilities therefor; and
  - (e) co-operate with organizations such as indicated in section seven engaged in the development of physical fitness in the amelioration of physical defects through physical exercise.
- (2) The Council shall carry out such other duties as are required by this Act or regulations made hereunder." 260

The provinces were invited to participate in the program under the following provisions;

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260 Canada, "National Physical Fitness Act," Statutes of Canada, 1943, C. 29.

7. Where a province establishes an organization for the purpose of co-operating with the Council in carrying out the provisions of this Act, and such province undertakes to develop a plan of physical fitness satisfactory to the Minister, the Minister may, with the approval of the Governor in Council, enter into an agreement covering any period with such province to provide, out of the Fund, financial assistance for the purpose of assisting such province in carrying out such plan, but the amount of such financial assistance in any year shall not exceed a sum which bears the same proportion to the sum of two hundred and twenty-five thousand dollars as the population of such province as shown by the last decennial census bears to the population of Canada as shown by such census, or an amount equal to one-half of the moneys actually expended by such province in carrying out such plan, whichever is the less." 261

By 1945 six of Canada's nine provinces had entered into agreements with the Federal Government. Prince Edward Island joined the program in 1949 and Ontario in 1951.\* As detailed in the legislation monies granted to the provinces were not to exceed \$225,000.00 per year and were to be allotted in proportion to population. In the twelve years of its operation over one million dollars was expended.\* The Physical Fitness Program had considerable impact upon the educational systems of those provinces that participated. While a detailed report of the provincial activities spawned by the program is attached at Annex "J", it should be noted here that such items as leadership and teacher training courses were inaugurated, athletic equipment and supplies provided for

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261 Ibid.

\* The provinces of Quebec and Newfoundland did not participate.

\* Detailed expenditures and provincial disbursements are recorded at Appendix IX, Table VI.

schools, university training in physical education established, and physical education curricula for the public schools developed, as well as many others. With Ontario's late entry into the program those provinces that participated appeared to benefit more equally than had been the case in other shared cost or conditional grant programs and there was little question that under Federal initiative another national educational need had been met.

The National Physical Fitness Act was repealed in 1954 and it was not until 1961 that the Federal Government re-entered the field. In this case it was Canada's poor performance in international amateur sports that prompted the national government to again offer the provinces, and individuals and organizations, an opportunity to develop programs to improve the calibre of Canadian athletes. As explained in the Federal legislation,

"3. The objects of this Act are to encourage, promote and develop fitness and amateur sport in Canada, and, without limiting the generality of the foregoing, the Minister may, in furtherance of such objects,

- (a) provide assistance for the promotion and development of Canadian participation in national and international amateur sport;
- (b) provide for the training of coaches and such other personnel as may be required for the purposes of this Act;
- (c) provide bursaries or fellowships to assist in the training of necessary personnel;
- (d) undertake or assist in research or surveys in respect of fitness and amateur sport;
- (e) arrange for national and regional conferences designed to promote and further the objects of this Act;
- (f) provide for the recognition of achievement in respect of fitness and amateur sport by the grant or issue of certificates, citations or awards of merit;

- (g) prepare and distribute information relating to fitness and amateur sport;
- (h) assist, co-operate with and enlist the aid of any group interested in furthering the objects of this Act;
- (i) co-ordinate federal activities related to the encouragement, promotion and development of fitness and amateur sport, in co-operation with any other departments or agencies of the Government of Canada carrying on such activities; and
- (j) undertake such other projects or programmes, including the provision of services and facilities or the provision of assistance therefor, in respect of fitness and amateur sport as are designed to promote and further the objects of this Act." 262

Provincial participation was provided for on the basis that;

5. (1) The Minister may, with the approval of the Governor in Council, enter into an agreement with any province, for a period not exceeding six years, to provide for the payment by Canada to the province of contributions in respect of costs incurred by the province in undertaking programmes designed to encourage, promote and develop fitness and amateur sport.

(2) In this section, "costs" incurred by a province means the costs incurred by the province determined as prescribed in the agreement made under this section between the Minister and the province.

(3) In this section the expression "programmes designed to encourage, promote and develop fitness and amateur sport" in respect of a province, means programmes, as defined in the agreement made under this section between the Minister and the province, that are designed to further the objects of this Act." 263

Finally, the Act established a National Advisory Council on Fitness and Amateur Sport to administer the program.

Under the new program the Federal Government's activities were channelled into four major categories, payments to provinces in support of provincially organized programs;

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262 Canada, "An Act respecting Physical Fitness and Amateur Sport in Canada," Statutes of Canada, 1954, C. 61.

263 Ibid.

payments to voluntary associations in support of approved programs; the establishment of postgraduate and undergraduate fellowships, scholarships, and bursaries; and research. While originally scheduled to operate over a six year period the Act was extended to cover an additional period and thus continued in operation beyond 1970. All provinces have participated in the program and over twenty-four and one-half million dollars was expended out of a total appropriation of forty-five million. Provincial monies were distributed on two bases under the Physical Fitness and Amateur Sport Act, allocations and grants. Allocations included those funds for which the provinces were to provide matching expenditures, and grants consisted of unmatched Federal monies. With the exception of Quebec and Ontario Allocation payments have ranged between four and five hundred thousand dollars for each province with the heaviest expenditures occurring in 1968 and 1969. The Grants program was discontinued in 1967 which in part accounted for the increase in the expenditures under allocations.\*

A total of 3,803 scholarships, fellowships and undergraduate bursaries have been awarded since the inception of the Act in 1963 at a cost of \$2,108,453.00. A total of 725 postgraduate awards have been made under the program at a total cost of over one million dollars while undergraduate bursaries have totalled 3,578 at a cost of just over \$800,000.00. The

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\* See Appendix IX, Tables VIII and IX.



province of Quebec has not participated in this aspect of the general program and Manitoba and the Territories were late entries. Research grants to Canadian universities have totalled \$1,857,204.00 under the Act. Institutions of higher education in Nova Scotia, Prince Edward Island, and Newfoundland have, however, received none of this type of assistance and the preponderance of monies have been spent in universities in Ontario and Quebec. A detailed record of the expenditures in all the above categories is tabled at Appendix IX, Tables X to XII.

#### SUMMARY

The bulk of the educational activities of the Department of National Health and Welfare have developed since 1945 in response to the needs of an increasingly numerous and complex Canadian society. In the main these activities have concerned support for the work of voluntary organizations and educational institutions, professional training in the health and welfare fields, physical training and education, and research in Canadian universities. Three types of legislation have been used to put these programs into effect, regulatory legislation whereby the Federal Government has both financed and administered programs; conditional grants legislation whereby the central authority made grants in support of programs subject to the fulfillment by the provinces of certain prearranged conditions;

and shared cost legislation whereby the Federal Government entered into cost-sharing agreements with the provinces in support of specified educational activities.

The Family and Youth Allowances Acts are the most significant examples of programs established under the first of the above mentioned legislative categories. While the Family Allowances Act of 1944 made only general reference to education, the Act of 1946 tied the distribution of funds directly to school attendance in cases where this was applicable. This practice was carried on in the later Youth Allowances Act. In the passage of these two Acts the Federal Government clearly assumed an educational responsibility reminiscent of the tradition established in the 'School Lands' legislation of earlier years. There can be little doubt, based on provincial reports, that the application of these Acts has had significant impact upon school attendance throughout Canada and correspondingly upon the respective provincial educational systems.

Under the second legislative category the most significant educational development has been the increasing Federal concern with the physical fitness of the nation. In the past one hundred years it has been necessary to mobilize the people of Canada for two major world conflicts. The necessity for a minimum standard of physical fitness among the populace was clearly illustrated by the First World War and subsequently the Department of Militia and Defence participated in a training program with provincial education departments. After the Second

World War this concern was shifted to the Department of National Health and Welfare and carried on through the National Physical Fitness Act previously dealt with. In assuming the initiative with respect to physical fitness education and training the Federal Government has set a precedent. There are no constitutional provisions for Federal participation in this field of endeavor and it has been at the initiative of the central authority rather than the provinces that the various programs have been undertaken. Provincial participation in these programs was erratic until the Act of 1964. Since that time only the province of Quebec has not taken consistent advantage of Federal monies made available in support of physical fitness and amateur sport. With respect to the latter, however, there has been a shift in emphasis that is worthy of note. The Physical Fitness and Amateur Sport Act of 1964 departed from the traditional emphasis on training and education in the public schools and was instead broadened in scope and purpose to encompass higher education and amateur sport in general.

The professional training functions within the Department have been developed under both the second and third legislative categories. The most notable feature of these programs is the extent to which they have involved the higher educational institutions of the country. Provincial participation in this aspect of the Department's activities has not been unanimous or consistent and the benefits gained by

individual provinces have largely been determined by their respective willingness to participate or the extent of their needs in the field.

The remaining educational activities of the Department have grown out of the natural functions of the agency as generally described in the enabling legislation. Such items as scholarships and bursaries, educational publications and audio-visual aids, and Federally funded research programs, either as part of an established program or as an independent function of a particular branch of the Department, have generally come under this category of involvement. In general this type of activity has not called for matched spending on the part of equivalent provincial agencies; rather monies have been contracted or granted on a Federal basis only.

Finally, it must be observed that in all cases where Federal-Provincial agreements have been the basis for development of a program a National Advisory Committee has been established, to coordinate the activities of the respective governments, and to provide a means for the exchange of opinions and the discussion of problems. These bodies have provided an obviously valuable service with respect to settling grievances and accommodating differences between the provinces in terms of the application of the program. It must also be observed, however, that the Federal Government has always kept close supervision over the use of its monies and Federal-Provincial consultations have increasingly resulted from, rather than

preceded Federal legislation. This pattern marked a significant shift from the practices developed prior to the Second World War.

## CHAPTER XII

### THE DEPARTMENT OF THE SECRETARY OF STATE

When the Office of the Secretary of State for the Provinces was first established in 1868, apart from its responsibilities with respect to Canada's Indians, it was primarily concerned with Federal-Provincial correspondence, letters patent, and State records and documents. By 1970 the original functions of the Secretary of State had become a small part of a much larger responsibility, the promotion and preservation of Canadian culture. Most of the new responsibilities of the Department were enunciated in the Government Reorganization Act of 1966. Under the provisions of that legislation;

". . . (1) The duties, powers and functions of the Secretary of State of Canada extend to and include all matters over which the Parliament of Canada has jurisdiction, not by law assigned to any other department, branch or agency of the Government of Canada, relating to

- (a) citizenship;
- (b) elections;
- (c) State ceremonial, the conduct of State correspondence and the custody of State records and documents;
- (d) the encouragement of the literary, visual and performing arts, learning and cultural activities; and

(e) libraries, archives, historical resources, museums, galleries, theatres, films and broadcasting.

(2) The Secretary of State of Canada has the control, management and administration of the National Museum of Canada, and shall acquire, collect, classify, conserve, display, store, and be generally responsible for the safe custody of such objects as are necessary to acquire and disseminate a knowledge of human history, natural history, science, technology, and such other subjects as may be designated by the Governor in Council from time to time, with special but not exclusive reference to Canada, and shall conduct and promote research and other activities designed to further these objectives." 264

In addition, in 1967 under the provisions of the Federal - Provincial Fiscal Arrangements Act the Department also assumed responsibility for post-secondary education payments.

The Secretary of State explained the philosophy behind the delegation of these new responsibilities to his Department as follows;

"The Department . . . is in reality a federal department of cultural affairs . . . for however we define it culture has not been and indeed can never be the exclusive concern of any government in particular . . . ." 265

The Secretary defined culture as a, "phenomenon essential to man, part of his reason for being . . . it is the force which impels him to create; it is also the symbol, the ultimate manifestation of his greatness." 266 It was in order to establish a truly popular culture in Canada that federal

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264 Canada, "An Act respecting the organization of the Government of Canada and matters related or incidental thereto," Statutes of Canada, 1966, C. 25.

265 Notes for an address given by the Honorable Gérard Pelletier, Secretary of State, to the Board of Trade of Montreal, Monday, October 28, 1968, p. 3.

266 Ibid., p. 4.

activities in this area were centralized under one agency.

In the succeeding material the educational activities of the Department will be treated according to their order of appearance in the legislation.

## I

### CITIZENSHIP

Despite the fact that Canada has consistently been dependent upon immigration to fill her vacant lands and staff her burgeoning industry, a controlled and coordinated program of assistance to newcomers to this country has been slow in developing. Under Section 91(25) and Section 95 of the B.N.A. Act the Federal Government was given paramountcy in two areas, the naturalization of aliens and immigration. Between 1867 and 1914 few regulations existed, however, with respect to these two jurisdictions with the exception of safeguards in the field of health and transportation. Once immigrants landed in Canada their general welfare was catered to through the activities of the various immigration aid societies that had been incorporated in 1872 as private organizations;

" . . . for the purpose of assisting immigrants to reach Canada from Europe, and to obtain employment on their arrival in Canada, and of enabling persons in Canada in want of laborers, artisans, or servants, to obtain them by such immigration, may be formed under this Act; each such society consisting of not less than twenty-five persons, whether resident or not in the immigration district, agreeing to form such society, and to subscribe among them, as the capital of the society, not less than five hundred dollars, in shares of twenty dollars each,



one-half of which at least shall be paid, on subscribing the declaration of membership hereinafter mentioned, into the hands of a person agreed upon as their Secretary - Treasurer by the persons (not being less than twenty-five) present at the meeting at which it is agreed to form such society." 267

The first regulatory legislation with respect to naturalization was passed in 1914 when the prerequisites for the granting of a certificate of naturalization to an alien were broadly outlined as follows;

- "(a) that he has either resided in His Majesty's dominions for a period of not less than five years in the manner required by this section, or been in the service of the Crown for not less than five years, within the last eight years before the application; and
- (b) that he is of good character and has an adequate knowledge of either the English or French languages, and
- (c) that he intends if his application is granted either to reside in His Majesty's dominions or to enter or continue in the service of the Crown." 268

These provisions remained unaltered until 1946.

In 1946 the first comprehensive citizenship legislation was enacted by the Federal Government. While the Act was considerably more explicit with respect to citizenship requirements it also contained additional provisions that gave the Federal Government a direct role in the process of adjusting the immigrant to the new life in Canada. The Act stipulated that;

"(2) This Act is to be construed and interpreted as affording facilities for any person mentioned in the last preceding subsection if he should so desire to

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267 Canada, "An Act to provide for the Incorporation of Immigration Aid Societies," Statutes of Canada, 1872, C. 29.

268 Canada, "An Act respecting the Naturalization of Aliens," Revised, Statutes of Canada, 1927, C. 138.

become a Canadian citizen if he is not a natural-born Canadian citizen as defined in this Act . . . ."269

The facilities referred to in the above section consisted of an adequate opportunity for language training and instruction. By 1950, when the Department of Citizenship and Immigration was established, a vigorous language training program had been developed for immigrants in Canada and the Federal Government was actively engaged in its support. Federal participation involved the subsidization of language training classes held by provincial education departments and the provision of text books for this training. As the Departmental report for 1950 noted;

"The officers of this division continued to facilitate the integration of new residents of Canada by assisting them to take their place in established Canadian organizations . . .

Important work was carried on in co-operation with educational organizations. The arrangements with the provincial departments of education proved most satisfactory, especially as regards material to be used in night school classes for immigrants conducted by the school authorities, and more than 200,000 pieces of literature were distributed for the use of approximately 30,000 immigrants in classes. The provincial departments made requests for the necessary material, and by supplying it through them the Canadian Citizenship Branch observed the established division of functions between the Federal and Provincial Government. As these books, especially those of the Canadian Citizenship Series, became more in demand, filmstrips to accompany them were distributed through the same channels . . . ."270

To accomplish its objectives, in 1954 the Federal Government,

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269 Canada, "An Act respecting Canadian Citizenship," Statutes of Canada, 1946, C. 15.

270 Canada, Annual Report of the Department of Citizenship and Immigration, 1950, p. 9-10.

" . . . completed agreements with nine provinces (Quebec excepted) to pay 50% of certain provincial expenditures on citizenship instruction to immigrants. Citizenship instruction was defined as "the teaching of the English or French language, and of the elementary facts about Canadian institutions and ways of life to newcomers for the purpose of facilitating their adjustment and integration into the Canadian community and of qualifying them for Canadian citizenship". The costs were shareable from January 1, 1953, until such time as the federal or provincial governments signified their intentions to terminate the programme. The shareable costs included:

- (a) the salaries or remuneration paid to teachers, instructors, and principals for their contribution to the immediate carrying out of citizenship instruction,
- (b) registration fees paid on behalf of newcomers who, in their first year of residence in Canada, are deemed, to the satisfaction of the provincial government concerned, to be indigent at the time of registration for citizenship instruction. (This clause became effective in 1957)." 271

While the Federal Government thus shared instruction costs it fully subsidized the textbook program. Since 1950 it has contributed \$4,527,501.00 to the development of language training programs and spent \$1,827,858.69 on textbooks.\* The annual expenditures under this program and the degree to which the provinces have benefitted from it reflect the pattern of immigration over the past twenty years. Expenditures in both categories (instruction and textbooks) increased steadily between 1953 and 1960, levelled off or declined in the period 1961 - 1966, and subsequently have increased to unprecedented levels. Provincial benefits have varied widely with Ontario,

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271 Canada, Federal-Provincial Conditional Grants and Shared Cost Programs 1962, Department of Finance, 1963, p. 29.

\* Detailed expenditures are tabled at Appendix X, Table I.

British Columbia, and Manitoba receiving by far the largest share of these monies. Once again the capacity of a province to provide adequate opportunity for new Canadians, particularly in terms of employment, has dictated the pattern of immigrant settlement and the demand for training and instruction services.

When the Citizenship Branch of the Department was transferred to the Secretary of State in 1966 its activities were brought into line with the expanded cultural activities of the new Department. Activities of the Branch were focused on nine program areas: immigrant integration, language instruction, multi-ethnic activities, Indian integration, bicultural relations, human rights, youth services, travel and exchange, and citizenship development. The following is a description of each of these activities:<sup>272</sup>

- (a) Immigrant Integration: while the economic integration of immigrants was left to the Department of Manpower and Immigration, the Secretary of State assumed the responsibility for social and cultural integration. Within this aspect of the Branch's activities the language training program was continued and classes established in cooperation with the provincial authorities for citizenship training.
- (b) Multi Ethnic Activities: the relationship of the branch with various ethnic groups in Canada was strengthened and their activities were greatly stimulated by pre-Centennial and Centennial activities. As one example, the Canadian Folk Arts Council carried forward the organization of a network of provincial, regional and local Folk Arts Councils. Under their auspices, colourful festivals, involving some 35,000 people and

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<sup>272</sup> Canada, Annual Report of the Secretary of State, 1967, p. 6-8.

embracing most ethnic groups in the country, were held in major centres. Several performing arts groups, chosen for their artistic merit, presented a diversified programme on Parliament Hill in Ottawa in celebration of Dominion Day. The branch collaborated in the selection of the performing groups and contributed to the cost of transportation and accommodation in Ottawa.

At the initiative of the Canadian Folk Arts Council, supported and assisted by the branch, the Centennial Commission and a number of municipal authorities, exchanges of folk arts groups between communities were arranged.

The branch keeps in close touch with the interests and activities of all ethnic groups through the more than 200 ethnic newspapers and periodicals in over 30 languages published in Canada. These afford a valuable resource when articles and papers are being prepared for official publications.

By the end of the fiscal year, work was in an advanced stage on Centennial editions of The Canadian Family Tree and Les Rameaux de la Famille Canadienne. A film is in production which will pay tribute to the contribution of ethnic streams to the enrichment of Canadian life and the development of the country.

- (c) Indian Integration: in its work in this field, the branch is increasingly concerned to assist the transition of Indian population from reserves to urban communities. Close working relations have been established with the Indian and Métis Friendship Centres. There has been an increase in the number of these centres and the grants made to them totalled to just under \$100,000 for the year.

The branch has developed close links with other government agencies and with voluntary organizations concerning Indian needs and provides information to Indians, where and how to seek help for the solution of their social and organizational problems. New and energetic leaders have become active in the past year in Indian organizations, notably in the Quebec Indian Association and the Alberta Native Federation.

- (d) Bicultural Relations: officers of the branch initiated, or promoted, programmes with voluntary organizations in Quebec, New Brunswick, and northern Ontario, involving large numbers of French-speaking and English-speaking groups.

In Sudbury and Quebec City, the department worked closely with l'Alliance canadienne in an exchange of students between Quebec and Ontario. Support was

given to Le Centre des Jeunes de Sudbury for a bilingual National Camp, which provided a forum for youth from across the country. Field officers of the branch were consulted by the University of Alberta in planning the "French Canada Week" and the "Second Century Week." Financial support was given to l'ACELF for the week-long annual congress of the organization in Regina, where an exchange of fifty representatives from major Canadian universities took place.

- (e) Human Rights: in preparation for the observance of the International Year for Human Rights in 1968, the department was represented in a consulting capacity in planning committees. Field officers engaged actively in creating greater public awareness of the Universal Declaration of Human Rights, including activities marking the 18th anniversary of the Declaration. In cooperation with the United Nations Association of Canada, plans were made to encourage year-round programmes on Human Rights, under the auspices of many organizations with which representatives of the branch maintain a close relationship. Numerous workshops, seminars and conferences were held through the year, on the initiative of many leading provincial and local bodies.

- (f) Youth Services: the role of the branch in Youth Services is being greatly expanded and representatives participated with voluntary agencies in the development of a large number of important undertakings. These included national programmes of the YMCA and YWCA and young-adult community projects.

The establishment of the Company of Young Canadians and the introduction of its volunteers into Canadian communities has brought field representatives into a new consultative relationship. The Department took part in the work of the organizing committee and contributed to the first training session for volunteers in Antigonish, Nova Scotia.

Assistance was given towards the development of youth groups and programmes, including the Canadian Indian Youth Council, the Canadian Political Youth Council and the United Nations Interprovincial Youth Seminar, to be held at Expo '67.

- (g) Travel and Exchange: the objective is the strengthening of Canadian unity and identity, and the programmes comprise those administered jointly by federal and provincial governments and those administered by voluntary agencies. An inventory of programmes by

voluntary groups, compiled in the course of the study, fills a 300 page volume.

It is proposed to concentrate on projects with a high educational impact which afford good opportunities for inter-group activities. Further study will be given to the feasibility of encouraging and assisting comparable international exchanges.

With respect to the Travel and Exchange Program (later named the Young Voyageur Program) the following were the objectives and the responsibilities of the various levels of government.<sup>273</sup>

(a) Purposes

- to meet and gain a better understanding of Canadians living and working in other Provinces whose origins and cultural background differs from their own;
- obtain first hand knowledge of education, industry, politics and culture in other parts of Canada;
- exchange viewpoints with other students and discuss different ideas and plans for the future;

(b) Federal Government

- coordinates and plans program at national level;
- makes transportation arrangements and assumes costs for same;
- provides grants to the provinces and territories to help defray administrative costs;
- provides publicity;
- provides guided tours of the National Capital.

(c) Provincial Governments

- select students and escorts;
- determine tour units to which an individual will be attached;
- provide insurance for participants;
- provide reception arrangements and inform participants about the program.

In 1969, 16,000 young students participated in this program, 3,360 as part of the Federally sponsored Young Voyageur Program and 11,364 in related programs conducted by voluntary agencies.

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<sup>273</sup> Canada, "Annual Report of the Young Voyageur Program," Department of the Secretary of State, 1968, p. 1.

II

GRANTS TO ORGANIZATIONS

As in the case of other Federal Departments, the Department of the Secretary of State ~~and~~ instituted and maintained a program of grants to organizations and associations carrying out activities related to the interests of the Department. Some of these grants were inherited from other agencies after the reorganization in 1966 and others originated within the Department after that date.\* The provision of support for organizations such as the Boy Scouts, Girl Guides, and Boys Clubs, for example, was transferred from the Department of Labor to the Secretary of State in 1966. All others appearing in Table XX, however, originated within the Department.

TABLE XX

DEPARTMENT OF THE SECRETARY OF STATE

GRANTS TO ORGANIZATIONS AND ASSOCIATIONS (1867 - 1970)

BOY SCOUTS ASSOCIATION	619,250.00
GIRL GUIDES ASSOCIATION	359,230.00
BOYS CLUBS OF CANADA	177,500.00
FATHERS OF CONFEDERATION MEMORIAL TRUST	700,000.00
CANADIAN CONFEDERATION OF ARTS	193,550.00
CANADIAN MUSEUM ASSOCIATION	186,750.00
CANADIAN RAILROAD HISTORICAL ASSOCIATION	75,000.00
ARTS AND CULTURAL SERVICE ORGANIZATIONS	353,500.00
ASSOCIATION OF UNIVERSITIES AND COLLEGES OF CANADA	<u>144,000.00</u>
TOTAL	<u>\$2,808,820.00</u>

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\* A detailed list appears at Appendix X, Table II.



The practice of making Federal grants to support the work of individuals and organizations in the cultural domain was not without historical precedent. As can be seen from Table XXI, activities such as the preparation of Indian language dictionaries, ethnic histories, etc., were supported by the Federal Government during the period 1874-1933. After 1933 such projects were either discontinued or absorbed into the work of various Federal agencies and ceased to be itemized as separate expenditures. In either case, there was no consistent Federal policy on such matters and funding was carried on sporadically.

The Federal interest and investment in the work of culturally oriented organizations began with the preparations for Canada's Centennial celebrations in 1961. Under the provisions of the Centennial Act of that year, the Centennial Commission was empowered to,

"engage in joint projects with, or make grants to, any province, or any organization the objects of which are similar to the objects of the Administration, for the observance of the Centennial of Confederation in Canada."<sup>273</sup>

The current grants program developed from the activities of this Commission and was carried on by the Secretary of State after the expiration of the Commission's tenure after 1967.

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<sup>273</sup> Canada, "An Act to establish a National Centennial Commission," Statutes of Canada, 1961, C. 10.

TABLE XXI

DEPARTMENT OF THE SECRETARY OF STATE

MISCELLANEOUS CULTURAL/EDUCATIONAL EXPENDITURES

(1874 - 1933)

1874	CREE INDIAN DICTIONARY	300.00
1876	" " "	500.00
1883	" " "	200.00
	AGRICULTURE AND ARTS ASSOCIATION	5,000.00
	PUBLICATION OF HISTORY OF FRENCH	
1885-91	CANADIAN FAMILIES	7,000.00
1887	MICMAC INDIAN DICTIONARY	500.00
1888	" " "	1,000.00
1892	INTERNATIONAL EDUCATION ASSOCIATION	2,000.00
1898	BRITISH SCIENCE AND MEDICAL ASSOCIATION	15,000.00
1899	CULTURAL RESEARCH	1,000.00
1900-06	ACADIAN FAMILY HISTORIES	1,400.00
1900	MICMAC INDIAN DICTIONARY	750.00
1901	" " "	1,000.00
1902-04	" " "	935.00
1907	HISTORY OF ACADIAN FAMILIES	1,050.00
1910	CANADIAN ETHNOLOGY AND ARCHEOLOGY	3,287.95
1911	INTERNATIONAL COUNCIL OF WOMEN	1,000.00
1915	ROYAL CANADIAN INSTITUTE	5,000.00
1915-16	INTERNATIONAL CATALOGUE OF SCIENTIFIC	
	LITERATURE (McGILL OFFICE)	2,000.00
1919-20	CANADIAN PRESS	50,000.00
1922	IMPERIAL TEACHERS CONVENTION	1,500.00
1925	FRENCH DOCUMENTS (PUBLIC ARCHIVES)	30,660.00
1927	INTERNATIONAL MATHEMATICS CONGRESS	2,000.00
1933	NATIONAL COUNCIL ON EDUCATION	5,000.00

### III

#### CULTURAL EDUCATION

While the Federal Government did not proclaim its role in the cultural affairs of the nation until 1966 it had been involved in culturally oriented activities almost from its beginnings. In most cases where this involvement occurred an educational function was implicit in the activity. During Canada's first century the Federal Government became involved, through the following cultural agencies, with educational activities that were developed within their respective jurisdictions;

(a) Library of Parliament	1871
(b) National Archives	1872
(c) National Museum	1872
(d) Fine Arts	1880
(e) National Gallery	1884
(f) The National Film Board	1916
(g) Canadian Broadcasting Corporation	1932
(h) The National Library	1952

#### LIBRARY OF PARLIAMENT

A library for the Parliament of Canada was first established in 1871. Under the terms of the enabling legislation,

"All books, paintings, maps, and other effects at the time of the passing of this Act in the joint possession of the Senate and House of Commons, of Canada, or which shall be added to the existing collection, shall vest in the Queen's Majesty for the use of the two Houses of Parliament,

and shall be kept in a suitable portion of the Parliament Buildings to be appropriated for that purpose."<sup>274</sup>

In addition to paying the costs of operating and maintaining this institution the Federal Government has also annually appropriated special funds for the purchase of new books, magazines, and periodicals. During the period 1871-1970 over \$2,100,000.00 has been spent from this special appropriation. The Library was established to serve a particular need with respect to the elected members of Canada's national government and has continued in that tradition to the present day. Within the limitations imposed on it by the nature of its function, however, the institution caters to obvious educational needs.

#### THE PUBLIC ARCHIVES

The Public Archives of Canada came into being in 1872 "when a petition numerously signed by influential persons, setting forth the unsatisfactory state of the Archives of the Dominion induced Parliament to vote \$4,000 and the half-time services of a senior second class clerk for their collection and preservation."<sup>275</sup> Initially the responsibility for this function was vested in the Department of Agriculture and it was not until 1903 that, under Order in Council, a Dominion

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<sup>274</sup> Canada, "An Act in relation to the Library of Parliament," Statutes of Canada, 1871, C. 21.

<sup>275</sup> Canada, "Report," Royal Commission on National Development in the Arts, Letters, and Sciences, 1949-1951, p. 111.

Archivist was appointed. In 1912 the first Public Archives Act was passed and the duties and responsibilities of the Archivist were outlined as follows;

The Public Archives shall consist of all such public records, documents and other historical material of every kind, nature and description as, under the provisions of this Act, or under the authority of any order in Council made by virtue thereof, are placed under the care, custody and control of the Dominion Archivist.

The Governor in Council may order and direct that any public records, documents or other historical material of any kind, nature, or description shall be taken from the custody of any department of the Government having control thereof and removed to the Archives Building in the city of Ottawa established for the purpose of containing such records, documents and material and placed under the care, custody and control of the Dominion Archivist.

The Governor in Council may order and direct that any other records, documents or historical material of any kind, nature or description acquired under the authority of the Minister shall be placed in the said Archives Building under the care, custody and control of the Dominion Archivist.

The Dominion Archivist, under the direction of the Minister, may acquire for the Public Archives all such original records, documents and other material as he deems necessary or desirable to secure therefor, or he may acquire copies thereof, and all such originals or copies so acquired shall form part of the Public Archives, and he may pay for the same, or for the transcribing, binding and repairing thereof, or any other expense incurred in connection therewith, out of such moneys as are voted by Parliament for the purposes of the Public Archives." 276

In the same year the Archives were established under statute, a Royal Commission was appointed to enquire into and make recommendations upon its operation. The Commission was severely critical of the state of the National Archives. It

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276 Canada, "An Act respecting the Public Archives," Statutes of Canada, 1912, C. 4.

noted that storage facilities were in poor condition, materials were poorly classified if at all, and little had been done to separate important documents from the large mass of relatively useless material. Further, it was observed that Federal Departments were not always cooperative in depositing their records with the Archives. The Commission recommended that immediate steps be taken to improve the facilities for housing the Public Records and the staff be significantly increased to facilitate the necessary improvements with respect to the processing of materials. To improve the situation with respect to the Public Records, the Commission recommended the establishment of a Public Records Office within the agency. It was not until 1945, however, that a Public Records Committee was finally appointed. Under Order in Council the Committee was charged with,

" . . . the task of keeping under constant review the state of the public records . . . to consider documents recommended by departments for destruction and to advise the Treasury Board to authorize this destruction . . . to authorize transfer to the Archives such records as the departments may wish to transfer rather than destroy . . ."

277

Between 1949 and 1951 the Royal Commission on National Development in the Arts, Letters, and Sciences conducted another inquiry into the Archives operations (as part of its larger responsibility), and with few exceptions was able to note little improvement from the situation in 1912. In the period subsequent to the activities of this Commission, however,

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277 Canada, Royal Commission on Arts, Letters, and Sciences, p. 113.

significant improvements were made in the functioning of the Public Archives. In conjunction with the National Library new quarters were provided for the Archives in the 1960's, the staff has been significantly increased and a wide range of new services developed including microfilming, inter-library loans, and expanded research facilities. Annual expenditures on the Archives were in excess of one million dollars by 1970 with the expenditures over the entire period of its existence totalling \$21,000,000.

#### THE NATIONAL MUSEUM OF CANADA

The National Museum of Canada had its origins within the Geological Survey of pre-confederation times. In 1841 the Province of Canada (consisting of the old colonies of Upper and Lower Canada), appropriated \$1,500 towards the appointment of a government geologist with a view to beginning a geological survey of the Province. F. J. Alcock, in a published history of the Survey has noted that,

"The function of the Geological Survey as set forth in a number of early acts . . . was to furnish a full and scientific description of the country's rocks, soils, and minerals, to prepare maps and drawings and diagrams, and to collect specimens to illustrate occurrences . . . the work therefore in addition to being geological embraced topographical surveying and the building of a museum." 278

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278 F. J. Alcock, A Century in the History of the Geological Survey of Canada, Ottawa, Queen's Printer, 1947, p. 4.

The first museum was established by the man appointed to the position of government geologist, Sir William Logan in Montreal in the 1850's. From its beginnings the Museum served an educational function in that Logan opened it for tours by school children in the Montreal area and prepared exhibits for educational purposes. The Museum was moved to Ottawa in 1880 as the Geological Survey gained increasing federal importance.

The first Federal legislative recognition given the Survey and its ancilliary functions was enacted in 1872. Under the provisions of the Act;

"The Governor may employ a suitable number of competent persons to make, continue and complete the Geological Survey of Canada, and to furnish a full and scientific description of its rocks, soils and minerals, which shall be accompanied with proper maps, diagrams and drawings, and a collection of specimens to illustrate the same, and may direct the publication of such maps and drawings as he may deem necessary for that purpose, and the deposit thereof in the Geological Museum, as a collection for the whole Dominion of Canada; and the said Museum shall be open at all reasonable hours to the public; and shall be furnished with such books and instruments as may be necessary for scientific reference and for the prosecution of the Survey, and the Governor may, from time to time, cause the enlargement of the Museum, and the distribution of the publications relative to the Survey, and of duplicate specimens, to Scientific Institutions in Canada and other countries." 279

In 1877 the Survey and Museum were placed under administrative control of the Department of the Interior and under the terms of a new Act their functions were more specifically enunciated as follows;

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279 Canada, "An Act to make provision for the continuation and extension of the Geological Survey of Canada and for the maintenance of the Geological Museum," Statutes of Canada, 1872, C. 22.



"The objects and purposes of the survey and museum shall be, to elucidate the geology and mineralogy of the Dominion, and to make a full and scientific examination of the various strata, soils, ores, coals, oils and mineral waters, and of its recent fauna and flora, so as to afford to the mining, metallurgical and other interests of the country, correct and full information as to its character and resources.

3. It shall be the duty of the persons in charge of the said survey: -

(1) To collect, classify and arrange such specimens as may be necessary to insure a complete and exact knowledge of the mineralogical resources of the several Provinces and Territories of Canada; to carry on palaeontological investigations, to study and report upon the fauna and flora of the Dominion, and to make such other researches as will best tend to ensure the carrying into effect the object and purposes of this Act;

(2) To continue to collect the necessary materials for a Canadian museum of natural history, mineralogy and geology."

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The Act also provided for the distribution of duplicates of specimen collections to educational institutions under the following provisions;

"The museum shall be opened to the public from ten a.m. until four p.m., Sundays excepted, and shall be furnished with such books, instruments and apparatus as may be necessary for scientific reference, and for the prosecution of the survey; and the Governor in Council may, from time to time, cause the enlargement of the museum, and the distribution of duplicate specimens to scientific, literary and educational institutions in Canada and other countries."

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The first such distributions were made in 1880 when the Museum was moved to Ottawa and, as has been previously noted in connection with the Department of Energy Mines and Resources,

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280 Canada, "An Act to make better provision respecting the Geological and Natural History Survey of Canada and for the Maintenance of the Museum in connection therewith," Statutes of Canada, 1877, C. 9.

281 Ibid.

have continued to the present day.

In 1884 an attempt was made by the Department of Fisheries to establish a museum in connection with its activities. This museum developed from the activities of the Dominion Fish Hatcheries in Ottawa and the increasing number of visitors frequenting the hatcheries during the period. As opposed to the Survey Museum, however, the Fisheries Museum had an erratic existence between 1884 and 1919, and in 1920 it was given up by the Department and the collections were transferred to the Geological Survey Museum.

The Geological Survey and Museum were made a separate Department of the Federal Government in 1890. Under the provisions of the enacting legislation the museum, in addition to its other functions, was charged with the responsibility for the sale and distribution of maps and other documents.<sup>282</sup> An indication of the extent of the Museum's work in support of educational institutions is given below,

#### TABLE XXII

##### DISTRIBUTION OF SPECIMENS

###### FLORA AND FAUNA

The British Museum . . . . .	200
Central Experimental Farm, Ottawa . . . . .	200
Mechanics Institute, Wingham . . . . .	100

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<sup>282</sup> Canada, "An Act relating to the Geological and Natural History Survey of Canada and the Museum therewith," Statutes of Canada, 1890, C. 11.

St. John's College, Winnipeg . . . . .	100
Department of Public Instruction, Quebec . . . . .	100
McGill College, Montreal . . . . .	100
National Museum, Washington . . . . .	200
University of Nebraska . . . . .	124
Harvard University . . . . .	164
California Academy of Science . . . . .	100
Shaw School of Botany, St. Louis, Missouri . . . . .	170
Columbia College, New York . . . . .	218
The University of Copenhagen, 100 flowers, 400 cryptogams	500
Professor Kindberg, Linkoping, Sweden . . . . .	884

# MINERALS AND ROCKS

High School, Beamsville, Ont. . . . .	113
do St. John's, Que. . . . .	113
Commercial Academy, Quebec, Que.--(Supplementary) . . . . .	30
Mechanics Institute, Wingham, Que . . . . .	121
High School, Paris, Ont . . . . .	113
Shefford Academy, Shefford, Que . . . . .	113
Royal Military College, Kingston, Ont.--(Supplementary) . . . . .	54
Collège St. Rémi, county of Napierville, Que. . . . .	106
High School, Essex Centre, Ont. . . . .	109
do Parkhill, Ont. . . . .	109
Separate School, Freelton, Ont. . . . .	109
Collège Ste. Anne de Lapocatière, Que . . . . .	109
St. Francis College, Richmond, Que. . . . .	109
Presqu'Ile Park Museum, Presqu'Ile, Ont . . . . .	109
High School, Guelph, Ont. . . . .	115
Superior School, Petit Rocher, Gloucester county, N.B.. . . .	113
Collegiate Institute, Hamilton, Ont . . . . .	103

Source: Annual Report of the Department of the Interior, 1891

By 1900 the total number of distributed specimens had increased to 4,150.

The work of the Geological Survey was expanded in 1895 to include anthropological and ethnological surveys.<sup>283</sup> In the same decade a policy of assisting university students was instituted whereby such students were employed by the Department

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<sup>283</sup> Alcock, op. cit., p. 43.

to research a problem in the geological sciences for their theses and the results were subsequently published.

Between 1900 and 1930 the work of the Museum was expanded and it was first designated the National Museum of Canada. As the Annual Report of the Department of Mines in 1928 noted,

"With the rapid growth of Canada it has been necessary to delegate some of the manifold original activities of the Geological Survey to new and more specialized organizations, and this adaptation to growing requirements is taking place gradually in respect to museum work. The Geological Survey still carries on all museum activities in geography, geology, mineralogy, and palaeontology, an arrangement which is economical, and which provides the Museum with the services and scientific spirit of an organization of specialists unrivalled in Canada and in most other countries. The sciences of anthropology and biology are less related to Geological Survey work and two small divisions of museum specialists in these subjects have grown up, which tend to seek practical working affiliations in the Departments of Agriculture and Marine and Fisheries and in some branches of the Department of the Interior.

By such gradual and safe evolutionary processes is the museum created by the Geological Survey assuming the form and status of an independent institution. Several steps in this direction were taken during the fiscal year just ended. The most obvious of these was an Order in Council, P.C. 2165, dated January 5, 1927, whereby the museum branch of the Department of Mines is designated the National Museum of Canada.

The broader obligations connoted in this new name were recognized in a practical way, somewhat later in the year, by an arrangement with the Department of Agriculture whereby Mr. Arthur Gibson, Dominion Entomologist in that department, was made Honorary Curator of Entomology in the Museum. It is hoped that this arrangement will lead to the formation in the Museum of an exhibit of insects that will add to the completeness of the biological collections and at the same time make better known to the public one of the services that are being rendered to the country by the Department of Agriculture." 284

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284 Canada, Annual Report of the Department of Mines, 1928, p. 31.

During these years, in addition to expanding the number of subject areas under its concern, the Museum began a system of public lectures and instructional sessions. In 1911, the Museum moved into a new building and became known as the Victoria Memorial Museum. At the same time the Museum was reorganized into two Divisions, the Anthropological Division (including archaeology and ethnology), and the Biological Division (including botany and zoology).

By 1961 the Museum's activities encompassed a wide range of educational functions. Categorized as educational services in the Museum's annual report, these functions included, lectures for children on a regular basis; adult education lectures; motion picture showings, in such subject areas as travel, natural history, folklore, music and folk-dancing; direct work with schools in connection with animal exhibits and specimens as well as school class visits; a motion picture and still photo/slide loan service; and the extension of museum facilities and resources for educational purposes to other museums or interested groups across Canada.<sup>285</sup>

Between 1960 and 1967 the National Museum was given jurisdiction over a number of other museums that had originated with other government departments. These acquisitions are listed below.

- (a) War Museum - 1959
- (b) Aviation Museum - 1962
- (c) Science and Technology - 1966

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<sup>285</sup> Canada, Annual Report of the Department of Northern Affairs and Natural Resources, 1961, p. 22-23.

In 1967 the National Museum was incorporated by statute and the following responsibilities were conferred upon it;

"5. (1) The purposes of the Corporation are to demonstrate the products of nature and the works of man, with special but not exclusive reference to Canada, so as to promote interest therein throughout Canada and to disseminate knowledge thereof.

(2) In furtherance of its purposes the Corporation may

- (a) collect, classify, preserve and display objects relevant to its purposes;
- (b) undertake or sponsor research relevant to its purposes;
- (c) arrange for and sponsor travelling exhibitions of materials in, or related to, its collections;
- (d) arrange for the acquisition or publication and the sale to the public of books, pamphlets, replicas and other materials related to its purposes;
- (e) undertake or sponsor programs for the training of persons in the professions and skills involved in the operation of museums;
- (f) establish adequate liaison with other museums and universities with a view to securing maximum collaboration of all activities in this field and, for such purposes, establish a committee or committees pursuant to section 13;
- (g) arrange for or provide professional and technical services to other organizations whose purposes are similar to any of those of the Corporation, on such terms and conditions as may be approved by the Minister; and
- (h) generally, do and authorize such things as are incidental or conducive to the attainment of the purposes of the Corporation and the exercise of its powers." 286

The new corporation consisted of the following bodies,

- (a) A museum of fine arts, to be known as the National Gallery of Canada;
- (b) a museum of human history;
- (c) a museum of natural history;
- (d) a museum of science and technology; and
- (e) such other museums as may, with the approval of the Governor in Council, be established by the Board." 287

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286 Canada, "National Museum Act," Statutes of Canada, 1967-68, C. 21.

287 Ibid.

By 1970 the Federal Government had spent approximately 34 million dollars on the development of the National Museum.\* The bulk of these expenditures have occurred since 1950 with expenditures exceeding one million dollars annually since 1960 and peaking in excess of seven million dollars for the years 1969 and 1970.

### THE FEDERAL GOVERNMENT AND THE FINE ARTS

The first Federal support for education in the fine arts was instituted in 1885 and consisted of a grant to the Royal Canadian Academy of Arts. In 1870 a Society of Canadian Artists had been federally incorporated with a view to encouraging the development of fine arts in Canada but had met with limited success. In 1882 under the leadership of the then Governor General, the Marquis of Lorne the Canadian Academy of Arts was incorporated for the;

"encouragement of Design, as applied to Painting, Sculpture, Architecture, Engraving and the Industrial Arts, and the promotion and support of Education, leading to the production of beautiful and excellent work in manufactures; such objects to be attained by, --

1st. -- The institution of a National Gallery at the seat of Government;

2nd. -- The holding of exhibitions in the principal cities of the Dominion;

3rd. -- The establishment of Schools of Art and Design." 288

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288 Canada, "An Act to incorporate the Royal Canadian Academy of Arts," Statutes of Canada, 1882, C. 122.

\* Detailed expenditures are recorded at Appendix X, Table III.

In 1885 a Federal grant of \$2,500 was made to the Academy and this practice has been continued to the present. In the eighty-eight years of the Academy's existence \$240,575 in Federal monies were spent in support of its work. Between 1885 and 1950 these grants averaged \$2,500 annually. Since 1950 the Federal Government gradually increased this appropriation to the point where between 1968-1970 it averaged over \$10,000 a year.\*

In 1913 the Academy was given a charter and its objectives were more clearly enunciated;

"3. The objects of the Academy are and shall be the encouragement, improvement and cultivation of the arts of painting, sculpture, architecture, etching, engraving and of design as applied to the industrial arts and manufactures, and the promotion and support of education in all such arts, and for the purpose of attaining such objects, the Academy is authorized --

(a) to hold exhibitions in the principal cities of Canada and elsewhere;

(b) to establish schools of art and design;

(c) to continue to aid in the advancement of the National Gallery (the institution of which was one of the chief objects set forth in the original Act of incorporation of the Academy) and to enjoy such privileges in connection with it as the Academy may now have or be hereafter granted;

(d) to adopt such other means as the Academy may deem advisable." 289

In the same year a National Art Gallery was established and incorporated for,

" . . . the development and maintenance, care and management of the National Gallery . . . and the cultivation

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289 Canada, "An Act respecting the Royal Canadian Academy of Arts," Statutes of Canada, 1915, C. 190.

\* See Public Accounts of Canada.



of correct artistic taste and Canadian public interest in the fine arts, the promotion of the interests generally of art in Canada . . . ."290

The National Gallery was also funded from Federal sources and expenditures in this connection have totalled nearly 25 million dollars.\*

In 1957, with the passage of the Canada Council Act another chapter unfolded in the history of Federal support for the fine arts. Under the provisions of the Act the Council had as one of its objects to;

"provide, through appropriate organizations or otherwise, for grants, scholarships or loans to persons in Canada for study or research in the arts, humanities or social sciences in Canada or elsewhere or to persons in other countries for study or research in such fields in Canada;"291

The Council received one hundred million dollars as an initial endowment, fifty million for grants in support of the arts, social sciences and humanities, and fifty million in support of capital assistance to universities. Since its inception the Council has received additional funds from the Federal Government as follows;\*

(a) 1965	\$10,000,000
(b) 1968	16,900,000
(c) 1969	20,580,000
(d) 1970	23,700,000

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290 Canada, "An Act to incorporate the National Gallery of Canada," Statutes of Canada, 1913, C. 33.

291 Canada, "An Act to establish the Canada Council," Statutes of Canada, 1957, C. 3.

\* See Appendix X, Table IV for detailed expenditures.

\* From the Public Accounts of Canada, 1965 - 1970.

The establishment of the Council and its subsequent activities marked the beginning of a continuing Federal concern not only to foster the development of fine arts in Canada, but an educational function as well. In the past four years the Council has spent over 20 million dollars annually on this aspect of its responsibilities.

#### THE NATIONAL FILM BOARD

The National Film Board had its origins in the Department of Trade and Commerce in 1916. The Annual Report of that year noted,

"During the year a new feature has been added to the work of the department in the utilization of the moving picture for the purpose of visualizing Canada's vast natural resources, her great primary products occupation and her developing lines of secondary and industrial activity . . . . These are intended for use by our Trade Commissioners and for circulation overseas and in outside countries, to the end that the productive possibilities and industrial development of Canada may become more widely known." 292

The nature of its work soon had the new agency heavily involved in interdepartmental activities, particularly in the production of slides and still photographs. In 1923 the film section was made a separate government agency under the title the Canadian Government Motion Picture Bureau under the administrative supervision of the Department of Trade and Commerce.

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292 Canada, "Annual Report of the Department of Trade and Commerce," Sessional Papers, 1917, No. 10, vol. IV, p. xviii.

The Bureau's work soon developed an intensive internal distribution inside Canada. In 1923 it was reported that,

"Distribution arrangements in the Dominion have been continued with the Canadian Universal Film Company, Limited, with offices in St. John, Montreal, Toronto, Calgary, Winnipeg, and Vancouver. An aggressive direct-by-mail advertising and publicity campaign has been made on the new "Series of Fifteen" "Seeing Canada" films, with the result that a large number of contracts with the leading motion picture theatres of Canada has been secured and interest awakened and maintained among the exhibitors of Canada in the film work that the bureau is doing.

In addition to the regular theatrical distribution being secured by the Canadian Universal Film Company, it must be noted also that a large non-theatrical distribution is being achieved with our films by the Pathescope Company of Toronto, who specialize in film service to schools, churches . . . ."293

In 1939 the special domestic needs with respect to the film industry were recognized with the establishment of the National Film Board. Under the provisions of this Act the Board was to consist of two Cabinet Ministers, and six other members (three from inside the civil service and three from outside). A Commissioner was appointed to serve under the Board who was empowered to;

"(a) advise upon the making and distribution of national films designed to help Canadians in all parts of Canada to understand the ways of living and the problems of Canadians in other parts;

(b) coordinate national and departmental film activities in consultation with the Board and the several departments and branches of government work . . .

(h) coordinate and develop information services in connection with Government film activities . . . ."294

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293 Ibid., 1924, No. 5, vol. II, p. 39.

294 Canada, "An Act respecting the National Film Board," Statutes of Canada, 1939, C. 20.

The Film Board had been established on the recommendation of John Grierson, former head of the General Post Office Film Unit in Great Britain, who in 1938 had been commissioned by the Federal Government to examine and report upon the film industry in Canada.<sup>295</sup>

The advent of the Second World War diverted the attention of the Board from domestic needs until 1946. At the conclusion of that conflict the Board returned its attentions to the national scene a much expanded and more experienced agency. Within the first year of peace time operation the Board had established four non-theatrical internal distribution systems in Canada, rural, industrial, trade union, and entertainment. Within the rural system a school film division was established. In 1946 the Department noted,

"To plan for future production . . . discussions were begun with the Canada-Newfoundland Educational Association (later the Canadian Educational Association) to establish a reference committee that could advise the Board on the use of films in schools."<sup>296</sup>

Between 1947 and 1950 the following sums were appropriated and expended on school films.\*

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1947	25,245.00	25,241.00
1948	35,000.00	34,329.90
1949	58,087.00	58,067.13
1950	48,229.76	48,229.24

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<sup>295</sup> Canada, Annual Report of the Department of Trade and Commerce, 1946, p. 5.

<sup>296</sup> Ibid., p. 9.

\* These statistics ceased to be printed in Departmental Reports after 1950.

In 1950 a further Act was passed that altered the membership of the Board to the Commissioner plus eight others (three to be selected from inside the Government service and five from without). The powers and purposes of the Board were then outlined as follows;

"9. The Board is established to initiate and promote the production and distribution of films in the national interest and in particular

- (a) to produce and distribute and to promote the production and distribution of films designed to interpret Canada to Canadians and to other nations;
- (b) to represent the Government of Canada in its relations with persons engaged in commercial motion picture film activity in connection with motion picture films for the Government or any department thereof;
- (c) to engage in research in film activity and to make available the results thereof to persons engaged in the production of films;
- (d) to advise the Governor in Council in connection with film activities;
- (e) to discharge such other duties relating to film activity as the Governor in Council may direct it to undertake.

10. (1) Subject to the direction and control of the Minister, the Board may, for the purposes for which it is established

- (a) make, project, exhibit or distribute or cause to be made, projected, exhibited or distributed films in Canada or elsewhere on behalf of the Board or on behalf of other departments or persons;
- (b) determine the manner in which moneys available to the Board for the production of a film may best be expended in the production thereof;
- (c) acquire personal property in the name of the Board;
- (d) enter into contracts in the name of the Board, including contracts for personal services;
- (e) dispose of personal property held in the name of the Board or administered by the Board."

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By 1970 the Film Board had established an elaborate system of film distribution across Canada. Included in the many outlets

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297 Canada, "An Act respecting the National Film Board," Statutes of Canada, 1950, C. 44.

were educational institutions at all levels in consultation and cooperation with provincial departments of education and educational associations. Expenditures for the Board during the period of its existence have totalled over 147 million dollars with annual budgets over the past four years averaging over ten million.\*

### RADIO AND TELEVISION

The control of public broadcasting in Canada, after some dispute, was finally vested in the Federal Government. In 1932 the first Broadcasting Act was passed which set up a Broadcasting Commission,

" . . . for the purpose of ensuring the continued existence and efficient operation of a national broadcasting system and the provision of a varied and comprehensive broadcasting service of a high standard that is basically Canadian in content and character, regulate the establishment and operation of networks of broadcasting stations, the activities of public and private broadcasting stations in Canada and the relationship between them and provide for the final determination of all matters and questions in relation thereto." 298

To effect these provisions the Commission was given the following powers,

"11. (1) The Board may make regulations for carrying out the purposes and provisions of this Part, and in particular, but without restricting the generality of the foregoing, may make regulations,

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298 Canada, "An Act respecting Canadian Radio Broadcasting," Statutes of Canada, 1932, C. 51.

\* Detailed annual expenditures are tabled at Appendix X, Table V.

- (a) respecting the minimum broadcasting times to be reserved for network programs by any broadcasting station operating as part of a network;
- (b) respecting standards of programs;
- (c) respecting the character of advertising and the amount of time that may be devoted to advertising;
- (d) respecting the proportion of time that may be devoted to the broadcasting of programs, advertisements or announcements of a partisan political character and the assignment of such time on an equitable basis to all parties and rival candidates;
- (e) for promoting and ensuring the greater use of Canadian talent by broadcasting stations;
- (f) requiring licensees to broadcast network programs of public interest or significance;
- (g) prescribing the terms and conditions for the operation of broadcasting stations as part of a network and the terms and conditions for the broadcasting of network programs;"<sup>299</sup>

At the same time, the Canadian Broadcasting Corporation (CBC) was incorporated to provide a vehicle for implementing the Commission's policies and practices and to provide a national radio network.

It was not long before the educational potential of the new media was being explored. In the Commission's report for 1933 it was noted,

"Careful consideration was given to the broadcasting of educational talks, not only by eminent Canadians but also by distinguished visitors from other lands . . . . Radio is one of the greatest educational influences in the present age, but radio talks must be specially prepared and arranged in a way that will be interesting to the listener . . . during the year the Commission has presented several series of addresses on important and interesting topics and in cooperation with universities, national societies, and associations . . ."<sup>300</sup>

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<sup>299</sup> Ibid.

<sup>300</sup> Canada, Annual Report of the Radio Broadcasting Commission, 1933, p. 6.

In 1936 the dual existence of a Broadcasting Commission and a Broadcasting Corporation was dispensed with and the powers and purposes of the former were vested in the latter.<sup>301</sup> It was not until 1939, however, that attempts were made to formalize national educational broadcasting. Ironically the need for such formalization arose from the broadcasting of some ill-received informal programs subsequent to which the Board of Governors ruled that,

" . . . where any voluntary organization which desired to use the radio for educational purposes had to work in close cooperation with the CBC . . . " <sup>302</sup>

This policy brought the CBC into close cooperation with many national and provincial educational organizations.

In 1942 a national conference was held to consider the question of the creation of a series of nationally acceptable educational broadcasts. While the Province of Quebec refused to participate, the result of this conference was the creation of a National Advisory Council on School Broadcasting. The Council's responsibilities were outlined as follows;

" . . . The basic principle guiding the Council, as outlined in its constitution, was that the CBC "would be responsible for all that went on the air, while the education authorities would be responsible for utilization,

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<sup>301</sup> Canada, "The Canadian Broadcasting Act," Statutes of Canada, 1936, C. 24.

<sup>302</sup> T. R. Morrison, The Development of National Radio Education in Canada: 1929-1949, unpublished M.A. Thesis, Faculty of Education, U.B.C., 1967, p. 64.



in the classroom, of what went on the air. The specific functions of the Council were:

1. to advise the CBC on the planning of programmes on the national network intended for reception by schools during normal hours
2. to advise the CBC on programmes relating to educational publicity e.g. education week
3. to advise the CBC on planning of school programmes to be exchanged with the U.S. or other networks abroad
4. to advise and co-operate with the CBC on suitable publicity for school and other educational broadcasts.
5. to co-operate with the CBC on matters affecting the reception of school broadcasts (advice to teachers, provision of receivers, distribution of literature).
6. to collect reports on provincial, regional and national school broadcasts and to discuss these reports with the CBC
7. to advise the provincial governments on changes and new developments on educational broadcasting. To co-operate with the CBC in initiating new experiments in educational broadcasting." 303

The Council was to be appointed through the Canadian Education Association. A special division, 'Radio Collège' was established in 1942 to meet the educational broadcasting needs of Quebec.

In 1944 the CBC was able to report

"As a result of resolutions passed at the second Annual Conference on School Broadcasting in Toronto in May, 1943, the CBC decided to continue during 1943-44 the program of National School Broadcasts experimentally begun the previous year. In August, 1943, an Education Department was established at Program Headquarters; and in September a plan was adopted, in consultation with the Canada and Newfoundland Education Association, for setting up a National Advisory Council on School Broadcasting, to assist the CBC in the planning of National School Broadcasts, and to co-operate in the use and development of these programs." 304

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303 Ibid., p. 116.

304 Canada, Annual Report of the CBC, 1944, p. 14.

In 1951 the advent of television broadcasting prompted the CBC to add that media to the terms of reference of the National Advisory Council. In 1953 the Council recommended experimentation with this type of programming and in 1954 the first television programs were broadcast,

" . . . to provide a visual supplement to the National School Broadcasts radio series Life in Canada Today. The programs were presented late in the afternoon to enable students to view them in their homes . . ." 305

The effectiveness of the radio and television school broadcasts can only be measured by the increasing number of hours devoted to this activity over the years. While up to date figures are not available at this time some comparison can be gained from the fact that between 1958 and 1963 the weekly percentage of broadcasting hours increased from four to twenty percent in television and from three to six percent in radio.

At the time of this writing the development of educational broadcasting in Canada continues to be a controversial subject. In 1966 the question of university broadcasts was taken under study by the CBC and a number of bodies were set up to examine the problem. The Annual Report for that year noted,

"The Corporation suggests that participation in this effort should include representation from Provincial Departments of Education, associations of educators, educational institutions, association of universities and of colleges of Canada, the BBG or equivalent agency, the Canadian Association of Broadcasters and the CBC.

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305 Ibid., 1954, p. 33.

The Corporation believes that continued ad hoc development of educational television may create difficulties which can be avoided through preliminary work and exchange of ideas within the proposed Council.

The Corporation will give further study to the Committee's suggestion that the CBC Advisory Committee on School Broadcasting be enlarged to include activities at the university level.

With respect to broad general adult education and to programming in the humanities and the arts, the Corporation is concerned with evidence that there has been a falling off in liaison at the production level with outside organizations specializing in these areas. This trend will be reversed."<sup>306</sup>

In 1968 the Broadcasting Act was amended to include among the responsibilities of the CBC, "facilities should be provided within the Canadian Broadcasting System for educational broadcasting."<sup>307</sup> By 1970 the CBC had developed in cooperation with provincial departments of education and voluntary educational associations in Canada, an extensive system of radio and television educational programs. At the same time, the question of a national educational radio and television network remains largely unresolved with the provinces and the Federal Government unable to reach agreement on the mechanics of such a system.

#### THE NATIONAL LIBRARY

The concept of a national library for Canada was one that had been formally suggested to the Federal Government in the early 1900's but did not materialize until 1951. In 1914,

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<sup>306</sup> Ibid., 1966, p. 5.

<sup>307</sup> Canada, "An Act to amend the Broadcasting Act," Statutes of Canada, 1967-68, C. 25.

for example, the Royal Society had petitioned the central government;

"That this Society, recognizing the vital importance to any civilized people, of a National Library, organized and maintained upon broad and efficient lines, and particularly to a young, rapidly growing, and ambitious community . . . and also recognizing its great usefulness to students in every branch of knowledge . . . respectfully urge upon the consideration of the Dominion Government the early establishment of such an institution for the general benefit of the people of Canada." 308

It was not until 1952, however, largely on the recommendations of the Royal Commission on the National Development of the Arts, Letters, and Sciences in Canada, that such a library was established. Under the enabling legislation the library was to;

- "1. (a) undertake the collection, by purchase or otherwise, of books for the Library
- (b) compile and maintain a national union catalogue
- (c) compile and publish a national bibliography in which books produced in Canada, written or prepared by Canadians, or of specific interest or significance to Canadians may be noted or described.
- (d) . . . enter into exchange agreements with other libraries and institutions . . . ." 309

In 1969 these responsibilities were augmented to include;

- "2. (a) the acquisition and catalogue of books
- (b) the supply of professional advice in support of research
- (c) the provision of modern information storage and retrieval services including photocopying and microfilm services through electronic and other automated data
- . . . ." 310

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308 Miller, op. cit., p. 511.

309 Canada, "An Act respecting the establishment of a National Library," Statutes of Canada, 1952, C. 31.

310 Canada, "National Library Act," Statutes of Canada, 1969, C. 47.

Expenditures on the Library have totalled over ten million dollars to date. Since 1967 annual budgets have exceeded one million dollars.

THE FEDERAL GOVERNMENT AND HIGHER  
EDUCATION IN CANADA

The Federal Government first became directly involved in the affairs of higher education in Canada in 1882 with the passage of the Queen's College Act. The predecessor to Queen's University in Kingston, Ontario, Queen's College was established under Royal Charter in 1842 shortly after the union of Upper and Lower Canada. The background to the passage of a Federal Act was enunciated in the preamble of the legislation and is quoted at length as follows,

"Whereas Queen's College, at Kingston, in the Province of Ontario, was incorporated and founded under and by virtue of Royal Letters Patent, bearing date the sixteenth day of October, in the fifth year of Her Majesty's reign; and whereas, by the said letters patent, the ministers and members in full communion of the Presbyterian Church of Canada in connection with the Church of Scotland, constitute and compose the said corporation, and provision is made for the appointment from time to time by the said corporation, of trustees for the government of its affairs in the manner directed by the said letters patent; whereas the said corporation have represented that the said the Presbyterian Church of Canada in connection with the Church of Scotland has become united with certain other Presbyterian Churches, to wit: "The Canada Presbyterian Church," "the Church of the Maritime Provinces in connection with the Church of Scotland," and "the Presbyterian Church of the Lower Provinces," and the said Churches now form one united Church under the name of "The Presbyterian Church in Canada;" and whereas it is desirable, and the said corporation has, by petition, prayed that an Act be passed to enable the said College to stand towards the said

"the Presbyterian Church in Canada" in relations similar to those which it lately held to the Presbyterian Church of Canada in connection with the Church of Scotland, and to provide for the mode of appointment of trustees of the said corporation, and to enable the said trustees and their successors to continue the administration of its affairs, and to enable the said College to continue its functions on terms and conditions like to those which have heretofore existed; and whereas the said corporation have further prayed for additional powers and privileges in regard to the taking and holding of property for the purposes of the said corporation and with the view of increasing the efficiency and extending the usefulness of the said College, and it is desirable to grant the prayer of the said petition; and whereas an Act was passed by the Legislature of the Province of Ontario in the thirty-eighth year of Her Majesty's reign, and chaptered seventy-six, intituled "An Act respecting Queen's College at Kingston," for the purposes above recited; and whereas doubts have arisen regarding the validity of the said Act, and it is desirable to confirm all things which have been properly done, relying upon the validity thereof; and whereas under and by virtue of the said Act there was constituted in the said College a Council called the "University Council," consisting of all the . . . .

1. At and by virtue of the union of the said churches on the fifteenth day of June, one thousand eight hundred and seventy-five, the ministers and members in full communion of the said united church called the Presbyterian Church in Canada, became and thenceforth continued to be and now are the only corporators of the said corporation called "Queen's College at Kingston," and from and after the said fifteenth day of June, one thousand eight hundred and seventy-five, all the provisions in the said letters patent which theretofore applied to the Church of Scotland, or to the Presbyterian Church of Canada in connection with the Church of Scotland, became and are and shall be applicable to the Presbyterian Church in Canada, in the same sense, for the same purposes, and to the same extent as they were applicable to the said Church of Scotland or the said Presbyterian Church of Canada in connection with the Church of Scotland; and all the powers, rights and privileges formerly exercised and enjoyed by the ministers and members of the Presbyterian Church of Canada in connection with the Church of Scotland, as corporators of the said College, and by the Synod of the said Presbyterian Church of Canada in connection with the Church of Scotland, in virtue of their relations respectively to Queen's College at Kingston, shall be exercised and enjoyed by the

ministers and members of the Presbyterian Church in Canada, and by the General Assembly or other Supreme Court of the said Presbyterian Church in Canada, respectively, except as hereinafter provided." 311

The Act conferred upon and guaranteed (the) degree granting X powers for the College and established the administrative powers and structures necessary to its operation.

In the following year the Federal Government incorporated the University of Saskatchewan. As the preamble stated,

"Whereas the Right Reverend the Lord Bishop of Saskatchewan and others have, by their petition, represented that they are desirous of establishing, within the limits of the Diocese of Saskatchewan as now constituted, an University and Colleges in connection therewith, in order thereby to promote higher scholastic training and instruction, and have prayed that an Act may be passed to enable them to do so; and whereas it is expedient to grant the prayer of the said petition: Therefore Her Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows: -

1. An University is hereby established in that part of the North-West Territories of the Dominion of Canada comprised in the present Diocese of Saskatchewan, and the following persons, namely, the Right Reverend John McLean, Lord Bishop of Saskatchewan, the Reverend John Alexander Mackay, the Reverend James Flett, the Reverend George McKay, the Reverend William Newton, the Honorable Lawrence Clarke, Thomas Mackay, Skeffington Elliot and W. V. MacIise, and all persons who may hereafter be appointed to be Chancellor or Members of the Senate as hereinafter mentioned, and all persons upon whom the University hereby created may hereafter confer any degree in any faculty, are hereby created one body politic and corporate by the name of the "University of Saskatchewan." 312

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311 Canada, "An Act respecting Queen's College at Kingston," Statutes of Canada, 1882, C. 123.

312 Canada, "An Act to incorporate the University of Saskatchewan and to authorize the establishment of Colleges within the limits of the Diocese of Saskatchewan," Statutes of Canada, 1883, C. 47.

In addition to the usual powers and privileges granted to institutions of this type the University was empowered to;

" . . . constitute and establish at Prince Albert or such other place within the present limits of the said Diocese of Saskatchewan as may be deemed proper, a College in connection with the said University, and to provide for the endowment of the same and the appointment of professors, tutors, and officers in connection therewith; and it is hereby enacted that when and so soon as such a College shall have been so constituted and established as aforesaid, the professors and tutors and such other persons, members thereof, as shall, by statute or by-law of the said Senate in that behalf, be named or indicated, shall under a name to be by such statute or by-law designated, become and by, by virtue of this Act, a body politic and corporate in affiliation with the said University, with perpetual succession and a common seal and may sue and be sued by its corporate name and otherwise shall be vested with all powers, rights and liabilities incidental to corporations of a like nature, save and except that the said College shall have no power to confer degrees apart from the said University; and upon the constitution and establishment of such College, the Senate shall cause notices thereof, and of the corporate name, to be published in the Canada Gazette and in a newspaper (if any) published in the said Diocese." 313

The Queen's College Act was further emended in 1889 to,

" . . . empower the University Council of the said University to elect a limited number of trustees of the University and to provide for the prescribing of the religious test which shall be administered to trustees and professors, and to empower the said corporation to take, hold and sell real estate and other property in any part of Canada;" 314

When the Federal Government settled the claims made against it by the Province of Manitoba in 1885 it made;

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313 Ibid.

314 Canada, "An Act to amend the Act respecting Queen's College at Kingston," Statutes of Canada, 1889, C. 103.



"2. An Allotment of land, not exceeding one hundred and fifty thousand acres, of fair average quality . . . selected by the Dominion Government and granted as an endowment to the University of Manitoba for its maintenance as a University capable of giving proper training in the higher branches of education, and to be held in trust for that purpose upon some basis or scheme to be framed by the University and approved by the Dominion Government."<sup>315</sup>

This land grant became the subject of another dispute between the province and the Dominion Government at the turn of the century as the Roman Catholic minority challenged the use of monies from this land grant to establish a teaching university and the federal body, as in 1890, was again required to mediate and establish a compromise agreement.

Between 1912 and 1916 Queen's College was re-named Queen's University and amalgamated with the School of Mining and Agriculture, all under Federal legislation.<sup>316</sup>

The first direct aid offered to universities in Canada by the Federal Government occurred in conjunction with the outbreak of the Second World War. The demand for personnel in medicine and dentistry created by the War prompted the federal authority to provide, through the Department of Labor;

" . . . for (a) Grants to Universities to assist in meeting increased costs of accelerated courses in medicine and dentistry, (b) Financial assistance to students in medicine and dentistry for assistance under existing

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<sup>315</sup> Canada, "An Act for the final settlement of the Claims made by the Province of Manitoba on the Dominion," Statutes of Canada, 1885, C. 50.

<sup>316</sup> Canada, "An Act respecting Queen's College at Kingston and to change its name to Queen's University at Kingston," Statutes of Canada, 1912, C. 138 and "An Act respecting Queen's University at Kingston and to amalgamate therewith the School of Mining and Agriculture," Statutes of Canada, 1916, C. 62.

Dominion Provincial Student Aid Plan who sign agreements to enter the Armed Forces after graduation, authorized by Orders in Council PC 27/4430 of May 27, 1942, and PC 19/6073 of 14 July, 1942." 317

These subsidies were essentially war time measures, however, and were discontinued in 1946. Expenditures under this program totalled over 500 thousand dollars.\*

In 1951 acting upon the recommendations of the Royal Commission on the National Development of the Arts, Letters, and Sciences in Canada, a regular program of grants to Canadian universities was inaugurated. The Commission had pointed out that;

"The universities are provincial institutions; but they are much more than that . . . they are local centres for education at large and patrons of every movement in aid of the arts, letters and sciences." 318

and recommended;

"That in addition to the help already being given for research and other purposes the Federal Government make annual contributions to support the work of the universities on the basis of the population of each of the provinces of Canada . . . that these contributions be made after consultation with the government and universities of each province, to be distributed to each university proportionately to the student enrolment . . . that these contributions be sufficient to ensure that the work of the universities of Canada may be carried on in accordance with the needs of the nation . . . ." 319

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317 Canada, Public Accounts, 1943, p. 11-33.

318 Canada, Royal Commission on the National Development of the Arts, Letters, and Sciences in Canada, 1951, p. 132.

319 Ibid., p. 355.

\* For detailed expenditures see Table VII, Appendix X.

Under the authority of two Orders in Council (PC 123 January 9, 1952 and PC 1061 February 22, 1952), the Federal Government provided,

" . . . . grants to universities and equivalent institutions of higher learning in amounts not exceeding in total for each province 50 cents per head of population of that province, as determined by the Dominion Bureau of Statistics, and in accordance with regulations to be made by the Governor in Council on the recommendation of the Minister of Finance, who is authorized to consult a committee drawn from the National Conference of Canadian Universities in regard to the apportionment of such grants among institutions within each province on the general principle of making such grants proportionate to the enrolment of students at the university level and pursuing courses recognized as leading to a university degree." 320

The payments made under this program were adjusted between 1952 and 1966 as follows: 1959 - \$1.50, 1962 - \$2.00, and 1966 - \$5.00.

In 1966 - 67 with the passage of the Federal-Provincial Fiscal Arrangements Act, the Secretary of State was given the responsibility for post-secondary education payments. To facilitate the execution of this responsibility an Educational Support Branch was created within the Department. While this Branch was undergoing some reorganization in 1969 - 70, its purposes were described as;

- "(1) administration of the adjustment payments and along with the Department of Finance evaluation of the Fiscal Arrangements Act -- this function of course will not change with reorganization;
- (2) research in education, in particular federal government involvement at the post-secondary level; and
- (3) liaison with the educational community in Canada, particularly in the area of higher education." 321

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320 Canada, Public Accounts, 1952, p. F-19.

321 Letter from Gordon Strain, Education Support Branch, Department of the Secretary of State, February 9, 1971.

The new Branch thus brought under one agency a number of educational functions some of historical derivation and others, such as (2) above, that represented a new Federal concern.

In 1967 the Federal Government dramatically re-structured its subsidization of a number of programs it had fostered since the Second World War among which was included its aid to universities. As the Science Council of Canada pointed out in a report on research in Canadian universities,

"As it affected universities, the main result of the federal-provincial negotiations was the termination of federal per capita grants. No longer would the Federal Government involve itself directly in general university finance. Federal recognition of university needs would henceforth take place as an integral part of the fiscal arrangements with the provinces. The provisions relating to these needs were accordingly written into the Federal-Provincial Fiscal Arrangements Act, 1967, along with those covering general equalization, stabilization, succession duties and other matters. Furthermore, inasmuch as the fiscal arrangements took cognizance of university needs, they did so in the context of overall post-secondary education." 322

Under the terms of the Federal-Provincial Fiscal Arrangements Act of 1967,

" . . . the Secretary of State may, for each fiscal year in the period commencing on the 1st day of April, 1967 and ending on the 31st day of March, 1972, authorize the payment to a province of a post-secondary education adjustment payment not exceeding the amount computed in accordance with section 13.

13. (1) The adjustment payment that may be paid to a province for the fiscal year commencing on the 1st day of April, 1967 is an amount equal to

(a) the greater of

(i) an amount, as determined by the Secretary of State, equal to fifty per cent of the operating

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322 J. B. Macdonald (et al), The Role of the Federal Government in Support of Research in Canadian Universities, p. 72-73.

- expenditures for post-secondary education in the province in the fiscal year, or
- (ii) the product obtained by multiplying \$15 by the population of the province for the 1967 calendar year,
- minus
- (b) the aggregate of
    - (i) the federal revenue abatement relating to post-secondary education applicable to the province for the fiscal year,
    - (ii) in the case of a province described in paragraph (b) or (c) of section 7, the lesser of
      - (A) the portion, as determined in prescribed manner, of the provincial revenue equalization payment payable to the province for the fiscal year that is attributable to the federal revenue abatement relating to post-secondary education applicable to the province for the fiscal year, or
      - (B) the amount, if any, by which the general equalization applicable to the province for the fiscal year, computed in accordance with section 8, exceeds the guaranteed equalization applicable to the province for the fiscal year, computed in accordance with subsection (1) or (2) of section 9, as the case may be, and
    - (iii) in the case of any other province, the portion, as determined in prescribed manner, of the provincial revenue equalization payment payable to the province for the fiscal year that is attributable to the federal revenue abatement relating to post-secondary education applicable to the province for the fiscal year." 323

The Capital grants program of assistance to universities had not been without controversy. As described in the previously noted report,

" . . . no factual account of the grants is complete without reference to the constitutional and fiscal controversy they provoked between the Federal Government and the government of the Province of Quebec. In the first year of the program,

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323 Canada, "Federal-Provincial Fiscal Arrangements Act," Statutes of Canada, 1967, C. 89.

the then Premier of Quebec, the Hon. Maurice Duplessis,<sup>5</sup> X acceded to the grants provided that they be paid to the universities of his province after consultation with the provincial treasurer. Then when the Federal Government proceeded to make its second annual payment to the universities, that for 1952-53, Mr. Duplessis in effect ordered the Quebec universities to refuse the money. One by-product of the imbroglio that ensued was the return in 1954 of the Province of Quebec to the field of personal income taxation, a move partially accommodated by an extension of the federal tax credit available to residents of the province. Again, in 1956, the Federal Government attempted to resolve the situation by ceasing to pay grants directly to universities, transmitting them instead to the National Conference of Canadian Universities for distribution. But the Quebec provincial government remained adamant. So as to prevent further financial losses to Quebec universities from accumulating in want of an eventual solution, the Federal Government from 1956-57 paid to the National Conference of Canadian Universities the grants that would otherwise have accrued to these institutions, to be held in trust until claimed.

Presently, dire fiscal necessity broke the federal-provincial impasse. In 1957-58, one and, in 1958-59, two Quebec universities disregarded provincial directives and accepted the federal grants. The advent of a new Premier of Quebec, the Hon. Paul Sauvé, made possible new federal-provincial attempts to resolve the situation and, pending the outcome of negotiations, all Quebec universities accepted the per capita grants in 1959-60.

The final dénouement was as follows. Beginning in 1960-61, the Federal Government terminated per capita grants on behalf of Quebec universities. In lieu thereof, the Government increased its corporation income tax abatement.<sup>324</sup>

Post-Secondary education payments from 1952 to 1970 and provincial disbursements thereof are recorded at Appendix X, Table VIII. It has not been possible to obtain information on these expenditures for the period 1957-60. While the absence of the figures for these years obviously affects the totals derived from the tables it is not critical to the

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324 J. B. Macdonald, op. cit., p. 71.

making of observations upon the general situation. As has been the case in many of Ottawa's educational ventures, the Province of Quebec did not participate in the University Grants Program until after 1966 save on the basis described in the previous paragraph. The Province of Ontario has clearly benefitted the most under this program while the other provinces have fared as was to be expected given the scarcity of either population or facilities for higher learning. Since 1966 with the inception of post-secondary education payments, all provinces have received much greater sums under the revised program, averaging 500 percent over earlier benefits.

Under the terms of the Federal-Provincial Fiscal Arrangements Act of 1967 and the regulations promulgated thereunder, Ottawa required the Provinces to submit two returns in order to qualify for the post-secondary education payments.\* Five categories of expenditure were authorized under the legislation as follows;

(a) Academic expenditures:

Expenditures with respect to academic departments, laboratories, summer schools, extension courses, dean's and departmental offices, salaries and employee benefits, and other academic departmental budget items.

(b) Library expenditures;

Such ordinary expenditures provided for in the institution's annual budget as salaries, employee benefits, books and periodicals, bindings and supplies in respect of the institution's main library, branch and faculty or departmental libraries.

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\* Detailed forms of agreement under the Act appear at Annex

(c) Administrative expenditures:

Expenditures in respect of operation and maintenance of administrative offices such as those of the president, principal comptroller, bursar, registrar, accountant, internal auditor, purchasing agent, personnel and other administrative officers, including salaries and employee benefits.

(d) Plant expenditures:

Such expenditures in respect of the superintendent's office as janitors' and cleaners' salaries and employee benefits, supplies, repairs, fuel, electricity, gas, fire insurance, telephone service, vehicle operation and other operating expenses related to physical plant and grounds.

(e) Miscellaneous expenditures:

The expenditures incurred in respect of convocations, legal and audit fees, liability insurance, public relations, student placement services, counselling services and other general post-secondary institution expenses." 325

The first return was to outline the estimated expenditures by types of institution for a given year. The second and final return required the provinces to report actual expenditures under each of the categories listed earlier as well as a description of the programs offered in post-secondary education. While the Federal Government had vacated direct financing of higher education in Canada, it had clearly not relinquished its right to oversee the use of such monies as were indirectly allotted in this field.

In 1954 under the provisions of the National Housing Act the Central Mortgage and Housing Corporation was empowered to make loans to universities for,



"the purpose of assisting in the construction of a university housing project or the acquisition of existing buildings and their conversion into a university housing project.

(2) A loan made under the authority of this section shall

- (a) bear interest at a rate prescribed by the Governor in Council;
- (b) not exceed ninety per cent of the cost of the project as determined by the Corporation;
- (c) be for a term not exceeding the useful life of the project, to be fixed by the Corporation, and in any case not exceeding fifty years from the date of completion of the project;
- (d) be secured by a first mortgage upon the project in favour of the Corporation or such other security as the Corporation deems necessary to safeguard the interests of the Corporation; and
- (e) be repayable in full during the term thereof by equal payments of principal and interest not less frequently than semi-annually." <sup>326</sup>

In an amendment to the Act in 1960-61 further definition was given to the meaning of a 'housing project,' namely that it was to encompass only projects, "undertaken by a university to provide dormitory accommodation for students at that university."<sup>327</sup> Further capital assistance to universities was given under the Canada Council Act in 1958. Under the provisions of this legislation,

"9. The Council may, in furtherance of its objects, make grants to universities and similar institutions of higher learning by way of capital assistance in respect of building construction projects.

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<sup>326</sup> Canada, "The National Housing Act," Statutes of Canada, 1954, C. 1.

<sup>327</sup> Canada, "An Amendment to the National Housing Act," Statutes of Canada, 1960-61, C. 1.

17. (1) The Council shall establish a fund to be called the University Capital Grants Fund, to which shall be credited the sum of fifty million dollars, which shall be paid to the Council by the Minister of Finance out of the Consolidated Revenue Fund.

(2) Grants made by the Council under section 9 may be paid out of the University Capital Grants Fund, but shall not exceed

(a) in the case of any particular project, one-half of the total expenditures made in respect of the project; and

(b) in any province, an amount that is in the same proportion to the aggregate of the amounts credited to the University Capital Grants Fund as the population of the province, according to the latest census, is to the aggregate population, according to such census, of those provinces in which there is a university or other similar institution of higher learning.

(3) Investments out of money standing to the credit of the University Capital Grants Fund may be made only in bonds or other securities of or guaranteed by the Government of Canada." 328

The grants given to universities under this program are shown in Table XXIII.

The Canada Council Act also made provision for direct assistance to graduate students and staffs in Canadian universities. Under the terms of the legislation the objects of the Council were to, "foster and promote . . . the production of works in the arts, humanities, and social sciences." 329 With respect to the latter two categories, two programs were established, doctoral and post-doctoral fellowships and research grants. The latest information on these programs appeared in the Annual Report for 1967-1968 and at that time

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328 Canada, "An Act respecting the Canada Council," Statutes of Canada, 1960-61, C. 1.

329 Ibid.

TABLE XXIII

CANADA COUNCIL

CAPITAL ASSISTANCE TO UNIVERSITIES

(1958 - 1967)\*

PROVINCIAL DISBURSEMENTS

NEWFOUNDLAND	1,655,839.67	MANITOBA	3,447,013.68
P.E.I.	135,671.70	SASKATCHEWAN	3,664,179.48
NOVA SCOTIA	2,913,687.10	ALBERTA	4,804,136.00
NEW BRUNSWICK	2,356,776.44	B.C.	5,576,368.60
QUEBEC	21,004,025.93		
ONTARIO		TOTAL	<u>67,877,743.60</u>

Source: 11th Annual Report of Canada Council 1968.

\* This program was discontinued in 1967 as the funds had been fully expended.

it was noted that between 1964 and 1968 the Council had steadily increased its funding to the point where out of a total eligible student population of 1,432 the Council was able to accommodate 953 with grants under the Fellowship Program with a total expenditure of over 19 million dollars.<sup>330</sup> In future years the Council noted that it hoped to be able to meet up to 53 percent of the need under this program.

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<sup>330</sup> Canada, Annual Report of the Canada Council, 1967-68, p. 53 and 136.

STUDENT LOANS\*

The precedent for extending direct aid to students attending Canadian universities was set under the provisions of the Vocational Training Program shortly before the outbreak of the Second World War. It was not until 1964, however, that the Federal Government moved to implement a broad program of loans to students attending university in Canada. During the post-war period Canada's student population had steadily increased and in order to accommodate the growing number wishing to pursue higher education and ensure a modicum of equality of educational opportunity the Federal Government enacted the Canada Student Loans Act. Under the terms of the legislation;

" . . . a guaranteed student loan may be made by a bank to a student in an amount not exceeding one thousand dollars, for any one academic year, and not exceeding an amount that when added to the aggregate amount of all guaranteed student loans made to that student for previous academic years equals five thousand dollars . . . "331

The student was not obligated either to interest payments on such a loan up to six months after he ceased to qualify as a student under the Act, nor for payments on principal or interest until seven months after the period of eligibility expired. The Federal Government, in turn, guaranteed payment

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331 Canada, "Canada Student Loans Act," Statutes of Canada, 1964, C. 24.

\* The Canada Student Loan Plan is administered by the Department of Finance but has been discussed here because of its obvious relationship to the subject matter.

of interest to banks issuing such loans during the period of a student's eligibility and any loss sustained by such banks through the default of a borrower. Student Loan funds were apportioned on a provincial basis under the following provisions;

"(2) The provincial allocation for a province for a loan year is an amount, as determined by the Minister after consultation with the Dominion Statistician, equal to that part of the total loan provision for that loan year that bears the same relationship to the total loan provision for that loan year that

- (a) the estimated number of persons in that province that, on the first day of that loan year, have attained eighteen years of age and have not attained twenty-five years of age,

bears to

- (b) the estimated number of persons in Canada on the first day of the loan year, of the same age group.

(3) The total loan provision for the loan year commencing in 1964 is an amount, as determined by the Minister after consultation with the Dominion Statistician, equal to that part of forty million dollars that bears the same relationship to forty million dollars that

- (a) the estimated number of persons in Canada that, on the first day of the loan year, have attained eighteen years of age and have not attained twenty-five years of age,

bears to

- (b) the estimated number of persons in Canada on the 1st day of July, 1964, of the same age group."<sup>332</sup>

In 1966 the Act was amended to provide for an increase in the total loan provision to 58 million dollars. In addition the Minister was empowered to provide a supplementary allocation of an amount not exceeding twenty percent of the

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332 Ibid.

basic provision upon the request of a provincial government.<sup>333</sup>  
In 1970 the Act was further amended to enable landed immigrants to secure such loans and to further stipulate the terms and conditions under which such loans could be obtained. The new Act authorized loans for semesters in addition to the full academic year previously allowed under the earlier legislation. Under the terms of the legislation;

"semester" means a period of studies at a specified educational institution that is recognized by that educational institution and the appropriate authority for a province as a distinct period within a course of studies at that institution and that is of not less than thirteen weeks duration;"

"3. Subject to this Act, a guaranteed student loan may be made by a bank to a student, in an amount not exceeding  
(a) one thousand dollars for any one academic year, or  
(b) five hundred dollars for any one semester,  
and not exceeding an amount that, when added to the aggregate amount of all guaranteed student loans previously made to that student, equals five thousand dollars."<sup>334</sup>

The basic loan provision for 1970 was increased to 115 million dollars and,

"(4) The basic loan provision for any loan year commencing after 1970 is an amount, as determined by the Minister after consultation with the Dominion Statistician, equal to that part of one hundred and fifteen million dollars that bears the same relationship to one hundred and fifteen million dollars that

(a) the estimated number of persons in Canada that will be enrolled as full-time students in courses of studies at a post-secondary school level in the loan year

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<sup>333</sup> Canada, "An Act to amend the Canada Students Loan Act," Statutes of Canada, 1966, C. 33.

<sup>334</sup> Ibid., 1970, C. 12.

bears to

- (b) the number of persons in Canada that were enrolled as full-time students in courses of studies at a post-secondary school level in the loan year commencing on the 1st day of July, 1970." 335

In addition, the supplementary grant to a province was increased to thirty percent of the basic loan. The monies disbursed under this program from 1964-1970 are tabled at Appendix X, Table IX.

#### THE OFFICIAL LANGUAGES ACT

One of the most significant pieces of enacted legislation in terms of both its impact and import for Canada was the Official Languages Act. Passed in 1969, this Act reflected a resurgence of the French 'fact' in Canada and made provision for an expanding recognition of the part played by the French Canadian culture in the past and its future potential. In addition to putting the French and English language on an equal footing in terms of the Federal Government and its activities, the Act also contained provisions that had educational implications. The Act permitted the establishment of Bilingual Districts in Canada where the presence of the two language groups warranted it as follows:

"12. In accordance with and subject to the provisions of this Act and the terms of any agreement that may be entered into by the Governor in Council with the government of a province as described in section 15, the Governor in

Council may from time to time by proclamation establish one or more federal bilingual districts (hereinafter in this Act called "bilingual districts") in a province, and alter the limits of any bilingual districts so

13. (1) A bilingual district established under this Act shall be an area delineated by reference to the boundaries of any or all of the following, namely, a census district established pursuant to the Statistics Act, a local government or school district, or a federal or provincial electoral district or region.

(2) An area described in subsection (1) may be established as a bilingual district or be included in whole or in part within a bilingual district if

- (a) both of the official languages are spoken as a mother tongue by persons residing in the area; and
- (b) the number of persons who are in the linguistic minority in the area in respect of an official language spoken as a mother tongue is at least ten per cent of the total number of persons residing in the area."

336

An Advisory Board was created to make recommendations and rulings on the establishment of such Districts and,

"(3) In carrying out its duties under this section, a Bilingual Districts Advisory Board shall have regard to the convenience of the public in a proposed bilingual district in respect of all the federal, provincial, municipal and educational services provided therein and where necessary recommend to the Governor in Council any administrative changes in federal services in the area it considers necessary to adapt the area to a provincial or municipal bilingual area, for the greater public convenience of the area or to further the purposes of this Act. 1968-69, c. 54, s. 15."

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As an incentive to this program the Federal Government has offered funds to provincial governments to encourage the establishment and/or improvement of second language instruction

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336 Canada, "The Official Languages Act," Statutes of Canada, 1968-69, C. 54.

337 Ibid.



facilities but no information has as yet been made available on the reception accorded this gesture. Expenditures under this program have totalled 1,702,320.15 but no information has as yet been made available with respect to either provincial disbursements or terms of agreement between federal and provincial authorities.

### SUMMARY

The changes made in the responsibilities of the Department of the Secretary of State in 1966 gave focus to a wide range of cultural and educational activities that had earlier existed within a number of other federal departments. In addition to those functions inherited from other departments, however, new functions were also formalized by the new arrangements. In sum, both old and new federal responsibilities represented a significant development in terms of the Federal Government's role in the cultural and educational affairs of the nation. As has been the case in other Federal jurisdictions, responsibilities assigned to the Secretary of State having no declared educational import, have for one reason or another come to involve an educational function. The CBC, National Film Board, and the Citizenship Branch are examples of this phenomenon. At the same time, the activities of the National Museum, Library, and Archives, had implicit educational functions that have been continued and expanded under the

Secretary of State. Finally, two new and specifically educational functions were added to the Department's responsibilities in the form of the Educational Support Branch and language training programs developed under the Official Languages Act.

With the exception of the National Film Board and the CBC, the educational functions of the various components of the Department have been formalized by Parliamentary enactment. The nature of this legislation has varied in accordance with its purpose. Within the Citizenship Branch, for example, the Federal Government committed itself to provide facilities for those immigrants wishing to become Canadian citizens to help them meet the citizenship requirements. While the specifics were not enunciated in the legislation, among the facilities provided under the legislation were language training programs which were obviously educational in nature. A similar pattern was followed in the case of the Official Languages Act. In the case of other agencies such as the National Museum, Library, and Public Archives the educational function has been clearly stated in the enabling statutes and apart from their Federal responsibilities has permitted the development of a 'support' function within these agencies insofar as the demand for such service warranted it.

The National Film Board and the CBC have had a somewhat unique experience with respect to the evolution of their educational functions. The legislation that established these two agencies made no reference to any direct educational

function even though their declared responsibilities had obvious educational implications. In both cases, however, extensive educational functions have been developed within these bodies, and uniquely. Both Federal Corporations, through negotiation with provincial authorities, have established consultative committees that have effectively overcome jurisdictional obstacles and provided a variety of instructional material for use in Canadian classrooms. While it must be noted that jurisdictional problems with respect to television have not been successfully concluded to date, the general record of the conventions developed by these two Federal agencies has been relatively successful in the educational field.

Finally, and perhaps most significant to the purposes of this paper, were the enactments that dealt with post-secondary education payments and the Canada Council. In both of these cases the educational function was clearly stated and a Federal responsibility acknowledged. In the former instance, the Federal Government experimented with a number of approaches with respect to the making of these payments and only met with universal success when it was decided to make them to provincial governments as opposed to individual institutions or their representatives. At the same time the central authority kept a close watch over the expenditures of these monies and, as has been previously noted, dramatically increased its expenditures under the program since 1966.

The establishment of the Education Support Branch to administer the payments program and conduct research in the general area of post-secondary education was further evidence that the Federal Government acknowledged and assumed an educational responsibility. Under the provisions of the Canada Council Act the central government attempted to meet the educational needs of individuals as it had attempted to meet the needs of educational institutions under the Federal-Provincial Fiscal Arrangements Act.

In conclusion it must be observed that under the Federal Government's declared assumption of a decisive role in the cultural development of the nation, it has inherited and/or assumed a decisive role in educational affairs, particularly those concerning post-secondary education. Under a strict interpretation of the B.N.A. Act certain of these educational programs have dubious if any constitutional justification. Where constitutional questions have arisen, either directly or indirectly, however, the conventions developed by federal and provincial authorities generally overcame such difficulties and the activities were continued and expanded. As a result the Department of the Secretary of State has incorporated a number of direct and indirect educational functions which confirmed the Federal Government's established and expanding presence in the field.

## CHAPTER XIII

### THE DEPARTMENT OF TRANSPORT

The Department of Transport was established in 1936 and merged the former Departments of Marine and Railways and Canals with the Civil Aviation Branch from the Department of National Defence. The functions of the various departments brought together under the enabling legislation included educational programs and these in turn were further supplemented as the new agency progressed.

Under the provisions of Section 91(10) of the B.N.A. Act, for example, the Federal Government was delegated the responsibility for Navigation and Shipping. This responsibility included the licensing of persons seeking certificates of competency in the various branches of seaman-ship. In order to produce adequately trained Canadian seamen it was suggested, in 1871 that,

"As the examination for certificates of competency is very strict, and the candidates require a thorough knowledge of the science of navigation in addition to a practical acquaintance with all the branches of seaman-ship and the handling of ships at sea under all circumstances, it could not be expected that the majority of our masters and mates could successfully pass the examination in the scientific branch of their profession until they had some opportunity of obtaining instruction

in the subjects on which they would be required to pass examinations . . . . . At nearly all the principal seaports of the United Kingdom, where Boards of Examiners are established, there are nautical instructors located, who make it a business to instruct candidates for certificates of competency in the science of navigation, previous to examination, and the consequence is, that in that country no great difficulty has been experienced by sober able seafaring men, who have had the requisite amount of sea service, and who are willing to devote a short time to obtain such instruction, and to pay a reasonable fee to the instructors for their services in procuring their certificates of competency, first as mates, and afterwards as masters. . . . I am of opinion that in this country where candidates as yet are not very numerous at some of the ports, that some slight subsidy or aid from the government to start nautical schools of instruction may be advisable. At St. John, New Brunswick, where the principal number of candidates have offered, it does not appear necessary to assist with government aid the nautical instructors who have established themselves there, but at Quebec and Halifax, where the number of candidates as yet is very limited, I think it very desirable that some bonus or subsidy be given by the government to the instructors in addition to the fees they charge the candidate for every master or mate instructed by them who may succeed in passing a successful examination, and obtaining a certificate of competency." 338

The Federal Government responded to this situation by granting a subsidy of \$1,500 to the Schools of Navigation that had been privately established at Quebec City, Halifax, and St. John's, New Brunswick, for a five year period from 1871 to 1875.

In 1903 the Federal Government again became involved with navigational training. As the Annual Report for the Department observed;

"During the winter 1902-03, a Marine School was established in the Monument National, at Montreal, through local enterprise.

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338 Canada, "Annual Report of the Department of Marine and Fisheries," Sessional Papers, 1872, No. 5, vol. III, p. 46-47.

The method of tuition and the success met were so gratifying that the government granted a subsidy of \$500, towards the maintenance of that school.

In that amount the professor's salary was included, also rent of room, lighting, heating and the supplies of various articles necessary for demonstration and instruction.

In 1903-04, the Honorable the Minister of Marine and Fisheries authorized the opening of four other schools at Halifax, St. John, Yarmouth and Victoria under the direct supervision of the department. The examiners at the above cities were appointed professors of those schools at a salary of \$250 per annum. A superintendent was also appointed at a similar salary, whose work was to prepare lectures and issue general instructions as to method of tuition." 339

This program of subsidization continued until 1959 after which the program was transferred to the jurisdiction of the Technical Education Act of 1960. The location and frequency of these Schools of Navigation varied during the period in question. Between 1908 and 1945 the average annual subsidy ranged from seven to eight thousand dollars and peaked to fifteen thousand between 1946 and 1953, after which, it returned to the pre-war level.

In 1934 a school, operated by the Department, was established at Queen's University in Kingston. A trend was thus begun that lasted until the founding of the Canadian Coast Guard College in 1965 whereby these schools were removed from the private sector and put under the supervision and administration of public institutions such as Boards of Education and universities and colleges. With this move,

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339 Ibid., 1905, No. 21, vol. V, p. 111.

however, the Department found that its activities infringed upon the educational jurisdiction of the provinces and in 1951 it began to transfer the operation of the schools to the provinces. By 1961;

"All remaining schools supported by the Department of Transport were placed under the Technical & Vocational Training Assistance Act on January 1, 1962. As a result all training in navigation has been placed under Programme No. 8 of the Technical and Vocational Training Agreement. Under this arrangement, Canada through the agency of the Department of Labour, reimburses the provinces for 75% of their expenditures on the navigation training programme and the Department of Transport has ceased to make financial contribution." 340

Under the Veteran's Rehabilitation Act of 1946 vocational rehabilitation training for seamen was authorized and a program was developed and implemented. Carried out in conjunction with the various marine and navigational schools, this program continued in operation until 1965 when all such federal activities were transferred to the newly established coast guard college.

In 1962 the Department of Transport's fleet of 60 ships and 181 northern service craft were officially designated The Canadian Coast Guard. In 1965 the Canadian Coast Guard College was opened at Sydney, Nova Scotia and the seamanship training previously carried out by other governmental agencies was transferred to this institution. The Departmental Report for 1966 noted;

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340 Canada, "Federal-Provincial Conditional Grants and Shared Cost Program 1962," Department of Finance, 1963, p. 88.



"The Canadian Coast Guard College at Point Edward, N.S. opened in September 1965 with some 40 cadets enrolled. Approximately this number will be recruited each year and it is expected that the total number of cadets at the College in its fourth year will be 120. Upon leaving the College after the four-year course, the cadets will serve in Canadian Coast Guard ships as junior deck and engine room officers and will serve their qualifying time in that capacity before moving to positions of greater responsibility in the Coast Guard." 341

In 1929 the Department of Militia and Defence had inaugurated a practice of supporting and promoting flying instruction across the country. As the Annual Report for the year noted;

"To stimulate air-mindedness, to promote the knowledge and use of aviation among the rising generation and to encourage the provision of flying fields, the Dominion Government has lent assistance to the formation of Light Aeroplane Clubs in the chief centers of population. . . ." 342

Each club received two aircraft and a grant of \$100.00/pupil trained by the club.

In 1944 the flying clubs received a charter under the name of the Royal Canadian Flying Clubs Association and received a grant from the Federal Government to help defray administrative costs in carrying out its function. By order in council in 1948 the assistance to Flying Clubs was expanded to include;

"To furnish the proper encouragement with respect to the development of civil aviation and to ensure a standard of flying adequate for public safety, P.C. 5518, November 30,

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341 Canada, Annual Report of the Department of Transport, 1962, p. 34.

342 Canada, Annual Report of the Department of Militia and Defence, 1929, p. 76.

1948, authorized that financial assistance be provided to approved flying clubs or schools and to flying training students as follows:

- (i) A flying club or school to receive \$100 for each individual granted a private pilot's licence obtained at the club or school. Payment to be dependent upon the club or school being in good standing with the Royal Canadian Flying Clubs Association, the Air Industries and Transport Association or another association approved by the Minister of Transport. Furthermore, the club or school will be required to be duly certificated by the Department and to provide instruction in accordance with the standard approved by the Department.
- (ii) Each individual, who obtains a private pilot's licence, in the manner above mentioned, will receive \$100.
- (iii) Each individual who qualifies for the aforesaid grant to students, provided he is a male British subject and is accepted for entry into the R.C.A.F. Reserve or the R.C.A.F. Auxiliary, an additional grant of \$100." 343

The assistance provided under this activity is recorded in detail at Appendix IX, Table II. By 1970 over forty clubs were in existence with a membership of over five thousand. Flying club subsidies in 1970 totalled \$221,800 and over the period 1929-1970 totalled

The Department has also operated a research program in conjunction with Canadian universities. In 1916 under the old Department of Railways and Canals research contracts had been granted to McGill University and the Montreal Polytechnical Institute to develop a steam turbine locomotive. At the time these schools had each received an annual grant of \$2,500

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343 Canada, Public Accounts, 1950, Z-52.

for five years from 1916 to 1920. In the 1960's the Department began making research grants for meteorological research and this program has continued to the present day.\* The Department has spent over one million dollars on this program and since 1966 has averaged about \$200,000 annually.

#### SUMMARY

By 1970 the Department of Transport supported the following educational functions, the Canadian Coast Guard College, the flying club program, and meteorological research in Canadian universities. Apart from training personnel for the Coast Guard, the Federal Government had ceased to make direct provision for seamanship training in Canada. Instead, this responsibility had been transferred to the provinces with the Federal Government providing a subsidy to assist in covering the costs of such training. At the same time the central authority continued to exercise its constitutional responsibility for the examination and licensing of masters and mates and thus could not be said to have vacated its jurisdiction over the field. In the case of the other activities mentioned, the central authority became involved through the obvious national significance of the fields in question and has continued its support to the present day. The educational

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\* For detailed expenditures see Appendix IX, Table VI.

activities of the Department of Transport have thus developed from needs within the Federal jurisdiction and with the exception of masters and mates training have not clashed with provincial jurisdictions.

## CHAPTER XIV

### THE DEPARTMENT OF VETERANS AFFAIRS

Since the First World War (1914-1918), the Federal Government has concerned itself directly with the retraining and rehabilitation of war veterans. In order of succession the programs developed in this cause have been administered by the following agencies of the government:

- (a) The Department of Militia and Defence (1914).
- (b) The Military Hospitals Commission (1915 - 18).
- (c) The Department of Soldiers Civil Re-Establishment  
(1919 - 1930).
- (d) The Department of Pensions and Health (1930 - 1943).
- (e) The Department of Veterans Affairs (1944 - 1970).

In 1914 in a special report to the Chairman of the Hospitals Commission, Sir James Lougheed, the Secretary of the Commission, the Honorable Thomas W. Crothers observed that;

"The problem of providing employment and a new start in life for the members of the Canadian Expeditionary Force on their return to Canada has for some time been engaging the attention of the Dominion Government. Steps were taken some months ago by the Department of Militia and Defence to arrange for convalescent homes for those who will require a period of rest in order to recover the health which they have lost. This work was later committed to the charge of a Commission especially appointed by the Government for the purpose, by Order in Council. A recent amendment empowers the Commission "to deal with the question of employment for members of the Canadian Expeditionary Force on their return to Canada, to

co-operate with Provincial Governments and others, for the purpose of providing employment as may be deemed necessary." 344

To facilitate the execution of this responsibility Crothers was, "directed to prepare a statement setting forth a plan by which the question of employment, not only for disabled men, but for the able bodied as well, on their return to civil life in Canada, could be carried out."<sup>345</sup> Subsequent to the report of the Secretary,

"The president of the commission at that time determined to have a centrally directed system so that the benefits of vocational training could be extended to all soldiers entitled to the same, no matter where they resided in Canada. The Government accepted this policy, regarding itself as responsible for this problem, and determined to shoulder that responsibility and carry it through.

In January, 1916, Mr. T. B. Kidner, who was Director of Technical Education in the city of Calgary, Alberta, was called to Ottawa by Sir James Lougheed, to undertake the organization of this work in Canada for the commission, the basis of the organization having already been laid down. In March, 1916, Mr. Kidner visited the various provinces of Canada and made arrangements to secure the co-operation of the provinces. It was arranged that in each province a voluntary committee would be appointed, on which there would be representatives of education, labour, agriculture, manufacture, and others who were interested and could bring specialized knowledge to bear on the training of these disabled soldiers. It was also arranged with the various Provincial Educational Departments that they should loan to the Dominion Government men to undertake with work.

In the province of Ontario it was arranged that the Military Hospitals Commission should select the men for training, and designate in what subjects they were to be trained, and that the Ontario Soldiers' Aid Commission

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344 Canada, "The Provision of Employment for the Members of the Canadian Expeditionary Force on their return to Canada," Sessional Papers, 1916, No. 35(a), vol. XXVI, p. 1.

345 Ibid.

should undertake the training as agents for and at the expense of the Dominion Government.

In the spring of 1916, work was started in a number of hospitals throughout Canada. At the commencement of the work in the hospitals, classes in general subjects were established, in which those who desired to do so might brush up their education before taking up new subjects. One of the earliest classes put on was teaching English to foreign-born members of the Canadian Expeditionary Force, of whom a number had been returned. More from a recreative than an educational point of view, instruction in simple work of arts and crafts was introduced." 346

By an Order in Council in 1916 authority was granted to extend training benefits to veterans after discharge.\*

The Hospitals Commission delineated four classes of returning veterans with respect to eligibility for participation in the various training programs, as follows:

1. Able-bodied men for whom the situations and positions they left have been kept open by patriotic employers.
2. Able-bodied men who were out of work at the time of enlistment or who have been superseded in their absence; and invalided and wounded men similarly situated who will become able-bodied after a period of rest in a Convalescent Home.
3. Invalided and wounded men who are unable to follow their previous occupation by reason of their disability, but who will be capable, after proper training, to take up other work.
4. Men who are permanently disabled, and will be unable to earn their own living under any circumstances.

Those in Class (1) were not considered to be in need of Federal assistance unless they were unfit for their previous work in which case they were included in the second classification.

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346 Canada, "Annual Report of the Department of Soldiers Civil Re-Establishment," Sessional Papers, 1920, No. 14, vol. V, p. 31-32.

\* P C 1472, 29 June 1916.

In the remainder of the classifications varying degrees of treatment were recommended depending upon the need. In each case, however, the Commission developed close working relationships with the Provinces in connection with the development of vocational training programs and facilities, and the administration of re-education programs.

In 1918 the Federal Government created a special department to administer to all the needs of war veterans, including rehabilitation training. Under the legislation establishing the Department of Soldiers Civil Re-Establishment the Minister was given the power to make;

" . . . such regulations, from time to time, as he may deem necessary and advisable,

- (a) for the control and management of any hospital workshop, home, school, or other institution, owned, acquired, or used by His Majesty for the training, care or treatment of persons who have served in the Great European War which commenced in August, 1914, and of the persons undergoing care, treatment or training therein, or who receive any benefit administered by the Minister;
- (e) for prescribing the payments, grants or allowances, if any, to be made to persons or their dependents whenever such persons are being cared for under the provisions of this Act, either by medical treatment, training or otherwise."

and the responsibility for;

" . . . the management and control of all matters relating to the re-establishment in civil life and activities of all persons who have served in the naval or military forces . . . during the present war, and the dependents of such persons, and the administration of any statutes or of any regulations or orders enacted or made by the Governor in Council for such purpose . . . " 347

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347 Canada, "An Act to establish the Department of Soldiers Civil Re-Establishment," Statutes of Canada, 1918, C. 42.



The work of the Vocational Branch of the Department encompassed three specific types of activity; ward occupations, curative workshops, and industrial retraining. The latter category included academic and occupational training. Apart from providing the necessary instruction and facilities for this program the Department also made loans to veterans for such training where they did not qualify for direct assistance under the Act. The statistics with respect to vocational training and loans are tabled at Appendix XII, Table I.

In 1930 the Department of Soldiers Civil Re-Establishment was merged with the Department of Health and the programs that were developed during the post-war period continued to be administered by that agency. The outbreak of the Second World War, however, renewed the necessity for a separate agency to deal with the returning veterans and the Department of Veterans' Affairs was established to cater to the new situation.

The Act establishing the Department of Veterans' Affairs in 1944 was for the most part identical in its provisions to the earlier legislation with respect to the Department of Soldier's Civil Re-Establishment. Under the legislation;

5. The duties, powers and functions of the Minister shall extend and apply to the administration of statutes enacted by the Parliament of Canada, and of orders of the Governor in Council, as are not by law assigned to any other Department of the Government of Canada or any Minister thereof, relating to the care, treatment, training, or re-establishment in civil life, of any person who served in the naval, military or air forces of His Majesty, any person who has otherwise engaged in pursuits relating to war, and of any other person designated by the Governor in Council, and to the care of the dependents of any such person, and shall

extend and apply as well to all such other matters and such boards and other public bodies, subjects, services and properties of the Crown as may be designated, or assigned to the Minister by the Governor in Council.

6. (1) Subject to the approval of the Governor in Council, the Minister may make such regulations, from time to time, as he may deem necessary and advisable, --

- (a) for the control and management of any hospital, workshop, home, school or other institution, owned, acquired or used by His Majesty for the care, treatment or training of persons who served with the naval, military or air forces of His Majesty or any of His Majesty's allies and of the persons undergoing care, treatment or training therein, or who receive any benefit administered by the Minister;
- (b) respecting the care, treatment or training to be furnished in any hospital, workshop, home, school or elsewhere, and providing for the care, treatment or training therein of persons entitled thereto under any statute or order of the Governor in Council administered by the Minister;
- (e) for prescribing the payments, grants or allowances, if any, to be made to persons or their dependents whenever such persons are being cared for under the provisions of this Act, either by medical treatment, training or otherwise;"<sup>348</sup>

The programs established under the new department, however, were more extensive than had been the case with its predecessor.

To facilitate the post-Second World War programs the Federal Government passed a Rehabilitation Allowances Act in 1945. The kinds of assistance made available under this legislation included educational aid, as follows;

7. (1) Subject to the provisions of this section, where a veteran takes a course of vocational or technical training which has been approved by the Minister as likely to fit him for employment or re-employment or to enable him to obtain better or more suitable employment, the Minister may pay him an allowance for the period during

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<sup>348</sup> Canada, "An Act to establish a Department of Veterans' Affairs," Statutes of Canada, 1944, C. 19.

which he takes the said course.

(2) No allowance may be paid under this section unless application therefor is made by the veteran within twelve months after the date of termination of the war or the date of his discharge, whichever is the later date, but where a veteran was a patient in or receiving any treatment from a hospital or health institution, or was in receipt of an allowance for incapacity under section four of this Act, during any time within the said twelve months, the period during which he may make application is extended by the said time.

(3) No allowance may be paid to a veteran under this section for a total period of more than twelve months except that, in special cases prescribed by regulation, the allowance may be paid for a period exceeding twelve months but not exceeding the period of service of the veteran.

8. (1) Subject to the provisions of this section, where a veteran,

- (a) resumes or commences, within one year and three months after discharge, a course for the purpose of qualifying for admission to a university, or
- (b) resumes or commences, within one year and three months after discharge, a university course, academic or professional, to which he is regularly admitted, or
- (c) because of ill health, or for any other good reason shown to the satisfaction of the Minister, delays resumption or commencement of such course beyond such periods,

the Minister may pay him an allowance for the period during which he takes the said course.

(2) The total period for which an allowance may be paid to a veteran under this section shall not exceed his period of service, except that, if the Minister is of opinion that a veteran's progress and achievements in the course he is taking are such that it is in the interest of the veteran and in the public interest that payment of the allowance be continued during a longer period, the Minister may extend the period during which it may be paid.

(3) No allowance under this section shall be paid to a veteran who, having failed in one or more classes or subjects in any academic year, fails in more than one of the supplementary examinations next offered by the university in any of such classes or subjects.

9. (1) Subject to the provisions of this section, where a veteran resumes or commences a post-graduate course, either academic or professional, in a university within one year and three months after his discharge, or commences

such a course as soon as may be after completing an undergraduate course, or where a veteran resumes or commences such a course more than one year and three months after his discharge by reason only of delay caused by ill health or any other cause satisfactory to the Minister and the Minister deems it in the public interest that the veteran should resume or commence such course, the Minister may pay him an allowance for the period during which he takes the said course.

(2) The total period for which an allowance may be paid to a veteran under this section, together with any period for which he is paid an allowance for under-graduate education under section eight of this Act shall not exceed his period of service except that if the Minister is of opinion that a veteran's progress and achievements are so outstanding that it is in the public interest that payment of the allowance be continued during a longer period, the Minister may extend the period during which it may be paid.

10. (1) The Minister may on application of a veteran who is employed pay the cost of a correspondence course of training for the veteran if, in the opinion of the Minister, the course is necessary for the complete rehabilitation of the veteran and is directly related to the occupation in which he is employed, or expects to be employed, but the total amount paid under this subsection shall not exceed the amount of the allowance which might have been paid to such veteran under section seven of this Act for his period of service or twelve months, whichever is less.

(2) The Minister may pay the cost of a correspondence course for a veteran receiving treatment in a hospital or similar institution under authority contained in The Department of Veterans Affairs Act if, in the opinion of the Minister, the course is necessary for the complete rehabilitation of the veteran.

11. (1) Where an allowance is being paid to a veteran under sections seven, eight or nine of this Act, or where such an allowance might be paid but for the provisions of section thirteen of this Act, the Minister may, in accordance with regulations, pay to any university, school or other similar institution, tuition fees, student fees and athletic fees or other necessary charges and costs of courses of training approved under this Act for, and taken by such veteran, and pay costs of special tuition and training of such veteran received while under treatment in hospitals and similar institutions under authority contained in The Department of Veterans Affairs Act.

(2) The Minister may, in accordance with regulations, pay for the provision of training of a technical, vocational or educational nature, where such training is

given for therapeutic and pre-vocational purposes within hospitals and similar institutions under authority contained in The Department of Veterans Affairs Act.

(3) The Minister may, in accordance with regulations, pay to any university, school or other similar institution, such costs as are described in subsection one of this section, and pay allowances to any veteran undergoing technical, vocational or educational training therein, in accordance with the provisions of sections seven, eight and nine of this Act, where the Minister determines such training is given towards the restoration of the physical or mental condition of the veteran, or in the use by him of devices or appliances which may compensate for loss of physical or mental capacity.

12. Where an allowance is being paid to any veteran pursuant to the provisions of sections four, five, six, seven, eight or nine of this Act, the Minister may in accordance with regulations, pay contemporaneous allowances with respect to any dependent of the veteran.

13. In determining the amount of an allowance to be paid to a veteran under this Act, the Minister may take into account any prospective wages, salary, pension or other income of the veteran and his dependents, if any, for the period with respect to which the allowance is or may be paid." 349

In 1946 the Act was twice amended and the following changes were made in the educational provisions;

5. Section eleven of the said Act is amended by adding thereto the following subsections: -

"(5) The Minister may, with the approval of the Governor in Council and subject to regulations,

- (a) provide any university in Canada with moneys, whereby and wherefrom the university may make small loans to meet emergency conditions among veterans who are being paid allowances pursuant to sections eight and nine of this Act, and
- (b) pay expenses of repatriation of a veteran described in clause (i) of paragraph (m) of section two of this Act who was discharged in the United Kingdom in order to take a course of training outside Canada approved by the Minister and the expenses of transportation of

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349 Canada, "An Act to provide Rehabilitation Allowances for Veterans," Statutes of Canada, 1945, C. 35.

the wife and child of any such veteran from the United Kingdom to Canada or to any place designated by such veteran outside of Canada in which he was resident immediately prior to joining the forces.

and,

"1. Section eleven of The Veterans Rehabilitation Act, chapter thirty-five of the statutes of 1945 (Second Session), is amended by adding thereto the following subsection:-

"(4) The Minister may, with the approval of the Governor in Council and subject to regulations, make a supplementary grant to any university for the purpose of assisting such university to meet expenses incurred in the training of veterans in respect of whom tuition fees are payable under this Act, provided, however, that the amount of such grant to any one university shall not exceed one hundred and fifty dollars in respect of any one veteran for a twelve month period, and where tuition fees are payable under this Act in respect of a veteran for only part of an academic year, the amount of this supplementary grant in respect of that veteran shall not exceed a sum which bears the same relation to the sum of one hundred and fifty dollars as such period bears to the whole academic year, and provided further that in no case shall the total payments made by the Minister to a university in respect of any one veteran for any one academic year exceed five hundred dollars." <sup>350</sup>

In 1948, the ceiling of \$500.00 was removed in connection with supplementary grants to universities. <sup>351</sup>

The rationale of the Department with respect to the rehabilitation of veterans was enunciated in its annual report for 1948 when it was stated that;

"The most important activity in the rehabilitation effort, next to job-finding, is training; and the latter is regarded as a preliminary to the former. That is, the vocational and university education given is to fit the

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<sup>350</sup> Canada, "An Act to Amend the Veterans Rehabilitation Act," Statutes of Canada, 1946, C. 71 and 72.

<sup>351</sup> Ibid., 1948, C. 73.

veteran for a certain occupation which he has selected. The Occupational Counsellors of the Rehabilitation Branch advise the veteran regarding his plan of livelihood and the training he needs for it, and authorize that training to be given and the issue of allowances for his maintenance while he is in training.

The actual training is given by other agencies; vocational training by the Canadian Vocational Training division of the Department of Labour, in cooperation with provincial departments of education; educational training mainly by the universities. Setting up the facilities necessary to train the very large numbers of veterans, in addition to the normal numbers of young people under education, has been a tremendous task which has, in the main, been very successfully accomplished. The thanks of veterans and all those interested in their rehabilitation are due to the university and other educational authorities concerned.

The responsibilities of the Rehabilitation Branch toward veterans are directed to the payment of certain allowances under certain circumstances, as will be described in more detail later, to the authorization of training, to the administration of re-establishment credits, and a number of related administrative functions."

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Under the 1946 legislation \$119,678,052.25 was spent on veterans rehabilitation training.\* In 1954 new legislation was passed concerning veterans affairs. Under the provisions of the Veterans Benefit Act of that year, personnel who had served in the Korean War became eligible for benefits.

In 1967, by Order in Council (PC 784-20 April 1967), a new correspondence course program was inaugurated whereby the Federal Government henceforth purchased courses from Provincial Departments of Education as opposed to providing them directly from the Department of Veterans Affairs.<sup>353</sup>

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<sup>352</sup> Canada, Annual Report of the Department of Veterans Affairs, 1968, p. 30.

<sup>353</sup> Ibid., 1968, p. 30.

\* Detailed expenditures by program are listed at Appendix XII, Table II.

During the course of the Correspondence Program some 211,616 applications had been received and 27,086 certificates of achievement issued.

In 1953 the Department inaugurated a program of assistance to the children of deceased members of the Armed Forces for their higher education. Under the terms of the Children of War Dead (Education Assistance) Act [CWD (EA)], the Minister could,

- "(a) make allowances to or in respect of students to enable them to continue, within an educational institution, their education or instruction beyond matriculation, secondary school graduation, or equivalent education; and
- (b) pay in whole or in part the cost of such education or instruction." 354

The Act provided for a twenty-five dollar a month allowance to each qualifying student in addition to the costs of tuition and other fees. Other regulations stated that;

"5. No allowance or costs shall be paid under this Act in respect of a student who has attained the age of twenty-five years except in so far as may be necessary to enable him to complete the academic year in which he attains that age.

6. (1) No allowance or costs shall be paid under this Act in respect of a student who completed his matriculation, secondary school graduation or equivalent education before the coming into force of this Act, unless he resumes or commences a course of education or instruction in an educational institution within fifteen months after the coming into force of this Act.

(2) No allowance or costs shall be paid in respect of a student under this Act who completes his matriculation, secondary school graduation or equivalent education after

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354 Canada, "An Act to provide Assistance for the Higher Education of Children of certain Deceased Members of the Armed Forces and of other Persons," Statutes of Canada, 1953, C. 27.



the coming into force of this Act, unless he commences a course of education or instruction in an educational institution within fifteen months after such completion.

(3) The Minister may extend the periods prescribed by this section where he is satisfied that because of ill health or any other good cause the student was unable to resume or commence a course of education or instruction in an educational institution within the time limited by this section.

7. No allowance or costs shall be paid in respect of a student who, having failed in one or more classes or subjects in any academic year, fails in more than one of the supplementary examinations next offered by the educational institution in any such classes or subjects.

8. The Minister may, in accordance with the regulations, pay to the educational institution in which any student receiving assistance under this Act is taking his course of education or instruction any of the costs of the course that are payable to the educational institution." 355

The Act of 1953 was amended on four occasions after its initial passage. In 1958 the monthly allowance payable to a student was increased to \$35.00 and in 1962 to \$54.00. In addition, in 1962 the time period for payment of an allowance and educational costs was left to the Minister's discretion, as follows;

(2) Section 4 of the said Act is further amended by adding thereto the following subsection:

"(3) The Minister may extend the total period for which an allowance and costs may be paid to or in respect of a student under this Act where he is of the opinion that the student's progress and achievements in his course of study are such that it would be in the interest both of the student and of the public that the payment under section 3 be continued during a further period." 356

The monthly allowance was reduced to \$34.00 in 1965 and in 1970 provision was made for the discontinuance of allowances and

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355 Ibid.

356 Canada, "An Act to amend the Children of War Dead (Educational Assistance) Act," Statutes of Canada, 1962, C. 10.

costs for those students who failed to meet the requirements for promotion to the next succeeding level of study.<sup>357</sup> By 1970, over ten million dollars had been expended under the program with peak enrolments occurring between 1961 and 1965 when the annual number of students receiving aid exceeded two thousand.\*

In 1951 the Department of Veterans Affairs began a program of research and education in its hospitals that has continued to the present day. Expenditures under this program have totalled \$8,628,000, and involved over 3,116 people.

#### SUMMARY

The Department of Veterans Affairs and its predecessors were established to administer to one aspect of the Federal Government's responsibilities under its constitutional obligations with respect to national defence, namely the care and rehabilitation of war veterans. The educational activities that developed within the Department concerned the rehabilitative function with the exception of the C.W.D. (EA) Act which was designed to cater to a particular need of veterans' dependents. The legislation under which both the First and Second World War educational programs were developed also

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357 Ibid., 1970, C. 4.

\* Detailed expenditures and enrolments are tabled at Appendix XII, Table III.

recognized the necessity for provincial cooperation, however, and made provision for reaching agreements with provincial authorities with respect to the use of existing facilities, as well as the addition of new ones where necessary. As the demand for its services has diminished over the past twenty years the Department has tended to become less directly involved with its educational functions, preferring to purchase the needed services and facilities from provincial governments. As a result, by 1970 it was actively concerned with only two educational programs, the C.W.D. (EA) Program, and its research and education program in Veterans Hospitals. Neither of these ventures had provincial ramifications and both face eventual cessation as the veterans population diminishes.

## CHAPTER XV

### THE FEDERAL GOVERNMENT, SCIENTIFIC RESEARCH, AND CANADIAN UNIVERSITIES

Over the past 100 years there have been a number of research oriented agencies develop in Canada whose activities have, by their nature, involved the universities of the country. The origins of this story are to be found in the establishment of the Royal Society of Canada in 1883. Under the Act of incorporation the Society was established;

" . . . to encourage studies and investigations in literature and science; secondly, to publish translations annually or semi-annually, containing the minutes of proceedings at meetings, records of the work performed, original papers and memoirs of merit, and such other documents as may be deemed worthy of publication; thirdly, to offer prizes or other inducements for valuable papers on subjects relating to Canada, and to aid researches already begun and carried so far as to render their ultimate value probable; fourthly, to assist in the collection of specimens with a view to the formation of a Canadian Museum of archives, ethnology, archaeology and natural-history . . . ."358

From its incorporation to the present, the Royal Society has received grants from the Federal Government for the publication of its proceedings. With grants averaging five thousand dollars

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358 Canada, "An Act to incorporate the Royal Society of Canada," Statutes of Canada, 1883, C. 46.

per year, the Federal Government spent \$613,699.27 between 1883 and 1970 on this activity.\*

#### THE NATIONAL RESEARCH COUNCIL

It was not until 1917, however, that the Federal Government established a full-fledged research agency. The demands upon Canadian society and industry that developed through the period of the First World War led to the establishment of an Honorary Advisory Council for Scientific and Industrial Research. Under the provisions of the enabling legislation,

"5. The Council shall have charge of all matters affecting scientific and industrial research in Canada which may be assigned to it by the Sub-Committee (of Privy Council) and shall also have the duty of advising the Sub-Committee on questions of scientific and technical methods affecting the expansion of Canadian industries or the utilization of the natural resources of Canada." 359

The powers of the Council were more clearly delineated in 1924 under an amendment to the Act of 1917, as follows;

"10. Without thereby limiting the general powers of the Council conferred upon or vested in it by this Act, it is hereby declared that the Council may exercise the following powers, namely:-

- (a) To make by-laws for the conduct of its business;
- (b) To control and direct the work of the Council through the President, and, in case of the illness, absence

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359 Canada, "An Act relating to the Honorary Advisory Council for Scientific and Industrial Research," Statutes of Canada, 1917, C. 20.

\* Source: Public Accounts of Canada (1883-1970).

or suspension of the President, or in the case of vacancy in the office of President, through an Acting President temporarily appointed by the Council.

- (c) To undertake in such way as may be deemed advisable
  - (i) to promote the utilization of the natural resources of Canada,
  - (ii) researches with the object of improving the technical processes and methods used in the industries of Canada, and of discovering processes and methods which may promote the expansion of existing or the development of new industries.
  - (iii) researches with the view of utilizing the waste products of said industries,
  - (iv) the investigation and determination of standards and methods of measurements, including length, volume, weight, mass, capacity, time, heat, light, electricity, magnetism and other forms of energy; and the determination of physical constants and the fundamental properties of matter,
  - (v) the standardization and certification of the scientific and technical apparatus and instruments for the Government service and for use in the industries of Canada, and the determination of the standards of quality of the materials used in the construction of public works and of the supplies used in the various branches of the Government service,
  - (vi) the investigation and standardization, at the request of any of the industries of Canada, of the materials which are or may be used in, or of the products of, the industries making such a request,
  - (vii) researches, the object of which is to improve conditions in Agriculture;
- (d) To have charge of, and direction or supervision over, the researches which may be undertaken, under conditions to be determined in each case, by or for single industrial firms, or by such organizations or persons, as may desire to avail themselves of the facilities offered for this purpose;
- (e) To expend such sums of money as may be annually appropriated by Parliament for the work of the Council or which shall have been received by the Council through bequest, donation or otherwise;
- (f) With the approval of the Committee, to appoint such scientific, technical and other officers as shall be

nominated by the President, and to fix the tenure of such appointments, to prescribe the several duties of such officers, and, subject to the approval of the Governor in Council, to fix their remuneration . . . ."360

In 1931 the Council inaugurated a program of grants in aid of research, scholarships, and fellowships, at Canadian universities. The expenditures on this program have totalled \$371,743,208.82.\*

### THE ATOMIC ENERGY COMMISSION

The Atomic Energy Commission was established in 1946. The Atomic Energy Board, created under the legislation to administer the Act, was empowered to

" . . . establish, through the Honorary Advisory Council for Industrial and Scientific Research as defined in the Research Council Act, or otherwise, scholarships and grants in aid for research and investigations with respect to atomic energy, or for the education or training of persons to qualify them to engage in such research and investigations . . . ."361

The expenditures and disbursements for research in Canadian universities on behalf of the Commission's activities have totalled over twenty-two million dollars. Thirteen Canadian universities have benefitted from research contracts with the Commission.\*

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360 Canada, "An Act to amend the Research Council Act," Statutes of Canada, 1924, C. 64.

361 Canada, "An Act relating to the Development and Control of Atomic Energy," Statutes of Canada, 1946, C. 37.

\* See Appendix XIII, Table I for detailed expenditures.

\* See Appendix XIII, Table II.

In 1966 the Science Council of Canada was established. The Council had the following responsibilities assigned to it;

"11. It shall be the duty of the Council to assess in a comprehensive manner Canada's scientific and technological research requirements and potentialities and make recommendations thereon . . . and . . . to give consideration to and make reports and recommendations

. . . on,

- (a) the adequacy of the scientific and technological research and development being carried on in Canada,
- (b) the priorities that should be assigned . . .
- (c) the effective development and utilization of scientific and technological manpower in Canada,
- (d) long term planning,
- (e) the responsibilities of departments and agencies of the Government of Canada in relation to those of universities, private corporations, and other organizations in furthering science and technology."

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In 1970 the Council spent the following sums on research in Canadian universities;

U.B.C.	18,500
CARLETON	10,500
ECOLE POLYTECHNIQUE	20,000
McGILL	16,000
ONTARIO INSTITUTE FOR STUDIES IN EDUCATION	8,600
U of T	4,403
WATERLOO	<u>13,500</u>
TOTAL	<u>\$91,153</u>

The Science Council published its first report on the Federal Government's role in research in Canadian universities in 1969. The Report contained some seventy-seven recommendations with respect to the Federal Government's research activities both within and without the university sector. No

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362 Canada, "An Act respecting the Science Council of Canada," Statutes of Canada, 1966, C. 19.



discernable action had been taken in this regard by the central authority up to 1970, however.

#### SUMMARY

The entry of the Federal Government into the field of scientific and industrial research coincided with the advent of total war and in response to the demands that this phenomenon made upon the societies of nation states. Bodies such as the National Research Council were established to assist in the development of the necessary technology to sustain first, Canada's war effort, and later, her commercial and industrial interests.\* In doing so the Council has served as a clearing house not only for its own purposes but for other departments as well. The legislation establishing such agencies has empowered them to enter into research contracts with corporations both public and private outside the federal service and it has been under this provision that the facilities of Canadian universities have been utilized. The instrument used to secure such services was a contract agreement. There is little question that Canadian universities have benefitted considerably from the activities of the Research Council. At the same time, not all have benefitted and those

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\* Other organizations such as the Medical Research Council and the Defence Research Board, also sustain a research program in Canadian universities, the former in conjunction with the NRC and the latter, the Defence Department.

that have, have not necessarily benefitted equally as examination of the evidence at Appendix XIII reveals.

The establishment of the Science Research Council in 1966 and its subsequent report of Federal research policies indicated that the NRC and its affiliated bodies were in difficulty in terms of coordinating their research functions. The expenditures of these agencies have undergone dramatic expansion and proliferation over the past decade and it was obviously felt that new conditions required new and more efficient approaches to effective research policies at the Federal level. At present, however, there have been no dramatic changes in the Federal domain in this field.

## CHAPTER XVI

### CHRONOLOGICAL PERSPECTIVE AND LEGISLATIVE PATTERNS

The preceding chapters have provided a compartmentalized view of the Federal Government's educational activities. In the following material it remains to give the subject some chronological perspective, discuss the characteristics of the legislation concerned, and present the observations and conclusions derived from the study. This chapter will deal with the first two of these considerations, the portion devoted to observations and conclusions being reserved for the final and succeeding chapter.

In order to accurately assess the chronology of Federal educational involvement it must be recognized that such involvement developed under four constitutional situations. In brief, these 'situations' are defined as follows;

- (a) Those functions delegated to the Federal Government under the B.N.A. Act;
- (b) Those functions shared by both Federal and Provincial Governments under the B.N.A. Act;

(c) Those functions delegated to the Provinces under the B.N.A. Act;

(d) Those functions not specifically provided for by the B.N.A. Act.

It is only when viewed in the above context that the significance of the Federal presence in education today can be properly assessed.

The second area requiring additional discussion concerns the types of legislation that were developed to authorize the various Federal educational programs. Of particular concern here are questions dealing with the relationship between the types of educational involvement and the characteristics of the legislation; the basis upon which Federal-Provincial agreements have been established; and the conventions developed to facilitate Federal-Provincial cooperation. In addition, as has been noted in the previous material, there have been instances where no federal legislative sanction existed for a particular educational activity. Consideration will also be given to this situation in terms of the conventions developed to permit federal participation.

## I

### THE HISTORICAL PERSPECTIVE

By 1970 the Canadian nation had passed through its first century of existence. During the one hundred and three years under review the Federal Government's educational

activities assumed significant proportions from relatively insignificant beginnings. The story of this growth has been dramatic and sudden and has taken place primarily in the past quarter century. Since 1945, for example, federal educational expenditures have moved from totals in the millions of dollars to hundreds of millions of dollars. As late as 1960 the Federal Government was spending 1.9 percent of its budget in the field of education. By 1968 this figure had risen to over five percent and has probably increased since then.\* While the Federal 'presence' in education has sharply increased in the recent past, precedents for much of the activity were developed in the earlier period. To facilitate the ensuing presentation, the story of federal educational involvement will be discussed over two periods, 1867 - 1937 and 1938 - 1970.

#### 1867 - 1937

The first seventy years of Canada's existence were witness to a slow and almost reluctant growth of Federal educational activities. The explanation of this situation was not difficult to find. At Confederation Canada's population had numbered approximately three million persons and by 1937 had increased to only eleven million. The Canadian economy was primarily agricultural and after that, primarily dependent

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\* Figures are not available beyond 1968.

upon the development of natural resources in such sectors as fisheries, forests, and mining. Canadian society was correspondingly relatively unsophisticated. In short, with one or two exceptions the environment of the period provided little necessity for a determined Federal commitment in the field of education. At the same time, however, certain Federal educational activities were established during the period in question that set precedents for the future, and other educational programs were developed to the extent that they became an entrenched part of the central government's functions.

Under the terms of the B.N.A. Act the Federal Government was given the responsibility for the Census and Statistics, National Defence, Navigation and Shipping, Fisheries, Naturalization and Aliens, Indians, and Penitentiaries, among others. Within each of these jurisdictions, however, the central government inherited or came to be involved in educational activities. The Census, for example, required a survey of the educational facilities of the nation; the Militia, the training of a reserve force that included the formation of cadet corps and a Military College; and Indians and penitentiaries, educational programs for native people and inmates respectively; and so on. In the assumption of these responsibilities the Federal Government's response was less than enthusiastic with the exception of those programs developed under the Department of Militia and Defence.

The early connection between the Department of Militia and the public schools in Canada has been demonstrated in Chapter X and dated from pre-confederation times. In 1874 the Royal Military College was established and the occasion marked the inauguration of the first federally operated educational institution. The Department of Fisheries and Marine initiated a program of financial assistance to schools of navigation in Canada in 1871 but this program was not permanently undertaken until 1903. In 1894 the Federal Government made its first move to involve itself directly in the administration and operation of educational facilities for indians and in 1901 the first educational statistics for the Dominion were published. The following year saw the development of research and educational programs in the Department of Fisheries. Finally, in 1904 the Department of Militia and Defence established a cadet services program, once again closely allied with the public schools of the country, and a university training program.

The advent and aftermath of the First World War had significant impact upon Canadian society in general and the ramifications extended into the internal educational activities of the central government. This conflict gave focus to the importance of national human and natural resources and the necessity for national coordination of effort with respect to their use and development. Prior to the conflict the Naval Services Division of the Department of Marine established a

naval training college similar in concept to the Royal Military College. The Department of Militia and Defence, in addition, developed a national program for physical fitness training in 1909 which was continued until 1939. After the conclusion of hostilities in 1918 significant developments occurred in other sectors as well.

In 1918 the Dominion Bureau of Statistics was established as an independent agency and under the new organization an Education Division was created to develop a more comprehensive survey of Canadian educational resources. The education programs with respect to Canada's native population and federal prisons were formalized in 1920, the former by legislation and the latter through regulatory changes. During the 1920's the Federal Government gradually took over direct supervision of navigational schools. In 1923 the Department initiated a program of grants to Canadian Flying Clubs to assist in training flyers. In the same year the Department of National Defence was formed and the naval, land, and air, forces of the nation were brought under one administrative jurisdiction. During this period the cadet and university training programs of the Department were considerably expanded although, on the other side of the story, the Royal Naval College was closed. At this point mention must also be made of the Soldiers Civil Re-Establishment Program begun during the war. While this activity was developed to meet a specific need in connection with a Federal responsibility,



a significant part of the program included educational activities.

In summary, by 1937 Federal educational activities derived from functions delegated to the central government under the B.N.A. Act had become a formalized and entrenched part of its function. At the same time, with the exception of the operations of the Bureau of Statistics and the Defence Department, these activities were not extensive in either scope or function. The difficulties encountered in administering the Indian and penitentiary programs, for example, has been clearly demonstrated in preceding chapters.

As has been noted previously, the Federal Government shared constitutional jurisdiction with the provinces in two areas, Agriculture and Immigration. It was in the former case in 1912 and 1913, that the central authority inaugurated the first program of educational assistance to the provinces under the provisions of the Agricultural Instruction Acts of those years. While Federal assistance was only given over a ten year period and consisted mainly of providing funds to support needed activities, the effects of the program were undeniably significant.

During the period under review there were three areas wherein, technically speaking, the Federal Government became involved with educational matters that could be said to have represented an incursion into provincial jurisdiction, school lands, physical fitness training and technical education.

While, in the first instance, the school lands formed part of the larger parcel of Crown Lands in the unorganized territories, once these territories were organized it is suggested here that school lands, as part of the 'educational' system within these regions, more properly belonged to them under Section 93 of the B.N.A. Act. Without debating the point, however, the story of Federal administration of these lands has been told. The first school lands were offered for sale in 1888 and the Federal Government continued to supervise the use of such lands until 1930 at which time they were turned over to the provinces concerned. After 1930 the central government continued to hold the securities that had been purchased with the proceeds from earlier sales etc., and dispensed the interest that accrued from those investments to the respective provinces. The reasons for Federal retention of control over the school lands have been previously discussed. The partial withdrawal from the field by the Federal Government in 1930 lends credence, however, to the contention established at the beginning of this paragraph.

The establishment of a fund to promote the general physical well being of the young people in Canada by Lord Strathcona in 1909 resulted in the second Federal incursion into provincial educational jurisdictions. The program was begun in cooperation with the provincial departments of education and the federal Department of Militia and Defence, the latter having initiated provincial interest through its

application of the concept to the cadet training program. The standards and syllabus adopted for the physical fitness program were taken from the army manuals and in its initial stages military personnel were used to train both teachers and students. Federal involvement in this activity was thus direct and functional although the provinces retained administrative control. No Federal legislation was ever enacted to give recognition to this activity yet it represented the only situation wherein a national educational program had, in fact, been developed under the leadership of the Federal Government and using national standards with respect to teacher qualifications and syllabus. The program was discontinued with the outbreak of the Second World War.

In 1919 the Federal Government passed the first Technical Education Act. This measure was intended to accomplish for Canada's infant but growing industrial complex what the Acts of 1912-13 had done for Agriculture. As was the case with the latter, Federal assistance for this type of education was forthcoming only after a prolonged period of public and private pressure for such measures. The provisions of the Act were renewed periodically after 1929 to allow the provinces time to earn their full entitlement. Once again the Federal Government was primarily concerned with providing financial assistance to the provinces and was not involved in the control or execution of programs.

The requirements of a developing society soon

outstripped the needs anticipated by those who had framed the B.N.A. Act. The result was that within a short period after Confederation and increasingly later on, new responsibilities had to be assumed by both federal and provincial governments that were not specifically mentioned in the founding legislation. Under Section 91(29) of the B.N.A. Act such functions were delegated to the central government. Insofar as education was concerned, however, the jurisdictional distinction in such matters was not as clear as the B.N.A. Act at first seemed to make it. Thus, a range of educational activities developed between 1867 and 1937 that required separate identification for the purposes of this discussion. Included in this category were cultural activities and scientific research.

During the period under review the Federal Government developed a tradition of fostering cultural activities on a national level. Support for these activities was given in modest measure prior to the First World War but became more significant afterwards. The bulk of the Federal effort before the War centered around the development of the National Museum and investigations and enquiries related to its work, a function that had been inherited from pre-confederation days. In 1872 a National Archives was founded and the collection of documents and records important to the nation's history was begun. In addition, a National Art Gallery was founded and entirely supported by the Federal Government during this period.

and financial support was given to the activities of the Royal Society of Canada and the Royal Canadian Academy of Arts. The Federal Government also gave periodic financial support to such projects as indian language dictionaries and ethnic histories.

In 1916 - 17 the Canadian Government Motion Picture bureau was established and a new dimension was added to the Federal Government's cultural activities that at the same time incorporated an implicit educational function. The Bureau was initially established to give support to the activities of the Department of Trade and Commerce and make information films for other government agencies. By 1939 its activities had become far more complex and included making films for use in Canadian schools. The wider functions of the Bureau were recognized when the National Film Board (NFB) was created in 1939 to cater to the expanded national responsibilities of the agency. In a similar vein, when national radio broadcasting became a reality in 1936 the Canadian Broadcasting Corporation (CBC) was formed and the activities of this agency soon involved the preparation and presentation of school broadcasts. The formation of the NFB and CBC thus involved the Federal Government directly in two significant areas of cultural concern and in the educational activities related to them.

Two other cultural functions developed at the Federal level during the period deserve mention, the activities of the National Battlefield Commission and the Historic Sites and Monuments Board. Both bodies were post-war creations and while

both developed slowly they were reflective of the types of cultural activity encouraged by the central government.

The demands of the First World War resulted in the establishment of the National Advisory Council on Scientific and Industrial Research (later renamed the National Research Council), in 1917. During the period in question this body conducted most of its activities at the Federal level and operated from Federally provided facilities. It thus had little direct involvement with educational institutions in the country though often individuals on university staffs did conduct research for the agency. The significance of the Council's presence was accounted for by its potential with respect to the Canadian educational community and the Federal 'presence' established in the field by its creation.

In summary, as has been noted earlier, between 1867 and 1937 the Federal Government's involvement in educational activities was not extensive, although after 1918 it tended to increase in scope and intensity. The significance of this period lay not in the quantitative commitment of the central authority, but in the precedents that were established. Federal educational responsibilities under the B.N.A. Act were formalized; programs of educational assistance to the provinces had been established in areas where a particular need had been demonstrated; and the Federal Government had established a presence with respect to certain cultural and research functions that contained implicit educational activities. The

establishment of these precedents was to have important consequences in the period 1938 - 1970.

### 1938 - 1970

When compared with the period 1867 - 1937, the Federal Government's participation in educational activities after 1938 dramatically expanded both in breadth and depth. The explanation of this phenomenon was found in a number of related but separate developments. Between 1939 and 1970, for example, the nation's population almost doubled from eleven million to over twenty-one million persons. Canada's participation in the Second World War (1939 - 1945), resulted in unprecedented industrial expansion that thrust the country into the ranks of the leading nations of the post-war world. The 'fifties' were boom years for Canada wherein, largely as a result of the expertise acquired during the war, the Federal Government became a dominant influence in the formation of internal governmental policy. It was also active in developing an extensive Canadian international commitment. Finally, the 1960's were witness to the development of increasing international commercial and industrial competition placing the Canadian economy under critical pressures that, in turn, had significant internal repercussions. These external influences were augmented by internal problems centered around a resurgence of provincial autonomy and the influx of the

post-war generation into the employment market. In sum, developments since 1939 resulted in an increased educational function on the part of the Federal Government in a variety of ways.

The story of the expansion of federal educational activities began in 1937 with the establishment of the Youth Training Program under the auspices of the Department of Labor. This program was in turn absorbed into a much broader training scheme established under the Vocational Training Coordination Act of 1943. As has been noted earlier, the exigencies of the Second World War demanded a total national effort and under the War Measures Act traditional constitutional guidelines were suspended and the central government assumed the responsibility for the direction of the war effort. With the conclusion of hostilities, however, there was little question of a return to normal -- the importance of a professional/skilled work force to maintain the rapidly expanding economy was alone sufficient to prevent that -- rather, Federal support for educational programs was increased and expanded as the provinces found it difficult to finance an increasingly complex educational spectrum.

In keeping with the aforementioned trends, the educational activities developed under functions delegated to the central government by the B.N.A. Act were expanded and altered during the period under review. The educational



opportunities available to inmates in Federal penitentiaries were expanded to include vocational training in the late 1940's and further diversified in the early 'sixties' with the introduction of a cultural education program. At the same time, increasing use of provincial resources was made after 1960 particularly insofar as curriculum standards and correspondence courses were concerned. After 1945 the Federal Government significantly increased its support of Indian and Eskimo education in Canada. The number of such students benefitting from a basic elementary and secondary education increased, as well as those proceeding to post-secondary levels. In 1955 an extensive program of school construction was undertaken to improve the educational facilities available and provide for vocational training facilities. Adult education programs for native peoples were inaugurated in the 1960's and the effort to improve the general educational situation of the Indians and Eskimos was continued up to 1970. To a much greater extent than in the penitentiary system, and since 1950 the Department of Indian Affairs and Northern Development attempted to integrate the education of native students with the existent provincial facilities and reimburse the provinces for the costs involved. By 1970 this program continued to be implemented but with somewhat mixed results.

Shortly after the war, the Department of National Defence was forced to provide educational facilities for dependents of its personnel stationed in isolated Canadian

communities. In 1948 this program was expanded to include overseas bases where Canadian armed forces personnel were stationed under NATO commitments. In the same year the Military College program was expanded on a tri-service basis and three institutions were established to cater to the needs of the new concept. During the 1950's the Department's university training program was also expanded but was then discontinued in the early 1960's. The cadet training program was re-instituted after 1945, but this time on a tri-service basis, and continued to function up to 1970. Finally, an intensive research program was developed by the Department after the war under the Defence Research Board. By 1970 this had become one of the larger expenditures of the Department and included contracts with Canadian universities.

While the 'traditional' educational functions were in general embellished and expanded, the Federal Government also became involved in new activities during the period. Foremost among these were the educational activities developed through the Department of External Affairs. Between 1948 and 1959 educational assistance to foreign countries consisted largely of providing funds to build schools, universities, and colleges, with a small but growing emphasis on training foreign students in Canada. In 1960, however, a program of sending Canadian teachers overseas was begun and accelerated rapidly during the decade. By 1970 Canada was actively involved in both financial and human support of education in underdeveloped

countries both through international organizations such as the U.N. and Canadian agencies such as C.I.D.A. and C.U.S.O.

In 1944 the Department of Veterans Affairs was created to administer to the needs of Canada's returning war veterans. The educational activities of this Department were considerably expanded over its World War One predecessor and while they reached a peak in the period 1946 - 50, continued to be administered through to 1970, principally under the provisions of the CWD(EA) Act.

Finally, under the Department of Transport, support for flying training through grants to flying clubs was increased during the post-war period through to 1970. The operation of navigational schools was gradually turned over to provincial authorities, however, and by 1970 the Department had ceased to be directly concerned in that venture.

After the Second World War the Federal Government became concerned with the preparation of immigrants for Canadian citizenship. In doing so it moved into a jurisdictional area that it shared with the provinces under Section 95 of the B.N.A. Act. The scope and intensity of this new program (developed after 1950), understandably varied with the rate of immigration into the country but continued to operate into 1970.

Federal support for specifically educational activities and thus, functions coming under provincial jurisdiction, increased dramatically after the Second World War and continued to do so throughout the period in question though the

form of support was often altered. The story began, as earlier observed, with the passage of the V.T.C.A. in 1943. Since that date and subsequently in 1954, 1960, and 1967, the Federal Government continued to give substantial financial aid to the provinces in order to foster needed training programs and opportunities. After 1954 and up to 1966 this aid was extended down to and including the secondary educational level. After 1967 the central government gradually withdrew from the public educational sector, however, and instead gave emphasis to adult occupational training at the post-secondary level.

In 1943 the National Physical Fitness Act was passed and Federal concern for a particular educational need within the country was formalized. With the exception of a period between 1954 and 1961, the central government continued to give financial support for educational programs in this domain through the Department of National Health and Welfare. Under the same Department professional training grants for health services personnel were instituted in 1948 as part of a general health grants program to the provinces. A similar program was developed in connection with the Welfare Division in 1961.

Perhaps the three most significant developments under this category of activities were the inauguration of direct payments to Canadian universities in 1951, the establishment of a fund to support scholarly research and training in the social sciences and the humanities in 1957, and the establishment of a national student loan program in 1964. The Federal Government

had given Canadian universities monies to support their activities during and after the Second World War but then only in connection with the increased demands made upon their facilities by the war and the returning veterans after that conflict. After 1951, however, regular grants were made to these institutions for the purposes of general support. In 1966 the basis of these grants was changed to include all post-secondary education and payments were made to the provinces rather than directly to the institutions concerned. In 1957 the Canada Council was created to give added support to higher education in Canada through a program of capital grants to universities and grants to students and professors pursuing studies in the humanities and social sciences. Finally, in 1964 the Canada Student Loan Plan was inaugurated and direct aid was thus extended to undergraduates attending university. With the exception of the Canada Council capital grants program these activities continued to function through to 1970.

Under the fourth category developed in this chapter, wherein intergovernmental jurisdiction was not clear cut, the period 1938-1970 was also witness to significant developments. In the main these concerned cultural issues and research in Canadian universities. Federal interest in cultural matters was accelerated during the period largely as a result of two factors; the celebration of Canada's first centennial, and the emergence of a new French-Canadian consciousness in Quebec that seemed for a while, at least, to threaten the very unity of the nation.

As previously observed, the educational activities of the National Film Board and the C.B.C., begun on an experimental basis prior to the war, were expanded and formalized after 1945. In addition, when national television broadcasting was begun in 1950 a new dimension was added to the kinds of educational activities fostered by these two agencies. While Canada experienced an unparalleled commercial, industrial, and technological expansion in the years immediately after the Second World War, however, other sectors of the nation's makeup were not similarly fortunate. The Massey Commission on the Arts, Letters and Sciences in Canada made this situation readily apparent in 1951. It was thus in the 'fifties' that the first 'serious' effort was made by the Federal Government to correct some of the outstanding deficiencies in the cultural affairs of the country.

In 1952 the National Library was established and in conjunction with this effort the long overdue overhaul of the Public Archives was begun. In 1957 the Canada Council was established and a regular program of support for the fine arts in Canada was thus instituted. In addition, the educational activities of such agencies as the National Gallery and the National Museum were also intensified.

Two developments in the early sixties resulted in the central government assuming a greater responsibility towards the promotion and preservation of Canadian culture, the rapid return of Quebec to the mainstream of Canadian life

after 1960 and the celebration of the nation's first centennial. The resurgence of the 'French Fact' in Canada during the past decade created severe internal stresses within the country and at times appeared to threaten the very existence of the nation as conceived under the B.N.A. Act. At the same time the question of how to celebrate the nation's centennial in 1967 was also having to be considered. Each of these developments contributed significantly to a greater Federal cultural 'presence' and Federal support for educational programs established in connection with this activity. Legislative recognition of the expanded Federal concern in this area was given in the Government Reorganization Act of 1966 when the Department of the Secretary of State was reorganized and its cultural responsibilities were defined.

After the Second World War the expanding, and increasingly competitive, international commercial and industrial enterprise required a commensurate research effort if Canada was to maintain an effective world posture. As a result the post-war years were witness to an unprecedented research effort on the part of the federal Government that gained in scope and intensity as the years progressed. While the bulk of this effort was sustained through the National Research Council, Atomic Energy Commission and the Defence Research Board, it also came to increasingly involve Canadian universities. This was particularly true of the period 1965-1970. Prior to 1960 most research was conducted either by the

federal agencies concerned or individuals in universities under grants from such agencies. After 1960, however, the Federal Government moved to make such grants on an institutional basis. Since that time, and primarily within the period 1965-70, over twenty-six million dollars was expended on contract research to Canadian universities.\*

In summary it becomes apparent upon reviewing the evidence that significant Federal involvement in educational matters has been very much a phenomenon of the past quarter century and particularly of the past decade. This involvement has been necessitated by external and internal pressures that have required national attention and have thus been beyond the scope of the jurisdiction of a particular province. At the same time, this involvement has often clearly crossed provincial jurisdictions and in order to facilitate Federal participation a number of devices were developed both within and without Acts of the Parliament of Canada. These devices are described in the following section.

## II

### LEGISLATIVE PATTERNS

In those areas wherein the Federal Government has an exclusive educational responsibility such as Defence and Indian Affairs, there has been no consistent legislative

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\* See Table XXIV, in the following chapter.



approach with respect to how these responsibilities were spelled out. The educational programs developed within the penitentiary system of Canada, for example, was instituted under the regulatory functions of the Department of Justice and never received official recognition by way of entrenchment in an Act of Parliament. On the other hand, since 1894 provisions were continuously made in Federal legislation for the education of Canada's native population and the central government's responsibilities in this regard were entrenched in the Indian Act of that year as well as in subsequent amendments. The educational activities of the Department of National Defence have also received legislative sanction, but as opposed to the specific nature of that developed in connection with the Indians and Eskimos, the D.N.D. authority was couched in very general terms and it was left to the regulatory agency to develop the specifics of the program.\* The educational activities of Statistics Canada and the Department of Transport reflect the same legislative inconsistencies. Statistics Canada, when formerly known as the Dominion Bureau of Statistics, was given an educational responsibility in terms of collecting national data but the nature of that responsibility had to be worked out in consultation with the provinces and to this day has not been

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\*With the exception of the Physical Training Program conducted between 1910-1939.

formalized or defined in any federal statute. In the case of the Department of Transport the Federal Government was very early in Canada's history given the responsibility for maintaining training facilities in navigation and seamanship, and this was entrenched in the Canada Shipping Act. Conversely aid to flying clubs in Canada for the promotion and support of flying training (inaugurated under the Department of Militia and Defence) was implemented under regulations and orders in council and never received statutory recognition. Finally, with respect to the Department of Veterans Affairs and its predecessor, the Federal Government assumed full responsibility for the rehabilitation of war veterans and this responsibility was entrenched in the enabling legislation.

In areas where the federal and provincial governments enjoyed concurrent jurisdiction (Agriculture and Immigration), the Federal Government used what has been described as conditional grant/shared cost legislation. Under this type of statute and in order to overcome jurisdictional difficulties, the central government normally invited the provinces to participate in the program voluntarily, subject to a formal federal-provincial agreement. In the case of the Agricultural Instruction Act of 1913 monies were granted in accordance with provincial populations and subject to pre-determined authorized lines of expenditure. In the case of Citizenship Training, both the grants and shared-cost features were incorporated in that the Federal Government bore the full costs of textbooks

for language instruction but only fifty percent of the costs of instruction.

Conditional grant/shared-cost legislation was also the principal means of implementing Federal educational assistance programs in those areas specifically under provincial jurisdiction, particularly where these have concerned education. Most predominant in this category was the field of technical and vocational education. In general monies given in support of this activity were allotted on the basis of the proportionate provincial populations and up to a maximum of fifty percent of the costs of such training borne by the province. In 1961, under the Technical Education Act of that year the formula was altered, depending upon the category of training involved, to between 50, 75, and 100 percent of the costs. Although the Federal Government withdrew its support of vocational training programs in the provinces after 1966 it continued to provide such training for the adult population of the country on the basis that the costs of such training, using provincial facilities, would be fully borne by the central government. Conditional grant/shared-cost legislation has also been used to implement National Health and Welfare training and education programs as well as physical fitness training and post-secondary education payments.

Two other types of legislation have been developed to facilitate Federal participation in educational activities, that which authorized a government agency to exercise a service

on behalf of education on a national basis and that which authorized an agency to participate in research that directly or indirectly affected the educational community of the nation. In the former case the activities of the Department of Energy, Mines, and Resources and the National Museum of Canada provide two examples. In both cases the legislation establishing the agencies specified and authorized the performance of an educational support function. In the latter case, depending upon the agency, the authority to enter into research arrangements with educational institutions was either implicit in the function of the agency or was specifically provided for in the enabling legislation. The legislative provisions surrounding the establishment of the Department of Energy, Mines, and Resources and the Department of Labor respectively provide examples of this type of statute.

Finally, if nothing else, the evidence contained in the preceding chapters illustrates that there has been a considerable area of Federal educational endeavor which carried no specific statutory sanction. This situation most often occurred when Federal activities appeared to conflict with provincial jurisdictions, particularly insofar as the Departments of External Affairs and Secretary of State were concerned. The first such situation developed from the successful attempt to encourage a minimum standard of physical fitness throughout the school age population of the country. The program originated from the Department of Militia and Defence in 1910

and continued to operate until 1939. While the Federal Government was directly involved in this program it was never formalized by statute; rather, informal liaison with provincial education authorities and internal regulation were the means used to put the scheme into effect. Similarly, in the case of the National Film Board and the C.B.C., educational activities were worked out on a practical basis in consultation with the provinces and the regulatory powers of the agencies concerned were used to put the results of these deliberations into practice. More recently, the functions of the Educational Support Branch of the Department of the Secretary of State have been similarly devised and no statute on record made provision for the creation of this agency although its educational purpose was no secret.

In summary then, the following types of legislation have been used to facilitate a Federal 'presence' in the field of education;

- (a) GRANTS
- (b) CONDITIONAL GRANT/SHARED-COST
- (c) SUPPORT SERVICES
- (d) RESEARCH

In addition, and under certain conditions, the Federal Government, through its various departments, has initiated educational activities without statutory sanction, preferring instead to use the vehicles of consultation and regulation to accomplish its ends. Whatever the means and methods, however, one of the

products of over a century of national development has been the establishment of a Federal 'presence' in the educational affairs of the country. It remains then to discuss the nature of this 'presence' and make some observations with regard to the present situation.

## CHAPTER XVII

### OBSERVATIONS AND CONCLUSIONS

At the outset, four critical questions were posed with respect to the purpose of this study. While each of the preceding chapters was developed with these questions in mind, the time has now come to give final shape to the answers. In doing so it is intended to discuss the remaining material in the context of, the constitutional situation, the pattern of Federal involvement in education, the impact of this involvement in the area of federal-provincial relations, and finally, to make conclusive comment on the general question of the federal educational 'presence'.

It is not insignificant that identification of the scope and intensity of Federal educational programs is a trying task at best. There are few federal statutes that are expressly concerned with the field of education to begin with. Most educational programs having statutory sanction at the federal level formed but a part of an Act of Parliament having much wider purposes and in some cases such programs received no statutory recognition at all. A large part of the explanation of this situation would appear to be directly related to the restrictions imposed by the B.N.A. Act upon the central

government in Canada with respect to its participation in Education. At the same time it is clear that this restriction has not prevented the Federal Government from establishing an educational presence. How is this explained?

It is somewhat ironic that Federal educational activities have tended to develop in areas also of concern to the provinces (supposedly prohibited by the B.N.A. Act), whereas the remedial powers allocated to the central authority have never been used though there have been occasions when such action was warranted. There are two plausible explanations of this paradox although neither have been offered in the sources used for this inquiry. In the first instance, any use of the remedial powers would necessarily involve extremely sensitive Canadian political issues and if history contains any lessons, would probably contribute in large part to the defeat of the government at the polls.\* It was not without reason, for example, that when Newfoundland was admitted to Confederation in 1949 appeals launched under the protective provisions of Section 93 with respect to that province were only permitted in the Courts, no longer to the Cabinet or Parliament of Canada. Secondly, when the B.N.A. Act was conceived and enacted conditions were considerably different in terms of the resources and needs of the country. It would have taken a considerably greater imagination than existed within the government of

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\* An occurrence that developed in connection with the Manitoba Schools Question in 1896.



Canada of 1867 to have envisaged the needs of the twentieth century and thus, the delegation of intergovernmental responsibilities made in 1867 has not always proven helpful in solving contemporary problems. In education, for example, the situation has increasingly occurred whereby the Federal Government has had the financial resources needed to develop a particular program but not the power to implement it and the provinces have lacked such resources but held the power and authority to implement a program. As a result of this situation both levels of government in Canada have developed mutually acceptable 'conventions' to circumvent constitutional difficulties while at the same time having careful regard for the 'spirit' of the document. It has been through such 'conventions' that the Federal Government has been able to participate in educational affairs.

Two other observations might be made with respect to a rational defence of the Federal educational presence and the constitution. While the B.N.A. Act uses the term education it is nowhere defined in the legislation and, in fact, no evidence exists to date to indicate first in what terms the framers used the word in the course of the deliberations leading to Confederation. Secondly, it is suggested that the wording of Section 93 makes clear the provincial responsibilities in the field but does not preclude the exercise of Federal powers between provinces or for the nation as a whole. In the latter case and to this writer's knowledge, such an argument has never

been advanced in favor of Federal participation in education but it is one that contains an interesting potential in view of recent developments in Canada.

The message to be derived from the evidence contained in this study is that the constitution does not present an insurmountable obstacle to Federal educational involvement. It has not even compelled the central authority to act when conditions warranted action and the necessary powers existed. On the other hand, the B.N.A. Act has, to date, prevented the Federal Government from exercising any direct control over education where it involved intergovernmental functions. Thus, Federal educational involvement in Canada has centered around the provision of financial and material support for provincial endeavors, sometimes on behalf of the provinces and at other times as a means of persuading those governments to adopt educational policies and programs in the national interest.

Federal educational activities have developed in two dimensions, and the pattern of this involvement varied in accordance with the dimension concerned. One dimension consisted of those educational functions exclusively federal in nature and the other, those functions having intergovernmental repercussions. In the former case it can safely be said that Federal concern over these activities varied, depending upon the nature of the program and the urgency of the demand for it. There have been two significant trends in connection with these kinds of educational activity, however; that bear

mention. Since 1945 the Federal Government, through the Departments involved has taken its educational responsibilities more seriously and attempted to provide better facilities for the conduct of these programs. Secondly, and in keeping with the former, increasing use has been made of provincial education facilities and programs with the Federal Government compensating the provinces for the costs involved. In effect, where possible and in connection with native peoples, inmates of Federal penitentiaries, dependents of armed forces personnel, and navigational schools, the central government has adopted a policy of 'purchasing' its educational needs from the provinces. Where the provinces were unable to provide such services, however, the Federal Government has continued to do so.

There is one activity under this category, however, that deserves special mention, namely Federal research programs in Canadian universities. Prior to 1950 most such research was either handled within the federal agencies involved or distributed among individuals in Canada's university community. In recent years, however, there has been an increasing tendency to allot research contracts to institutions as opposed to individuals and this has radically altered the impact of this type of expenditure upon institutions of higher education. Table XXIV clearly illustrates the extent to which this activity has been applied up to 1970 as well as the nature of the disbursements on a regional and institutional basis. It can also be seen that the program is at present

diffuse and inconsistent in terms of the distribution of contracts.

Federal involvement in educational activities not exclusively within its jurisdiction also tended to follow certain patterns. In the main the central government only embarked on such ventures in the face of a clearly recognized national need and then, only until such need was considered to have been met. This has usually resulted in the development of a temporary Federal concern with a particular aspect of the educational spectrum, and included such items as technical and vocational training, adult education, physical fitness training, professional training, and post-secondary education payments, among others. In such cases the Federal Government provided monies to either encourage or support the provinces in their efforts to tackle a national educational problem. Federal participation in education at this level has thus tended to reflect the increasing complexity of the demands placed upon Canadian society in the face of modern challenges and its chosen response is mindful of the tactics developed by the military to handle situations where the need is great and resources few. In such situations most military commanders attempt to maintain a generally stable position with the bulk of their resources while at the same time holding a reserve force to deal with situations where local forces cannot contain a penetration. In much the same way, the Federal Government has come to the assistance of the provinces and the nation in

TABLE XXIV  
CANADA  
RESEARCH IN CANADIAN UNIVERSITIES  
GOVERNMENT AGENCIES

INSTITUTIONS	EXPENDITURES										TOTALS
	EM & R	F & F	ITC	CWS	H & W	TPT	NRC	AEC	SC		
NEWFOUNDLAND											
MEMORIAL UNIVERSITY	63,420			10,450		4,500				78,370	
NOVA SCOTIA											
ACADIA UNIVERSITY	26,745			9,650			10,000			46,395	
DALHOUSIE UNIVERSITY	87,070		4,764	5,002	46,310		95,000			238,146	
NOVA SCOTIA TECHNICAL COLLEGE	24,280		356,250				25,951			406,481	
ST. JON'S UNIVERSITY			2,340							2,340	
ST. MARY'S UNIVERSITY	7,500									7,500	
										<u>700,382</u>	
NEW BRUNSWICK											
MONCTON UNIVERSITY	5,000	69,501								74,501	
MOUNT ALLISON UNIVERSITY	4,700				8,906					13,606	
ST. FRANCIS XAVIER UNIVERSITY	88,675	561,200								649,875	
UNIVERSITY OF NEW BRUNSWICK	160,115	120,000	3,431		12,304	8,000				303,850	
										<u>1,041,532</u>	
QUEBEC											
BISHOPS UNIVERSITY	2,300									2,300	
ECOLE POLYTECHNIQUE	94,472						20,000		20,000	134,472	
LAVAL UNIVERSITY	336,978	120,000		7,500	21,325	28,900	10,000	1,948,000		2,472,703	
LOYOLA UNIVERSITY	2,760									2,760	
MCGILL UNIVERSITY	287,191			19,500	133,370	403,400	122,997	2,783,600	16,000	3,766,058	
MONTREAL UNIVERSITY	79,082			3,000	242,412		360,779	269,325		954,598	
SHERBROOK UNIVERSITY	7,500									7,500	
SIR GEORGE WILLIAMS UNIVERSITY					18,570					18,570	
ST. ANNE DE LA POETIERE		169,491								169,491	
										<u>7,523,452</u>	
ONTARIO											
BROCK UNIVERSITY	7,800									7,800	
CARLETON UNIVERSITY	70,170			39,900	47,285		6,500		10,500	174,355	
GUELPH UNIVERSITY	26,800			9,550	10,012	70,100				116,462	
LAKEHEAD UNIVERSITY	52,470									52,470	
LAURENTIAN UNIVERSITY	5,420									5,420	
MCMASTER UNIVERSITY	371,108		356,250			4,000		1,882,137		2,613,495	
QUEENS UNIVERSITY	364,223		32,528	4,500	31,515		131,152	1,200,847		1,764,765	
TRENT UNIVERSITY	13,039									13,039	
UNIVERSITY OF OTTAWA	114,200				61,769					175,969	
UNIVERSITY OF TORONTO	490,336	310,500	6,096	39,200	503,820	220,900	36,753	189,500	4,403	1,801,508	
UNIVERSITY OF WESTERN ONTARIO	195,253			28,770	168,618	85,000	11,236	348,500		837,377	
WATERLOO UNIVERSITY	190,770		356,250		50,357	50,000				647,377	
WINDSOR UNIVERSITY	17,300		356,250			15,100				388,550	
YORK UNIVERSITY	5,750				5,831	18,000				29,581	
										<u>8,620,208</u>	
MANITOBA											
BRANDON UNIVERSITY	600									600	
UNIVERSITY OF MANITOBA	655,795			7,500	87,951		7,212	676,300		1,434,758	
										<u>1,435,358</u>	
SASKATCHEWAN											
UNIVERSITY OF SASKATCHEWAN	340,075			22,000	240,666	102,750	629,785	2,545,900		4,088,732	
ALBERTA											
UNIVERSITY OF CALGARY	53,160				2,600					55,760	
UNIVERSITY OF ALBERTA	406,230			3,176	488,699	34,200		770,450		1,702,755	
										<u>1,758,515</u>	
BRITISH COLUMBIA											
SIMON FRASER UNIVERSITY	4,850				78,911					83,761	
UNIVERSITY OF BRITISH COLUMBIA	405,809	235,455		16,308	124,759		10,000			792,331	
UNIVERSITY OF VICTORIA	6,500									6,500	
										<u>882,592</u>	
NORTHWEST TERRITORIES											
UNIVERSITY OF NORTHWEST TERRITORIES					23,891					23,891	
										<u>23,891</u>	
	5,076,346	1,586,147	1,474,159	226,662	2,415,881	1,044,850	1,677,365	12,614,559	50,903	26,166,872	

## LEGEND:

EM & R	-	Dept. of Energy Mines & Resources
F & F	-	Dept. of Fisheries & Forestry
ITC	-	Dept. of Industry Trade & Commerce
CWS	-	Canadian Wildlife Service
H & W	-	Dept. of Health & Welfare
TPT	-	Dept. of Transport
NRC	-	National Research Council
AEC	-	Atomic Energy Commission
SC	-	Science Council of Canada

Table is valid to 1970 but does not represent all such expenditures -- only those that could be traced through the Public Accounts of Canada and Department reports.

what might best be described as a 'brush-fire' approach. Once again, however, at no time has the central government exercised any direct control over the implementation of any of these programs.

There is one type of educational activity wherein the central authority has established an enduring commitment and that concerns what is described for our purposes as service functions. Included under this heading are such items as, the provision of various types of specimens for classroom use, student loans, the production of audio-visual aids for the classroom, the production of educational films, radio and television programs, and the collection and dissemination of national educational information. The responsibility for these functions is at present spread over a number of federal agencies but in all cases this work has steadily increased in magnitude. In the majority of these cases the Federal Government became involved in the activity simply because it was either the sole repository for the materials concerned or had the resources necessary to provide the service where the provinces did not. Whatever the case the Federal presence in this area of educational work has become well entrenched over the years and shows little sign of abating.

The development of Federal educational programs having intergovernmental ramifications necessitated the development of effective mechanisms for dealings with the provinces as well as providing for implementation of the

various programs. Prior to the Second World War relations between the federal and provincial governments in the area of education were cordial and cooperative. There were good reasons for this of course. In the first place the Federal educational commitment in that period was not of great magnitude and the intergovernmental functions that developed, ~~it~~ <sup>did</sup> so out of provincial and public urging and therefore presented no serious jurisdictional obstacles. In most cases of the type heretofore described, it was customary for federal and provincial authorities to enter into negotiations before the passage of any legislation and subsequent to any enactment, to establish a federal-provincial body to administer the resultant program. In addition, the Federal Government was normally careful to avoid any conflict with the provinces over jurisdictional matters and gave latitude in terms of how the provinces used the aid given them.

After 1945 Federal educational aid programs tended to be more particularistic in nature and the conditions under which provinces could obtain assistance tended to be spelled out in greater detail. This put considerable pressure on the provincial governments. They were rarely in a position to refuse the Federal monies yet in doing so they were forced, in effect, to develop programs along increasingly restrictive lines. The increasing particularism of the Federal Government was also accompanied by a tendency to negotiate with the provinces after the fact, so to speak, in that Federal plans

would be announced (and sometimes legislated for), before the provinces had been consulted. The results of this change in Federal practice are readily observable. In the past decade, for example, provincial governments have become increasingly sensitive to Federal encroachments in the field of education as recent conflicts over educational television and representation at international conferences on education would indicate. Whatever differences exist between the two levels of government over education, it is apparent that for the moment Federal assistance in the field, and thus a Federal presence, has become a 'fact' across the nation. What, then, can be concluded about the nature of that presence?

The most striking observations to be made with respect to Federal educational involvement concern its magnitude and diffuseness. These, in turn, are closely followed by recognition of the absence of any visible machinery for effective coordination of the Federal effort. Before commenting upon these characteristics, however, a note of caution must be introduced into the discussion. When measured against such indices as the gross national product, provincial educational expenditures, and the budgets of other Federal agencies, the educational commitments of the central government do not appear as significant as this study, by its nature, has made them out to be. In large measure this is a true observation and it has not been intended to misrepresent the situation. What this study has shown, however, is that Federal participation in the



field has been increasing rapidly over the past quarter century and in this context is deserving of more careful analysis.

The scope of Federal educational activities is not easily come by. Much of the difficulty encountered in identifying the specific nature and import of the subject lies in the absence of any definitive Federal concept of what an educational activity is and what it comprises. The problem is further complicated by the fact that the significance of any findings on the subject are directly related to the indices selected as a basis for determining the extent of the educational commitment. If expenditures are selected as a measurement factor, for example, it is possible to point out that during the past twenty years the Federal Government has moved from an annual expenditure of millions of dollars to hundreds of millions. On the other hand, if the quantity of legislation is selected as an indicator conclusions might be considerably different if only because such legislation is not readily identified in the statutes. When viewed in its totality, however, the evidence is almost overwhelming in illustrating a diverse but significant Federal educational enterprise. It is only unfortunate that this fact has not received greater recognition at the federal level.

One of the great difficulties in dealing with the subject of this paper lies in the diversity of the Federal educational effort. One simple example will serve to illustrate this point. At present there are at least four agencies

on the federal level directly concerned with gathering educational information, Canada Manpower, Statistics Canada, the Educational Support Branch of the Department of the Secretary of State, and the Canadian International Development Agency.\* At present it appears that each of these agencies operates within its own environs and with no obvious coordination of their efforts. That four such agencies, sharing similar or related functions, should exist separately at all is barely credible. At the same time, however, it is typical of the way in which much of the Federal educational effort has developed. It is quite clear that the diffuseness of Federal educational activities has greatly hampered the effectiveness of its programs if only to obscure the emerging significance of this function and the effort to produce an operating rationale for Federal operations.

The need for better coordination at the Federal level exists in two areas, interagency and intergovernmental functions. In the first instance, the evidence presented in the preceding chapters suggests that educational programs developed in connection with the armed forces, penitentiaries and native peoples now serve many similar needs and have common requirements in terms of curriculum standards, teacher recruitment, and facilities. In addition, the execution of

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\* It is acknowledged that in the latter case, however, such information is not gathered in the same way or with the same purposes in the case of the other agencies.

these responsibilities has brought the Federal Government into increasing contact with the provinces. Other Federal agencies are providing a wide range of service functions in the cause of education across the country. It would not seem illogical that some vehicle should be established to facilitate interagency cooperation in educational endeavors at the Federal level. It would then at least be possible for governments and citizens of Canada and elsewhere to direct educational inquiries to one agency as opposed to the present confusing situation. Needless to say it might also provide a means whereby Federal participation in education might be more effectively conceived.

There is also a need for more effective intergovernmental coordination at the federal level. While a Federal educational presence has been established, the nature of that presence is very much a matter of controversy within the country. Certain facts are obvious, however. It is impossible for a single province to develop the machinery to make it aware of national educational priorities much less implement policies geared to those needs. At the same time, Federal intrusions into the field, in the past quarter century in particular, have X been on the basis of national needs. It is once again rather incredible that more has not been done to improve the coordination of, and communication about, national educational priorities.

In conclusion, it must be observed that in an inquiry

of this type there are a number of conclusions that might be drawn from the data. Those contained in the preceding pages have been selected because the problems associated with them have a universality within the Federal spectrum that others would not. If there is one conclusion above all to be drawn from this work it must surely be that the time has long since passed for the Federal Government to put its educational house in order and for the jurisdictional quibbling both within and without that body to cease out of common cause for an effectively conceived Federal educational effort.

## **APPENDICES**

APPENDIX I

DEPARTMENT OF AGRICULTURE

DETAILED EDUCATIONAL EXPENDITURES

( 1867 - 1970 )

## TABLE I

## CANADA

## DEPARTMENT of AGRICULTURE

## GRANTS TO ASSOCIATIONS

1883 - 1970

<u>YEAR</u>	<u>EXPENDITURE</u>	<u>YEAR</u>	<u>EXPENDITURE</u>
1883	5,000.00	1930	527,866.09
1888	6,672.48	1931	537,701.51
1889	10,000.00	1932	735,714.75
1890	9,219.73	1933	568,841.76
1891	9,184.12	1934	531,753.90
1892	9,367.92	1935	458,579.36
1893	7,000.00	1936	630,225.72
1894	6,999.16	1937	605,228.94
1895	6,420.15	1938	604,972.07
1896	6,976.23	1939	398,177.30
1897	6,841.37	1940	358,547.47
1898	7,000.00	1941	124,900.00
1899	7,000.00	1942	124,400.00
1900	6,999.70	1943	32,500.00
1901	6,999.70	1944	32,500.00
1902	7,000.00	1945	32,500.00
1903	7,000.00	1946	32,500.00
1904	7,000.00	1947	37,500.00
1905	7,000.00	1948	43,400.00
1906	7,000.00	1949	43,500.00
1907	8,583.00	1950	43,500.00
1908	14,789.26	1951	69,500.00
1909	18,373.33	1952	64,500.00
1910	22,313.47	1953	74,500.00
1911	20,691.33	1954	75,400.00
1912	44,035.33	1955	115,525.22
1913	28,512.18	1956	131,700.35
1914	38,577.36	1957	216,970.54
1915	26,650.00	1958	205,669.49
1916	148,628.77	1959	195,193.73
1917	74,577.50	1960	259,392.15
1918	152,912.85	1961	234,430.00
1919	152,912.85	1962	240,000.00
1920	235,254.11	1963	255,594.00
1921	238,968.90	1964	286,428.00
1922	279,234.00	1965	296,927.00
1923	299,015.68	1966	282,607.00
1924	359,437.12	1967	287,523.00
1925	366,069.40	1968	292,389.00
1926	388,124.94	1969	361,583.00
1927	431,207.74	1970	200,800.00
1928	463,705.79		
1929	507,818.07		
		<u>TOTAL</u>	<u>15,118,514.89</u>

APPENDIX ITABLE IICANADADEPARTMENT of AGRICULTUREOPERATING AND CAPITAL EXPENDITURESEXPERIMENTAL FARMS1886 - 1970

<u>YEAR</u>	<u>EXPENDITURE</u>	<u>YEAR</u>	<u>EXPENDITURE</u>
1886		1929	1,887,037.30
1887	91,543.63	1930	2,043,327.33
1888	95,569.04	1931	2,110,673.22
1889	90,000.00	1932	2,278,110.52
1890	79,148.36	1933	1,467,156.18
1891	98,500.00	1934	1,464,578.19
1892	95,000.00	1935	1,791,285.53
1893	74,999.91	1936	1,957,698.00
1894	81,799.95	1937	1,996,413.51
1895	110,925.87	1938	2,060,000.00
1896	77,000.00	1939	2,114,082.56
1897	111,000.00	1940	2,159,255.40
1898	81,500.00	1941	1,917,798.50
1899	75,459.22	1942	1,936,836.02
1900	92,754.00	1943	1,909,058.87
1901	82,700.00	1944	2,081,494.13
1902	108,940.00	1945	2,377,218.55
1903	89,974.46	1946	2,648,265.30
1904	107,000.00	1947	3,460,969.12
1905	100,000.00	1948	4,386,188.82
1906	110,000.00	1949	5,086,403.88
1907	102,500.00	1950	5,810,316.64
1908	169,125.61	1951	7,139,653.00
1909	189,847.74	1952	7,728,586.00
1910	161,000.00	1953	8,271,827.37
1911	203,260.15	1954	8,573,604.45
1912	274,992.65	1955	9,642,445.97
1913	445,000.00	1956	10,602,080.90
1914	626,515.54	1957	11,859,992.45
1915	697,401.93	1958	13,761,341.54
1916	701,792.74	1959	14,619,436.67
1917	845,926.08	1960	20,740,541.00
1918	885,226.83	1961	14,202,964.00
1919	1,024,319.83	1962	21,174,937.00
1920	1,199,919.81	1963	15,498,161.00
1921	1,197,350.88	1964	15,449,651.00
1922	1,272,166.18	1965	16,236,104.00
1923	1,324,382.83	1966	10,725,788.00
1924	1,508,587.42	1967	28,381,355.00
1925	1,388,013.46	1968	30,516,048.00
1926	1,435,781.76	1969	35,039,363.00
1927	1,433,900.00	1970	37,331,229.00
1928	1,585,570.90		
		<u>TOTAL</u>	<u>412,965,673.73</u>



APPENDIX ITABLE IIIDEPARTMENT OF AGRICULTUREAGRICULTURAL INSTRUCTION ACTPAYMENTS TO PROVINCES AND INSTITUTIONS( ITEMIZED )1913 - 1923

<u>YEAR</u>	<u>P.E.I.</u>	<u>N.S.</u>	<u>N.B.</u>	<u>QUE.</u>	<u>ONT.</u>	<u>MAN.</u>
1913	6,529.85	34,288.45	24,509.93	139,482.40	175,733.22	31,730.05
1914	26,529.85	54,288.45	44,509.93	159,482.40	195,733.32	51,730.05
1915	27,832.81	61,144.45	49,407.20	187,409.16	230,868.82	53,075.45
1916	29,138.28	68,001.87	54,308.40	215,310.70	266,013.64	64,421.31
1917	30,443.75	74,859.28	59,209.60	243,212.23	301,158.45	58,767.20
1918	31,749.22	81,716.69	64,110.80	271,113.76	336,303.26	89,113.11
1919	31,749.22	81,716.69	64,110.80	271,113.76	161,303.26	77,113.11
1920	31,749.22	81,716.69	64,110.80	271,113.76	511,303.26	77,113.11
1921	31,749.22	81,716.69	64,110.80	271,113.76	336,303.26	77,113.11
1922	31,749.22	81,716.69	64,110.80	271,113.76	336,303.26	77,113.11
1923	31,749.22	81,716.69	64,110.80	271,113.76	336,303.26	77,113.11
<u>TOTAL</u>	<u>310,969.86</u>	<u>782,882.64</u>	<u>616,609.86</u>	<u>2,571,579.45</u>	<u>3,187,327.01</u>	<u>739,402.72</u>

<u>SASK.</u>	<u>ALTA.</u>	<u>B.C.</u>	<u>Montreal Vet.Coll.</u>	<u>Ontario Vet.Coll.</u>
34,296.29	26,094.95	27,334.36		
54,296.29	46,094.95	47,334.76	4,628.09	15,371.91
61,152.51	51,510.41	52,799.38	4,392.15	
68,011.04	56,528.82	58,265.94	5,130.44	
74,869.76	61,747.22	63,732.50	5,714.28	
40,864.24	66,965.62	63,949.06	7,425.15	15,607.85
81,728.48	66,965.62	74,449.06	6,666.67	14,869.56
122,592.72	66,965.62	69,199.06	5,882.35	
40,864.24	66,965.62	69,199.06	5,000.00	14,285.72
122,592.72	33,482.81	69,199.06	4,613.58	12,574.85
81,728.48	100,448.43	69,199.06	4,883.72	72,935.68
<u>782,996.57</u>	<u>643,570.07</u>	<u>664,661.30</u>	<u>54,336.43</u>	<u>145,645.57</u>

APPENDIX. II

DEPARTMENT OF ENERGY MINES AND RESOURCES

DETAILED EDUCATIONAL EXPENDITURES

( 1867 - 1970 )

	<u>1952</u>	<u>1953</u>	<u>1954</u>	<u>1955</u>	<u>1956</u>	<u>1957</u>	<u>1958</u>
ECOLE POLYTECHNIQUE							1,000
NOVA SCOTIA TECHNICAL COLLEGE							
ACADIA UNIVERSITY							
UNIVERSITY OF ALBERTA					2,150	2,950	5,200
U.B.C.	1,750	2,750	3,294	3,325	2,360	3,825	3,800
BROCK UNIVERSITY							
UNIVERSITY OF CALGARY							
CARLETON UNIVERSITY							
DALHOUSIE UNIVERSITY							
LANEHEAD UNIVERSITY							
LAURENTIAN UNIVERSITY							
LAVAL UNIVERSITY		2,000					
LOYOLA UNIVERSITY							
MANITOBA UNIVERSITY	1,150	2,600	1,500	1,600	2,200	1,900	2,500
MCGILL UNIVERSITY	2,030	1,860	1,500	5,100	3,650	5,726	3,600
McMASTER UNIVERSITY	1,110	2,610	4,435	3,340	1,648	1,900	5,000
MEMORIAL UNIVERSITY							
MONTREAL UNIVERSITY							
NEW BRUNSWICK UNIVERSITY							
OTTAWA UNIVERSITY							
QUEENS UNIVERSITY	1,915	2,702	4,077	4,600	5,700	9,538	9,200
UNIVERSITY OF SASKATCHEWAN			2,565	1,600			
UNIVERSITY OF TORONTO	2,006	3,600	4,550	3,520	5,392	10,241	8,450
WATERLOO UNIVERSITY							
UNIVERSITY OF WESTERN ONTARIO		1,000	2,410	1,850	1,900	3,920	1,250
ST. FRANCIS XAVIER UNIVERSITY							
MT. ALLISON UNIVERSITY							
<u>TOTALS</u>	<u>9,961</u>	<u>19,122</u>	<u>24,331</u>	<u>24,935</u>	<u>25,000</u>	<u>40,000</u>	<u>40,000</u>

TOTAL APPROPRIATIONS \$1,603,001.

## TABLE I

## CANADA

DEPARTMENT OF ENERGY MINES AND RESOURCES  
GEOLOGICAL RESEARCH GRANTS TO UNIVERSITIES

( 1951 - 1970 )

<u>1959</u>	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>
1,000	500	950	2,000	2,100	4,000	5,400	7,300	8,000	3,520
									1,500
									9,480
3,500	4,550	1,950	6,770	3,800	6,600	13,820	22,300	13,450	20,020
6,850	5,800	7,800	5,500	4,100	1,700	5,750	8,210	3,550	9,110
								5,000	5,660
	2,500	1,150	5,600	3,420	4,700	4,500	9,000	6,100	10,780
	4,000	1,950	2,500	2,600			6,400	7,197	6,620
							3,050	4,050	2,800
							2,000		
2,600	1,250	4,020	4,290	5,860	8,660	6,700	7,900	6,800	7,880
10,620	7,250	7,930	10,850	1,320	3,600	5,200	2,600	13,500	9,800
4,000	1,500	5,050	6,000	8,440	7,200	10,145	18,100	10,400	17,340
			2,000	1,550		2,800	10,200	5,000	5,660
						1,500	3,500	5,187	
1,800	1,000		3,040	2,500	5,420	8,350	7,700	8,240	8,520
			2,300	7,000	6,740	4,850	4,200	6,810	8,280
10,000	8,200	10,250	7,900	3,365	8,500	3,500	7,300	9,513	14,610
	4,500	1,750	6,720	9,900	3,500	6,500	10,800	2,000	10,160
7,870	5,550	5,050	5,500	9,560	9,580	12,485	11,610	13,500	22,800
									6,400
1,760	3,400	1,700	3,030	6,085	4,000	6,500	7,330	12,700	3,460
			1,000			2,000			
				3,400	800		500		
<u>50,000</u>	<u>50,000</u>	<u>49,550</u>	<u>75,000</u>	<u>75,000</u>	<u>75,000</u>	<u>100,000</u>	<u>150,000</u>	<u>140,997</u>	<u>184,400</u>

<u>1969</u>	<u>1970</u>	<u>TOTALS</u>
8,075	19,627	63,472
	1,720	3,220
6,000	7,365	22,845
30,710	13,880	151,650
15,205	5,725	100,404
	6,695	6,695
11,600	13,150	35,410
6,695	7,830	62,325
6,615	8,600	46,482
2,000	1,720	3,720
300	1,720	2,020
4,330	8,380	24,610
	760	2,760
20,125	7,660	97,195
13,805	16,450	126,391
16,535	17,200	141,953
11,230	7,880	46,320
4,845	5,500	20,532
18,960	10,960	76,490
7,930	10,320	58,430
19,345	15,540	155,755
4,615	2,325	66,935
30,435	25,380	197,079
	1,720	8,120
20,000	6,320	88,615
		3,000
		4,700
<u>259,355</u>	<u>224,477</u>	<u>1,617,128</u>

## APPENDIX II

## TABLE II

## CANADA

## DEPARTMENT OF ENERGY MINES AND RESOURCES

## GEOGRAPHIC RESEARCH

( 1959 - 1970 )

## I GRANTS TO THE CANADIAN ASSOCIATION OF GEOGRAPHERS

	1954 - 1959	250/yr.	1966 - 1967	750/yr.
1960 - 1962		500/yr.	1968	5,000.00
1963		455.00	1969	6,500.00
1964 - 1965		500/yr.	1970	7,000.00
			<u>TOTAL</u>	<u>24,455.00</u>

## II DISBURSEMENTS OF RESEARCH GRANTS 1967 -1970

	1959-61	1967	1968	1969	1970	TOTALS
U.B.C.	3,500.00	4,995.00	2,950.00	4,450.00	144,650.00	160,525.00
U. of ALTA.		1,400.00		3,600.00	78,200.00	83,200.00
BISHOPS		500.00		800.00	1,000.00	2,300.00
CARLETON		500.00	1,200.00	800.00	350.00	2,850.00
LAVAL		1,000.00	4,470.00	1,600.00	103,300.00	110,370.00
McGILL		1,650.00	2,000.00	4,000.00	10,800.00	18,450.00
McMASTER		2,745.00	2,860.00	3,600.00	96,500.00	105,705.00
MONTREAL		6,200.00	3,850.00	5,500.00	18,000.00	33,550.00
SHERBROOK		2,000.00		2,000.00	3,500.00	7,500.00
U. of T.		2,000.00	3,320.00	5,300.00	201,620.00	212,240.00
U.W.O.		800.00	1,700.00		26,100.00	28,600.00
YORK		1,250.00				1,250.00
MANITOBA			800.00	2,950.00	237,975.00	241,725.00
CALGARY			4,250.00			4,250.00
BROCK			2,800.00	2,000.00	5,000.00	9,800.00
BRANDON				600.00		600.00
LAURENTIAN				500.00		500.00
MEMORIAL		1,600.00		2,500.00	1,000.00	5,100.00
OTTAWA				2,320.00	7,200.00	9,520.00
QUEBENS				1,000.00	42,400.00	43,400.00
U. of VIC.				1,500.00		1,500.00
WATERLOO		3,200.00		2,000.00	16,400.00	21,600.00
N.S.T.C.					11,050.00	11,050.00
DALHOUSIE					2,500.00	2,500.00
GUELPH					9,000.00	9,000.00
SASK.					149,100.00	149,100.00
S.F.U.					2,000.00	2,000.00
TRENT					3,039.00	3,039.00
WINDSOR					9,300.00	9,300.00
TOTALS	3,500.00	25,040.00	35,000.00	47,000.00	1,179,984.00	\$1,290,524.00

APPENDIX IITABLE IIICANADADEPARTMENT OF ENERGY MINES AND RESOURCESMINING AND METALLURGY DIVISIONRESEARCH GRANTS TO UNIVERSITIES( 1963 - 1970 )

<u>INSTITUTION</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTALS</u>
U. of ALTA.	2,000	9,000	13,000	6,600	6,000	8,000		5,700	50,300
McGILL	4,000	11,800	15,500	9,500	18,450	19,000	27,200	20,000	125,450
QUEENS	4,000	6,900	10,500	29,900	29,100	16,900	15,500	19,800	132,600
U. of T.		3,200	2,000	3,000	600		1,000		9,800
DALHOUSIE			2,000						2,000
U. of SASK.			3,000		6,700	5,800	6,500	4,500	26,500
U.W.O.		4,100	4,000				7,000	10,500	25,600
WATERLOO U.				5,500	7,800	6,500	8,000	2,000	29,800
U.B.C.				5,500	7,500	19,000	13,800	9,000	54,800
LAVAL U.				4,500	11,650	12,800	11,000	13,000	52,950
McMASTER U.				5,500	3,500	2,000	2,000	8,500	21,500
ECOLE POLY.					7,500	3,000	8,000	12,500	31,000
U.N.B.					2,000	2,500		3,500	8,000
NOVA SCOTIA Tech. Coll.						3,000		3,000	6,000
CARLETON						1,500			1,500

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<u>TOTALS</u>	<u>10,000</u>	<u>35,000</u>	<u>50,000</u>	<u>70,000</u>	<u>100,800</u>	<u>100,000</u>	<u>100,000</u>	<u>112,000</u>	<u>577,800</u>
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TOTAL APPROPRIATIONS : \$577,000.00



APPENDIX II  
TABLE IV  
CANADA

DEPARTMENT OF ENERGY MINES AND RESOURCES

SURVEYING AND MAPPING RESEARCH

DISBURSEMENTS TO UNIVERSITIES

( 1966 - 1970 )

<u>UNIVERSITY</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTALS</u>
LAVAL	3,770		5,600	4,000	7,400	20,770
NEW BRUNSWICK	2,700	3,000	8,800	6,700	11,100	32,300
SASKATCHEWAN		6,000	2,000		2,000	10,000
U. of TORONTO		3,000	3,600	8,600	4,500	19,700
QUEENS					2,968	2,968
ALBERTA				3,700		3,700
CARLETON				2,000		
<u>TOTALS</u>	<u>6,470</u>	<u>12,000</u>	<u>20,000</u>	<u>25,000</u>	<u>27,968</u>	<u>91,438</u>

TOTAL APPROPRIATIONS      95,000

TABLE V

DATA STORAGE AND RETRIEVAL

<u>UNIVERSITY</u>	<u>1969</u>	<u>1970</u>	<u>TOTAL</u>
U. of MANITOBA	11,000	8,500	19,500
McMASTER U.		5,000	5,000
MONTREAL U.		9,500	9,500
QUEENS	12,500	9,000	21,500
U. of T.		4,600	4,600
U.W.O.	10,000	13,400	23,400
ALTA. U.	6,500		6,500
SASK. U.	3,000		3,000
<u>TOTALS</u>	<u>43,000</u>	<u>50,000</u>	<u>93,000</u>
<u>APPROPRIATIONS</u>	<u>50,000</u>	<u>50,000</u>	<u>\$ 100,000</u>

APPENDIX IITABLE VICANADADEPARTMENT OF ENERGY MINES AND RESOURCES  
ASTRONOMY AND GEOPHYSICS RESEARCH

( 1966 - 1970 )

	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTALS</u>
U.B.C.	4,640	2,050	6,000	4,5000	5,000	22,190
U.of T.	2,500	2,900			2,000	7,400
U.W.O.	1,353	1,250	11,000	3,875	3,800	21,278
CALGARY		500				500
WATERLOO		1,800	2,000	2,000	1,000	6,800
YORK		1,500	1,000	1,000	1,000	4,500
LAURENTIAN					1,200	1,200
U.of ALTA.			12,000	2,000	2,000	16,000
LAVAL			5,000	3,150		8,150
U.of SASK.				2,500		2,500
U. VIC.				2,500		2,500
DALHOUSIE			10,500	3,500		14,000
McGILL			13,500			13,500
MEMORIAL			12,000			12,000
LAKEHEAD			6,000			6,000
NOVA SCOTIA					4,000	4,000
Technical College						
<u>TOTALS</u>	<u>8,493</u>	<u>10,000</u>	<u>79,000</u>	<u>25,025</u>	<u>20,000</u>	<u>142,518</u>

TOTAL APPROPRIATIONS : \$88,000.00

APPENDIX IITABLE VIICANADADEPARTMENT OF ENERGY MINES AND RESOURCESWATER RESEARCH

( 1967 -1970 )

I DISBURSEMENTS BY INSTITUTIONS (UNIVERSITY):

	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTALS</u>
MANITOBA	80,000	35,395	113,485	77,500	306,380
U.B.C.	5,500	24,290		49,100	78,890
GUELPH	13,800	4,000			17,800
MONTREAL	5,500			10,000	15,500
U.N.B.	12,900	13,925	2,000	14,500	43,325
U.of T.	20,117			21,400	41,517
WATERLOO	49,300	39,750	12,000	23,400	124,450
U.W.O.	5,000	2,700			7,700
U.of ALTA.		24,680	61,000	14,800	100,480
DALHOUSIE		4,000	2,750		6,750
LAVAL		27,628		92,500	120,128
McMASTER		20,500		77,350	97,850
McGILL		3,400			3,400
MONCTON		5,000			5,000
OTTAWA		4,500	5,300	36,450	46,250
QUEENS		8,000			8,000
SASK.		7,500	10,400	65,000	82,900
WINDSOR		8,000			8,000
CALGARY			5,500	7,500	13,000
ACADIA			3,900		3,900
ST.MARY'S			7,500		7,500
S.F.U.			2,850		2,850
TRENT			10,000		10,000
U.VICTORIA			5,000		5,000
CARLETON			1,500		1,500
<u>TOTALS</u>	<u>192,117</u>	<u>233,268</u>	<u>243,185</u>	<u>489,500</u>	<u>1,158,070</u>

TOTAL APPROPRIATIONS: \$1,091,251

APPENDIX III

DEPARTMENT OF EXTERNAL AFFAIRS

EDUCATIONAL EXPENDITURES

( 1867 - 1970 )

APPENDIX IIITABLE ICANADADEPARTMENT OF EXTERNAL AFFAIRSUNESCO CONTRIBUTIONS( 1947 - 1970 )

<u>YEAR</u>	<u>EXPENDITURES</u>	<u>YEAR</u>	<u>EXPENDITURES</u>
1947	255,672.00	1958	425,377.00
1948	57,526.20	1959	339,000.00
1949	320,772.00	1960	525,000.00
1950	312,778.00	1961	425,377.00
1951	307,644.70	1962	488,780.00
1952	325,559.98	1963	568,808.00
1953	310,299.76	1964	611,673.00
1954	295,209.00	1965	751,436.00
1955*	259,000.00	1966	752,530.00
1956	586,000.00	1967-68	961,878.00
1957	308,000.00	1969	1,068,112.00
		1970	1,089,988.00
<u>TOTAL</u>			<u>9,188,441.64</u>

\* from 1955 educational expenditures exceeded appropriations.

TABLE IICANADADEPARTMENT OF EXTERNAL AFFAIRSSCHOLARSHIPS AND FELLOWSHIPS( 1953 - 1970 )

<u>YEAR</u>	<u>EXPENDITURES</u>	<u>YEAR</u>	<u>EXPENDITURES</u>
1953	42,921.44	1962	72,761.00
1954	120,958.06	1963	836,879.86
1955	144,230.22	1964	909,216.64
1956	118,210.84	1965	991,026.00
1957	112,144.11	1966	629,415.00
1958	112,529.20	1967	1,106,572.00
1959	37,531.46	1968	1,186,430.00
1960	10,356.24	1969	1,107,750.00
1961	369,064.00	1970	1,289,652.00
<u>TOTAL</u>			<u>9,167,648.07</u>

APPENDIX IIITABLE IIICANADADEPARTMENT OF EXTERNAL AFFAIRSMISCELLANEOUS GRANTS( 1958. - 1970. )

<u>YEAR</u>	<u>PURPOSE</u>	<u>EXPENDITURES</u>
1958	TECHNICAL ASSISTANCE - WEST INDIES AND GHANA	4,033.77
1959	TECHNICAL ASSISTANCE - WEST INDIES AND GHANA	34,782.01
1960	TECHNICAL ASSISTANCE - COMMONWEALTH COUNTRIES	34,782.01
1960	EDUCATION COMMONWEALTH CONFERENCE	14,192.00
1962	COMMONWEALTH EDUCATIONAL CONFERENCE	33,691.00
1963	COMMONWEALTH EDUCATIONAL CONFERENCE	3,068.00
1964	WEST INDIES AID - UNIVERSITY RESIDENCES AND SCHOOLS	1,824,032.00
	COMMONWEALTH SPECIAL AFRICA AID -	174,675.00
	COMMONWEALTH EDUCATION LIAISON UNIT	14,171.00
1965	COMMONWEALTH EDUCATIONAL CONFERENCE	125,536.00
	FRENCH CULTURAL EXCHANGE	229,249.00
	COMMONWEALTH EDUCATION LIAISON	14,535.00
1966	COMMONWEALTH EDUCATION LIAISON	25,625.00
1967	COMMONWEALTH EDUCATION LIAISON	20,661.00
1968	(NI)	
1969	ASSOCIATION FOR FRENCH LANGUAGE UNIVERSITIES	50,000.00
1970	U.N.. TRAINING AND RESEARCH INSTITUTE	60,000.00
	A.U.C.C. (ASSOCIATION OF UNIVERSITIES AND COLLEGES OF CANADA)	63,076.00
	CANADIAN UNIVERSITIES	1,199,304.00
<u>TOTAL</u>		<u>4,925,412.79</u>

APPENDIX IV

DEPARTMENT OF FISHERIES AND FORESTRY

DETAILED EXPENDITURES

( 1867 -- 1970 )

APPENDIX IVTABLE ICANADADEPARTMENT OF FISHERIESRESEARCH GRANTS TO UNIVERSITIESI DISBURSEMENTS TO INSTITUTIONS

	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
ST.FRANCIS XAVIER	51,700.00	51,700.00	51,700.00	51,700.00	51,700.00
ST.ANNE'S	27,096.00	27,096.00	27,100.00	27,099.00	27,100.00
U.B.C.	11,007.00	11,200.00	11,200.00	11,200.00	10,612.00
MEMORIAL		18,954.00	25,000.00	29,904.00	30,000.00
U. of T.			10,000.00		10,000.00
MONCTON					

	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>
ST.FRANCIS XAVIER	65,000.00	65,000.00	65,000.00	65,000.00	42,700.00
ST.ANNE'S	34,000.00				
U.B.C.	13,026.00	9,497.00	9,703.00	14,000.00	14,000.00
MEMORIAL	28,276.00	37,000.00	37,000.00	37,000.00	25,800.00
U. of T.	10,000.00	75,000.00	20,000.00		
MONCTON		34,503.00	34,998.00		

	<u>TOTAL</u>
ST.FRANCIS XAVIER	561,200.00
ST.ANNE'S	169,491.00
U.B.C.	115,445.00
MEMORIAL	268,934.00
U. of T.	150,000.00
MONCTON	69,501.00
<u>TOTAL</u>	<u>1,334,571.00</u>

II RESEARCH IN SOCIAL SCIENCES

U. of T.	<u>1965-69</u>	30,000.00
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APPENDIX IVTABLE IICANADADEPARTMENT OF FISHERIESEDUCATIONAL WORK (TRAINING.)EXPENDITURES

( 1907 - 1969 )

<u>YEAR</u>	<u>EXPENDITURE</u>	<u>YEAR</u>	<u>EXPENDITURE</u>
1907	1,286.95	1939	11,046.39
1908	8,572.55	1940	46,084.10
1909	2,324.78	1941	44,939.12
1910	nil	1942	24,692.44
1911	nil	1943	37,911.66
1912 <sup>1.</sup>	522.29	1944	48,116.90
1913	8,641.75	1945	54,033.60
1914	8,956.75	1946	53,530.34
1915	6,102.22	1947	54,880.23
1916	4,618.64	1948	65,539.16
1917	3,877.84	1949	76,822.11
1918	2,873.45	1950	75,173.22
1919	2,090.44	1951	76,163.96
1920	1,614.85	1952	76,251.43
1921	1,500.88	1953	76,391.64
1922	1,819.84	1954	76,518.60
1923	1,235.73	1955	78,697.38
1924	958.19	1956	75,948.72
1925	404.03	1957	79,996.58
1926	423.24	1958	89,970.06
1927	539.32	1959	86,966.40
1928	561.67	1960	88,830.40
1929	743.42	1961	89,806.00
1930	2,573.19	1962	106,482.00
1931	15,720.54 <sup>2.</sup>	1963	114,722.00
1932	12,026.12	1964	114,721.63
1933	12,209.22	1965	119,412.00
1934	11,094.17	1966	136,088.00
1935	16,827.12	1967	177,123.00
1936	11,914.33	1968	180,195.00
1937	13,397.14	1969	183,487.00
1938	14,502.40	<u>TOTAL</u>	<u>2,790,475.13</u>

1. The Fisheries Intelligence Branch was formed in this year and the educational program was expanded briefly.
2. A program for the technical education of fisherman was begun in this year.

APPENDIX IVTABLE IIICANADADEPARTMENT OF FISHERIESEDUCATIONAL EXTENSION SERVICE

( 1946 - 1969 )

I. EXPENDITURES.

1946	18,271.06	1958	280,806.40
1947	24,572.37	1959	176,408.45
1948	30,414.06	1960	163,605.31
1949	129,802.95	1961	188,659.00
1950	78,266.16	1962	216,413.00
1951	157,159.90	1963	297,418.46
1952	95,529.62	1964	261,270.84
1953	110,159.18	1965	333,655.00
1954	121,815.78	1966	424,645.00
1955	156,395.95	1967	524,776.00
1956	162,047.39	1968	656,025.00
1957	155,834.83	1969	1,127,862.00
<u>TOTAL</u>			<u>5,891,813.71</u>

II. DISBURSEMENTS BY INSTITUTION

	<u>1950</u>	<u>1951</u>	<u>1952</u>	<u>1953</u> *	<u>1954-55-56-57</u> **
ST. FRANCIS XAVIER	44,704.78	43,305.48	45,858.00		
ST. ANNE'S	24,000.00	24,000.00	24,000.00		
U.B.C.	6,468.44	6,858.48	6,396.00		
NOVA SCOTIA					
FISH EXHIBIT	<u>3,000.00</u>				
<u>TOTALS</u>	<u>75,173.22</u>	<u>76,136.96</u>	<u>76,251.00</u>		

\* Program ended or not recorded

\*\* Further information on this aspect of the Department's activities has not been made available despite repeated written requests.

APPENDIX V

DEPARTMENT OF JUSTICE

ACADEMIC EDUCATIONAL EXPENDITURES

( 1876 -- 1932 )

APPENDIX. V.TABLE ICANADA.DEPARTMENT OF JUSTICEPENITENTIARIESACADEMIC EDUCATIONAL EXPENDITURES (SCHOOLS AND LIBRARIES.)

( 1868 - 1932. ) \*

1868	830.18	1904	503.01
1869	not available	1905	328.20
1870	600.61	1906	968.58
1871-78	not available	1907	614.40
1879	1,452.67	1908	648.14
1880	not available	1909	650.43
1881	765.73	1911	388.57
1882	670.37	1910	968.31
1883	not available	1912	516.65
1884	807.71	1913	704.10
1885	946.72	1914	678.41
1886	1,068.08	1915	519.15
1887	486.43	1916	1,112.14
1888	1,300.93	1917	not available
1889	1,664.66	1918	1,784.20
1890	1,980.42	1919	2,187.18
1891	1,745.51	1920	4,051.32
1892	722.25	1921	2,792.18
1893	614.39	1922	5,517.40
1894	832.48	1923	10,266.49
1895	628.67	1924	3,412.32
1896	not available	1925	3,870.49
1897	432.93	1926	3,986.78
1898	209.14	1927	4,046.92
1899	398.55	1928	3,373.33
1900	308.55	1929	4,191.12
1901	678.02	1930	not available
1902	404.22	1931	9,924.42
1903	193.64	1932	8,691.24
<u>TOTAL</u>			<u>96,438.34</u>

\* Sums beyond 1932 not itemized.

APPENDIX VI.

DEPARTMENT OF LABOR.

EDUCATIONAL EXPENDITURES.

( 1919 - 1970. )

APPENDIX VITABLE ICANADADEPARTMENT OF LABORTECHNICAL EDUCATION ACT 1919 - -APPROPRIATIONS AND EXPENDITURES( 1920 - 1945 )

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1920	700,000.00	273,787.99
1921	800,000.00	665,167.11
1922	900,000.00	720,236.05
1923	1,000,000.00	648,227.03
1924	1,100,000.00	888,391.62
1925	1,100,000.00	830,476.77
1926	1,100,000.00	944,336.09
1927	1,100,000.00	1,047,535.80
1928	1,100,000.00	1,152,165.26
1930	2,035,399.52	413,286.89
1931	1,622,112.03	391,397.05
1932	1,230,715.58	282,973.57
1933	947,742.01	201,736.25
1934	746,005.76	129,071.40
1935	616,934.36	90,719.99
1936	526,214.37	98,784.04
1937	427,430.33	68,104.22
1938	351,208.69	48,869.46
1939-45	<u>1,543,565.12</u>	<u>242,677.89</u>
<u>TOTALS</u>	<u>20,047,327.77</u>	<u>10,103,889.30</u>

APPENDIX VI  
TABLE II  
DEPARTMENT OF LABOR  
TECHNICAL EDUCATION ACT 1919  
PROVINCIAL DISBURSEMENTS

YEAR	P.E.I.	N.S.	N.B.	QUE.	ONT.	MAN.	SASK.	ALTA.	B.C.
1920	nil	14,679.61	4,561.77	94,716.96	111,751.06	4,487.42	809.18	23,374.21	19,407.78
1921	4,443.25	22,771.11	16,577.59	137,730.49	372,160.34	10,154.45	7,027.18	65,508.80	29,093.90
1922	7,141.73	32,758.01	22,160.78	114,651.04	378,174.84	21,173.93	13,665.50	82,606.18	47,904.04
1923	5,858.46	33,166.00	17,476.06	128,182.27	314,206.97	25,121.14	18,263.84	71,019.91	34,932.38
1924	6,550.56	35,501.95	20,382.00	328,682.25	347,636.30	20,092.49	18,397.18	57,613.53	53,535.26
1925	1,950.76	34,623.67	43,040.51	263,399.70	347,636.30	19,500.37	17,249.37	62,215.61	40,860.48
1926	7,254.66	30,999.36	93,874.50	299,143.78	347,636.30	19,488.77	20,083.89	72,731.78	53,123.05
1927	7,757.33	31,494.87	76,208.59	403,944.35	347,636.30	20,056.34	18,021.83	85,789.16	56,627.03
1928	11,981.85	29,224.77	70,107.03	329,072.14	347,636.30	27,529.51	17,048.13	74,000.01	59,355.49
1929	20,369.79	47,083.50	48,637.81	372,890.80	347,636.30	28,527.44	25,159.90	92,222.30	169,637.42
1930	22,117.30	21,525.08	51,951.21	125,302.35		41,541.51	60,505.89	21,779.82	68,563.73
1931	30,790.34	73,669.61	50,025.71			38,621.44	198,289.95		
1932	31,898.89	48,699.87	4,791.68			27,488.24	170,094.89		
1933	29,370.71	50,628.81				46,169.12	75,567.61		
1934	12,344.83	47,691.52				23,064.50	45,970.55		
1935		39,615.64				9,430.97	41,673.38		
1936		48,765.99				2,654.96	47,363.02		
1937		32,471.37				14,099.12	21,533.73		
TOTALS	199,530.26	675,370.74	519,795.24	2,597,716.13	3,262,109.81	242,677.89	34,055.90		
APPRO- PRIATIONS	850,218.26	3,153,602.22	1,086,135.66	4,044,126.64	3,060,536.28	656,693.17	850,680.92	708,861.31	633,040.56
						6,764,395.08	4,421,063.97	839,854.10	1,296,857.48

\* 1938  
\*\* 1939-45

TABLE III  
DEPARTMENT OF LABOR  
TECHNICAL EDUCATION ACT 1919  
ENROLMENTS  
( 1923 - 1938 )

<u>YEAR</u>	<u>STUDENTS</u>	<u>TEACHERS</u>	<u>TEACHERS IN TRAINING</u>
1923	70,300	2,674	290
1924	79,829	2,943	269
1925	88,024	3,158	245
1926	88,961	3,478	242
1927	96,682	3,666	213
1928	109,008	4,030	395
1929	121,252	4,389	491
1930	57,321	1,883	187
1931	22,646	822	55
1932	20,759	798	90
1933	14,808	630	26
1934	14,156	510	10
1935	12,989	504	25
1936	21,176	592	75
1937	13,481	374	12
1938	15,583	359	13

\* These figures represent cumulative totals for each year.



<u>PROGRAM</u>	<u>P.E.I.</u>	<u>PROVINCIAL DISBURSEMENTS</u>	
		<u>N.S.</u>	<u>N.B.</u>
<u>I</u> WAR WORK TRAINING		581,539.85	460,413.87
<u>II</u> AIR TRAINING (TRADES AND TECHNICIANS)		31,428.00	179,145.72
<u>III</u> VOCATIONAL TRAINING (DISCHARGED ARMED FORCES PERSONNEL)	36,866.24	186,545.30	296,584.60
<u>IV</u> MANAGEMENT TRAINING (TO UNIVERSITIES ONLY)			
<u>V</u> SUPERVISORY TRAINING			
<u>VI</u> UNIVERSITY GRANTS AND STUDENT AID (UNIVERSITIES ONLY)			
<u>VII</u> DAY CARE CENTERS			
<u>VIII</u> ASSISTANCE TO VOCATIONAL SCHOOLS	95,300.06	60,349.08	152,634.34
<u>IX</u> TRAINING FORMER WAR WORKERS		843.38	
<u>X</u> REPLACEMENT OF VOCATIONAL TRAINING EQUIPMENT			
<u>TOTAL</u>	132,166.30	860,705.61	1,088,778.53

APPENDIX VITABLE IVDEPARTMENT OF LABORWAR EMERGENCY TRAINING PROGRAM

( 1940 - 1946 )

(A)

<u>QUE.</u>	<u>ONT.</u>	<u>MAN.</u>	<u>SASK.</u>	<u>ALTA.</u>
3,340,814.69	4,113,361.77	514,301.27	493,373.82	662,376.66
694,887.35	1,258,271.65	343,734.93	464,576.86	420,769.26
296,622.64	2,163,411.65	391,913.81	386,828.20	513,904.00
77,726.87	602,380.42			
77,726.87	602,380.42			
1,012,218.24	1,178,000.00	10,000.00	95,973.71	254,352.96
			3,730.73	1,764.45
4,902.92			23.44	14,806.57
7,401,172.71	9,315,425.49	1,259,950.01	1,444,506.76	1,867,967.90

B.C.

796,381.70

454,399.22

349,476.47

188,210.01

422.42

1,788,889.82

TOTALS

11,012,563.63

3,847,206.99

3,596,152.91

680,107.29

3,047,038.40

6,338.56

20,155.3522,209,563.13

(B)

DISBURSEMENTS TO UNIVERSITIES

<u>UNIVERSITY</u>		<u>PROGRAM</u>	
	<u>IV</u>	<u>VI</u>	<u>TOTAL</u>
DALHOUSIE	7,092.43	38,671.33	45,763.76
LAVAL and MONTREAL	30,600.00		30,600.00
McGILL	7,198.52	43,252.50	50,451.02
U. of T.	7,670.86	148,821.49	156,492.35
QUEENS	6,772.07	152,393.33	159,165.40
McMASTER	1,774.32	5,497.00	7,271.32
U.W.O.		42,905.48	42,905.48
MANITOBA	3,770.02	31,800.00	35,570.02
SASKATCHEWAN		8,500.00	8,500.00
ALBERTA		43,000.00	43,000.00
U.B.C.	<u>5,231.32</u>		<u>5,231.32</u>
<u>TOTAL</u>	<u>70,109.54</u>	<u>514,841.13</u>	<u>584,950.67</u>

APPENDIX VI  
TABLE V  
DEPARTMENT OF LABOR  
VOCATIONAL TRAINING COORDINATION ACT 1942  
APPROPRIATIONS AND EXPENDITURES  
( 1943 - 1961 )

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1943	500,000.00	247,329.85
1944	500,000.00	235,677.33
1945	500,000.00	293,944.88
1946	750,000.00	300,627.19
1947	1,000,000.00	464,982.19
1948	825,000.00	503,625.17
1949	3,377,500.00	2,761,353.42
1950	3,762,000.00	2,911,006.75
1951	3,333,000.00	3,206,144.60
1952	3,652,000.00	3,598,046.73
1953	4,347,000.00	3,836,214.77
1954	4,205,800.00	3,828,421.00
1955	4,030,500.00	3,749,686.00
1956	4,320,000.00	3,970,700.00
1957	4,515,150.00	4,027,017.00
1958	5,450,450.00	4,228,143.00
1959	8,210,756.00	7,669,182.00
1960	9,525,700.00	8,152,692.00
1961	9,647,600.00	8,452,710.00
<u>TOTAL</u>	<u>70,953,556.00</u>	<u>61,705,551.65</u>

SOURCE: PUBLIC ACCOUNTS of CANADA (1943-1961).

APPENDIX VITABLE VIDEPARTMENT OF LABORTECHNICAL EDUCATION ACT 1961APPROPRIATIONS AND EXPENDITURES

( 1962 - 1969 )

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1962	75,000,000.00	35,729,624.00
1963	217,000,000.00	207,915,439.00
1964	156,649,000.00	136,431,967.00
1965	134,839,000.00	97,233,888.00
1966	159,018,000.00	152,761,543.00
1967		221,386,695.00
1968		85,636,863.17
1969		<u>3,000,000.00</u>
<u>TOTALS</u>	<u>742,506,000.00</u>	<u>940,096,019.17</u>

SOURCE: PUBLIC ACCOUNTS of CANADA (1962-1969)TABLE VIIDEPARTMENT OF LABORTECHNICAL AND VOCATIONAL TRAINING ACTS

( 1942 - 1969 )

PROVINCIAL DISBURSEMENTS OF MONIES

<u>PROVINCE</u>	<u>EXPENDITURES</u>
NEWFOUNDLAND	27,867,401.54
PRINCE EDWARD ISLAND	4,373,099.10
NOVA SCOTIA	19,041,597.14
NEW BRUNSWICK	16,567,548.67
QUEBEC	147,097,656.22
ONTARIO	308,775,153.19
MANITOBA	15,629,528.69
SASKATCHEWAN	21,703,858.91
ALBERTA	77,135,941.92
BRITISH COLUMBIA	52,086,219.30
NORTH WEST TERRITORIES	1,193,903.68
YUKON	1,325,600.00
<u>TOTAL</u>	<u>629,797,508.36</u>

SOURCE: PUBLIC ACCOUNTS of CANADA (1943-1969)

APPENDIX VI  
TABLE VIII  
DEPARTMENT OF LABOR  
VOCATIONAL TRAINING COORDINATION ACT  
YOUTH TRAINING  
( 1938 - 1961 )

I APPROPRIATIONS AND EXPENDITURES: 1938 - 1960

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURES</u>
1938	1,000,000.00	444,568.60
1939	1,870,000.00	786,633.81
1940	350,000.00	712,451.13
1941	1,500,000.00	998,232.24
1942	1,500,000.00	405,632.81
1943	500,000.00	274,787.97
1944	500,000.00	235,677.33
1945	400,000.00	293,944.88
1946	500,000.00	257,573.71
1947	600,000.00	344,909.79
1948	525,000.00	384,925.25
1949	425,000.00	334,275.62
1950	410,000.00	357,439.53
1951	410,000.00	368,071.15
1952	410,000.00	386,179.77
1953	524,500.00	505,429.56
1954	546,940.00	515,467.75
1955	381,451.19	356,468.27
1956	316,000.00	347,229.37
1957	398,000.00	352,424.10
1958	375,100.00	312,447.59
1959	366,150.00	363,583.04
1960*		117,590.24*
1961*		100,877.03
<u>TOTAL</u>	<u>13,808,141.19</u>	<u>10,468,621.54</u>

\* Less Student Aid

\* NO APPROPRIATIONS BEYOND 1959

II PROVINCIAL DISBURSEMENTS: 1938 - 1960

NEWFOUNDLAND	155,363.47	MANITOBA	3,371,731.21
PRINCE EDWARD ISLAND	332,159.57	SASKATCHEWAN	4,519,252.35
NOVA SCOTIA	3,861,966.41	ALBERTA	5,162,347.12
NEW BRUNSWICK	3,585,319.66	BRITISH COLUMBIA	4,487,079.42
YUKON	nil	NORTH WEST TERRITORIES	387.00
<u>TOTAL</u>			<u>57,139,125.07</u>

III ENROLMENTS: 1938 - 1963

1938	55,457	1952	6,840
1939	62,455	1953	8,360
1940	46,780	1954	8,453
1941	44,886	1955	4,232
1942	19,783	1956	5,002
1943	14,152	1957	6,139
1944	38,510	1958	6,689
1945	9,398	1959	7,625
1946	7,532	1960*	4,033
1947	8,360	1961*	2,549
1948	6,482	1962*	4,116
1949	7,457	1963*	4,667
1950	(NI)	1964*	16,721
1951	5,831	1965	24,709

\* STUDENT AID ONLY

IV STUDENT AID: (PROVINCIAL DISBURSEMENTS) 1956 - 1964

NEWFOUNDLAND	78,180.00
NOVA SCOTIA	62,097.43
PRINCE EDWARD ISLAND	49,400.00
NEW BRUNSWICK	118,875.00
QUEBEC	295,564.72
ONTARIO	800,000.00
MANITOBA	69,358.75
SASKATCHEWAN	209,657.50
ALBERTA	90,000.00
BRITISH COLUMBIA	206,607.50
NORTH WEST TERRITORIES	2,156.03
YUKON	700.00
<u>TOTAL</u>	<u>1,982,596.93</u>



APPENDIX VI  
TABLE IX  
DEPARTMENT OF LABOR  
VOCATIONAL TRAINING COORDINATION ACT  
APPRENTICESHIP TRAINING  
( 1945 - 1967 )

I TOTAL APPROPRIATIONS AND EXPENDITURES: 1945 - 1967

<u>YEAR</u>	<u>APPROPRIATIONS</u>	<u>EXPENDITURES</u>
1945	10,000.00	6,474.75
1946	140,500.00	43,053.31
1947	210,000.00	119,745.43
1948	278,500.00	112,650.61
1949	410,000.00	254,758.12
1950	410,000.00	399,124.71
1951	410,000.00	427,387.12
1952	500,000.00	493,954.18
1953	1,000,000.00	774,421.02
1954	793,500.00	753,157.89
1955	894,500.00	838,858.17
1956	972,600.00	891,198.40
1957	1,157,300.00	1,033,979.39
1958	1,554,500.00	1,331,747.59
1959	1,641,900.00	1,674,591.44
1960	1,863,400.00	1,790,496.80
1961	1,990,000.00	1,638,046.79
1962	1,990,000.00	2,160,853.59
1963	2,349,750.00	2,172,145.81
1964	2,368,000.00	2,264,069.31
1965	2,368,000.00	667,862.42
1966	2,368,000.00	847,788.08
1967	2,368,000.00	1,050,665.52
<u>TOTALS</u>	<u>28,043,400.00</u>	<u>21,747,030.45</u>

II PROVINCIAL DISBURSEMENTS: 1945 - 1967

NEWFOUNDLAND	555,840.00	MANITOBA	1,326,453.82
NOVA SCOTIA	1,176,934.14	SASKATCHEWAN	1,655,862.92
PRINCE EDWARD ISLAND	nil	ALBERTA	5,492,390.33
NEW BRUNSWICK	1,143,394.48	BRITISH COLUMBIA	3,399,757.10
QUEBEC	nil	NORTH WEST TERRITORIES	7,852.00
ONTARIO	6,387,041.68	YUKON	nil
<u>TOTAL</u>			<u>21,145,526.47</u>

III ENROLMENTS: 1946 - 1967

1946	3,154	1957	12,622
1947	3,441	1958	15,617
1948	3,625	1959	17,412
1949	4,788	1960	19,588
1950	22-	1961	18,922
1951	5,801	1962	18,483
1952	7,300	1963	18,087
1953	8,518	1964	19,138
1954	11,746	1965	26,682
1956	11,606	1967	37,995

APPENDIX VITABLE XCANADADEPARTMENT OF LABORVOCATIONAL TRAINING COORDINATION ACTARMED FORCES TRADES TRAINING AND TRAINING FOR DEFENCE INDUSTRIES

( 1946 - 1961 )

I APPROPRIATIONS AND EXPENDITURES: (INCLUDING SUPERVISORY TRAINING AND VETERANS REHABILITATION)

<u>YEAR</u>	<u>APPROPRIATIONS</u>	<u>EXPENDITURES</u>
1946	7,275,000.00	4,980,448.68
1947	14,660,000.00	8,416,255.34
1948	15,550,000.00	15,506,960.02
1949	5,702,000.00	3,471,731.24
1950	500,000.00	69,186.63
1951	68,000.00	63,870.83
1952	94,000.00	93,809.95
1953	160,000.00	84,331.73
1954	293,167.50	157,550.91
1955	188,495.00	150,625.86
1956*	177,000.00	75,992.50
1957	60,814.78	39,333.79
1958	49,300.00	35,238.39
1959	50,000.00	33,281.70
1960	30,250.00	30,024.65
1961	18,500.00	18,500.00
<u>TOTALS</u>	<u>44,816,517.28</u>	<u>33,227,142.22</u>

\* AFTER 1956 ARMED FORCES TRAINING ONLY

II PROVINCIAL DISBURSEMENTS: 1950 - 1961 (only)\*

NEWFOUNDLAND	1,187.93	ONTARIO	169,835.43
PRINCE EDWARD ISLAND	-----	MANITOBA	113,633.55
NOVA SCOTIA	98,697.50	SASKATCHEWAN	34,572.13
NEW BRUNSWICK	94,662.76	ALBERTA	310,898.05
QUEBEC	133,047.23	BRITISH COLUMBIA	<u>29,536.61</u>
<u>TOTAL</u>			<u>986,071.19</u>

\*No record of Provincial disbursements prior to 1950

III ENROLMENTS: 1945 - 1961

1945	72,735
1946	94,670
1947	124,903
1948	28,403
1949	1,089
1950	(NI)
1951	8,938
1952	12,394
1953	12,891
1954	1,396
1955	908
1956	460
1957	205
1958	185
1959	175
1960	130
1961	30

APPENDIX VITABLE XIDEPARTMENT OF LABORVOCATIONAL TRAINING COORDINATION ACT

( 1945 - 1961 )

I ASSISTANCE TO VOCATIONAL SCHOOLSANNUAL ALLOTTMENT AND CAPITAL ASSISTANCE

<u>PROVINCE</u>	<u>ALLOTTMENT</u>	<u>CAPITAL</u>	<u>TOTAL</u>
NEWFOUNDLAND	804,232.26	292,250.00	1,596,482.63
PRINCE EDWARD ISLAND	416,413.86	238,506.73	674,920.59
NOVA SCOTIA	1,581,301.99	468,338.59	2,049,640.58
NEW BRUNSWICK	1,617,299.34	1,111,989.76	2,729,289.10
QUEBEC (1945-1957 only)	7,460,262.44	3,139,400.00	10,599,662.44
ONTARIO	10,193,286.00	6,825,993.43	17,019,279.43
MANITOBA	1,691,647.71	548,128.45	2,219,776.16
SASKATCHEWAN	2,272,526.80	2,059,002.65	4,331,529.45
ALBERTA	2,499,683.87	2,409,792.89	4,909,476.76
BRITISH COLUMBIA	2,416,251.54	1,808,868.09	4,225,119.63
YUKON	27,999.72	2,586.92	30,586.64
NORTH WEST TERRITORIES	67,586.12	35,600.00	103,186.12
<u>TOTALS</u>	<u>31,068,492.52</u>	<u>18,940,457.96</u>	<u>50,008,950.48</u>

APPENDIX VI  
TABLE XII  
DEPARTMENT OF LABOR  
VOCATIONAL TRAINING COORDINATION ACT  
TRAINING FOR EMPLOYMENT AND UNEMPLOYED  
( 1947 - 1967 )

I APPROPRIATIONS AND EXPENDITURES

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1947	425,000.00	6,338.56
1948	8,790,000.00	6,444,189.67
1949	550,000.00	309,956.85
1950	350,000.00	228,656.10
1951	350,000.00	259,274.38
1956	452,800.00	405,766.00
1957	457,000.00	380,010.00
1958	500,000.00	402,502.00
1959	540,500.00	516,401.00
1960	595,000.00	549,572.00
1961	1,729,000.00	995,942.00
1962	4,000,000.00	3,941,585.00
1963	7,820,000.00	7,751,223.00
1964	10,400,000.00	10,492,333.00
1965	13,600,000.00	13,600,000.00
1966	24,035,000.00	23,979,355.00
1967		52,343,692.28
<u>TOTALS</u>	<u>74,593,500.00</u>	<u>122,506,796.84</u>

II PROVINCIAL DISBURSEMENTS

NEWFOUNDLAND (1961-1967 only)	3,194,703.43
PRINCE EDWARD ISLAND (1960-1967 only)	488,001.05
NOVA SCOTIA	8,183,861.54
NEW BRUNSWICK	2,111,720.17
QUEBEC	13,503,232.96
ONTARIO	60,529,916.46
MANITOBA	8,026,739.38
SASKATCHEWAN	4,988,321.18
ALBERTA	5,535,874.89
BRITISH COLUMBIA	5,597,355.68
YUKON (1964-1967 only)	301,421.81
NORTH WEST TERRITORIES	37,420.07
<u>TOTAL</u>	<u>112,498,568.62</u>

III      ENROLMENTS      (TRAINING OF UNEMPLOYED ONLY)

1949	1,076	1959	3,568
1950	---	1960	4,638
1951	1,505	1961	10,774
1952	1,943	1962	26,887
1953	1,805	1963	38,439
1954	2,349	1964	49,047
1955	2,880	1965	59,221
1956	3,100	1966	80,991
1957	2,355	1967	150,044
1958	2,646	1968	58,049

APPENDIX VITABLE XIIICANADADEPARTMENT OF LABORVOCATIONAL TRAINING COORDINATION ACTFOREMANSHIP AND SUPERVISORY TRAINING

( 1948 - 1960 )

I APPROPRIATIONS AND EXPENDITURES

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1948	30,000.00	11,663.00
1949	22,500.00	9,795.28
1950	22,000.00	5,728.80
1951	8,000.00	7,780.23
1952	8,000.00	7,601.14
1953	12,000.00	7,895.74
1954	16,000.00	9,012.00
1955	18,000.00	4,147.00
1956	18,000.00	3,605.00
1957	18,000.00	3,905.00
1958	15,500.00	9,317.00
1959	18,200.00	7,799.00
1960	12,500.00	8,562.00
1961	<u>17,500.00</u>	<u>13,766.00</u>
<u>TOTALS</u>	<u>236,200.00</u>	<u>110,577.19</u>

II PROVINCIAL DISBURSEMENTS ( 1948 - 1961 )

QUEBEC	54,024.46
ONTARIO	30,202.41
MANITOBA	348.00
SASKATCHEWAN	619.00
ALBERTA	5,657.00
BRITISH COLUMBIA	<u>19,099.77</u>
<u>TOTAL</u>	<u>109,950.64</u>

\* The discrepancy in totals between I and II is accounted for by administrative costs covered by the Federal Government.

APPENDIX VITABLE XIVCANADADEPARTMENT OF LABORVOCATIONAL TRAINING COORDINATION ACTCORRESPONDENCE COURSES( 1951 - 1966 )APPROPRIATIONS AND EXPENDITURES: (1951 - 1966)

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1951	25,000.00	2,586.45
1952	25,000.00	4,569.36
1953	15,000.00	4,600.91
1954	10,000.00	7,512.00
1955	7,500.00	nil
1956	20,100.00	14,400.00
1957	10,000.00	3,885.00
1958	20,000.00	2,142.00
1959	10,000.00	2,293.00
1960	8,000.00	769.00
1961	5,000.00	1,794.00
1962	10,000.00	8,500.00
1963	50,000.00	41,876.00
1964	97,000.00	1,368.00
1965	70,000.00	16,904.00
1966	77,400.00	36,500.00
<u>TOTALS</u>	<u>459,900.00</u>	<u>149,699.72</u>

ENROLMENT: 1963 - 1967

8,000



APPENDIX VITABLE XVCANADADEPARTMENT OF LABORVOCATIONAL TRAINING COORDINATION ACTTRAINING FOR DISABLED PERSONS( 1954 - 1970 )I APPROPRIATIONS AND EXPENDITURES

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1955	70,250.00	21,992.19
1956	118,500.00	72,879.34
1957	216,442.94	173,688.88
1958	275,700.00	248,557.12
1959	286,300.00	264,664.60
1960	300,800.00	282,584.16
1961	364,168.00	329,544.37
1962	370,000.00	363,716.39
1963	750,000.00	582,837.00
1964	930,000.00	562,916.72
1965	655,000.00	655,000.05
1966	800,000.00	799,895.01
1967		662,042.21
<u>TOTALS</u>	<u>5,137,160.94</u>	<u>5,020,328.13</u>

II PROVINCIAL DISBURSEMENTS: (1955 - 1966)

NEWFOUNDLAND	121,151.64
PRINCE EDWARD ISLAND	25,242.66
NOVA SCOTIA	600,800.89
NEW BRUNSWICK	359,270.49
QUEBEC (from 1963 only)	310,993.36
ONTARIO	2,037,413.81
MANITOBA	579,162.44
SASKATCHEWAN	374,020.81
ALBERTA	131,531.49
BRITISH COLUMBIA	226,619.39
NORTH WEST TERRITORIES	nil
YUKON	nil
<u>TOTAL</u>	<u>4,766,206.98</u>

III ENROLMENTS:

1955	122	1962	2,765
1956	395	1963	2,968
1957	1,024	1964	3,495
1958	1,183	1965	3,981
1959	1,251	1966	3,981
1960	1,344	1967	4,581
1961	1,462	<u>TOTAL</u>	<u>28,152</u>

TABLE XVIDEPARTMENT OF LABORVOCATIONAL TRAINING COORDINATION ACTTRAINING PERSONNEL FOR FEDERAL GOVERNMENT

( 1955 - 1966 )

I APPROPRIATIONS AND EXPENDITURES

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1955	1,700.00	1,109.00
1956	10,000.00	6,506.00
1957	19,600.00	7,787.00
1958	19,000.00	2,139.00
1959	6,000.00	nil
1960	2,000.00	nil
1961		666.00
1962	30,000.00	26,833.00
1963	85,000.00	69,246.00
1964	125,000.00	58,827.00
1965	120,000.00	61,922.00
1966	150,000.00	73,452.00
<u>TOTALS</u>	<u>568,300.00</u>	<u>308,487.00</u>

II PROVINCIAL DISBURSEMENTS

NEWFOUNDLAND	21,628.00	ALBERTA	122.00
ONTARIO	70,939.00	NORTH WEST TERRITORIES	2,771.00
QUEBEC	97,610.00	NOVA SCOTIA	110,784.00
MANITOBA	4,601.00	<u>TOTAL</u>	<u>308,455.00</u>

III ENROLMENTS

1962	802	1966	1,158
1963	397	1967	735
1964	1,243	1968	401
1965	1,446	<u>TOTAL</u>	<u>6,182</u>

APPENDIX VITABLE XVIICANADADEPARTMENT OF LABORVOCATIONAL TRAINING COORDINATION ACTTRAINING IN PRIMARY INDUSTRYANDHOMEMAKING( 1960 - 1962 )I PROVINCIAL DISBURSEMENTS

<u>1960</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
NEWFOUNDLAND	21,000.00	19,872.76
PRINCE EDWARD ISLAND	2,400.00	2,394.29
NOVA SCOTIA	26,700.00	24,204.42
NEW BRUNSWICK	29,300.00	28,882.25
MANITOBA	7,500.00	6,726.60
SASKATCHEWAN	19,000.00	16,834.96
ALBERTA	12,200.00	10,627.39
BRITISH COLUMBIA	6,000.00	5,835.90
NORTH WEST TERRITORIES	---	---
<u>TOTALS</u>	<u>124,100.00</u>	<u>115,378.57</u>

II ENROLMENTS

1960	4,461
1961	6,308
<u>TOTAL</u>	<u>10,769</u>

1961

<u>APPROPRIATION</u>	<u>EXPENDITURE</u>	<u>TOTAL</u> <u>APPROPRIATION</u>	<u>TOTAL</u> <u>EXPENDITURE</u>
24,400.00	16,173.24	45,000.00	36,046.00
2,275.00	nil	4,675.00	2,394.29
28,000.00	25,811.84	54,700.00	50,016.26
30,000.00	28,416.47	59,000.00	57,298.72
15,000.00	8,105.60	22,500.00	14,832.20
22,600.00	16,117.14	41,600.00	32,952.10
11,000.00	4,107.49	23,200.00	14,734.88
3,051.00	418.01	9,051.00	6,253.91
600.00	600.00	600.00	600.00
<u>136,926.00</u>	<u>99,749.79</u>	<u>261,026.00</u>	<u>215,128.36</u>

APPENDIX VITABLE XVIIIDEPARTMENT OF LABORTECHNICAL EDUCATION ACT 1961PROVINCIAL DISBURSEMENTS

( BY PROGRAM ) \*

	<u>I</u>	<u>II</u>	<u>III</u>
NEWFOUNDLAND	21,173,227.00	41,658.00	3,349,064.00
PRINCE EDWARD ISLAND	2,640,711.00	251,457.00	260,389.00
NOVA SCOTIA	8,141,006.00	875,697.00	1,834,151.00
NEW BRUNSWICK	6,398,797.00	767,886.00	3,106,707.00
QUEBEC	82,974,765.00	2,691,000.00	43,569,943.00
ONTARIO	234,869,562.00	4,872,434.00	111,617,484.00
MANITOBA	6,439,198.00	944,415.00	1,740,953.00
SASKATCHEWAN	9,332,626.00	987,580.00	3,246,611.00
ALBERTA	551,618,259.00	1,246,549.00	14,655,247.00
BRITISH COLUMBIA	31,897,681.00	1,382,601.00	6,722,311.00
NORTH WEST TERRITORIES	70,444.00	322.10	185,244.00
YUKON	857,683.00	77,228.53	199,441.00
<u>TOTALS</u>	<u>456,413,959.00</u>	<u>14,138,827.63</u>	<u>90,487,545.00</u>

\* PROGRAMSI CAPITAL ASSISTANCE TO HIGH SCHOOLSII VOCATIONAL HIGH SCHOOL TRAININGIII TECHNICIAN, TRADE, AND INDUSTRIAL TRAININGIV TECHNICAL AND VOCATIONAL TEACHER TRAINING AND UPGRADING

IV

81,025.00
6,795.00
38,378.00
194,673.00
467,617.00
276,336.00
57,405.00
24,487.00
622,398.00
85,098.00
15,711.00
889.00
<u>1,870,812.00</u>

TOTALS

24,644,974.00
3,159,352.00
10,859,232.00
10,468,063.00
129,703,325.00
251,635,816.00
8,681,971.00
13,591,304.00
68,142,453.00
40,087,691.00
271,721.10
<u>1,135,241.53</u>
<u>562,381,143.63</u>

APPENDIX VITABLE XIXDEPARTMENT OF LABORTECHNICAL EDUCATION ACT 1961

( 1961 - 1967 )

I CAPITAL ASSISTANCE TO HIGH SCHOOLS: APPROPRIATIONS AND EXPENDITURES

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1962	53,655,000.00	17,901,465.00
1963	185,000,000.00	179,626,976.00
1964	122,300,000.00	102,037,672.00
1965	94,430,000.00	52,758,300.00
1966	104,165,000.00	104,089,546.00
1967 (not itemized)		
<u>TOTALS</u>	<u>559,550,000.00</u>	<u>556,413,959.00</u>

II VOCATIONAL HIGH SCHOOL TRAINING: APPROPRIATIONS AND EXPENDITURES

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1962	1,965,000.00	1,964,730.00
1963	1,930,000.00	1,930,000.00
1964	2,815,000.00	2,765,435.00
1965	2,900,000.00	3,575,000.00
1966	5,741,000.00	3,934,113.00
1967	2,486,570.00	1,626,105.73
<u>TOTALS</u>	<u>17,837,570.00</u>	<u>15,795,383.73</u>

III TECHNICIAN TRADE AND INDUSTRIAL TRAINING: APPROPRIATIONS AND EXPENDITURES

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1962	12,312,400.00	8,812,575.00
1963	18,311,065.00	15,023,381.00
1964	17,792,400.00	17,440,290.00
1965	25,575,000.00	24,966,523.00
1966	24,681,000.00	19,947,093.00
<u>TOTALS</u>	<u>98,671,865.00</u>	<u>86,189,862.00</u>

IV TECHNICAL AND VOCATIONAL TEACHERS TRAINING AND UPGRADING

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1962	382,000.00	212,642.00
1963	350,000.00	232,943.00
1964	400,000.00	380,503.00
1965	690,000.00	614,610.00
1966	760,000.00	429,243.00
<u>TOTALS</u>	<u>2,582,000.00</u>	<u>1,869,941.00</u>

APPENDIX VITABLE XXDEPARTMENT OF LABORTECHNICAL EDUCATION ACT 1961ENROLMENTS

( BY PROGRAM )

II

1962	
1963	112,081
1964	164,420
1965	200,327
1966	215,413
1967	240,508

III

1963	159,699
1964	151,140
1965	85,958
1966	(NI)

IV

1962	1,232
1963	601
1964	749
1965	3,063
1966	1,762
1967	640
1968	186



APPENDIX VITABLE XXIDEPARTMENT OF LABORVOCATIONAL REHABILITATION OF DISABLED PERSONS ACT( 1961 - 1970 )I PROVINCIAL DISBURSEMENTS

NEWFOUNDLAND	198,332.91
PRINCE EDWARD ISLAND	79,728.93
NOVA SCOTIA	560,995.50
NEW BRUNSWICK	671,729.89
QUEBEC	---
ONTARIO	6,329,474.21
MANITOBA	2,577,238.21
SASKATCHEWAN	1,961,472.78
ALBERTA	685,079.89
BRITISH COLUMBIA	664,988.39
	<hr/>
<u>TOTAL</u>	13,729,040.71
	<hr/>

APPENDIX VITABLE XXIICANADADEPARTMENT OF MANPOWER AND IMMIGRATIONA.O.T.A.EXPENDITURESI ALLOWANCES

	<u>1967</u>	<u>1968</u>	<u>1969</u>
NEWFOUNDLAND	3,561,966.	2,059,000.	3,561,966.
PRINCE EDWARD ISLAND	1,319,291.	565,000.	1,319,291.
NOVA SCOTIA	6,645,379.	2,594,000.	6,645,379.
NEW BRUNSWICK	3,050,835.	1,032,000.	3,050,835.
QUEBEC	35,867,372.	13,031,000.	35,867,372.
ONTARIO	38,008,367.	25,200,000.	38,008,367.
MANITOBA	4,632,080.	8,516,000.	4,632,080.
SASKATCHEWAN	3,460,863.		3,460,863.
ALBERTA	6,569,519.		6,569,519.
BRITISH COLUMBIA	5,122,837.	2,878,000.	5,122,837.
NORTH WEST TERRITORIES	34,556.	(included in Western Region)	34,556.
YUKON	<u>27,639.</u>	<u>3,000.</u>	<u>27,369.</u>

II TRAINING

	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTAL</u>
NEWFOUNDLAND	2,122,000.	3,767,382.		5,889,382.
PRINCE EDWARD ISLAND	325,000.	661,442.		986,442.
NOVA SCOTIA	1,658,000.	4,562,429.	38,544.	6,258,973.
NEW BRUNSWICK	2,146,000.	2,298,708.		4,444,708.
QUEBEC	11,750,000.	30,454,900.	1,180,952.	43,385,852.
ONTARIO	20,155,000.	23,760,621.	36,360.	43,951,981.
MANITOBA	7,616,000.	4,572,548.		4,572,548.
SASKATCHEWAN		2,534,120.		2,534,120.
ALBERTA		5,539,801.		5,539,801.
BRITISH COLUMBIA	3,259,000.	3,347,423.		6,606,423.
NORTH WEST TERRITORIES		165,968.		165,968.
YUKON	157,000.			157,000.
				<u>+ 7,616,000.</u>

TOTAL132,109,198.00

1970

5,802,093.  
 1,008,155.  
 5,956,276.  
 3,281,877.  
 43,767,227.  
 28,542,115.  
 4,025,343.  
 3,784,809.  
 9,084,827..  
 8,509,704..  
 131,468..

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TOTALTOTALS

14,985,025.  
 4,212,737..  
 21,841,034..  
 10,415,547..  
 108,532,971..  
 129,758,849..  
 13,289,503..  
 10,706,535..  
 22,223,965..  
 21,733,378..

200,580..

58,008..

\* 8,516,000..

366,484,032.00

III CAPITAL ASSISTANCE

	<u>1967</u>	<u>1968</u>	<u>1969</u>
NEWFOUNDLAND		999,312.	
PRINCE EDWARD ISLAND	200,188.	85,581.	200,188.
NOVA SCOTIA	10,150,306.	9,930,805.	10,150,306.
NEW BRUNSWICK	9,814,912.	271,794.	9,814,192.
QUEBEC	55,820,349.	45,821,381.	55,820,349.
ONTARIO	9,202,128.	37,464,574.	9,202,128.
MANITOBA	7,203,043.	4,030,351.	7,203,043.
SASKATCHEWAN	6,790,606.	9,542,415.	6,790,606.
ALBERTA	1,708,840.	5,682,081.	1,708,840.
BRITISH COLUMBIA	5,059,893.	5,469,174.	5,059,893.
NORTH WEST TERRITORIES			
YUKON		3,380.	

	<u>1970</u>	<u>TOTAL</u>
NEWFOUNDLAND		999,312.00
PRINCE EDWARD ISLAND	360.	486,317.00
NOVA SCOTIA	8,589,493.	38,820,910.00
NEW BRUNSWICK	9,687,026.	29,587,924.00
QUEBEC	38,313,797.	195,775,876.00
ONTARIO	16,178,952.	72,047,782.00
MANITOBA	1,910,248.	20,346,685.00
SASKATCHEWAN	7,105,702.	30,229,329.00
ALBERTA	2,267,437.	11,367,198.00
BRITISH COLUMBIA	3,197,719.	18,786,679.00
NORTH WEST TERRITORIES		
YUKON		3,380.00

<u>TOTAL</u>		<u>419,451,012.00</u>
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APPENDIX VI  
TABLE XXIII  
DEPARTMENT OF LABOR  
AND  
MANPOWER AND IMMIGRATION

I FRONTIER COLLEGE

1936 - 1950	7,500/yr.	1960 - 1969	10,000/yr.
1951 - 1952	5,000/yr.	1970	5,000.
1953 - 1959	8,000/yr.	<u>TOTAL</u>	<u>253,000.00</u>

II LABOR COLLEGE OF CANADA

1963 - 1967	5,000/yr.	1968 - 1970	10,000/yr.
		<u>TOTAL</u>	<u>50,000.00</u>

III INTERNATIONAL ADVANCED TRAINING CENTER (SWITZERLAND)

1965 - 1969	50,000/yr.
<u>TOTAL</u>	<u>200,000.00</u>

IV INTERNATIONAL LABOR STUDIES

1965	30,000.	1970	25,000.
1966 - 1969	50,000/yr.	<u>TOTAL</u>	<u>225,000.00</u>

APPENDIX VII

THE DEPARTMENT OF INDIAN AFFAIRS

AND

NORTHERN DEVELOPMENT

EDUCATIONAL EXPENDITURES

Source: Public Accounts of Canada

APPENDIX VIITABLE ICANADADEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENTSCHOOL LANDSI COMMON SCHOOL FUND (PRINCIPAL ONLY)\*

1868	1,727,926.69	1917	2,637,865.76
1869-82	1,645,644.47	1918	2,639,656.06
1883-93	2,582,373.80	1919	2,641,877.26
1894-98	2,457,688.62	1920-21	2,650,909.84
1899	2,521,501.25	1922	2,655,908.57
1900	2,528,484.39	1923-24	2,656,136.99
1901	2,535,289.18	1925	2,656,715.02
1902	2,544,996.09	1926	2,658,552.74
1903	2,554,189.27	1927	2,659,581.37
1904	2,571,908.59	1928	2,660,571.30
1905	2,579,601.26	1929	2,661,243.00
1906	2,585,639.99	1930	2,663,535.32
1907	2,592,334.90	1931	2,668,449.17
1908	2,602,410.86	1932-33	2,672,695.82
1909	2,606,788.62	1934-35	2,675,672.54
1910	2,611,347.56	1936	2,676,061.82
1911	2,617,592.14	1937-38	2,676,260.06
1912	2,622,933.80	1939	2,676,850.00
1913	2,628,724.30	1940	2,676,973.85
1914-15	2,631,664.56	1941-56	2,676,987.00
1916	2,635,654.16	1957-70	2,677,771.00

\* Changes in principal are accounted for through sale of lands covered by the fund, and accumulated interest after 1867.

II INTEREST PAID TO ONTARIO AND QUEBEC ON THE COMMON SCHOOL FUND

<u>YEAR</u>	<u>ONTARIO</u>	<u>QUEBEC</u>	<u>TOTAL</u>
1883-93	136,696.62/yr.	55,459.32/yr.	192,155.94/yr.
1894-95	167,606.48/yr.	71,385.94/yr.	238,992.42/yr.
1896	72,114.20	50,770.22	122,884.42
1897	71,057.10	30,385.11	101,442.21
1898	115,000.00	45,000.00	160,000.00
1899	145,000.00	123,856.62	268,856.62
1900	85,000.00	72,446.52	157,446.52
1901	50,000.00	72,573.81	122,573.81
1902	-	72,692.09	72,692.09
1903	136,696.62	75,189.69	211,886.31
1904	167,599.56	75,628.60	243,228.16
1905	158,436.47	73,835.57	232,272.04
1906	149,789.36	71,932.18	221,721.54
1907	150,187.35	72,233.19	222,420.54
1908	171,130.95	72,440.28	243,571.23
1909	74,228.07	95,238.42	169,466.49
1910	74,382.36	74,739.16	149,121.52
1911	72,920.74	74,442.44	147,363.18
1912	73,156.04	64,862.54	138,018.58
1913	73,250.04	58,138.24	131,388.28
1914-15	73,346.92	58,215.14	131,562.06
1916	73,420.57	58,273.57	131,694.14
1917	73,530.31	58,360.70	131,891.01
1918	73,577.04	58,397.78	131,974.82
1920	73,746.68	58,532.45	132,279.13
1921	73,845.07	58,610.03	132,455.10

<u>Year</u>	<u>Ontario</u>	<u>Quebec</u>	<u>Total</u>
1922	73,908.95	48,661.22	132,570.17
1923	73,107.03	59,661.22	132,768.25
1924	73,581.97	59,223.48	132,805.45
1925	73,595.72	59,234.55	132,830.27
1926	73,623.96	59,257.28	132,881.24
1927	73,643.96	59,273.38	132,917.34
1928	73,675.46	59,298.73	132,974.19
1929	73,701.19	59,319.44	133,020.63
1930	73,722.23	59,336.37	133,058.60
1931	73,780.61	59,383.10	133,163.71
1932	73,909.46	59,487.08	133,396.54
1933	72,704.09	60,894.35	133,598.44
1934	72,760.03	60,941.70	133,701.73
1935	72,799.78	60,974.51	133,774.29
1936	72,810.31	60,983.33	133,793.64
1937	72,816.35	60,918.39	133,734.74
1938	72,828.60	60,998.71	133,827.31
1939	72,835.46	61,004.39	133,839.85
1940	72,838.36	61,006.81	133,845.17
1941	72,840.28	61,008.42	133,848.70
1942	72,852.09	61,018.31	133,870.40
1943	71,154.12	62,734.42	133,888.54
1944-51	71,229.86/yr.	62,858.68/yr.	134,088.54/yr.
1952	71,255.82	62,632.72	133,888.54
1953	71,020.76	62,865.28	133,886.04
1954	71,136.28	62,752.26	133,888.54
1955	71,137.00	62,752.00	133,889.00
1956	71,136.00	62,752.00	133,888.00
1957	72,214.00	61,677.00	133,891.00
1958	71,136.00	62,752.00	133,888.00
1959	71,139.00	62,755.00	133,894.00
1960-62	71,136.00/yr.	62,752.00/yr.	133,888.00/yr.
1963	74,130.00	59,758.00	133,888.00
1964-65	72,633.00/yr.	61,255.00/yr.	133,888.00/yr.
1966	73,893.00	59,515.00	133,408.00
1967-69	72,633.00/yr.	61,255.00/yr.	133,888.00/yr.
<b>TOTALS</b>	<b>7,667,737.90</b>	<b>5,380,064.78</b>	<b>13,047,802.68</b>



APPENDIX VIITABLE IISCHOOL LANDSMANITOBA SCHOOL LANDS ACCOUNT

( 1891 - 1930 )

<u>YEAR</u>	<u>BALANCE</u>	<u>SALES &amp; REVENUES</u>	<u>INTEREST</u>
1891	108,232.22	-	3,729.29
1892	108,232.22	116,254.27	4,889.30
1893	212,490.59	78,048.25	13,288.68
1894	287,654.06	50,515.77	11,226.29
1895	337,523.99	44,867.11	6,383.00
1896	375,196.39	57,766.02	21,191.89
1897	430,984.45	22,955.62	15,192.88
1898	448,674.13	49,544.27	13,992.88
1899	495,338.48	38,745.37	15,128.73
1900	527,763.38	206,864.95	16,516.67
1901	757,328.09	40,271.64	22,115.33
1902	708,418.35	180,348.43	25,086.24
1903	941,158.68	237,234.35	24,278.28
1904	1,141,474.12	211,827.43	38,176.90
1905	1,203,126.58	199,334.86	37,092.12
1906	1,352,617.07	212,645.04	35,946.56
1907	1,640,689.76	337,010.22	57,572.70
1908	1,935,791.84	365,430.16	171,056.52
1909	2,185,211.69	520,315.22	183,157.58
1910	2,582,422.94	320,608.53	178,547.29
1911	2,797,334.01	377,710.14	187,693.63
1912	3,066,104.25	378,798.47	172,087.83
1913	3,356,924.74	281,671.34	181,457.49
1914	3,551,627.50	206,551.86	169,564.29
1915	3,686,966.91	244,363.21	176,004.99
1916	3,858,208.55	283,243.01	179,246.11
1917	4,068,350.37 <sup>1</sup>	365,751.66	104,499.95
1918	250,326.95	657,494.40	453,220.54
1919	443,945.09	663,039.75	1,102,509.06
1920	774.29	408,349.89	394,862.39
1921	538.31	203,795.57	188,463.23
1922	839.74	104,990.33	91,729.83
1923	414.57	64,392.97	49,977.36
1924	544.45	69,900.83	392.12 <sup>2</sup>
1925	442.85	74,037.77	60,689.89
1926	540.17	53,400.48	41,099.20
1927	370.89	58,575.96	45,486.86
1928	858.95	57,838.54	44,776.24
1929	709.88	35,321.31	17,887.18
1930	584.82	19,527.93	1,196.28
		<hr/>	<hr/>
	TOTAL	7,899,342.93	4,557,413.60

- 1 1. 4,068,000.00 invested in Dominion of Canada Debenture Stock maturing in 1919 at 5% per annum.
2. 41,000.00 invested in Dominion of Canada Debenture Stock maturing in 1919 at 5% per annum

APPENDIX VII  
TABLE III

SCHOOL LANDS

SASKATCHEWAN SCHOOL LANDS ACCOUNT

( 1891 - 1930 )

<u>YEAR</u>	<u>BALANCE</u>	<u>SALES &amp; REVENUES</u>	<u>INTEREST</u>
1891	-	-	-
1892	-	37.70	14.31
1893	-	51.85	18.50
1894	-	43.65	32.38
1895	-	69.55	11.82
1896	-	58.35	40.28
1897	-	67.55	29.85
1898	-	52.00	28.13
1899	-	129.07	31.90
1900	-	84.50	31.02
1901	-	50.20	31.62
1902	-	102.60	33.07
1903	-	2,150.38	40.78
1904	-	289.80	85.81
1905	-	146.25	89.52
1906	385,725.26	203,411.12	62,505.01
1907	579,438.39	244,830.99	45,609.78
1908	736,703.75	172,754.90	76,402.38
1909	850,398.41	276,690.03	99,088.40
1910	1,047,870.05	707,727.83	96,721.82
1911	1,688,932.77	539,133.98	243,553.04
1912	2,033,865.71	730,715.20	253,149.15
1913	2,566,464.57	490,436.43	279,285.21
1914	2,851,306.92	422,975.50	239,984.94
1915	3,063,063.02	472,942.05	273,046.35
1916	3,349,465.69	759,464.33	302,471.37
1917	3,891,343.21	1,418,715.68	342,745.52
1918	1,075,706.11	3,108,332.09	3,052,269.62
1919	1,107,536.89	2,190,673.17	3,286,196.42
1920	838.33	2,829,172.05	2,791,837.34
1921	1,410.99	1,475,299.55	1,434,794.66
1922	514.84	1,015,266.00	982,719.91
1923	471.91	924,365.11	889,786.51
1924	346.42	827,359.78	391.65
1925	925.78	1,286,514.08	1,263,286.15
1926	495.34	938,428.19	912,740.72
1927	449.54	1,170,889.31	1,125,889.03
1928	674.47	1,376,229.68	1,318,330.08
1929	1,177.08	1,413,230.16	1,382,535.75
1930	632.89	198,199.19	101,117.73
<u>TOTALS</u>		25,197,089.85	20,956,977.53

1. 3,891,000.00 invested in Dominion of Canada Debenture stock as for Manitoba
2. 486,000.00 invested in Dominion of Canada Debenture stock as for Manitoba

APPENDIX VIITABLE IVSCHOOL LANDSALBERTA SCHOOL LANDS ACCOUNT

( 1891 - 1930 )

<u>YEAR</u>	<u>BALANCE</u>	<u>SALES &amp; REVENUES</u>	<u>INTEREST</u>
1891	-	-	-
1892	-	1,457.19	1,468.74
1893	-	887.87	1,663.06
1894	-	564.45	2,631.57
1895	-	451.53	911.76
1896	-	604.39	2,844.63
1897	-	658.96	1,949.87
1898	-	689.76	1,734.48
1899	-	1,182.28	1,786.79
1900	-	1,970.15	1,595.17
1901	-	2,551.11	1,487.32
1902	-	3,668.93	1,140.32
1903	-	7,999.19	1,704.67
1904	-	8,301.90	2,073.66
1905	-	2,737.68	232.52
1906	44,758.58	179,434.63	3,008.44
1907	298,973.40	179,499.65	50,235.88
1908	369,763.43	143,440.40	67,029.93
1909	452,123.39	492,630.36	98,881.86
1910	853,619.13	582,077.11	166,056.19
1911	1,292,014.92	673,029.30	236,046.30
1912	1,770,403.63	491,882.30	223,612.30
1913	2,088,909.20	434,907.46	219,708.55
1914	2,362,338.72	253,061.29	258,913.69
1915	2,520,596.80	272,284.31	169,226.73
1916	2,630,719.53	646,895.76	248,764.96
1917	3,099,222.01	1,042,359.36	306,928.92
1918	731,429.53	1,302,445.99	1,431,166.23
1919	587,658.43	1,017,831.50	1,593,228.73
1920	189.54 <sup>1</sup>	1,204,723.23	1,171,875.24
1921	146.38	602,688.53	572,218.84
1922	51.49	394,247.11	367,103.38
1923	344.58	515,249.73	484,566.73
1924	180.52	554,319.64	529,694.36
1925	373.30	681,721.42	7,701.86 <sup>2</sup>
1926	475.58	560,648.04	543,190.18
1927	838.15	838,693.83	811,053.92
1928	645.61	1,211,234.20	1,177,572.82
1929	536.28	812,214.31	787,983.79
1930	822.68	143,998.04	75,582.11
<b>TOTALS:</b>		<b>15,266,130.66</b>	<b>11,624,576.50</b>

1. 3,099,000.00 invested in Dominion of Canada Debenture Stock maturing in 1919 at 5% per annum
2. 290,000.00 invested as above.

APPENDIX VIITABLE V

INTEREST ON DEBENTURE STOCK  
PURCHASED THROUGH  
SCHOOL LAND FUNDS

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( 1930 - 1960 )

<u>YEAR</u>	<u>ALBERTA</u>	<u>SASKATCHEWAN</u>	<u>MANITOBA</u>
1930-32	459,175.00/yr.	853,225.00/yr.	294,525.00/yr.
1933-36	478,228.46/yr.	890,451.95/yr.	295,993.14/yr.
1937	430,405.61	801,406.75	266,393.82
1938-50	382,582.76/yr.	712,361.56/yr.	236,794.50/yr.
1951-60	191,291.38/yr.	356,180.78/yr.	118,397.25/yr.
TOTALS	<u>10,607,334.13</u>	<u>19,745,297.63</u>	<u>6,596,242.38</u>

APPENDIX VIITABLE VISCHOOL LANDS

ASSINIBOIA  
(1892-1905)

<u>YEAR</u>	<u>SALES &amp; REVENUES</u>	<u>INTEREST</u>
1892	574.10	132.37
1893	528.05	149.58
1894	786.78	248.19
1895	533.12	88.64
1896	326.60	290.32
1897	470.91	199.21
1898	686.44	178.90
1899	1,193.05	198.06
1900	10,759.83	260.09
1901	4,353.76	502.66
1902	7,965.72	650.44
1903	144,037.02	913.29
1904	12,445.72	4,995.11
1905	<u>8,695.41</u>	<u>1,145.56</u>
TOTALS	<u>193,356.51</u>	<u>9,952.42</u>

APPENDIX VIITABLE VIICANADADEPARTMENT OF INDIAN AFFAIRS  
AND NORTHERN DEVELOPMENTEDUCATIONAL EXPENDITURESINDIANS AND ESKIMOS( 1868 - 1966 )

1868	868.36	1917	733,768.00
1869	1,568.36	1918	734,115.33
1870	1,412.92	1919	735,504.90
1871	1,792.00	1920	1,057,662.14
1872.	(NI)	1921	1,112,409.63
1873	9,692.00	1922	1,363,419.71
1874	(NI)	1923	1,437,642.03
1875	9,382.48	1924	1,943,486.09
1876	(NI)	1925	1,854,608.86
1877	5,000.00	1926	1,883,410.28
1878	5,000.00	1927	1,951,327.12
1879	18,677.50	1928	2,033,375.10
1880	20,426.15	1929	2,215,411.98
1881	13,134.68	1930	2,330,438.21
1882	12,841.80	1931	2,754,395.47
1883	35,295.18	1932	2,004,957.34
1884	(NI)	1933	1,712,223.06
1885	77,106.29	1934	1,620,128.85
1886	118,875.24	1935	1,655,820.82
1887	118,800.89	1936	1,936,744.17
1888	131,318.79	1937	1,820,977.80
1889	247,022.50	1938	1,832,841.21
1890	258,676.50	1939	1,334,510.92
1891	182,413.50	1940	2,321,609.23
1892	435,998.00	1941	2,034,785.24
1893	321,815.00	1942	1,868,731.04
1894	305,370.00	1943	1,841,284.41
1895	333,962.00	1944	1,920,106.97
1896	328,261.00	1945	1,147,302.46
1897	348,493.00	1946	2,290,003.87
1898	348,493.00	1947	2,538,720.00
1899	348,493.00	1948	3,597,363.27
1900	391,393.00	1949	5,383,246.62
1901	394,797.00	1950	6,212,957.34
1902	416,511.00	1951	7,384,171.91
1903	362,846.00	1952	5,438,747.31
1904	418,401.00	1953	6,276,658.63
1905	443,081.00	1954	6,705,980.02
1906	459,532.00	1955	7,648,721.94
1907	354,377.00	1956	9,344,841.77
1908	472,425.00	1957	10,776,402.22
1909	437,836.00	1958	24,185,000.00
1910	402,542.82	1959	28,954,295.40
1911	539,145.53	1960	31,172,000.00
1912	745,389.65	1961	33,080,000.00
1913	712,660.00	1962	34,656,000.00
1914	922,358.94	1963	34,620,000.00
1915	984,030.58	1964	43,443,000.00
1916	911,377.89	1965	52,924,000.00
		1966	41,707,327.31
		1967	61,338,000.00

APPENDIX VII  
TABLE VIII  
EDUCATIONAL EXPENDITURES  
NORTHWEST TERRITORIES  
PRIOR TO CREATION OF PROVINCES  
OF  
ALBERTA, SASKATCHEWAN and  
NORTHWEST TERRITORIES

<u>YEAR</u>	<u>EXPENDITURE</u>
1883	(NI)*
1884	(NI)*
1885	(NI)*
1886	8,908.72
1887	(NI)*
1888	(NI)*
1889	(NI)*
1890	(NI)*
1891	126,922.49
1892	116,217.13
1893	191,581.45
1894	203,272.33
1895	220,534.00
1896	125,020.76
1897	249,068.55
1898	240,050.25
1899	279,314.43
1900	282,979.00
1901	332,979.00
1902	407,979.00
1903	707,979.00
1904	707,979.00
1905	111,979.00
1906	187,436.34
	<hr/>
	4,500,208.45

\*N.I. - Not Itemized

APPENDIX VII  
TABLE X  
CANADA  
NORTHWEST TERRITORIES  
EDUCATION

I PUPIL ATTENDANCE (1937 - 1970)

1937	346	1947	933	1961	4,961
1938	434	1948	948	1962	5,374
1939	440	1949	1,440	1963	5,968
1940	463	1950	1,081	1964	6,200
1941	322	1951	1,483	1965	6,907
1942	404	1952-6	(NI)	1966	7,280
1943	345	1957	2,620	1967	7,792
1944	315	1958	3,087	1968	9,113
1945	429	1959	3,569	1969	9,707
1946	393	1960	4,293	1970	10,000#

II EXPENDITURES (1937-1970)

1937	21,484.22	1949	63,840.19	1961	6,823,000.00
1938	23,109.91	1950	24,687.50	1962	6,777,000.00
1939	24,205.74	1951	29,360.85	1963	6,569,000.00
1940	25,992.31	1952	39,679.80	1964	7,766,000.00
1941	23,671.99	1953	12,962.79	1965	8,125,000.00
1942	24,695.50	1954	8,464.00	1966	140,847,000.00
1943	24,728.33	1955	767,000.00	1967	180,532,000.00
1944	21,585.49	1956	1,712,000.00	1968	49,051,349.00
1945	27,973.00	1957	2,296,000.00	1969	57,367,842.00
1946	30,190.17	1958	6,547,000.00	1970	80,506,408.00
1947	55,928.94	1959	7,553,000.00		
1948	54,609.19	1960	8,080,000.00		
					<u>571,856,768.92</u>

TABLE XI  
CANADA  
YUKON  
EDUCATION

I PUPIL ATTENDANCE: 1937 -

1937		1945	356	1953	1,192
1938		1946	332	1954	1,173
1939	214	1947		1955	1,414
1940	215	1948	507	1956	1,546
1941	270	1949	500	1957	1,790
1942	273	1950	652	1958	1,877
1943	270	1951	759	1959 )	
1944	283	1952	868	1960 )	included in Northwest Territories

II APPROPRIATIONS AND EXPENDITURES

1945	59,733.88	1958	406,000.00
1946	61,671.82	1959	645,000.00
1947		1960	1,544,000.00
1948	104,705.15	1961	1,206,000.00
1949	114,858.20	1962	641,000.00
1950	137,663.93	1963	385,000.00
1951	151,710.07	1964	632,000.00
1952	177,224.85	1965	702,000.00
1953		1966-	
1954		1970	
1955	451,000.00		
1956	299,000.00		
1957	224,000.00		
			<u>7,942,567.90</u>

APPENDIX VII  
TABLE IX  
CANADA  
GRANTS TO SCHOOLS IN UNORGANIZED DISTRICTS  
NORTHWEST TERRITORIES  
( 1895 - 1947 )

<u>YEAR</u>	<u>EXPENDITURE</u>	<u>YEAR</u>	<u>EXPENDITURE</u>
1895	4,204.57	1921	1,650.00
1896	3,624.67	1922	
1897	4,598.71	1923	
1898	2,777.72	1924	1,800.00
1899	4,672.80	1925	4,115.26
1900	5,486.71	1926	
1901	6,321.04	1927	3,532.43
1902	6,705.40	1928	3,079.25
1903	4,924.00	1929	4,423.75
1904	6,799.41	1930	8,656.71
1905	6,741.36	1931	6,687.50
1906		1932	7,949.54
1907	2,652.63	1933	11,196.69
1908	2,175.83	1934	15,321.15
1909	1,842.50	1935	(NI)
1910	2,171.83	1936	3,825.00
1911	2,178.75	1937	5,336.69
1912	2,841.25	1938	4,487.50
1913	1,821.25	1939	3,553.61
1914	1,446.25	1940	4,312.50
1915	1,200.00	1941	3,425.00
1916	1,600.00	1942	6,203.58
1917	1,650.00	1943	3,812.50
1918	1,950.00	1944	3,900.00
1919	1,950.00	1945	5,141.96
1920	1,750.00	1947	6,956.25
			<u>201,503.55</u>

\* After 1947 included in general expenditures



APPENDIX VIITABLE XIICANADAGRANTSNATIONAL BATTLEFIELDS COMMISSION1913 - 1969\*

1913	116,500.00	1928	75,000.00	1956	130,990.10
1914	145,000.00	1929	160,827.83	1957	156,318.05
1915	143,000.00	1930	168,966.63	1958	183,878.88
1916	118,400.00	1931	170,000.00	1959	178,625.00
1917	34,160.00	1932	75,000.00	1960	178,290.00
1918	52,100.00	1933	31,500.00	1961	178,099.00
1919	35,950.00	1934	55,403.47	1962	211,286.00
1920	36,450.00	1935	70,900.00	1963	233,200.00
1921	41,450.00	1936	72,950.00	1964	231,000.00
1922	51,600.00	1937	72,950.00	1965	313,300.00
1923	42,600.00	1938	99,899.67	1966	275,000.00
1924	41,600.00	1939-48	75,000.00/yr.	1967	281,000.00
1925	47,000.00	1949-53	100,000.00/yr.	1968	354,000.00
1926	49,000.00	1954	108,501.75	1969	335,000.00
1927	48,800.00	1955	103,520.00		
					<u>\$6,759,016.38</u>

\* No record of funds spent before 1913.

APPENDIX VII  
TABLE XIII  
CANADA  
HISTORIC SITES AND MONUMENTS BOARD  
EXPENDITURES  
( 1922 - 1970 )

<u>YEAR</u>	<u>EXPENDITURE</u>	<u>YEAR</u>	<u>EXPENDITURE</u>
1920		1946-47	52,480.61
1921	(NI)*	1947-48	70,308.82
1922	9,492.50	1948-49	154,023.61
1923	12,301.76	1949-50	109,092.56
1924	(NI)	1950-51	121,361.37
1925		1951-52	135,500.00
1926	17,940.05		234,147.95
1927	17,352.14	1952	234,188.40
1928	26,654.96	1953	295,462.76
1929	56,393.78	1954	395,771.00
1930	48,213.50	1955	648,797.00
1931	44,582.84	1956	622,199.00
1932	30,761.35	1957	748,214.00
1933	24,127.80	1958	720,398.00
1934	14,377.07	1959	1,103,891.00
1935	21,513.06	1960	1,308,609.00
1936	24,824.36	1961	1,181,774.00
1937	20,991.99	1962	2,596,480.00
1938	37,212.06	1963	1,606,449.00
1939	37,034.65	1964	1,470,764.00
1940-41	(NI)	1965 #	9,901,601.00
1941-42	24,101.05	1966	11,831,072.00
1942-43	24,156.10	1967	12,607,629.00
1943-44	24,438.88	1968	2,250,987.00
1944-45	25,435.09	1968 #	3,266,482.00
1945-46	73,722.80	1969	2,802,551.00
		1969 #	4,179,930.00
		1970	3,475,533.00
		TOTAL	<u>64,741,324.87</u>

\*NI - Not Itemized

# - Includes capital expenditures  
for restoration

TABLE XIV  
CANADA  
HISTORIC SITES AND MONUMENTS BOARD  
GRANTS TO ORGANIZATIONS AND INDIVIDUALS

<u>YEAR</u>	<u>APPROPRIATIONS</u>	<u>EXPENDITURES</u>	<u>YEAR</u>	<u>APPROPRIATIONS</u>	<u>EXPENDITURES</u>
1960	3,000	3,000	1966	260,000	207,491
1961	NIL	NIL	1967	252,500	70,491
1962	49,000	17,000	1968	259,100	165,373
1963	106,000	91,011	1969	105,200	105,129
1964	22,000	54	1970	94,600	36,750
1965	105,000	35,300			
			TOTALS	\$ 1,256,400	<u>731,599</u>

APPENDIX VIITABLE XVCANADADEPARTMENT OF INDIAN AFFAIRS  
& NORTHERN DEVELOPMENTNATIONAL PARKS BRANCHCANADIAN WILDLIFE SERVICERESEARCH IN UNIVERSITIES1966 - 1970

	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTAL</u>
CARLETON				3,900	3,000	6,900
DALHOUSIE		nil		2,702	2,300	5,002
McGILL			5,000	6,000	8,500	19,500
QUEENS					4,500	4,500
ACADIA				7,300	2,350	9,650
U.B.C.			2,250	11,358	2,700	16,308
MANITOBA					7,500	7,500
MONTREAL					3,000	3,000
U. OF ALBERTA			3,176			3,176
MT. ALLISON			5,500	3,350	2,500	11,350
SASKATCHEWAN			2,500	10,950	9,206	22,656
MEMORIAL				10,450		10,450
U.W.O.			2,000	12,000	16,770	28,770
CARLETON			3,000			3,000
GUELPH			6,900	2,650		9,550
LAVAL			4,500	3,000		7,500
U. OF TORONTO			19,700	19,500		39,200
			<u>52,526</u>	<u>93,160</u>	<u>62,326</u>	<u>208,012</u>

II SCHOLARSHIPS

1970	18,000
1969	10,000
1968	6,000
1967	16,800
1966	12,000
	<u>\$62,800</u>

III TRAINING (DEPARTMENTAL)

1970	20,000	19,200
1969	32,000	18,900
1968	19,400	18,000
1967	12,000	12,000
	<u>\$83,400</u>	<u>\$68,100</u>

APPENDIX VIII

TO

THE FEDERAL GOVERNMENT

AND

EDUCATION IN CANADA

APPENDIX VIIITABLE ICANADAROYAL MILITARY COLLEGEANDCANADIAN SERVICES COLLEGESEXPENDITURES

( 1874 - 1970 )

I ROYAL MILITARY COLLEGE: ( 1874 - 1949 )

1874	not itemized but included	1913	131,240.66
1875	in the Military Schools	1914	149,039.43
1876	Budget	1915	153,986.92
1877	26,550.53	1916	135,685.33
1878	30,133.35	1917	147,576.00
1879	41,422.26	1918	162,292.90
1880	73,012.77	1919	201,885.26
1881	58,690.69	1920	219,160.38
1882	58,937.52	1921	321,308.94
1883	53,678.81	1922	351,968.65
1884	57,620.28	1923	315,957.36
1885	53,531.01	1924	338,081.84
1886	57,727.66	1925	364,944.14
1887	51,502.51	1926	366,705.04
1888	55,411.54	1927	339,336.14
1889	51,236.22	1928	363,412.59
1890	83,677.23	1929	372,101.11
1891	63,949.31	1930	374,724.35
1892	63,050.31	1931	368,845.30
1893	70,584.73	1932	375,234.69
1894	68,022.22	1933	356,242.01
1895	64,568.94	1934	343,891.34
1896	62,102.26	1935	342,932.31
1897	58,231.27	1936	359,132.83
1898	58,231.27	1937	368,359.09
1899	65,394.66	1938	377,200.00
1900	69,230.50	1939	378,289.18
1901	73,612.50	1940	151,776.59
1902	81,912.28	1941	
1903	75,006.34	1942	
1904	90,387.19	1943	World War <u>II</u>
1905	86,477.50	1944	College <u>closed</u>
1906	86,243.30	1945	
1907	68,897.52	1946	
1908	92,145.24	1947	
1909	108,495.79	1948	re-opened as Cadet College.
1910	95,933.51	1949	543,904.00
1911	127,036.04	1950	discontinued as College,
1912	134,948.68		became part of Canadian
			Services Colleges.
		<u>TOTAL</u>	<u>11,857,725.46</u>

II ROYAL NAVAL COLLEGE:: ( 1913 - 1949 )

1913	87,733.64	1920	180,083.59
1914	81,898.63	1921	195,999.71
1915	76,988.15	1922	169,469.52
1916	78,010.22	1923	61,789.37
1917	95,369.96	1947	455,418.00
1918	104,912.36	1949	609,045.00
1919	202,879.16	<u>TOTAL</u>	<u>2,409,597.31</u>

III CANADIAN SERVICES COLLEGES:: ( 1950 - 1970 )

1950		1961	5,761,000.00
1951	(NI)	1962	5,761,000.00
1952		1963	6,582,000.00
1953		1964	8,000,000.00
1954	3,242,000.00	1965	8,407,000.00
1955	4,302,000.00	1966	9,982,000.00
1956	4,251,000.00	1967	
1957	4,193,000.00	1968	10,760,000.00
1958	4,362,000.00	1969	11,784,000.00
1959	5,430,000.00	1970	12,440,000.00
1960	5,030,000.00	<u>TOTAL</u>	<u>110,287,000.00 +</u>

APPENDIX VIIITABLE IICANADADEPARTMENT OF NATIONAL DEFENCECADET SERVICESEXPENDITURES

( 1910 - 1968 )

1910		1941	120,874.87
1911		1942	151,837.03
1912	35,946.68	1943	338,710.02
1913	93,723.17	1944	
1914	392,206.61	1945	
1915	327,679.16	1946	
1916	84,972.05	1947	544,763.00
1917	80,310.97		THREE SERVICES COMBINED
1918	90,771.27	1948	1,789,247.67
1919	68,770.05	1949	33,969,015.69
1920	74,413.60	1950	1,481,601.57
1921	230,288.23	1951	1,861,332.00
1922	409,347.84	1952	2,240,137.67
1923	336,933.41	1953	772,194.35
1924	(spt)	1954	2,882,194.04
1925	367,829.34	1955	3,410,505.55
1926	410,195.43	1956	3,573,137.42
1927	395,936.02	1957	3,659,140.51
1928	498,300.94	1958	4,591,055.57
1929	499,979.47	1959	4,779,100.00
1930	499,973.09	1960	4,335,404.00
1931	499,690.27	1961	4,486,606.00
1932	374,251.25	1962	3,916,907.00
1933	340,351.64	1963	4,571,071.00
1934	297,441.04	1964	4,946,485.00
1935	142,795.98	1965	5,039,568.00
1936	121,693.36	1966	5,202,340.00
1937	137,868.95	1967	5,283,634.00
1938	135,003.48	1968	3,419,162.00
1939	133,595.50		
1940	97,354.72	<u>TOTAL</u>	<u>114,543,647.11</u>

APPENDIX VIIITABLE IIICANADADEPARTMENT OF NATIONAL DEFENCECADET SERVICESSTRENGTHS

1906 - 7 (no figures available)		1930	130,307
1908	9,000	1931	131,985
1909	11,000	1932	134,088
1910	15,000	1933	140,846
1911	18,000	1934	134,331
1912	20,240	1935	87,448
1913	31,290	1936	82,373
1914	47,039	1937	82,554
1915	50,064	1938	80,339
1916		1939	73,163
1917 World War <u>I</u>		1940	61,705
1918		World War <u>II</u>	
1919	60,788	1946	6,583 (air)
1920	74,991	1948	25,550 (all services)
1921	81,493	1949	21,923 (army not given)
1922	101,431	1950	20,713 " " "
1923	109,395	1951	62,700 (all services)
1924	110,120	1952	77,900 " "
1925	115,677	1953	80,000 +
1926	112,463	1954	87,200 +
1927	118,000	1955	92,749
1928	130,298	1956	(not available)
1929	129,758	1957	" "



APPENDIX VIIITABLE IVDEPARTMENT OF NATIONAL DEFENCE  
CANADIAN OFFICERS TRAINING CORPSEXPENDITURES( 1924 - 1960 )

1924	3,789.95	1940	
1925	3,684.40	1941	
1926	3,816.35	1942	World War <u>II</u>
1927	5,540.49	1943	
1928	5,725.78	1944	
1929	3,254.21	1945	
1930	4,227.28	1946	
1931	5,987.29	1947	
1932	3,307.26	1948	9,768,908.04
1933	3,672.86	1949	6,869,677.00
1934	3,288.66	1950	9,130,795.00
1935	3,915.18	1951	10,737,557.00
1936	3,703.40	1952	11,456,243.97
1937	4,102.38	1953	13,018,833.07
1938	52,813.48	1954	12,689,763.34
1939	59,934.50	1955	14,306,149.51
<u>TOTAL</u>			<u>55,258,690.40</u>

APPENDIX VIIITABLE VCANADADEPARTMENT OF NATIONAL DEFENCE  
CANADIAN OFFICERS TRAINING CORPSSTRENGTHS

1924	1,587	1939	3,054
1925	1,321	1940	7,734
1926	1,600	1947	1,472
1927	1,605	1948	3,471
1928	1,807	1949	3,426
1929	2,059	1950	3,855
1930	2,334	1951	3,948
1931	1,909	1952	4,887
1932	2,480	1953	5,470
1933	2,439	1954	5,058
1934	2,428	1955	(NIL)
1935	2,557	1956	6,752
1936	2,586	1957	6,774
1937	2,789	1958 - 1970	not available
1938	2,815		

APPENDIX VIIITABLE VICANADADEPARTMENT OF NATIONAL DEFENCEPHYSICAL TRAINING PROGRAMENROLMENTS AND GRADUATES

( 1921 - 1940 )

<u>YEAR</u>	<u>#COURSES</u>	<u>CANDIDATES</u>	<u>CERTIFICATES</u>	<u>INSTRUCTORS</u>
1921	(NI)	4,317	3,758	NI
1922	"	5,033	2,981	"
1923	"	6,753	5,088	"
1924	"	12,184	5,876	"
1925	"	13,419	5,841	"
1926	68	11,401	6,023	40
1927	35	6,676	6,390	41
1928	55	6,500	6,124	46
1929	75	10,414	6,644	43
1930	75	9,841	4,659	29
1931	72	11,223	6,128	29
1932	72	11,817	5,739	29
1933	80	12,251	6,587	30
1934	63	10,416	4,608	30
1935	47	8,399	3,499	(NI)
1936	68	8,402	4,105	"
1937	73	7,094	3,367	"
1938	74	7,048	3,392	"
1939	69	6,573	2,826	"
1940	56	5,680	3,040	"
<u>TOTAL</u>	<u>982 +</u>	<u>160,441</u>	<u>96,675</u>	

APPENDIX VIIITABLE VIICANADADEPARTMENT OF NATIONAL DEFENCEELEMENTARY AND SECONDARY EDUCATION EXPENDITURES

1952	946,617.58	1961	10,702,000.00
1953	1,228,049.34	1962	15,130,000.00
1954	1,825,766.00	1963	16,488,000.00
1955	2,719,000.00	1964	15,914,000.00
1956	3,278,000.00	1965	15,941,000.00
1957	6,679,000.00	1966	18,372,000.00
1958	7,127,000.00	1967	17,906,803.00
1959	8,933,000.00	1968	6,854,741.00
1960	10,702,000.00	1969 - 70	(NI)
<u>TOTAL</u>			<u>127,460,499.93 +</u>

APPENDIX VIIITABLE VIIICANADADEPARTMENT OF NATIONAL DEFENCECANADIAN SCHOOLS

<u>YEAR</u>	<u>#SCHOOLS</u>	<u>STUDENTS</u>	<u>TEACHERS</u>		<u>#Schools</u>	<u>#Students</u>
1949	14	1,534				
1950	(no figures available)					
1951	22	3,810				
1952	30	6,399	34			
1953	39	10,303	406	+ Civilian Schools	201	2,364
1954	50	13,767	540		223	3,281
1955	62	17,060	668		222	3,565
1956	58	14,200	565		(not available)	
1957	65	20,706	887		234	3,275
1958	(NOT ITEMIZED AFTER 1958)					

APPENDIX VIIITABLE IXCANADADEPARTMENT OF NATIONAL DEFENCEOVERSEAS SCHOOLS

<u>YEAR</u>	<u># SCHOOLS</u>	<u># PUPILS</u>	<u># TEACHERS</u>
1955	11	2,456	108
1956	9	2,000	114
1957	13	4,372	214
1958		(NI)	
1959 - 60	15	6,624	342
1960 - 61	21	N.A.	379
1961 - 62	20	7,937	378
1962 - 63	22	7,302	439
1963 - 64	22	7,376	430
1964 - 65	30	7,282	396
1965 - 66	18	7,800	395
1966 - 67	19	8,439	477
1967 - 68	18	8,303	490
1968 - 69	20	8,658	521
1969 - 70	18	7,916	501
1970 - 71	12	5,867	360

SOURCE: PUBLIC ACCOUNTS OF CANADA and  
Letter from Pierre Maynard, D.B.S.

APPENDIX IX

THE DEPARTMENT OF NATIONAL HEALTH

AND

WELFARE

EDUCATIONAL EXPENDITURES

APPENDIX IXTABLE ICANADADEPARTMENT OF NATIONAL HEALTH AND WELFAREHEALTH GRANTS TO ASSOCIATIONS

( 1903 - 1970 )

I CANADIAN ASSOCIATION FOR THE PREVENTION OF TUBERCULOSIS

1903	1,000	1918	30,000	1924	20,000
1904	2,400	1919	10,000	1925	5,000
1905-06	2,000/yr.	1920	20,000	1926-27	20,000/yr.
1907-10	5,000/yr.	1921-22	10,000/yr.	1928-32	25,000/yr.
1911-17	10,000/yr.	1923	15,000	1933	22,500
1934-45	20,250/yr.	<u>TOTAL</u>	1903-1945		<u>\$622,650.00</u>

II ST. JOHN'S AMBULANCE

1914-15	2,500/yr.	1920	10,000	1933-34	4,500/yr.
1916-17	5,000/yr.	1921-26	5,000/yr.	1935-45	4,050/yr.
1918	15,000	1927	3,750		
1919	5,000	1928-32	5,000/yr.	<u>TOTAL</u>	<u>143,250.00</u>

III VICTORIAN ORDER OF NURSES

1916-17	5,000/yr.	1925-26	10,000/yr.	1933-34	9,000/yr.
1918	15,000	1927	7,500	1935-45	13,100/yr.
1919	5,000	1928	10,000		
1920	10,000	1929	6,000		
1921-24	5,000/yr.	1930-32	10,000/yr.	<u>TOTAL</u>	<u>266,600.00</u>

IV MENTAL HEALTH ASSOCIATION

1921-23	10,000/yr.	1927	7,500	1933-34	9,000/yr.
1924	5,000	1928	10,000	1935	8,100
1925-26	10,000/yr.	1929-32	20,000/yr.	1936-45	10,000/yr.
				<u>TOTAL</u>	<u>238,600.00</u>

V PUBLIC HEALTH ASSOCIATION (CANADIAN HEALTH LEAGUE)

1940-44	10,000/yr.	<u>TOTAL</u>	1940-45	<u>\$50,000.00</u>
1945	5,000			

VI CANADIAN COUNCIL ON NUTRITION

1940-45	14,000/yr.	<u>TOTAL</u>	<u>\$70,000.00</u>
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VIITOTAL HEALTH GRANTS TO ORGANIZATIONS AND ASSOCIATIONS ( 1946-1970)

1946	100,650	1957-60	307,250/yr.*	1969	255,892
1947	100,650	1961	243,250	1970	249,538
1948	105,650	1962	262,650		
1949	105,650	1963	277,750		
1950	130,150	1964	267,750		
1951	159,100	1965	147,750		
1952-4	152,450/yr.	1966	132,500		
1955	166,450	1967	167,500		
1956	152,450	1968	370,840		
				<u>TOTAL</u>	<u>5,087,520.00</u>

\* From 1957 - 1964 Health and Welfare Grants are combined.

APPENDIX IXTABLE IICANADADEPARTMENT OF NATIONAL HEALTH AND WELFAREHEALTH RESEARCH GRANTS TO UNIVERSITIES

	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTALS</u>
CARLETON	6,133	3,800	6,710	9,917	16,125	42,685
WATERLOO	3,950		13,700	32,707	32,707	50,357
McGILL			10,400			10,400
QUEENS				3,280	3,057	6,337
U. of SASKATCHEWAN				6,650	12,000	18,650
U. of ALBERTA				15,000		15,000
U. of WESTERN ONTARIO				29,557		29,557
<u>TOTALS</u>	<u>10,083</u>	<u>3,800</u>	<u>30,810</u>	<u>64,404</u>	<u>64,889</u>	<u>172,986</u>

APPENDIX IXTABLE IIICANADADEPARTMENT OF NATIONAL HEALTH AND WELFAREWELFARE GRANTS TO ASSOCIATIONS

( 1923 - 1970 )

I CANADIAN NATIONAL INSTITUTE FOR THE BLIND AND RELATED INSTITUTIONS

1923	10,000	1929	25,000	1936	78,350
1924	30,000	1930	15,000	1937-49	30,150/yr.
1925-26	10,000/yr.	1931-32	30,000/yr.	1950-60	59,100/yr.
1927	7,500	1933-34	27,000/yr.		
1928	15,000	1935	24,300	<u>TOTAL</u>	<u>1,291,950.00</u>

II CANADIAN WELFARE COUNCIL

1924-26	5,000/yr.	1936-38	5,000/yr.	1954	25,000
1927	7,500	1939-47	8,100/yr.	1955-57	28,000/yr.
1928	10,000	1948-52	12,600/yr.		
1929-35	5,000/yr.	1953	16,000	<u>TOTAL</u>	<u>279,700.00</u>

III TOTAL WELFARE GRANTS TO ORGANIZATIONS ( 1965 - 1970 )

1965	165,000	1968	284,100		
1966	211,600	1969	414,100		
1967	262,800	1970	851,600	<u>TOTAL</u>	<u>2,189,200.00</u>



APPENDIX IXTABLE IVCANADADEPARTMENT OF NATIONAL HEALTH AND WELFAREASSISTANCE TO SCHOOLS OF SOCIAL WORK

( 1946 - 1955 )\*

DISBURSEMENTS

<u>SCHOOL</u>	<u>1947</u>	<u>1948</u>	<u>1949</u>	<u>1950</u>
THE MARITIME SCHOOL OF SOCIAL WORK	7,000	3,250	3,180	2,400
LAVAL U., SCHOOL OF SOCIAL SCIENCE	11,000	6,560	6,120	5,280
U. OF MONTREAL, SCHOOL OF SOCIAL WORK	14,000	6,670	6,020	6,240
MCGILL U., SCHOOL OF SOCIAL WORK		7,300	6,300	6,940
ST. PATRICK'S COLLEGE, SCHOOL OF SOCIAL WELFARE				2,500
U. OF TORONTO, SCHOOL OF SOCIAL WORK	20,400	12,230	14,640	13,150
U. OF MANITOBA, SCHOOL OF SOCIAL WORK	9,600	4,430	4,310	3,890
U. OF B.C., SCHOOL OF SOCIAL WORK	16,300	9,560	9,430	12,100
MONTREAL SCHOOL OF SOCIAL WORK	16,500			
<u>TOTALS:</u>	<u>94,800</u>	<u>50,000</u>	<u>50,000</u>	<u>52,500</u>

\* With respect to the years 1953 and 1954 information was not available through regular sources and although it was requested from the Department it had not arrived up to the time of writing.

<u>1951</u>	<u>1952</u>	<u>1953</u>	<u>1954</u>	<u>1955</u>
2,390	5,890			
4,690	9,350			9,350
7,310	9,920			9,920
7,150	13,100			13,100
2,390	6,890	(NI)	(NI)	
12,060	23,040			
3,870	8,190			
12,640	23,620			
<hr/>	<hr/>			<hr/>
<u>52,500</u>	<u>100,000</u>			<u>32,370</u>

TOTAL432,170.00TOTAL APPROPRIATION480,370.00

APPENDIX IXTABLE VCANADADEPARTMENT OF NATIONAL HEALTH AND WELFARENATIONAL WELFARE GRANTSPAYMENTS( 1963 - 1970 )I RESEARCH:

	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>
NEWFOUNDLAND					
P.E.I.					
NOVA SCOTIA		1,667	17,697	13,175	10,563
NEW BRUNSWICK	2,686	560			
QUEBEC					
ONTARIO	26,278	32,174	38,462	44,816	69,888
MANITOBA			8,623	10,414	39,091
SASKATCHEWAN		6,876	3,231	3,346	8,990
ALBERTA					3,500
BRITISH COLUMBIA	849	16,675	13,220	40,272	39,465
<u>TOTALS</u>	<u>29,813</u>	<u>57,952</u>	<u>81,233</u>	<u>112,023</u>	<u>171,503</u>

II BURSARIES:

	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>
NEWFOUNDLAND	600	600			
NOVA SCOTIA			1,050	2,500	D
NEW BRUNSWICK	1,976	2,474	6,455	6,671	I
ONTARIO	2,684	13,889	26,094	30,688	S
MANITOBA	1,525	1,325	1,528	3,040	C
SASKATCHEWAN	6,335	5,389	7,515	6,245	O
ALBERTA			2,250	1,500	N
BRITISH COLUMBIA		500	1,000	9,425	T
<u>TOTALS</u>	<u>13,120</u>	<u>25,177</u>	<u>45,892</u>	<u>60,069</u>	I N U E D

<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTAL</u>
107,767	112,403*	46,933	267,103
	4,956		4,956
9,437	19,140	34,953	106,632
4,170	4,735		12,151
34,223	37,554	121,944	193,771
38,651	63,747	38,725	382,743
46,093	17,305	15,301	136,827
3,050	23,364	9,849	58,706
8,900	14,388	31,778	58,566
<u>76,023</u>	<u>113,234</u>	<u>65,188</u>	<u>364,926</u>
<u>328,314</u>	<u>410,826</u>	<u>334,671</u>	<u>1,596,381.00</u>

\* Voluntary Agencies.

<u>TOTAL</u>
1,200
3,550
17,576
73,355
8,418
25,484
3,750
<u>10,925</u>
<u>144,258.00</u>

Take:

III FELLOWSHIPS AND SCHOLARSHIPS:

	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>
NEWFOUNDLAND				4,380	3,992
P.E.I.					
NOVA SCOTIA			4,078	4,219	6,032
NEW BRUNSWICK					
ONTARIO	5,207	32,189	41,218	27,000	64,261
QUEBEC		5,858	22,475	30,125	35,558
MANITOBA		1,328	1,700	5,600	
SASKATCHEWAN				2,026	5,940
ALBERTA		2,009			5,044
BRITISH COLUMBIA		15,617	9,126	8,834	23,224
<u>TOTALS</u>	<u>5,207</u>	<u>57,001</u>	<u>78,597</u>	<u>82,184</u>	<u>144,051</u>

IV TRAINING GRANTS:

	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>
NEWFOUNDLAND	1,348	3,579	4,310	1,176	D
P.E.I.				1,500	I
NOVA SCOTIA	4,267	8,109	6,793	10,604	S
NEW BRUNSWICK	4,984	2,087	216	2,776	C
ONTARIO	970	1,514	2,609	8,781	O
MANITOBA	13,877	12,865	30,361	37,405	N
SASKATCHEWAN	10,977	9,622	27,675	32,229	T
ALBERTA	2,826	5,585	12,424	10,812	I
BRITISH COLUMBIA	1,050	1,460	8,375	5,000	N
YUKON		1,370		967	U
<u>TOTALS</u>	<u>40,299</u>	<u>46,191</u>	<u>92,763</u>	<u>111,250</u>	E D

V INSTRUCTION AND TEACHING:

	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>
NEWFOUNDLAND					
NOVA SCOTIA	2,017	5,522	15,567	19,238	40,197
NEW BRUNSWICK					
ONTARIO	12,621	37,545	48,348	103,710	166,520
MANITOBA	7,069	16,817	35,150	49,145	70,420
ALBERTA					21,296
BRITISH COLUMBIA	674	13,476	37,390	61,194	81,467
<u>TOTALS</u>	<u>22,381</u>	<u>46,191</u>	<u>136,455</u>	<u>233,287</u>	<u>379,900</u>

<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTAL</u>
	11,825	3,880	24,077
2,496		2,331	4,827
6,290	22,019	2,479	45,117
		1,808	1,808
85,759	77,133	54,728	387,495
13,150	28,159	41,390	176,715
1,690	3,424	3,425	17,267
7,630		3,795	19,391
2,030	3,712	8,196	20,991
<u>18,534</u>	<u>1,657</u>	<u>19,362</u>	<u>96,354</u>
<u>137,579</u>	<u>147,965</u>	<u>151,394</u>	<u>794,042</u>

TOTAL

10,413  
 1,500  
 29,773  
 10,063  
 13,874  
 94,508  
 80,603  
 31,647  
 15,885  
2,337

290,603

<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTAL</u>
		8,102	8,102
46,849	39,040	37,527	205,957
	19,997	10,000	29,997
205,564	243,293	243,472	1,061,073
85,625	66,100	65,511	395,837
35,000	38,859	54,408	149,563
<u>99,787</u>	<u>75,410</u>	<u>65,657</u>	<u>435,155</u>
<u>472,825</u>	<u>482,699</u>	<u>484,677</u>	<u>2,285,684</u>

VI RESEARCH GRANTS TO CANADIAN UNIVERSITIES: ( 1963 - 1970 )

	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>
U. of T.	8,395.71	5,524.97	18,153.32	9,438.75	6,443.40
OTTAWA U.				791.46	2,965.00
CARLETON					2,050.00
S.F.U.					1,150.00
DALHOUSIE					
MT. ALLISON					
MCGILL					
SIR GEORGE WILLIAMS					
U. of A.					
U.B.C.					
CALGARY U.					
MONTREAL U.					
LAVAL U.					
<u>TOTALS</u>	<u>8,395.71</u>	<u>5,524.97</u>	<u>18,153.32</u>	<u>10,230.21</u>	<u>12,608.40</u>

SOURCE: PUBLIC ACCOUNTS OF CANADA (1963-1970)

APPENDIX IX

TABLE VI

CANADA

DEPARTMENT NATIONAL HEALTH AND WELFARE

YOUTH ALLOWANCE PAYMENTS

( 1965 - 1970 )

I EXPENDITURES

1965	26,869,815	1969	52,457,272.00
1966	46,468,550	1970	55,101,900.00
1967	47,395,633		
1968	49,426,980	<u>TOTAL</u>	<u>277,720,150.00</u>

III CHILDREN BENEFITTING FROM PROGRAM

1965	398,037	1967	412,121	1969	462,385
1966	404,794	1968	434,505	1970	484,476

<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTAL</u>
20,169.96	30,210.75	9,662.62	107,999.48
52.17			3,808.63
2,550.00	2,550.00		4,600.00
18,240.24	16,686.68	10,901.43	46,978.35
2,947.66	9,869.93	33,492.75	46,310.34
4,170.35	4,735.26		8,905.61
8,107.78	14,681.74	8,037.93	30,827.45
1,854.00	2,396.06	11,453.48	15,703.54
8,899.80	10,350.74		20,250.54
12,635.00	27,061.12	9,439.54	49,135.76
	2,600.00		2,600.00
		44,350.00	44,350.00
		5,221.30	5,221.30
<u>79,626.96</u>	<u>117,592.28</u>	<u>132,559.05</u>	<u>386,691.00</u>

TABLE VIII PROVINCIAL DISBURSEMENTS

	<u>1965</u>
NEWFOUNDLAND	881,777
NOVA SCOTIA	1,590,976
PRINCE EDWARD ISLAND	231,142
NEW BRUNSWICK	1,352,716
ONTARIO	12,652,036
MANITOBA	1,916,217
SASKATCHEWAN	1,990,634
ALBERTA	2,806,661
BRITISH COLUMBIA	3,415,068
NORTH WEST TERRITORIES	15,780
YUKON	17,060
<u>TOTAL</u>	<u>26,869,815.00</u>



# IV DETAILS OF YOUTH ALLOWANCES PAYMENTS

	<u>1965</u>	<u>1965-66</u>	<u>1966-67</u>	<u>1967-68</u>
NEWFOUNDLAND	881,777	1,591,901	1,686,661	1,747,042
NOVA SCOTIA	1,590,976	2,691,768	2,654,786	2,697,524
PRINCE EDWARD ISLAND	231,142	395,465	397,505	392,096
NEW BRUNSWICK	1,352,716	2,311,244	2,300,043	2,361,241
ONTARIO	12,652,036	21,978,399	22,491,673	23,763,162
MANITOBA	1,916,217	3,249,490	3,212,828	3,203,702
SASKATCHEWAN	1,990,364	3,414,834	3,434,721	3,187,244
ALBERTA	2,806,661	4,836,771	4,960,783	3,148,230
BRITISH COLUMBIA	3,415,086	5,934,292	6,159,249	6,462,039
NORTHWEST TERRITORIES	15,780	34,176	39,340	45,240
YUKON TERRITORY	17,060	30,210	28,044	29,340
<u>TOTALS</u>	<u>26,869,815</u>	<u>46,468,550</u>	<u>47,395,633</u>	<u>49,426,980</u>

<u>1968-69</u>	<u>1969-70</u>	<u>TOTAL</u>
1,865,324	1,967,468	9,740,273
2,833,634	3,002,805	15,471,493
401,466	422,204	2,239,878
2,486,409	2,561,437	13,373,090
25,343,412	26,653,566	132,882,248
3,475,233	3,601,849	18,779,319
3,633,294	3,783,018	19,743,495
5,498,398	5,823,232	29,074,075
6,836,640	7,195,255	36,002,561
49,928	54,552	239,016
<u>33,534</u>	<u>36,514</u>	<u>174,702</u>
<u>52,457,272</u>	<u>55,101,900</u>	<u>277,720,150</u>

APPENDIX IXTABLE VIICANADADEPARTMENT OF NATIONAL HEALTH AND WELFARENATIONAL PHYSICAL FITNESS PROGRAMAPPROPRIATIONS AND EXPENDITURES

( 1943 - 1955 )

PROVINCIAL DISBURSEMENTS

<u>YEAR</u>	<u>PROVINCE</u>					
	<u>N.S.</u>	<u>N.B.</u>	<u>MAN.</u>	<u>SASK.</u>	<u>ALTA.</u>	<u>B.C.</u>
1943-47 (NI)						
1948	8,685.40	2,186.86	7,933.66	35,091.50	19,488.12	16,015.75
1949	14,001.98	6,280.65	5,997.84	17,520.75	14,671.79	15,993.00
1950	11,426.92	8,943.75	7,237.93	17,520.75	16,463.71	15,993.00
1951	10,415.36	6,771.84	8,250.97	"	15,567.75	"
1952	9,260.69	8,412.32	9,573.45	"	"	"
1953	10,940.57	8,540.00	13,125.96	13,773.50	15,558.50	19,296.25
1954	10,611.00	8,507.00	25,719.00	"	"	19,230.00
1955	10,641.00	8,540.00	12,860.00	17,217.00	15,559.00	19,296.00
<u>TOTALS</u>	<u>85,982.92</u>	<u>58,182.42</u>	<u>90,698.81</u>	<u>149,938.50</u>	<u>128,435.12</u>	<u>137,830.00</u>

TOTAL APPROPRIATIONS: \$ 1,675,657.00

APPENDIX IXTABLE VIIICANADADEPARTMENT OF NATIONAL HEALTH AND WELFAREPHYSICAL FITNESS AND AMATEUR SPORTAPPROPRIATIONS AND EXPENDITURES

( 1962 - 1970 )

<u>YEAR</u>	<u>APPROPRIATION</u>	<u>EXPENDITURE</u>
1962	5,000,000	229,641
1963	"	981,270
1964	"	1,549,824
1965	"	1,996,603
1966	"	2,508,493
1967	"	4,665,769
1968	"	3,655,413
1969	"	3,986,435.39
1970	"	4,984,362.56
<u>TOTALS</u>	<u>45,000,000.00</u>	<u>24,557,814.95</u>

<u>N.W.T.</u>	<u>P.E.I.</u>	<u>ONT.</u>	<u>TOTAL</u>
234.00			89,635.29
234.00	4,184.75		78,884.76
234.00	1,858.50		79,678.50
"	"	74,063.25	150,675.42
	"	"	152,249.71
234.00		"	153,532.03
330.00		76,138.00	170,132.00
265.00		152,273.00	236,651.00
<hr/>	<hr/>	<hr/>	<hr/>
1,765.00	9,760.75	450,600.75	1,111,438.77
<hr/>	<hr/>	<hr/>	<hr/>

TABLE VIIIGRANTS TO ASSOCIATIONS: ( 1962 - 1970 )

1962	223,085	1967	3,506,560
1963	455,811	1968	1,966,185
1964	1,003,196	1969	2,234,694
1965	962,648	1970	2,680,234
1966	1,265,345	<u>TOTAL</u>	<u>14,297,758.00</u>

APPENDIX IXTABLE IXCANADADEPARTMENT OF NATIONAL HEALTH AND WELFAREPHYSICAL FITNESS AND AMATEUR SPORTALLOCATIONPAYMENTS TO PROVINCES( 1963 - 1970 )

<u>PROVINCE</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>
NEWFOUNDLAND	13,893	22,333	49,680	49,828	49,687
PRINCE EDWARD ISLAND	15,181	9,100	38,311	38,227	38,166
NOVA SCOTIA	13,717	29,998	58,300	57,891	57,250
NEW BRUNSWICK	10,039	27,496	53,959	53,595	53,351
QUEBEC			202,579	202,841	202,448
ONTARIO	12,510	25,000	233,081	233,486	235,281
MANITOBA	18,416	64,185	64,203	63,876	62,937
SASKATCHEWAN	16,172	7,500	64,047	63,317	62,937
ALBERTA	14,438	41,544	77,789	78,324	77,683
BRITISH COLUMBIA	13,459	11,066	86,816	87,377	88,881
YUKON	5,900	3,365	35,468	35,479	35,440
NORTHWEST TERRITORIES	<u>7,291</u>	<u>7,331</u>	<u>35,749</u>	<u>35,759</u>	<u>35,762</u>
<u>TOTALS</u>	<u>140,995</u>	<u>248,918</u>	<u>999,982</u>	<u>1,000,000</u>	<u>996,823</u>

SOURCE: PUBLIC ACCOUNTS OF CANADA  
( 1963 - 1970 )APPENDIX IXTABLE XDEPARTMENT OF NATIONAL HEALTH AND WELFAREPHYSICAL FITNESS AND AMATEUR SPORT PROGRAMGRANTS TO PROVINCES ( 1962 - 1967 )

<u>PROVINCE</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>
NEWFOUNDLAND		16,779	24,745	37,252	134,565
PRINCE EDWARD ISLAND	15,400	15,400	34,026	56,263	38,227
NOVA SCOTIA	17,810	17,810	38,676	37,858	54,081
NEW BRUNSWICK	17,289	17,289	40,276	52,503	72,291
QUEBEC					
ONTARIO	38,898	38,898	86,064	57,253	104,007
MANITOBA	18,351	18,351	64,203	64,203	63,876
SASKATCHEWAN	18,509	18,509	28,740	29,793	53,410
ALTA.	20,174	20,174	43,817	40,491	34,398
BRITISH COLUMBIA	21,247	21,247	16,166	39,634	84,890
YUKON	15,057	15,057	16,421	15,303	27,837
NORTHWEST TERRITORIES	<u>15,091</u>	<u>15,091</u>	<u>10,028</u>	<u>19,469</u>	<u>35,477</u>
<u>TOTALS</u>	<u>250,000</u>	<u>250,000</u>	<u>403,692</u>	<u>450,022</u>	<u>703,059</u>

<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTAL</u>
57,571	79,092	48,773	370,857
32,722	56,813	35,331	263,851
58,860	55,554	57,134	388,704
68,193	60,165	52,339	379,137
		401,239	1,009,107
210,402	238,200	239,744	1,427,704
81,114	62,205	62,033	478,969
62,055	61,962	61,600	399,590
89,683	119,481	77,683	576,625
86,216	87,596	90,512	541,923
32,797	35,494	35,324	219,267
<u>35,762</u>	<u>35,762</u>	<u>35,859</u>	<u>229,275</u>
<u>815,375</u>	<u>892,324</u>	<u>1,197,571</u>	<u>6,291,988</u>

<u>1967</u>	<u>TOTAL</u>
61,311	274,652
35,899	195,215
50,925	217,160
67,970	267,618
128,982	454,102
63,114	292,098
60,990	209,951
43,874	202,928
88,252	271,436
32,210	121,885
<u>35,762</u>	<u>130,918</u>
<u>669,289</u>	<u>2,726,064</u>

APPENDIX IXTABLE XICANADA

DEPARTMENT OF NATIONAL HEALTH AND WELFARE  
PHYSICAL FITNESS AND AMATEUR SPORT PROGRAM  
POST GRADUATE FELLOWSHIPS AND SCHOLARSHIPS  
 ( 1963 - 1969 )

<u>AWARD</u>		<u>1963</u>		<u>1964</u>		<u>1965</u>		<u>1966</u>
	#	\$	#	\$	#	\$	#	\$
A. POST GRADUATE SCHOLARSHIPS								
1. MASTERS LEVEL	21	31,150	49	68,860	61	82,950	87	125,200
2. DOCTORAL LEVEL	9	10,700	19	23,800	35	56,200	40	74,050
B. SENIOR RESEARCH FELLOWSHIPS	4	18,605	9	37,918	2	2,572		
C. SPECIAL FELLOWSHIPS	2	9,693	3	43,241	3	6,080	1	3,080
<u>TOTALS</u>	36	70,148	80	135,901	101	162,691	128	202,330

SOURCE: ANNUAL DEPARTMENTAL REPORTS  
 ( 1962 - 1969 )

APPENDIX IXTABLE XIICANADA

DEPARTMENT OF NATIONAL HEALTH AND WELFARE  
PHYSICAL FITNESS AND AMATEUR SPORT PROGRAM  
UNDERGRADUATE SCHOLARSHIPS AND BURSARIES  
 ( 1964 - 1969 )

<u>PROVINCE</u>		<u>1964</u>		<u>1965</u>		<u>1966</u>		<u>1967</u>		<u>1968</u>
	#	\$	#	\$	#	\$	#	\$	#	\$
NEWFOUNDLAND	42	11,800	37	14,700	44	13,650	6	1,200	36	6,275
PRINCE EDWARD ISLAND	17	6,400	21	5,700	26	8,500	23	8,100	18	7,300
NOVA SCOTIA	50	15,650	52	16,700	84	21,550	75	22,425	120	22,350
NEW BRUNSWICK	19	6,600	19	6,500	26	9,800	26	7,150	22	6,950
QUEBEC										
ONTARIO	121	25,000	166	27,500	191	44,125	274	44,125	344	77,525
MANITOBA			15	3,895	29	4,500	40	5,000	40	7,000
SASKATCHEWAN	17	7,500	22	10,400	36	16,600	42	18,800	58	20,500
ALBERTA	78	38,250	134	32,750	64	19,100	64	18,900	58	17,600
BRITISH COLUMBIA	7	3,500	16	7,700	29	11,550	36	13,800	46	13,350
NORTHWEST TERRITORIES			1	500						
YUKON										
<u>TOTALS</u>	351	114,700	483	126,345	529	149,375	586	153,995	742	173,850

#	<u>1967</u>	#	<u>1968</u>	#	<u>1969</u>	#	<u>TOTALS</u>
	\$		\$		\$		\$
71	102,000	94	144,734	84	114,704	467	669,598.00
37	77,800	45	94,354	39	83,734	224	420,638.00
						15	59,095.00
<u>2</u>	<u>3,236</u>	<u>1</u>	<u>1,638</u>	<u>7</u>	<u>33,550</u>	<u>19</u>	<u>100,488.00</u>
<u>110</u>	<u>183,036</u>	<u>140</u>	<u>240,726</u>	<u>130</u>	<u>231,988</u>	<u>725</u>	<u>1,249,819.00</u>

#	<u>1969</u>	#	<u>TOTALS</u>
	\$		\$
1	400	166	48,025
40	14,100	145	50,100
91	13,750	472	112,425
16	4,850	128	41,850
475	81,064	1,671	299,339
477	7,000	171	27,395
42	19,200	217	83,000
34	10,000	432	131,600
40	14,400	174	63,900
		1	500
<u>11</u>	<u>500</u>	<u>1</u>	<u>500</u>
<u>787</u>	<u>165,264</u>	<u>3,578</u>	<u>858,634</u>

APPENDIX IXTABLE XIIICANADA

DEPARTMENT OF NATIONAL HEALTH AND WELFARE  
PHYSICAL FITNESS AND AMATEUR SPORT PROGRAM

I UNIVERSITY RESEARCH GRANTS

<u>UNIVERSITY</u>	<u>1963-5</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>
U. of A.	77,778	82,257.16	91,279	117,549	57,575
U. B. C.	6,875	5,638.99	26,722	10,707	3,015
S.F.U.				6,933	11,000
U. of SASK.	56,824	23,185.26	23,635	36,190	41,797
U. of MAN.	9,250	11,226.95	13,232	23,249	18,000
U. of T.	62,000	75,078.42	73,682	94,077	73,786
U. W. O.	17,230	32,456.92	19,993	26,901	15,980
QUEEN'S				10,927	5,177
OTTAWA	16,350			26,	26,682
YORK				5,831	
GUELPH					5,000
McGILL	14,756	17,761.06	8,620	12,494	25,442
LAVAL				9,744	6,360
MONTREAL	53,031	25,000	50,000	50,000	20,031
SIR GEORGE WILLIAMS				2,866	
U.N.B.					6,123
U.N.W.T.				23,891	
<u>TOTALS:</u>	<u>314,094</u>	<u>252,604.76</u>	<u>307,163</u>	<u>431,359</u>	<u>405,978</u>

II RESEARCH SCHOLARSHIPS AND FELLOWSHIPS

1963	71,448
1964	135,901
1965	162,692
1966	207,699
1967	109,122
1968	240,726
1969	229,738
1970	179,308

SOURCE: PUBLIC ACCOUNTS OF CANADA  
 ( 1962 - 1970. )



<u>1970</u>	<u>TOTALS</u>
27,000	453,448.16
22,666	75,623.99
15,000	32,933
46,385	228,016.26
12,993	87,950.95
17,197	395,820.42
27,500	139,060.92
9,074	25,178
14,928	57,960
	5,831
5,012	10,012
13,069	92,142.06
	16,104
	198,062
	2,866
6,181	12,304
	23,891
<u>217,005</u>	<u>1,857,203.76</u>

APPENDIX X

DEPARTMENT OF THE SECRETARY OF STATE

EDUCATIONAL EXPENDITURES

( 1867 - 1970 )

APPENDIX XTABLE I

CANADA  
DEPARTMENT OF THE SECRETARY OF STATE  
CITIZENSHIP BRANCH  
LANGUAGE TRAINING ASSISTANCE  
( 1950 - 1970 )

I LANGUAGE TEXTS FOR CITIZENSHIP CLASSES

1950	8,030	1961	69,063
1951	20,000	1962	39,748
1952	28,594	1963	49,782
1953	151,593	1964	58,615
1954	139,811	1965	46,551
1955	245,436	1966	44,944
1956	134,692	1967	47,787
1957	174,814	1968	54,000
1958	131,932	1969	59,349
1959	125,055	1970	67,099
1960	150,965	TOTAL	<u>1,849,860</u>

II LANGUAGE INSTRUCTION

(nil)

1954	118,263	1963	215,663
1955	164,814	1964	209,761
1956	186,606	1965	213,767
1957	190,738	1966	220,013
1958	240,826	1967	369,655
1959	248,062	1968	397,426
1960	238,964	1969	486,233
1961	222,766	1970	370,949
1962	232,995		<u>4,327,501</u>

III    PROVINCIAL DISBURSEMENTS

	<u>1955</u>	<u>1956</u>	<u>1957</u>	<u>1958</u>	<u>1959</u>
NEWFOUNDLAND	63.37	63.37	317.50		
NOVA SCOTIA	1,917.62	1,419.00	1,401.10	2,979.00	3,190
PRINCE EDWARD ISLAND	72.00	329.10		54.00	202
NEW BRUNSWICK	329.10	237.00	186.00	557.10	342
ONTARIO	136,176.34	151,139.82	161,043.82	166,802.22	197,589
MANITOBA	16,710.00	14,185.50	11,202.00	14,900.00	14,979
SASKATCHEWAN	1,263.50	3,204.50	3,605.62	6,895.50	6,476
ALBERTA	5,187.00		2,923.50	10,266.75	6,318
BRITISH COLUMBIA	2,893.48	11,942.93	10,179.67	38,004.71	18,846
NORTH WEST TERRITORIES	594.00	397.50		367.50	120
QUEBEC					
YUKON					
<u>TOTALS</u>	<u>165,206.41</u>	<u>186,605.72</u>	<u>190,859.21</u>	<u>240,826.38</u>	<u>248,062</u>

PROVINCIAL DISBURSEMENTS  
CITIZENSHIP TRAINING AND TEXTBOOKS

<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
2,846	1,565	1,524	1,243	1,575	1,138
70		135	1,545	1,465	1,250
108					
198,067	183,828	192,940	180,177	234,924	232,854
12,277	12,120	10,068	7,023	3,354	5,796
9,553	10,496	12,384	10,746	7,568	8,170
4,290	2,491	2,091	1,543	3,587	3,233
11,753	12,266	13,835	12,716	8,860	7,868
				139	9
				8,824	
			<u>670</u>	<u>180</u>	
<u>238,964</u>	<u>222,766</u>	<u>232,977</u>	<u>215,663</u>	<u>270,376</u>	<u>259,578</u>

<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTALS</u>
		20			464.24
1,500	1,995	1,954	1,795	3,527	31,568.72
850				75	6,045.10
112	154				2,025.20
229,816	389,521	417,063	504,918	387,896	3,964,755.20
5,844	2,228	5,219	3,881	13,224	153,010.50
7,778	819	768		1,869	91,596.12
4,707	4,304	3,369	7,007	8,897	66,214.25
14,350	18,012	20,104	27,981	22,560	252,171.79
					1,527.00
					8,824
					<u>850</u>
<u>264,957</u>	<u>417,033</u>	<u>448,497</u>	<u>545,582</u>	<u>438,048</u>	<u>4,573,052.12</u>

APPENDIX XTABLE IICANADADEPARTMENT OF SECRETARY OF STATEGRANTS TO ASSOCIATIONSI BOY SCOUTS ASSOCIATION

1915-17	5,000/yr.	1927	11,250
1918	15,000	1928-32	15,000/yr.
1919	5,000	1933-34	10,000/yr.
1920	10,000	1935-48	9,000/yr.
1921-22	5,000/yr.	1949-68	15,000/yr.
1923-26	15,000/yr.	1969-70	10,000/yr.

TOTAL \$ 619,250.00

II GIRL GUIDES ASSOCIATION

1920-26	3,000/yr.	1949-52	6,000/yr.
1927	2,250	1953	9,000
1928	3,000	1954-59	12,000
1929-32	6,000/yr.	1960-68	15,000
1933-34	5,400/yr.	1969-70	10,000
1935-48	4,860/yr.		

TOTAL \$ 359,230.00

III BOYS CLUBS OF CANADA

1952	12,500
1953-68	10,000
1969-70	7,500

TOTAL \$ 177,500.00

<u>IV</u>	FATHERS OF CONFEDERATION MEMBERSHIP TRUST
<u>V</u>	CANADIAN CONFEDERATION OF ARTS
<u>VI</u>	CANADIAN MUSEUM ASSOCIATION
<u>VII</u>	ARTS AND CULTURE SERVICE ORGANIZATIONS
<u>VIII</u>	CANADIAN RAILROAD HISTORY ASSOCIATION
<u>IX</u>	ASSOCIATION OF UNIVERSITIES AND COLLEGES OF CANADA

	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTALS</u>
<u>IV</u>	150,000	100,000	100,000	175,000	175,000	700,000.00
<u>V</u>		35,000	36,750	53,840	68,000	193,590.00
<u>VI</u>		36,750	40,000	50,000	60,000	186,750.00
<u>VII</u>			130,000	145,000	78,500	353,500.00
<u>VIII</u>		25,000	25,000	25,000		75,000.00
<u>IX</u>			84,400	59,600		144,000.00
<u>TOTALS</u>	<u>150,000</u>	<u>196,750</u>	<u>416,150</u>	<u>508,440</u>	<u>381,500</u>	<u>1,652,840.00</u>



APPENDIX X

TABLE III

CANADA

DEPARTMENT OF SECRETARY OF STATE

NATIONAL MUSEUM

EXPENDITURES

( 1910 - 1970 )

I NATIONAL MUSEUM

1909		1941	55,889.20
1910	16,084.58	1942	45,663.10
1911	27,066.79	1943	45,875.30
1912	25,439.38	1944	44,631.98
1913	44,999.62	1945	44,501.40
1914	45,242.26	1946	50,053.95
1915	51,037.60	1947	74,476.61
1916	34,094.58	1948	93,925.36
1917	30,937.31	1949	144,177.93
1918	33,685.96	1950	179,678.40
1919	41,251.45	1951	248,740.63
1920	46,159.72	1952	218,914.33
1921	49,822.49	1953	245,109.74
1922	49,955.02	1954	252,427.52
1923	46,328.37	1955	275,227.38
1924	47,743.13	1956	333,358.00
1925	47,840.23	1957	349,368.15
1926	49,968.25	1958	421,883.36
1927	48,997.03	1959	569,347.46
1928	53,141.36	1960	642,258.00
1929	57,975.25	1961	760,335.00
1930	59,966.97	1962	873,189.00
1931	64,446.87	1963	1,186,487.00
1932	57,594.00	1964	1,206,103.14
1933	41,662.74	1965	1,419,780.02
1934	39,044.42	1966	1,662,149.73
1935	69,428.64	1967	2,565,281.58
1936	84,802.00	1968	3,717,875.78
1937	85,000.00	1969	7,073,056.00
1938	73,437.17	1970	7,338,665.62
1939	67,364.38		
1940	70,252.71		
<u>TOTAL</u>			<u>33,690,181.15</u>

II FISHERIES MUSEUM

1884	500.00	1902	1,753.82
1885	200.00	1903	2,817.20
1886	1,238.65	1904	3,445.62
1887	1,653.56	1905	3,993.66
1888	1,759.22	1906	5,351.08
1889	1,150.20	1907	3,169.84
1890	1,799.35	1908	6,853.60
1891	792.90	1909	4,300.01
1892	1,906.70	1910	3,228.51
1893	757.01	1911	3,168.42
1894	1,217.63	1912	5,462.06
1895	578.80	1913	6,481.65
1896	427.69	1914	9,100.54
1897	829.29	1915	6,086.08
1898	882.24	1916	6,646.80
1899	904.81	1917	5,248.56
1900	1,046.17	1918	4,833.65
1901	1,011.24	1919	(NI)

TOTAL56,142.31III WAR MUSEUM

1951	47,007.02	1955	20,702.89
1952	19,427.18	1956	21,206.57
1953	18,993.23	1957	23,412.34
1954	19,805.39	1958	23,468.80

TOTAL194,023.22IV AVIATION MUSEUM

1960	44,336.00
1961	122,772.00
1962	125,261.00
<u>TOTAL</u>	<u>292,369.00</u>

APPENDIX XTABLE IVCANADAGRANTSNATIONAL ART GALLERY

( 1884 - 1970 )

1884	380.15	1927	74,998.70
1885	772.20	1928	99,886.05
1886	1,509.79	1929	134,988.79
1887	780.50	1930	129,985.98
1888	1,180.35	1931	129,988.00
1889	1,000.97	1932	99,903.08
1890	716.93	1933	38,981.01
1891	777.43	1934	31,500.00
1892	816.25	1935	24,988.76
1893	531.76	1936	73,000.00
1894	1,188.69	1937	75,000.00
1895	2,123.75	1938	74,527.94
1896	999.90	1939	115,000.00
1897	1,359.10	1940	114,994.31
1898	511.27	1941	44,246.82
1899	883.25	1942	43,618.80
1900	1,914.53	1943	43,082.44
1901	1,005.10	1944	65,741.31
1902	1,869.91	1945	68,096.52
1903	7,307.42	1946	102,361.95
1904	2,223.25	1947	104,772.67
1905	6,771.00	1948	103,340.57
1906	4,472.22	1949	108,814.66
1907	1,826.30	1950	186,564.05
1908	1,729.89	1951	338,572.21
1909	15,521.80	1952	293,320.11
1910	10,133.20	1953	616,501.50
1911	34,805.52	1954	701,711.48
1912	35,014.62	1955	360,066.04
1913	49,738.96	1956	1,275,830.85
1914	99,581.58	1957	444,240.13
1915	99,761.69	1958	608,757.00
1916	16,670.22	1959	642,408.39
1917	24,974.35	1960	739,148.07
1918	17,871.15	1961	770,828.00
1919	7,993.00	1962	853,582.00
1920	9,943.52	1963	787,271.00
1921	19,982.27	1964	1,067,949.02
1922	39,978.32	1965	1,303,734.00
1923	49,998.00	1966	1,815,625.92
1924	99,991.83	1967	1,872,361.08
1925	74,986.99	1968	2,949,577.29
1926	74,097.00	1969	2,111,500.00
		1970	1,869,838.00

TOTAL24,435,910.43

APPENDIX XTABLE VCANADANATIONAL FILM BOARDEXPENDITURES( 1925 - 1970 )

1925	14,112.35	1947	29,580,074.72
1926	24,820.32	1948	2,082,997.14
1927	29,941.23	1949	1,958,541.95
1928	34,994.39	1950	2,101,915.46
1929	49,943.63	1951	2,307,804.61
1930	74,128.50	1952	2,662,333.06
1931	65,377.48	1954	2,997,528.11
1932	53,892.07	1953	2,919,778.89
1933	25,132.44	1955	3,430,589.27
1934	40,624.56	1956	4,067,392.69
1935	38,810.43	1957	4,960,142.85
1936	30,176.99	1958	4,019,466.12
1937	40,571.07	1959	4,258,905.27
1938	37,065.98	1960	4,555,417.16
1939	85,024.99	1961	4,713,020.00
1940	142,126.04	1962	4,971,664.00
1941	103,758.73	1963	5,413,100.00
1942 (Nat. War Svc's)		1964	5,610,630.24
	148,857.92	1965	6,353,632.68
1942	39,016.55	1966	6,891,334.96
1943 (Incl. in CGMPB)		1967	8,016,816.80
	311,456.08	1968	9,323,211.45
1944	590,826.20	1969	10,026,189.54
1945	775,510.33	1970	10,463,797.75
1946	1,145,828.36		
<u>TOTAL</u>			<u>147,588,281.36</u>

APPENDIX X  
TABLE VI  
CANADA  
NATIONAL LIBRARY  
EXPENDITURES  
( 1951 - 1970 )

1951	30,254.63	1961	213,897.00
1952	37,049.74	1962	252,994.00
1953	51,275.80	1963	277,341.00
1954	82,646.27	1964	372,162.98
1955	134,600.56	1965	578,425.77
1956	151,699.28	1966	791,482.23
1957	169,259.43	1967	1,116,424.00
1958	175,441.34	1968	1,612,968.98
1959	195,957.47	1969	1,674,623.00
1960	212,067.32	1970	1,998,282.73
<u>TOTAL</u>			<u>10,228,853.53</u>

APPENDIX X  
TABLE VII  
CANADA  
DEPARTMENT OF LABOUR  
AID TO UNIVERSITIES  
( 1942 - 1946 )

	<u>1943</u>	<u>1944</u>	<u>1945</u>	<u>1946</u>	<u>TOTAL</u>
DALHOUSIE U.	7,200	8,500	1,400	1,000	17,900
MONTREAL U.		7,000	4,000		11,000
LAVAL	4,000	4,000	4,000	4,000	16,000
MANITOBA	7,500	8,000			15,500
McGILL	9,350	9,350	9,000	4,787.50	32,487.50
QUEENS	8,500	10,000	6,260.98	4,000	28,760.98
U. of T.	18,000	18,000	16,725.36	14,991.68	67,717.04
U. of ALTA.	7,000	10,000	9,000	15,000	41,000
U. of SASK.	2,000	2,000	2,000		6,000
U.W.O.	5,000	5,000	5,000	5,000	20,000
<u>TOTAL</u>	<u>68,550</u>	<u>81,850</u>	<u>57,386.34</u>	<u>48,779.18</u>	<u>256,365.52</u>

STUDENT LOANS

	<u>1943</u>	<u>1944</u>	<u>1945</u>	<u>TOTAL</u>
DALHOUSIE	10,450	16,879.50	9,241.83	36,571.33
LAVAL & MONTREAL	600	3,000.00		3,600
MANITOBA	6,260	7,540.00	2,510	16,310
McGILL	3,670	4,095.00		6,765
McMASTER	3,912	1,585.00		5,497
QUEEN'S	37,786.35	29,846.00		67,632.35
U. of T.	54,823.13	37,273.00		92,096.13
U. of ALTA	2,000			2,000
SASK.	2,500			2,500
U. W. O.	<u>12,632.98</u>	<u>10,272.50</u>		<u>22,915.48</u>
<u>TOTALS</u>	<u>134,634.46</u>	<u>108,491.00</u>	<u>11,751.83</u>	<u>255,887.29</u>

APPENDIX XTABLE VIIICANADAFEDERAL GOVERNMENTAID TO UNIVERSITIESI EXPENDITURES

1952	6,993,381.92	1962	19,360,080
1953	5,115,500.00	1963	26,330,000
1954	5,243,500.00	1964	26,778,000
1955	5,390,000.00	1965	27,264,000
1956	5,526,500.00	1966	27,748,000
1957	16,049,288.00	1967	87,053,000
1958	16,558,000.00	1968	107,999,940
1959	25,522,500.00	1969	276,599,935
1960	26,112,000.00	1970	301,433,169
1961	19,608,000.00		
<u>TOTAL</u>			<u>1,032,084,793.92</u>

II    PROVINCIAL DISBURSEMENTS

	<u>1952</u>	<u>1953</u>	<u>1954</u>	<u>1955</u>
NEWFOUNDLAND	180,700	187,000	191,500	199,000
NOVA SCOTIA	321,249.75	326,500	331,500	336,500
PRINCE EDWARD ISLAND	49,200	51,500	53,000	52,500
NEW BRUNSWICK	257,800	263,000	268,000	273,500
QUEBEC	2,027,800			
ONTARIO	2,298,750	2,383,000	2,448,500	2,523,000
MANITOBA	388,250	399,000	404,500	414,000
SASKATCHEWAN	415,850	421,500	430,500	439,000
ALBERTA	469,750	485,000	501,000	519,500
BRITISH COLUMBIA	<u>582,600</u>	<u>599,000</u>	<u>615,000</u>	<u>633,000</u>
<u>TOTALS</u>	<u>6,991,949.75</u>	<u>5,115,500</u>	<u>5,243,500</u>	<u>5,390,000</u>

<u>1956</u>	<u>1957-60</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>
206,000		688,500	672,226	940,000	962,000
341,500		1,084,500	1,113,834	1,492,000	1,512,000
54,000	(NI)	154,500	157,784	212,000	214,000
279,000		900,000	880,813	1,214,000	1,228,000
2,591,000		9,133,500	9,325,428	12,684,000	12,896,000
424,500		1,348,500	1,395,064	1,870,000	1,900,000
444,500		1,365,000	1,397,189	1,860,000	1,866,000
533,000		1,924,500	2,008,684	2,740,000	2,810,000
<u>625,500</u>		<u>2,409,000</u>	<u>2,409,060</u>	<u>3,318,000</u>	<u>3,390,000</u>
5,502,000		20,008,000	19,380,082	26,330,000	26,798,000
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<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>
982,000	996,000	2,200,000	1,920,000	3,272,000	4,429,912
1,520,000	1,522,000	4,642,000	5,226,992	12,287,000	12,476,498
214,000	216,000	558,000	1,207,992	1,054,000	962,004
1,234,000	1,246,000	3,704,000	2,368,992	3,956,000	5,665,200
		16,119,000	40,597,992	62,888,935	91,267,406
13,172,000	13,462,000	33,883,000	19,478,992	117,296,000	105,014,004
1,916,000	1,924,000	4,960,000	7,102,992	10,106,000	12,918,352
1,886,000	1,902,000	4,482,000	8,172,004	15,656,000	15,674,457
2,864,000	2,902,000	7,065,000	17,500,992	32,963,000	40,040,344
<u>3,476,000</u>	<u>3,578,000</u>	<u>9,440,000</u>	<u>4,422,992</u>	<u>17,121,000</u>	<u>12,984,992</u>
27,264,000	27,748,000	87,053,000	107,999,940	276,599,935	301,433,169

TOTALS

NEWFOUNDLAND	18,026,938. +
NOVA SCOTIA	44,334,073.75. +
NEW BRUNSWICK	23,737,313.00 +
PRINCE EDWARD ISLAND	5,206,480.00 +
QUEBEC	68,365,992.00. +
ONTARIO	358,599,174.00. +
MANITOBA	42,471,158.00. +
SASKATCHEWAN	56,412,000.00
ALBERTA	115,326,020.00
BRITISH COLUMBIA	67,504,144.00

APPENDIX XTABLE IXCANADACANADA STUDENT LOANS( 1965 - 1970 )

	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>
B.C.	3,236,000	5,110,000	6,984,000	8,250,000	
ALTA.	2,852,000	4,019,000	4,984,000	6,423,725	
SASK.	1,908,000	3,405,000	4,550,000	5,980,940	
MAN.	1,968,000	2,766,000	2,925,000	3,317,000	
ONTARIO	12,440,000	18,078,000	19,440,000	23,691,835	(not available)
QUE.	12,964,000	18,864,000	19,729,000	21,001,000	
N.B.	1,416,000	2,450,000	3,177,975	4,219,445	
N.S.	1,736,000	3,048,000	3,356,000	4,517,000	
P.E.I.	232,000	492,000	650,000	733,000	
NFDL.	1,176,000	1,717,000	1,843,000	1,733,000	
YUKON	24,000	41,000	25,000	67,000	
N.W.T.	<u>48,000</u>	<u>70,000</u>	<u>55,000</u>	<u>67,000</u>	
<u>TOTALS</u>	<u>40,000,000</u>	<u>60,050,000</u>	<u>67,718,975</u>	<u>80,000,945</u>	

EXPENDITURES

1965	40,000,000
1966	58,000,000
1967	12,300,000
1968	13,300,000
1969	(NI)
1970	11,906,378

# STUDENTS

1965	42,113
1966	51,272
1967	63,243
1968	90,371
1969	(NI)
1970	121,611

<u>1970</u>	<u>TOTALS</u>
9,300,000	32,880,000.00
12,040,000	30,318,725.00
8,591,290	24,435,230.00
4,600,000	15,576,000.00
33,800,000	107,449,835.00
30,500,000*	103,058,000.00
5,500,000	16,763,420.00
7,210,757	19,867,757.00
955,745	3,052,745.00
3,450,000	9,919,000.00
100,000	257,000.00
<u>100,000</u>	<u>340,000.00</u>
<u>116,147,792</u>	<u>364,017,712.00</u>

non-participatory

APPENDIX XI

DEPARTMENT OF TRANSPORT  
EDUCATIONAL EXPENDITURES.

APPENDIX XITABLE ICANADADEPARTMENT OF TRANSPORTGRANTS TO SCHOOLS OF NAVIGATION\*( 1871 - 1959 )

<u>YEAR</u>	<u>GRANT</u>	<u>YEAR</u>	<u>GRANT</u>
1871-75	1,500/yr.	1942	6,170.41
1908-09	10,000/yr.	1943	6,576.16
1910-17	8,000/yr.	1944	7,380.00
1918	16,000	1945	7,282.58
1919-25	8,000/yr.	1946	9,484.32
1926	7,000	1947	12,420.49
1927	4,920	1948	16,250.26
1928-30	9,000/yr.	1949	12,930.74
1931	7,319.88	1950	10,889.16
1932	7,620.10	1951	11,704.09
1933	4,815.59	1952	10,376.87
1934	4,860.76	1953	5,480.50
1935	5,104.32	1954	6,528.00
1936	5,247.89	1955	6,693.00
1937-38	(NI)	1956	7,246.00
1939	7,351.54	1957	5,019.00
1940	(NI)	1958	8,287.00
1941	5,607.21	1959	8,384.00
<u>TOTAL</u>			\$ <u>409,399.87</u>

\* Expenditures for the period 1871-1930 were not itemized in the Public Accounts.

SOURCE: PUBLIC ACCOUNTS OF CANADA

APPENDIX XITABLE IICANADADEPARTMENT OF TRANSPORTEDUCATIONAL GRANTS TO SCHOOL BOARDS AND COLLEGES( 1934 - 1963 )

QUEEN'S UNIVERSITY ( 1934 - 1958 )	12,450.00
DEPARTMENT OF EDUCATION - NOVA SCOTIA ( 1941 - 1963 )	34,411.00
DEPARTMENT OF EDUCATION - B.C. ( 1941 - 1962 )	109,796.00
" " - NEW BRUNSWICK ( 1953 - 1958 )	22,194.00
" " - NEWFOUNDLAND ( 1963 )	1,500.00
L'ECOLE D'ARTS, RIMOUSKI, QUEBEC ( 1949 - 1957 )	28,500.00
QUEBEC DEPARTMENT OF SOCIAL WELFARE AND YOUTH ( 1955 - 1959 )	22,300.00
<u>TOTAL</u>	<u>\$ 231,151.00</u>

SOURCE: PUBLIC ACCOUNTS OF CANADAAPPENDIX XITABLE IIIDEPARTMENT OF TRANSPORTSEAMAN'S VOCATIONAL TRAINING( 1950 - 1965 )

<u>YEAR</u>	<u>EXPENDITURE</u>	<u>YEAR</u>	<u>EXPENDITURE</u>
1950	129,328.10	1957	1,269.00
1951	170,799.33	1958	600.00
1952	51,699.65	1959	1,450.00
1953	12,945.07	1960-62	(NIL)
1954	5,120.00	1963	18,924.00
1955	4,835.00	1964	12,270.00
1956	2,456.00	1965	11,201.00
<u>TOTAL</u>			<u>\$ 422,897.15</u>

SOURCE: PUBLIC ACCOUNTS OF CANADA

APPENDIX XITABLE IVCANADADEPARTMENT OF TRANSPORTFLYING CLUB ASSISTANCECIVIL AVIATION DIVISION( 1921 - 1970 )

<u>YEAR</u>	<u>GRANT</u>	<u>YEAR</u>	<u>GRANT</u>
1921*	250,000.00	1948	25,000.00
1922	705,000.00	1949	50,000.00
1923	5,000.00	1950	148,000.00
1924-1929	(NI)	1951	242,176.66
1929	9,360.00	1952	256,850.00
1930	18,384.75	1953	261,650.00
1931	29,206.60	1954	297,255.00
1932	19,944.19	1955	325,050.00
1933	19,087.80	1956	291,750.00
1934	19,981.14	1957	349,950.00
1935	23,149.34	1958	502,200.00
1936	29,857.54	1959	492,200.00
1937	43,735.96	1960	519,800.00
1938	38,082.00	1961	629,400.00
1939	60,000.00	1962	393,400.00
1940	70,000.00	1963	383,400.00
1941	25,000.00	1964	262,526.00
1942	13,000.00	1965	275,294.00
1943	10,500.00	1966	344,918.00
1944	3,000.00	1967	569,639.00
1945	3,050.00	1968	655,000.00
1946	33,950.00	1969	675,000.00
1947	33,000.00	1970	221,800.00
<u>TOTAL</u>			<u>9,698,547.98</u>

\* These figures include experimental and research work as well as training.

APPENDIX XITABLE VCANADA

DEPARTMENT OF TRANSPORT  
FLYING CLUBS AND MEMBERSHIPS

<u>YEAR</u>	<u>CLUBS</u>	<u>MEMBERS</u>	<u>YEAR</u>	<u>CLUBS</u>	<u>MEMBERS</u>
1929	16	3,400	1953	36	4,000
1930	23	5,233	1954	36	7,730
1931-37	(NI)	(NI)	1955	37	7,588
1938	23	2,427	1956	38	7,765
1939	22	2,467	1957	38	(CEASED TO
1940	"	2,884	1958	51	BE ITEMIZED)
1941-46	(ACTIVITIES SUSPENDED		1959	60	
1947	W.W.II) 29	3,277	1960	39	
1948	29	(NI)	1961-64	43	
1949	36	6,300	1965-67	33	
1950	33	5,200	1968	36	
1951	34	5,136	1969	40	
1952	36	4,000	1970	?	

FLYING CLUB ASSOCIATION GRANTS:

1945 - 48	5,000/yr.
1949 - 70	10,000/yr.
<u>TOTAL</u>	\$ <u>230,000.00</u>

SOURCE: PUBLIC ACCOUNTS OF CANADA AND  
AND ANNUAL DEPARTMENTAL REPORTS.



APPENDIX XITABLE VID.O.T.P.T.METEOROLOGICAL RESEARCH GRANTSTOUNIVERSITIES

	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
U. of A.	(nil)	NI	5,000	2,000	
U.B.C.		25,000	7,500	11,500	15,700
GUELPH		(total)	11,000	6,000	11,200
LAVAL					
McGILL			38,500	34,500	12,400
McMASTER					
U.N.B.					
SASK.			9,000	8,000	13,200
U. of T.			9,500	20,000	27,500
U. of VIC.					
WATERLOO					6,000
U.W.O.					6,000
WINDSOR			4,500	2,500	2,500
YORK					
MEMORIAL		_____	<u>3,000</u>	<u>1,500</u>	_____
<u>TOTALS</u>		25,000	88,000	84,000	98,500

<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTAL</u>
5,000	4,500		8,000	9,700	34,200
12,000	12,000		25,000	33,000	116,700
9,400	10,000		16,000	6,500	70,100
	9,900	10,000	6,000	3,000	28,900
60,600	90,600	60,000	43,000	52,800	403,400
			4,000		4,000
			5,000	3,000	8,000
10,000	7,800	3,250	20,000	31,500	102,750
36,000	56,100		34,800	37,000	220,900
			2,000		2,000
8,000	8,000		10,000	18,000	50,000
10,000	15,000	25,000	10,000	19,000	85,000
	2,600		3,000		15,100
4,000	4,000		5,000	5,000	18,000
<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
155,000	220,500	98,250	191,800	218,500	1,163,500

SOURCE: PUBLIC ACCOUNTS OF CANADA

APPENDIX XII

DEPARTMENT OF VETERANS AFFAIRS

EDUCATIONAL EXPENDITURES

APPENDIX XIITABLE ICANADADEPARTMENT OF SOLDIERS CIVIL RE-ESTABLISHMENTA TRAINING AND LOAN EXPENDITURES

<u>YEAR</u>	<u>LOANS</u>	<u>TRAINING</u>	<u>TOTAL</u>
1915-1919			7,995,816.74
1920			2,199,995.38
1921			3,529,169.57
1922	325,000.00	150,000.00	281,843.60
1923	85,000.00	75,000.00	64,192.05
1924	50,000.00	35,000.00	7,181.19
1925	20,000.00	20,000.00	4,278.93
1926	5,000.00	10,000.00	3,784.44
1927	3,750.00	2,250.00	1,347.80
1928	(nil)	3,000.00	1,355.89
1929		2,000.00	1,527.72
1930		" "	1,511.28
1931		" "	(nil)
<u>TOTAL</u>			<u>14,092,004.59</u>

SOURCE: ANNUAL DEPARTMENTAL REPORTS AND  
PUBLIC ACCOUNTS OF CANADA.

B VOCATIONAL LOANS (PROVINCIAL DISBURSEMENTS AND ENROLMENTS)

<u>PROVINCE/REGION</u>	<u>1922</u>	<u>1923</u>	<u>1924</u>	<u>1925-26</u>
QUEBEC	10,280.75	8,569.56	7,884.85	3,202.35
NOVA SCOTIA/P.E.I.	17,374.48	8,275.60	6,596.16	3,006.99
EAST ONTARIO	16,971.52	12,836.80	11,322.65	4,205.90
CENTRAL ONTARIO	72,329.87	67,632.05	61,380.37	21,253.42
WEST ONTARIO	19,587.50			
MANITOBA	20,816.71	15,802.66	13,713.38	7,096.82
SASKATCHEWAN	21,016.99	13,124.35	13,781.31	4,287.31
ALBERTA	26,625.86	20,969.66	19,200.75	8,601.14
BRITISH COLUMBIA	41,567.53	23,926.01	21,125.78	6,610.52
NEW BRUNSWICK	<u>12,550.90</u>	<u>8,939.33</u>	<u>7,556.85</u>	<u>2,765.70</u>
<u>TOTALS:</u>	<u>259,122.19</u>	<u>180,076.02</u>	<u>162,567.10</u>	<u>61,030.15</u>

C VOCATIONAL TRAINING ENROLMENTS

1918	3,189	1924	180
1919	23,614	1925	88
1920	4,714	1926	55
1921	634	1927	32
1922	194	1928-29	(NI)
1923	101	1930	10

SOURCE: ANNUAL DEPARTMENTAL REPORTS

<u>1927</u>	<u>1928</u>	<u>1929</u>	<u>1930</u>	<u>1931</u>	<u>1932</u>
2,135.20	1,419.38	1,041.80	933.05	681.16	701.95
2,971.04	2,488.29	2,163.55	1,846.58	1,631.75	1,600.87
3,250.85	2,667.47	2,511.73	1,639.31	2,701.54	2,414.70
14,484.94	10,467.69	7,604.15	7,184.87	6,216.63	5,976.18
		1,287.92	1,160.84	1,278.73	1,055.33
3,617.89	2,454.78	1,638.90	1,082.98	405.11	396.92
2,843.13	1,945.43	1,776.09	410.24	763.73	477.66
6,374.54	5,302.99	3,826.49	3,153.09	2,621.04	2,304.91
4,927.60	4,274.25	3,990.61	3,863.20	2,293.10	1,536.55
<u>12,398.60</u>	<u>2,227.96</u>	<u>2,079.93</u>	<u>1,841.39</u>	<u>1,734.11</u>	<u>1,627.11</u>
<u>43,004.15</u>	<u>33,248.24</u>	<u>27,915.15</u>	<u>24,115.55</u>	<u>20,326.99</u>	<u>18,092.18</u>

<u>1933</u>	<u>1934</u>	<u>1935</u>	<u>1936</u>	<u>TOTAL</u>
696.63	696.63	1,153.46	1,144.46	40,541.23
<u>1,595.87</u>	<u>1,588.17</u>	<u>1,588.17</u>	721.92 (N.S. only)	53,449.44
2,431.25	2,460.56	2,368.59	3,861.45	71,644.32
5,790.98	6,575.97	6,058.99	6,008.99	298,969.10
974.85	880.97	856.99	834.99	27,918.12
395.92	393.92	381.92	380.65	68,577.76
477.66	486.35	486.55	486.55	62,363.35
2,206.33	2,039.17	1,920.29	1,854.16	107,000.40
1,386.54	1,233.05	1,108.73	1,036.70	118,956.33
<u>1,468.94</u>	<u>1,450.94</u>	<u>1,444.94</u>	<u>798.90</u>	<u>48,885.80</u>
<u>17,424.97</u>	<u>16,924.96</u>	<u>16,511.63</u>	<u>16,293.79</u>	<u>898,305.85</u>

SOURCE: PUBLIC ACCOUNTS OF CANADA AND  
ANNUAL DEPARTMENTAL REPORTS.

APPENDIX XIITABLE IICANADADEPARTMENT OF VETERANS AFFAIRSREHABILITATION PROGRAM

( 1944 - 1970 )

A VOCATIONAL TRAINING

<u>YEAR</u>	<u>EXPENDITURE</u>	<u>ENROLMENT</u>	<u>YEAR</u>	<u>EXPENDITURE</u>	<u>ENROLMENT</u>
1945	286,327.12		1958	69,626.00	29
1946	8,111,490.66	34,806	1959	135,309.00	21
1947	20,666,587.62	21,078	1960	106,402.00	3
1948	10,297,120.22	22,902	1961	66,680.00	2
1949	4,692,201.12	4,558	1962	44,400.00	
1950	2,075,840.00	1,673	1963	34,114.00	
1951	875,321.06	597	1964	57,301.00	
1952	325,226.16	209	1965	33,642.00	
1953	182,061.89	142	1966	34,066.00	31
1954	139,218.00	210	1967	35,684.00	25
1955*	220,211.00	348	1968	48,061.00	26
1956	163,995.00	79	1969	47,642.00	18
1957	116,065.00	132	1970	33,647.00	6
<u>TOTALS</u>				<u>48,898,238.85</u>	<u>86,732</u>

\* Korean War influx and Veterans Benefit Act account for increases.



B UNIVERSITY TRAINING ( 1946 - 1966 )

<u>YEAR</u>	<u>EXPENDITURE</u>	<u>ENROLMENT</u>	<u>YEAR</u>	<u>EXPENDITURE</u>	<u>ENROLMENT</u>
1942-45		305	1958	300,364.00	65
1946	1,486,368.73	30,333	1959	78,921.00	69
1947	1,936,347.10	23,015	1960	52,523.00	36
1948	8,445,529.94	41,537	1961	40,671.00	22
1949	24,736,782.87	23,024	1962	21,736.00	8
1950	15,765,909.80	14,554	1963	13,493.00	5
1951	9,209,162.79	7,420	1964	12,485.00	12
1952	3,784,985.79	3,015	1965	9,120.00	10
1953	1,600,180.87	1,285	1966	10,072.00	12
1954	797,563.00	699	1967	11,312.00	21
1955	515,696.00	306	1968	18,493.00	9
1956	371,692.00	178	1969	24,479.00	11
1957	332,076.00	161	1970	15,247.00	8

TOTALSEXPENDITURES - \$ 69,502,887.89ENROLMENT - 144,747C CORRESPONDENCE COURSES\*

1947	275,569.94	11,788	1959	31,059.00	9,061
1948	32,589.51	22,498	1960	30,710.00	9,590
1949	27,066.51	15,876	1961	33,444.00	11,078
1950	21,224.02	13,638	1962	32,771.00	10,873
1951	17,027.48	10,505	1963	34,128.00	10,449
1952	14,378.70	9,967	1964	32,486.00	(NI)
1953	2,034.75	12,046	1965	32,401.00	8,394
1954	16,296.00	9,668	1966	24,462.00	6,489
1955	22,999.00	10,327	1967	18,392.00	3,148
1956	24,972.00	10,140	1968	8,308.00	204*
1957	28,052.00	9,539	1969	3,128.00	220
1958	27,391.00	8,957	1970	(program discontinued)	

TOTALS EXPENDITURES - \$ 772,507.91

\*Taken over from the Canadian Legion in 1947

\* New program instituted

D LOANS TO UNIVERSITY STUDENTS:

1946	118,205	1952	21,240
1947	125,297	1953	8,348
1948	101,585	1954	4,184
1949	110,682	1955	1,665
1950	71,514	1956	2,563
1951	37,810	1957	1,325
		1958	(Discontinued)
<u>TOTAL</u>			\$ <u>504,418</u>

APPENDIX XIITABLE IIICANADADEPARTMENT OF VETERANS AFFAIRS:CHILDREN OF WAR DEAD (EA) ACT

( 1954 - 1970 )

I EXPENDITURES:

1954	106,782.26	1963	648,315
1955	145,172.30	1964	731,877
1956	182,487.00	1965	773,513
1957	207,428.00	1966	930,323
1958	216,023.00	1967	833,228
1959	288,764.00	1968	803,208
1960	1,533,906.00	1969	876,467
1961	464,260.00	1970	914,803
1962	560,343.00	<u>TOTAL</u>	<u>10,216,999.56</u>

II ENROLMENTS:

1954		1963	2,925
1955	306	1964	3,279
1956	679	1965	855
1957	872	1966	275
1958	1,106	1967	337
1959	1,406	1968	314
1960	1,736	1969	330
1961	2,103	1970	281
1962	2,551		

SOURCE: PUBLIC ACCOUNTS OF CANADA, ANNUAL  
DEPARTMENTAL REPORTS, AND LETTER  
FROM CHARLES WRIGHT, PUBLIC RELATIONS,  
D.V.A. 7 OCTOBER, 1971.

APPENDIX XIITABLE IVCANADADEPARTMENT OF VETERANS AFFAIRSMEDICAL RESEARCH AND EDUCATION

( 1951 - 1970 )

GRANTS AND PERSONNEL

1951	300,000	119	1961	360,000	143
1952	375,000	169	1962	389,000	178
1953	350,000	164	1963	419,000	168
1954	"	158	1964	"	80
1955	365,000	148	1965	436,000	197
1956	360,000	140	1966	448,000	236
1957	375,000	135	1967	455,000	202
1958	400,000	146	1968	415,000	470
1959	325,000	142	1969	417,000	(NI)
1960	350,000	121	1970	320,000	"
<u>TOTAL</u>				<u>8,628,000</u>	<u>3,116</u>

APPENDIX XIII  
THE FEDERAL GOVERNMENT  
AND  
RESEARCH IN CANADIAN UNIVERSITIES  
EXPENDITURES

APPENDIX XIIITABLE INATIONAL RESEARCH COUNCILA RESEARCH GRANTS AND FELLOWSHIPS (EXPENDITURES)

<u>YEAR</u>	<u>RESEARCH</u>	<u>FELLOWSHIPS</u>	<u>TOTAL</u>
1931	142,633.67	59,535.00	202,168.67
1932	145,486.19	38,490.00	183,976.19
1933	22,527.71	17,605.00	40,132.71
1934	32,662.30	15,160.00	47,822.30
1935	31,943.71	11,825.00	43,768.71
1936	36,544.08	13,205.00	49,749.08
1937	66,146.23	15,675.00	81,821.23
1938	57,551.04	22,813.20	80,364.24
1939	87,420.34	37,834.96	125,255.30
1940	176,142.54	31,561.68	207,704.22
1941	205,229.00	35,000.00	235,229.00
1942	135,027.00	34,000.00	169,027.00
1943	134,310.52	32,300.00	166,610.52
1944	152,075.45	33,256.25	185,331.70
1945	129,175.00	29,025.00	158,200.00
1946	202,802.74	53,000.00	255,802.74
1947	181,054.00	82,161.23	263,215.23
1948	374,956.55	99,111.90	474,068.45
1949	761,634.77	166,913.63	928,548.40
1950	1,681,840.64	222,444.55	1,904,285.19
1951	1,143,898.15	243,634.25	1,387,532.40
1952	1,233,200.00	299,268.93	1,532,468.93
1953	1,039,593.52	359,789.73	1,399,383.25
1954	1,374,676.00	357,403.00	1,732,079.00
1955	1,558,732.00	641,147.00	2,199,879.00
1956	1,786,988.00	773,321.00	2,560,309.00
1957	2,527,401.00	1,197,341.00	3,724,742.00
1958	7,174,744.00	1,398,553.00	8,573,297.00
1959	4,863,768.00	1,232,527.00	6,096,295.00
1960		8,380,555.00	8,380,555.00
1961	(All sums included	9,426,017.00	9,426,017.00
1962	in Fellowship Column	8,678,485.00	8,678,485.00
1963	because figures not	10,425,650.00	10,425,650.00
1964	separately itemized	12,588,832.00	12,588,832.00
1965	from 1960 - 1970)	17,257,603.36	17,257,603.36
1966		33,700,000.00	33,700,000.00
1967		46,500,000.00	46,500,000.00
1968		66,000,000.00	66,000,000.00
1969		59,017,000.00	59,017,000.00
1970		64,760,000.00	64,760,000.00
<u>TOTAL</u>	<u>26,525,234.15</u>	<u>345,217,974.67</u>	<u>371,743,208.82</u>

B RESEARCH CONTRACTS TO UNIVERSITIES

<u>UNIVERSITY</u>	<u>1959</u>	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>
U.B.C.		6,000	6,000	7,239	10,369
McGILL					1,950
MONTREAL					
QUEENS	10,196	19,498		4,046	18,856
SASKATCHEWAN					
DALHOUSIE					
N.S.T.C.					
CARLETON					
ECOLE POLYTECHNIQUE					
MANITOBA					
ACADIA					
LAVAL					
U.W.O.	5,998	3,232	2,006		
U. of T.	_____	_____	_____	_____	<u>8,430</u>
<u>TOTALS</u>	<u>16,194</u>	<u>28,730</u>	<u>8,006</u>	<u>11,285</u>	<u>39,605</u>

<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>
11,217	14,385	2,645	4,000		
4,950	9,437	23,660	31,000	31,000	21,000
		23,573	47,568	96,790	98,444
13,902		18,660	14,494	11,500	
		132,510	312,010	341,690	21,840
			30,000	35,000	15,000
			2,851	23,100	
					6,500
					20,000
					3,800
<u>13,133</u>	<u>15,190</u>	<u>          </u>	<u>          </u>	<u>          </u>	<u>          </u>
<u>43,202</u>	<u>39,012</u>	<u>201,048</u>	<u>441,923</u>	<u>539,080</u>	<u>186,584</u>

<u>1970</u>	<u>TOTAL</u>
	61,855
	122,997
94,404	360,779
20,000	131,152
21,735	829,785
10,000	95,000
	25,951
	6,500
	20,000
3,412	7,212
10,000	10,000
10,000	10,000
	11,236
	<u>36,753</u>
<u>169,551</u>	<u>1,729,220</u>



APPENDIX XIII  
TABLE II  
THE FEDERAL GOVERNMENT  
ATOMIC ENERGY COMMISSION  
RESEARCH GRANTS TO UNIVERSITIES  
( 1947 - 1970 )

A EXPENDITURES

1947	12,370	1960	650,000
1948	130,000	1961	" "
1949	142,500	1962	700,000
1950	149,999.68	1963	770,000
1951	150,000	1964	900,000
1952	200,000	1965	900,000
1953	300,000	1966	1,600,000
1954	"	1967	2,000,000
1955	"	1968	2,500,000
1956	"	1969	3,595,000
1957	"	1970	5,400,000
1958	400,000		
1959	"		
<u>TOTAL</u>			<u>22,749,869.68</u>

B. DISBURSEMENTS BY INSTITUTIONS

<u>INSTITUTION</u>	<u>1948</u>	<u>1949</u>	<u>1950</u>	<u>1951</u>	<u>1952</u>
McGILL	87,500	87,500	55,000	55,000	90,000
U.B.C.	32,500	32,500	33,346	20,000	40,000
U. of SASK	30,000	30,000	12,000	12,000	15,000
QUEENS		80,000	29,522	14,000	15,000
McMASTER			21,137	49,000	118,000
U. of ALTA					12,350
MONTREAL					11,650
U.W.O.					
LAVAL					
U. of MANITOBA					
U. of T.					
TRIUMF (U. of A., S.F.U., U.B.C., & U. Vic)					
U. of VIC	_____	_____	_____	_____	_____
<u>TOTALS</u>	<u>150,000</u>	<u>230,000</u>	<u>151,005</u>	<u>150,000</u>	<u>182,000</u>

<u>1953</u>	<u>1954</u>	<u>1955</u>	<u>1956</u>	<u>1957</u>	<u>1958</u>
71,500	70,000	70,000	93,000	93,000	102,000
45,000	45,000	57,000	86,196	55,000	55,000
15,000	15,000	15,000	33,000	33,000	39,000
34,425	29,100	25,000	25,000	35,000	40,000
18,000	18,000	18,000	33,000	75,000	115,000
10,900	10,900	10,900			
5,175			15,000	15,000	
18,000					10,000
					12,000
<hr/>					
<u>218,000</u>	<u>188,000</u>	<u>195,900</u>	<u>285,176</u>	<u>306,000</u>	<u>373,000</u>

<u>1959</u>	<u>1960</u>	<u>1961</u>	<u>1962</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>
112,500	125,000	125,000	125,000	125,000	140,000	155,000
80,000	115,000	135,000	150,000	120,000	150,000	235,000
60,000	98,000	54,000	54,000	95,000	125,000	280,000
55,000	55,000	55,000	55,000	55,000	55,000	55,000
80,000	100,000	100,000	140,000	140,000	170,000	180,000
	54,000	78,000	73,000	73,000	73,000	93,000
27,500	33,000	33,000	30,000	33,000	33,000	33,000
70,000	70,000	70,000	70,000	95,000	120,000	140,000
5,000						
<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
<u>1,489,000</u>	<u>650,000</u>	<u>650,000</u>	<u>697,000</u>	<u>736,000</u>	<u>866,000</u>	<u>1,171,000</u>

<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>TOTAL</u>
	200,000	234,000	289,000	298,600	2,783,600
	414,400	421,000	1,315,500	294,900	3,932,322
	431,000	481,000	518,000	500,900	2,545,900
	69,000	120,000	155,000	144,900	1,200,847
	200,000	226,000	181,000		1,882,137
	160,000	254,000	278,500	288,900	770,450
					269,325
			320,500		348,500
	270,000	298,000	434,000	299,000	1,948,000
	250,000	23,000		403,300	676,300
		81,000	103,500		189,500
				2,900,000	2,900,000
	<u>5,600</u>				<u>5,600</u>
<u>600,000</u>	<u>2,000,000</u>	<u>2,138,000</u>	<u>3,495,000</u>	<u>5,130,500</u>	<u>19,452,481</u>

## ANNEXURES

ANNEX "A"

TO

THE FEDERAL GOVERNMENT AND  
EDUCATION IN CANADA

AGRICULTURAL INSTRUCTION ACT  
FORM OF AGREEMENT

FORM OF AGREEMENT UNDER THE AGRICULTURAL  
INSTRUCTION ACT

MEMORANDUM OF AGREEMENT made and entered into by and between the Honourable Martin Burrell, Minister of Agriculture for Canada, hereunto authorized by Order of His Excellency the Administrator in Council, bearing date the                      day of                      , 1913, party of the first part,

and

The Government of the province of  
herein represented by

Commissioner of Agriculture for said province, hereunto authorized by Order of His Honour the Lieutenant-Governor of said province in Council, bearing date the                      day of                      , 1913, party of the second part.

WHEREAS, under the terms of the Agricultural Instruction Act for the purpose of aiding and advancing the farming industry by instruction in agriculture, there shall be paid out of the Consolidated Revenue Fund of Canada to said province during the fiscal year ending the 31st day of March, 1914, the sum of \$  
and,

said party of the first part on the execution of these presents.

2. The balance of said moneys shall be paid to said party of the second part by said party of the first part from time to time, upon the latter being satisfied that such moneys were paid as herein-after provided.

3. The said party of the first part shall have at all times the right through such officers of his department or other persons as he may designate or appoint for the purpose to inspect any work carried on through the assistance of said moneys, and may withhold any further payment on account of the same if, in his opinion, the conditions of this agreement are not being fulfilled.

4. The said moneys shall be expended for the applied to the following purposes, the amount to be expended for each being set opposite the same, to wit: -

.....	\$
.....	\$
.....	\$

5. Should it hereafter at any time be determined that any of the amounts provided as aforesaid for any of the foregoing purposes can with advantage be varied, then by mutual consent of the parties



hereto the same shall be varied accordingly.

6. The party of the second part shall render to the party of the first part such statement of the expenditure of said moneys as may be required from time to time by the said party of the first part.

7. It is understood that the moneys granted by this agreement are intended to supplement the amounts devoted to agriculture by the province itself, and are in no wise to be used for the purpose or curtailing the customary provincial expenditure in aid of agriculture.

IN WITNESS WHEREOF the said party of the first part has hereunto set his hand and the seal of said Department of Agriculture at the city of Ottawa, this            day of            , 1913.

AND IN WITNESS WHEREOF the said party of the second part has hereunto set his hand and the seal of the said province at the city of            in said province, this            day of            , 1913.

SOURCE: "Annual Report on the  
Agricultural Instruction  
Act 1913 - 1914",  
Sessional Papers, 1915,  
# 93 Volume VI, p. 23-24.

ANNEX "B"

TO

THE FEDERAL GOVERNMENT AND

EDUCATION IN CANADA

CANADIAN INTERNATIONAL DEVELOPMENT AGENCY

SPECIAL PROGRAMS

1969

CANADADEPARTMENT OF EXTERNAL AFFAIRSC.I.D.A. 1969SPECIAL PROGRAMS Grants Approved 1968 - 1969

<u>ORGANIZATION</u>	<u>COUNTRY</u>	<u>CIDA GRANT</u>
Africa		
Africa Inland Mission Technicon Autoanalyzer, Kola Ndoto Hospital	Tanzania	2,484.00
Canadian Lutheran World Relief Refugee program	Zambia	12,000.00
Canadian Red Cross Society Residential training centre	Malawi	5,000.00
School gardens and nutrition education	Sudan	26,970.00
Les Freres des Ecoles Chretiennes Mechanics workshop	Cameroun	20,000.00
Les Soeurs Missionnaires de l'Immaculee-Conception Medical team	Malawi	6,000.00
Ordre des Capucins Medical and educational material	Chad	2,604.00
Soeurs Dominicaines Construction of a nursing school	Rwanda	75,000.00
Societe des Saints-Apotres Furnishing a secondary school teaching college and constructing a community centre	Cameroun	93,070.00
Y.M.C.A. Radio education program for rural youth	Tanzania	<u>3,240.00</u>
<u>TOTAL</u>		<u>246,368.00</u>

## Asia and The Middle East

Canadian Friends Service Committee To develop a 35-acre model farm	India	11,000.00
Canadian Hunger Foundation Training centre to provide instruction and training in food technology	India	100,000.00
Canadian Save the Children Fund Poliomyelitis immunization	Thailand	15,650.00
Canadian Tuberculosis and Respiratory Disease Association Tuberculosis control project	Ceylon, Malaysia & Thailand	13,333.00
Les Freres de Sainte-Croix Orchard development at the Myriam Ashram Agricultural Institute	Pakistan	10,000.00
L'Ordre des Freres Hospitailers de Sainte-Jean-de-Dieu Alterations to a refugee hospital	Vietnam	11,000.00
Society of Jesus College Student Centre, Darjeeling	India	40,000.00
United Church Missions of Canada, Malwa Economic Development Society Manufacture of drill rigs and training of well diggers	India	100,000.00
Utilization of Food	India	5,282.00
Unitarian Service Committee Support for five social workers in Seoul	Korea	2,538.00
Food protein supplies	Hong Kong & Korea	6,000.00
Provision of three rural medical service vehicles	India	11,220.00
World Vision International of Canada Medical supplies	Vietnam, Formosa & India	17,600.00

## Y.W.C.A.

Support for community development  
and youth leadership program

Girls' hostel-training centre

Industrial girls' centres

Ceylon	1,440.00
Jordan	30,000.00
Lebanon	<u>1,000.00</u>

TOTAL376,063.00

## Caribbean

Boy Scouts of Canada

Assistance for youth development  
programs in 18 Caribbean islands

3,300.00
per year
(1968-71)

Canadian Association of Medical  
Students and interns  
Summer field clinics

Jamaica	29,554.00
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Canadian Red Cross Society  
Community health programs  
for children

Jamaica	15,000.00
---------	-----------

Canadian Red Cross Society  
Community health programs  
for children

Jamaica	15,000.00
---------	-----------

Canadian Save the Children Fund  
Social welfare development assistance

Jamaica & Windward Islands	17,166.00
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Christian Brothers Provincialate  
Construction St. Martin's School

St. Vincent	30,000.00
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## Y.M.C.A.

Community development program

Jamaica	5,000.00
	<u>( 1968 )</u>

TOTAL100,020.00

## Latin America

Congregation des Freres  
de l'Instruction Chretienne

Reconstruction of Frere Clement School

Haiti	28,650.00
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Les Freres du Sacre-Coeur

Building of the technical section  
of "Institut Canado-haitien"

Haiti	66,300.00
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Medical Friends of Peru Furnishings and equipment for development centre	Peru	27,507.00
Missionary Oblates of Mary Immaculate To enable a local cooperative to construct a water system	Peru	100,000.00
Mission de Sherbrooke au Bresil To finance programs in community development	Brazil	<u>27,000.00</u>
<u>TOTAL</u>		<u>249,457.00</u>

## National Projects

Canadian Council for International Cooperation Coordination of International development activities in Canada, organization of community and youth programs and the Overseas Book Program		85,472.00
Canadian Service for Overseas Students and Trainees Assistance to overseas students and trainees while in Canada		11,000.00
Carrefour International d'Etudiants Service for overseas students in Montreal		8,000.00
Centre d'Etude et de Cooperation Internationales To train 200 persons to work in developing countries under auspices of various organizations and to send 50 volunteers		53,000.00
African Students' Foundation Assistance to African students in Canada		7,800.00

## International Projects

Assistance Medicale Internationale Providing medical supplies and equipment for Canadian personnel serving abroad		11,000.00
--	--	-----------

AUPELF - Fonds International de Cooperation Universitaire To assist universities in French- speaking developing countries	60,520.00
Canadian University Service Overseas Supplying qualified personnel for assignments in Africa, Asia, Latin America and the Caribbean	2,374,360.00
Canadian Executive Service Overseas Providing senior Canadian executives as volunteer consultants in developing countries	311,000.00
Canadian Teachers' Federation Providing in-service upgrading teacher training courses - 10 countries in Asia, Africa and the Caribbean	64,642.00
Mennonite Central Committee - Canada Food supplies - nine countries in Asia, Africa and the Caribbean	<u>10,000.00</u>
<u>TOTAL</u>	<u>2,996,794.00</u>
Total Grants	<u>3,968,702.00</u>
Approximate counterpart contribution by agencies	<u>7,314,897.00</u>
<u>Total Scope of Projects</u>	<u>\$11,283,599.00</u>

Source: Annual Report of C.I.D.A., 1969.

ANNEX "C"

TO

THE FEDERAL GOVERNMENT AND

EDUCATION IN CANADA

STATISTICS CANADA

PUBLICATIONS

1968



## STATISTICS CANADA

## EDUCATIONAL PUBLICATIONS

1968

## I ANNUAL PUBLICATIONS

**Preliminary Statistics of Education.** Bil. Approx. 50 pp.

Data on schools, teachers and finance. Covers elementary-secondary public and private schools, trade and technical schools, colleges and universities, adult education, teacher training and libraries.

**Salaries and Qualifications of Teachers in Public Elementary and Secondary Schools.** Bil. Approx. 100 pp.

Classifications of teachers in all provinces according to salary level, certification, and experience, separately for city, town and rural areas.

**Salaries and Qualifications of Teachers in Universities and Colleges.** Bil. Approx. 75 pp.

Salaries by rank, field, region, size and control of institution, subject, age, sex, years since award of first degree and highest degree.

**Survey of Higher Education. Part I: Fall Enrolment in Universities and Colleges.** Bil. Approx. 50 pp.

Enrolment figures collected at opening of year by faculties, institutions, and provinces, with comparative figures for the two preceding years.

**Survey of Libraries. Part I: Public Libraries.** Bil. Approx. 56 pp.

Data on larger public library systems in centres of 10,000 population and over, regional and co-operative libraries, and provincial public library services for calendar years. Summary data on public libraries in smaller centres.

**Survey of Libraries. Part II: Academic Libraries.** Bil. Approx. 43 pp.

Contains data on larger university and college libraries, libraries in publicly-operated schools in larger centres for academic years, and on library school graduates in the current year.

**Survey of Adult Education.** Bil. Approx. 64 pp.

Data on enrolment, courses offered, staff, etc. Covers universities, colleges, night school classes operated or assisted by federal and provincial governments, private business colleges and public libraries.

**Survey of Education Finance.** Bil. Approx. 63 pp.

Presents financial statistics on all levels of education and on vocational training and related cultural activities.

**Survey of Vocational Education and Training.** Bil. Approx. 73 pp.

Statistics on enrolment and staff in vocational high schools, trade schools and technical institutes, together with data on apprentice registration.

**Survey of Elementary and Secondary Education.** Bil. Approx. 117 pp.

Statistics of students, teachers and finance for public schools; includes a bibliography of current literature on Canadian education.

**Survey of Higher Education. Part II: Degrees, Staff, and Summary.** Bil. 60 pp.

Provides summary data on enrolment, degrees awarded by faculty, home province or country of residence of students at Canadian universities and on Canadian enrolment at universities in the United Kingdom and the United States. Also provides data on staff numbers and salaries and on current and capital income and expenditures of Canadian universities.

**Canadian Universities, Income and Expenditures.** Bil. 35 pp.

Contains data on sources of university financial support and the nature of expenditure for both capital and current purposes; most data classified by region and size of institution. Actual figures are given for a group of 36 institutions for the past 5 years.

**Statistics of Private Business Colleges.** 4 pp.

Provides data on full and part-time enrolments, teaching staff numbers, qualifications, and salaries, and financial data relating to privately-operated business and commercial schools.

**Statistics of Private Trade Schools.** Bil. 4 pp.

Enrolments by course, full-time, part-time and correspondence, and numbers of male and female teachers in privately-operated trade and vocational schools.

**Statistics of Private Elementary and Secondary Schools.** Bil. 7 pp.

Selected data on enrolment, schools, teachers and finance for nine provinces.

**Interprovincial Movement and Immigration of Children to Canada.** Bil. 6 pp.

Data on immigration of children by province of destination; numbers transferring into and out of each province by province of origin and destination, including monthly data for school years. Based on Family Allowance records.

**Enrolment and Staff in Schools for the Blind and the Deaf.** Bil. 8 pp.

Contains the data reported by schools for the blind and the deaf. Data on classes provided in the provincial public school systems for the blind, partially-sighted or hard of hearing are not included. Similarly, data are not provided on classes for adults offered by the Canadian National Institute for the Blind.

**University and College Libraries.** Bil. 5 pp.

Salaries of professional full-time staff, general information and current operating expenses.

**Tuition and Living Accommodation Costs at Canadian Degree-Granting Universities and Colleges.** Bil. 4 pp.

Contains condensed information on typical tuition and other academic fees for several faculties, costs at university-operated residences, general sources of information, and details of the Canada Student Loans Plan.

**Advance Statistics of Education.** Bil. 9 pp.

Provides a brief summary of basic education statistics at the beginning of the school year: number of schools, teachers, enrolment by province for all three levels; number of university graduates for the country as a whole; and global estimates of expenditures on education by sources of funds. These data are estimates.

## II BIENNIAL PUBLICATIONS

**Survey of Libraries.** Bil. Approx. 109 pp.

Data on holdings, circulation, staffs and finance, and lists of public, university, government and special libraries. Now published annually in two parts: 81-203 (Public Libraries), and 81-206 (Academic Libraries). Out-of-print

**University Entrance Awards, 1960.** Bil. Approx. 255 pp.

Lists awards valued at \$100 and over and notes those open to students from abroad. Out-of-print

## III OCCASIONAL PUBLICATIONS

**Teacher Training Institutions, 1953.** E. & F. Approx. 24 pp.

Enrolment, numbers graduated, enrolment capacity, and the training and experience of instructors in normal schools and colleges of education; includes a list of teacher-training institutions in Canada. Reference paper No. 62. Out-of-print

**Canadian Institutions of Higher Education.** Bil. 82 pp.

Names, addresses, courses offered and general information on entrance requirements and fees. Superseded by 81-517. Out-of-print

**Statistical Review of Canadian Education, Census 1951.** 112 pp.

Tables on and an analysis of demographic data, data on school enrolment, and data on years of schooling for the population at school and not at school. Reference paper No. 84. Out-of-print

**Museums and Art Galleries, 1951-52.** Bil. 25 pp.

Statistics on staff, attendance, accommodation and extension activities; includes a list of institutions.

**List of Private Business Colleges in Canada, 1957.** 6 pp.

Names and addresses of 259 private commercial schools; includes names of some schools giving training in machine operation only. Part III of Reference paper No. 22 (revised).

**Bibliographical Guide to Canadian Education.** Bil. Approx. 54 pp.

A brief account of Canadian education, diagrams of the English language and French language systems, and a select bibliography. Reference paper No. 89. Out-of-print

**Statistics of Special Education for Exceptional Children, 1953-54.** Bil. 72 pp.

Data on schools, classes, teachers and pupils of exceptional children by type of exceptionality, lists of special schools and classes and some voluntary organizations concerned. Reference paper.

**Adult Education in Canada, 1950-51.** E. & F. 44 pp.

Staff, enrolment and study aids for universities, provincial departments of education, and school boards in centres of 10,000 population and over. Reference paper No. 33.

**University Student Expenditure and Income in Canada, 1956-57.** 91 pp.

Data on expenditure and income, indicating source of latter and how it is spent. Some items for male and female, year in course and selected areas and faculties.

**A Graphic Presentation of Canadian Education.** E. & F. 44 pp.

Contains 20 pages of diagrams and 21 pages of text, dealing with the most important features of Canadian education at all levels.

**Awards for Graduate Study and Research.** Approx. 227 pp.

List of fellowships offered by Canadian and outside organizations, showing values and conditions; notes those Canadian awards open to students from abroad 1959. See 81-336.

**Organization and Administration of Public Schools in Canada, 1959.** Bil. 31 pp.

Describes the legal and administrative framework of the education systems in Canada. A chapter is devoted to each of provincial systems and a final chapter describes the work of the Federal Government in the field of education.

**List of Private Academic Elementary and Secondary Schools, 1959.** Bil. 31 pp.

Control, language of instruction, boys and girls, grades, day or residential, and names and addresses of these schools including high school departments of colleges and universities.

**Awards for Graduate Study and Research, 1959 Supplement.** pp.

Contains details of 86 new or revised awards available university graduates as listed in report No. 81-105. Awards grouped in five sections: (1) two or more areas of study; (2) Humanities; (3) the Social Sciences and related fields; (4) Natural and Applied Sciences; and (5) the Medical Sciences and related fields. See 81-538. Out-of-print

**Student Progress Through the Schools by Grade, 1959.** Bil. 48 pp.

Retention and drop-out rates for students in elementary school, secondary schools and universities. Out-of-print

**The Organization of Education at the Secondary Level.** Approx. 35 pp.

Describes publicly-controlled secondary education in Canada with data on secondary schools by type, enrolment, classed teachers and courses offered. Out-of-print

**Canadian Education Through Correspondence, 1950-55.** Bil. 30 pp.

Discusses the types of correspondence courses available Canadians at all ages, and gives data on enrolment, staff and correspondence schools.

**Canadian Institutions of Higher Education, 1953-61.** Bil. 92 pp.

Names, addresses, courses offered, and general information admission and fees.

**Survey of Higher Education, 1954-61.** Bil. Approx. 37 pp.

Statistics on enrolment, graduates, staff, etc. of universities colleges.

**University Student Expenditure and Income in Canada, 1956-57.** Part I—Non-Canadian Students. E. & F. 36 pages.

Numbers and characteristics of non-Canadian students enrolled in Canadian universities by country of origin; includes demographic data, college expenditure, sources of income, etc.

**University Student Expenditure and Income in Canada, 1961-62: Part II—Canadian Undergraduate Students.** E. & F. 64 pp.

Numbers and characteristics of Canadian undergraduate students in selected faculties; includes demographic data, family and background characteristics, details of expenditure and income, etc.

**University Student Expenditure and Income in Canada, 1961-62: Part III—Canadian Graduate Students.** E. & F. Approx. 32 pp.

Numbers and characteristics of Canadian full-time graduate students; includes some additional material on Canadian undergraduate students.

**Participants in Further Education in Canada.** Bil. Approx. 51 pp.

A report of a sample survey of persons 14 years of age and over who took part-time courses in 1959-60.

**Bibliographical Guide to Canadian Education.** Bil. Approx. 55 pp.

A select bibliography and a discussion of educational documentation in Canada.

**Education Planning and the Expanding Economy, 1964.** E. & F. 72 pp.

Planning activities of universities, provincial departments of education, city school boards, and professional associations in Canada are presented in relation to the economic demand for manpower. The role of international organizations such as UNESCO is placed in perspective with education planning in the USA, UK, USSR, other European countries, Australia and Japan. The appendix contains survey questionnaires.

**Organized In-Service Training in Four Major Industries, 1963.** Bil. 41 pp.

Findings of a mail questionnaire concerning skilled tradesmen, first-line supervisors, technicians, and apprentices, surveyed during the twelve months ended May, 1963. Manufacturing, public utilities, mining, and transportation-communication were represented in the survey of about 12,000 establishments, embracing some 300,000 employees.

**Census and Other Data For Vocational Counsellors.** E. & F. Approx. 70 pp.

Designed for those undertaking vocational counselling. Brings together statistical data from the census and other DBS sources. Graphs and tables present the composition of the work force as a whole and by occupational divisions. Discussion attempts to bring these into context, and additional sources are given.

**Degrees Held by Canadian University Teachers, Part I: Distribution by Rank, Faculty and Field 1963-64.** Bil. 41 pp.

Presents information on the extent to which higher degrees are held by teachers in various faculties and teaching fields, and attempts to measure how well universities are coping with increased staffing requirements.

**Museums and Art Galleries, 1964.** Bil. 60 pp.

Provides information on governing authorities, types and subjects of collections, activities, staff, and finance of 385 institutions with artistic, historical, and scientific collections. Contains a directory-type listing which is indexed.

**Student Progress Through the Schools, by Age and Grade, 1965.** Bil. 54 pp.

Presents information on the retention of students through graded programmes in elementary and secondary schools and certain levels of university education up to the doctoral degree.

**Canadian Education Through Correspondence, 1963-64.** Bil. 32 pp.

Provides data on correspondence courses, public and private, at elementary, secondary, and university levels, and on vocational subjects.

**Survey of Libraries. Part III: Library Education, 1960-1965.** Bil. 20 pp.

Provides information on the graduates of Canada's five library schools at the universities of Montreal, McGill, Ottawa, Toronto and British Columbia. Data include characteristics of graduates such as sex, age, former occupation, educational background, and information on destinations by area, type of library, work, and salaries.

**Directory of Private Business Colleges and Other Privately-owned Vocational Schools.** 1965, 19 pp.

Contains names and addresses of privately-owned schools licensed by the provinces to provide vocational courses, either classroom or correspondence.

**The Organization and Administration of Public Schools in Canada. Third Edition, 1966.** 215 pp.

A non-statistical treatment of the structure of education administration in the provinces, this publication reports new school legislation, the changed structures of departments of education, new municipal and school district organization, regulations governing school operation, finance, technical and vocational education, and higher education. Separate chapters are provided for the provinces and the Federal Government.

Individual chapters for the provinces are available at 50¢ per copy.

The Quebec chapter is available in English and French; all other chapters are in English only.

**Awards for Graduate Study and Research, 1967.** E. & F. 366 pp.

Contains 1,627 entries on awards available to university graduates from sources in Canada, the U.S., the U.K., and 36 other countries. It is primarily intended for Canadians, but some indication is given as to which of the awards are open to students from abroad.

**Statistics of Special Education for Exceptional Children, 1965-66.** Bil. 103 pp.

Presents data showing the number of schools, classes, teachers and children in special education programmes operated by school boards and other authorities, and numbers of children by type of exceptionality, age and level of mental functioning. Data on qualifications, experience and salaries of teachers of exceptional children are also given.

**Private Kindergarten and Nursery Schools in Canada, 1966-67.** Bil. 4 pp.

Provides data on number of schools by control, denomination, accommodation, language of communication, as well as enrolment by age and sex. Also contains data on numbers of teachers by qualification, and sources of school income.

**Organized Training in Four Industry Groups, 1965.** Bil. 65 pp.

Findings of a mail questionnaire concerning the extent to which industry provided formal training programmes for its employees at the management, professional, supervisory, technician, skilled tradesman, office employee, apprenticeship and semi-skilled worker levels during the twelve month period ended October, 1965. Manufacturing, public utilities, mining and transportation-communication were represented in the survey of about 13,000 establishments, embracing some 1,860,000 employees.

**Source: Dominion Bureau of Statistics Publications Catalogue, 1969.**

ANNEX "D"

TO

THE FEDERAL GOVERNMENT AND  
EDUCATION IN CANADA

1867 - 1970

TECHNICAL EDUCATION ACT

(1919)

MEMORANDUM OF AGREEMENT

THE DEPARTMENT OF LABORTECHNICAL EDUCATION ACT 1919"MEMORANDUM OF AGREEMENT"

MEMORANDUM OF AGREEMENT made the \_\_\_\_\_ day of \_\_\_\_\_ A.D.

BETWEEN

THE HONOURABLE GIDEON D. ROBERTSON, Minister of Labour of Canada, hereinafter called "the minister" *of the First Part.*

AND \*

, hereinafter called "the province,"  
*of the Second part.*

Whereas by the Technical Education Act (chapter 73, Statutes of Canada, 1919) the minister is authorized, subject to the approval of the Governor General in Council, to enter into this agreement;

And Whereas by an order of the Lieutenant-Governor in Council the province has signified its desire to take advantage of the said Act;

Now Therefore the parties hereto mutually agree each with the other as follows:—

1. For the purpose of the said Act and of this agreement, "technical education" means and includes vocational education or instruction which is supplementary to and distinct from the general educational system of the province, and the controlling purpose of which is to fit young persons for useful employment or to improve the efficiency of those already employed, subject, however, to the following limitations:—

- (a) No person under fourteen years of age shall be admitted to vocational day classes.
- (b) No person under fifteen years of age shall be admitted to vocational evening classes.
- (c) Courses of instruction of college grade are not included.

2. Subject to the modifications made herein all the provisions and conditions set out in the said Act are deemed to be incorporated in this agreement and to be binding upon the parties hereto.

3. In addition to the stipulations contained in the said Act, it is agreed that in determining the amount spent by the province on vocational education no account shall be taken of:—

- (a) Any payment or support given to any religious or privately owned school or institution.
- (b) Any expenditures which have been made in respect of any educational work for which a grant is paid to the province by the Minister of Agriculture of Canada.

4. The following expenditures and no others shall be deemed to be properly made on vocational education:—

- (a) Purchase or rental of land, buildings, furnishings and equipment to be used for vocational education.
- (b) Remuneration and travelling expenses of persons employed for the purposes of administration of vocational education and all expenses incidental to such administration.
- (c) Remuneration of teachers employed to conduct vocational education classes.
- (d) Training of teachers specifically for vocational educational work.

5. (1) The province shall furnish the minister with the following:—

- (a) A monthly statement of the work done during each month on a form to be prescribed by the minister.
- (b) At the end of each half of the calendar year a detailed financial statement showing the amount expended by the province under this agreement.
- (c) Such evidence as the minister may require to show that the amounts paid to the province hereunder are expended in accordance with the terms of this agreement.

(2) The province shall not be entitled to claim any part of the moneys available hereunder for the purchase or erection of buildings or extensions and equipment unless the plans and specifications of such have been approved by the minister.

6. The minister or any one authorized by him shall at all times have the right to inspect any work on technical education existing or being carried on under the terms of this agreement, and if the accommodation, equipment, text-books, courses of study, discipline or qualifications of teachers are in his opinion not adequate or satisfactory or if such work is not being carried on to his satisfaction, he may withhold payment of any moneys remaining unpaid under the terms of this agreement. Persons appointed by the minister under this section to inspect shall not have any directive control over any part of the educational organization of the province but shall have opportunity to witness any part of the work, as normally conducted from time to time.

7. The province shall, as soon as possible after the execution of this agreement, take necessary steps to provide for the adequate training of a sufficient number of teachers and to furnish such other officers as may be necessary to carry out the provisions of this agreement.

8. Subject to the conditions of the Act and to such modifications as may be mutually agreed upon by the parties, this agreement shall be renewed on or about the first day of April each year until the 31st March, 1929.

9. This agreement shall not be valid until the same is approved by the Governor in Council.

In Witness Whereof the minister has hereunto set his hand and the seal of the Department of Labour, and \_\_\_\_\_ has hereunto set his hand and the seal of the said province the day and year first above written.

**Source: Annual Report of the  
Department of Labor, 1921.**

ANNEX "E"

TO

THE FEDERAL GOVERNMENT AND

EDUCATION IN CANADA

SCHOOL LANDS NATURAL RESOURCES

TRANSFER AGREEMENT

DEPARTMENT OF INDIAN AFFAIRS AND  
NORTHERN DEVELOPMENT

SCHOOL LANDS - NATURAL RESOURCES TRANSFER AGREEMENT

2      Chap. 62.      *Natural Resources Transfer.*      9-10 ELIZ. II.

SCHEDULE A.

*Memorandum of Agreement.*

Made this thirteenth day of July, 1961.

BETWEEN:

THE GOVERNMENT OF CANADA, REPRESENTED HEREIN BY  
THE HONOURABLE WALTER DINSDALE, MINISTER OF  
NORTHERN AFFAIRS AND NATIONAL RESOURCES,

AND:

THE GOVERNMENT OF THE PROVINCE OF MANITOBA, REP-  
RESENTED HEREIN BY THE HONOURABLE STEWART E.  
MCLEAN, MINISTER OF EDUCATION.

Whereas paragraph 7 of a Memorandum of Agreement between the Government of Canada and the Government of the Province of Manitoba made on the 14th day of December, 1929, (which Memorandum of Agreement is hereinafter referred to as the "original Agreement") duly approved by the Parliament of Canada and the Legislature of the Province and, upon an address by the Senate and House of Commons of Canada, confirmed and declared to have the force of law by an Act of the Parliament of the United Kingdom entitled the British North America Act, 1930, was amended by a Memorandum of Agreement between the Government of Canada and the Government of the Province of Manitoba made the 11th day of June, 1951, duly approved by the Parliament of Canada and the Legislature of the Province;

And whereas the said paragraph 7, as amended, provides:

"7. The School Lands Fund to be transferred to the Province as aforesaid, and such of the school lands specified in section thirty-seven of the Dominion Lands Act, being chapter one hundred and thirteen of the Revised Statutes of Canada, 1927, as pass to the administration of the Province under the terms hereof, shall be set aside and shall continue to be administered by the Province in accordance, *mutatis mutandis*, with the provisions of sections thirty-seven to forty of the Dominion Lands Act, for the support of schools organized and carried on therein in accordance with the law of the Province. The Province will, notwithstanding anything in this Agreement, invest money to which this paragraph applies in securities of Canada, or of a Province, or of a municipal corporation or school district in the Province of Manitoba, or in securities guaranteed by Canada or a Province, to form a school fund, and will apply the interest arising therefrom, after deducting the cost of management, for the support of schools organized and carried on in accordance with the law of the Province."

And whereas in and by paragraph 24 of the original Agreement it is provided that the foregoing provisions of the said Agreement may be varied by agreement confirmed by concurrent statutes of the Parliament of Canada and the Legislature of the Province;

1960-61.

*Natural Resources Transfer.*

Chap. 62.

3

SCHEDULE A—*Concluded.*

And whereas it is considered desirable to vest the Province with full control of the School Lands Fund and the school lands referred to in the said paragraph 7 as amended.

Now, therefore, this Agreement witnesseth as follows:

1. Paragraph 7 of the original Agreement, as amended, is deleted and the following substituted therefor:

"7. The School Lands Fund transferred to the Province under the terms hereof, and such of the school lands specified in section 37 of the Dominion Lands Act, chapter 113 of the Revised Statutes of Canada, 1927, as passed to the administration of the Province under the terms hereof, shall be administered or disposed of in such manner as the Province may determine."

2. This Agreement shall take effect upon being duly approved by the Parliament of Canada and the Legislature of the Province.

IN WITNESS WHEREOF the Honourable Walter Dinsdale, Minister of Northern Affairs and National Resources, on behalf of the Government of Canada and the Honourable Stewart E. McLean, Minister of Education, on behalf of the Government of the Province of Manitoba, have hereunto set their hands:

Signed on behalf of the Government of Canada  
by the Honourable Walter Dinsdale, Minister of  
Northern Affairs and National Resources, in the  
presence of

(Sgd.) A. B. Miller

(Sgd.)  
Walt. Dinsdale

Signed on behalf of the Government of the  
Province of Manitoba by the Honourable  
Stewart E. McLean, Minister of Education, in  
the presence of

(Sgd.) R. W. Dalton

(Sgd.)  
Stewart E. McLean

Source: Statutes of Canada, 1960-61.



ANNEX "F"

TO

THE FEDERAL GOVERNMENT AND  
EDUCATION IN CANADA

INDIAN EDUCATION  
SCHOOL STATEMENTS  
(1880 - 1950)

STATEMENT of the condition of the various Indian Schools in the Dominion, for the Year ended 30th June, 1879.

## INDIAN EDUCATION - SCHOOL STATEMENTS

Indian Reserve or Band to which Schools belong.	Names of Teachers.	Salary per annum.	From what Fund paid.	Number of Boys on Roll.	Number of Girls on Roll.	Total number of Pupils on Roll.	Average Daily Attendance.	Number Reading and Spelling.	Number Writing.	Number learning Arithmetic.	Number learning Grammar.	Number learning Geography.	Number learning History.	Number using Indian Books.	Number learning Music and Singing.	Number learning Drawing.	Number learning Scripture.	Number learning English.	Remarks.
ONTARIO.																			
Caradoc Reserve, Mount Elgin Institution.	Thos. Costford		Western Missionary Society and Indian Funds.	21	13	34	34	34	34	34	34	23					34	33	An industrial and board school; \$50 per ann each for 30 pupils contributed from Indian Fund. The boys are taught trades and farming; girls sewing, housework, &c.
Moravians of the Thames.	Daniel Edwards.	300 00	Indian Funds.	23	20	43	26	40	44	35	16	20					43		Singing, composition & drawing.
Wyandots of Anderson.	Marceline Guerrier.	250 00	do	12	9	21	11	21	21	21	12	15							French, composition.
Chippewas of Kettle Point and Potawatamies of Walpole Island.	Wm. Carscaden.	250 00	do	10	8	18	6	18	18	10		4							Dictation.
do and Munsees of the Thames.	Jas. Cameron.	300 00	do																
do do	Jacob Henry.	200 00	do and Church of England.	18	6	24	12	24	18		1	3							
do do	Joseph Fisher.	200 00	do	11	6	18	3	17	17	14									
do do of the Thames.	Lucius Henry.	200 00	do	16	12	28	15	28	25	22	6	8							
do do of Saugueen.	Isabella McIvor.	200 00	do	20	7	27	13	27	11	9	4	6							
do do	Annie Jacques.	200 00	do	26	13	39	17	30	30	19	5	6							
do do of Cape Croker.	Peter Elliott.	200 00	do	15	14	29	12	29	28	15	4	4							
do do	Bella Simpson.	200 00	do	13	10	23	9	23	20	15	4	4							
do do	David Craddock.	200 00	do	22	15	37	13	37	28	25	2	12							
do do of Rama.	Maggie Armstrong.	200 00	do and Methodist Missionary Society.	8	7	15	5	15	15	11									
do do of Beausoleil.	Allan Salt.	250 00	do	18	15	33	15	33	33	32	9	12							Dictation, needlework & drawing.
do do of Georgian Island.	Chas. Grylls.	250 00	do	9	11	20	8	20	20	10	4	4							
do do of Georgian Island.	Alfred McCue.	400 00	do	12	11	24	9	10	29	27	24	7							
do do of Georgian Island.	A. H. Andrews.	180 00	do	8	7	15	8	15	12	9	2	3							
do do of Georgian Island.	A. G. Millard.	200 00	do	15	14	29	10	29	27	24	7	9							
do do of Georgian Island.	Eliza Downs.	370 00	do	25	12	37	17	37	37	24	9	18							
do do of Georgian Island.	Elizabeth H. Blanchard.	150 00	do	10	14	24	8	24	24	16	6	5							
do do of Georgian Island.	Estie A. Stoneburgh.	150 00	do	25	16	41	21	41	41	21	3	9							
do do of Georgian Island.		150 00	do	30	19	49	23	49	49	29	5	7							
Six Nation Indians.																			
1. Mohawk Institution, Brantford.	William Butcher.	400 00	New England Company.	42	45	87	87	87	87	87	87	72	49						All resident in the Institution. Industrial training twice a week. The boys do farmwork; the girls housework, &c.
	Jennie Fisher.	200 00																	Scripture, needlework, do singing and catechism.
2. On Grand River.	Mrs. N. H. Martin.	250 00	do and Indian Funds.	26	23	49	23	42	40	43	9	11	22						do do and catechism.
3. do	Eljiah Fowles.	250 00	do	17	15	32	14	32	26	26	6	7							do do
4. do	E. B. Roberts.	250 00	do	20	13	33	13	33	33	29	21	4							do do
5. do	Susanna K. Hill.	250 00	do	16	16	32	12	32	32	21	3	4							do do
6. do	F. B. Howells.	250 00	do	17	9	26	11	26	26	15									do do
7. do	Christina John.	250 00	do	15	12	27	8	27	22	12	9	6	12						do do

STATEMENT of the condition of the various Indian Schools in the Dominion, for the Year ended 30th June, 1879.

Indian Reserve or Band to which Schools belong.	Names of Teachers.	Salary per Annum.	From what Fund paid.	Number of Boys on Roll.	Number of Girls on Roll.	Total number of Pupils on Roll.	Average Daily Attendance.	Number Reading and Spelling.	Number Writing.	Number learning Arithmetic.	Number learning Grammar.	Number learning Geography.	Number learning History.	Number using Indian Books.	Number learning Music and Singing.	Number learning Drawing.	Number learning Scripture.	Number learning English.	Remarks.
OSTAND—Continued. Six Nation Indians.																			
8. On Grand River.	George P. Hill	250 00	New England Company and Indian Fund	24	13	37	16	37	37	16	37	36	10	10					Scripture, tables and recitations.
9. do	Maria Gordon	250 00	do	18	10	37	10	34	33	17	2	3							do dictation, sewing and catechism.
10. do	Jemima Stewart	250 00	do	18	19	28	11	28	29	18	7	8	11						do do
11. do	Peter H. Martin	250 00	do	12	3	15	12	15	8	7	1	1							do catechism.
12. do	Amelia E. Chebrook	250 00	Wesleyan Society do	12	7	19	7	19	19	17	4	3							Dictation.
13. do	Benjamin Carpenter	250 00	do	15	12	27	11	27	18	16	2	1							
Misses:Guns of the Credit, on Grand River.	Alexander Scott	300 00	Funds of the Band.	18	12	30	20	30	30	23	22	27	7						Catechism.
Manitowin Island Indians.																			
West Bay.	Winnie Herdon.	200 00	Indian Funds	17	11	28	12	25	24	16	1								Catechism and singing.
Shequendah.	Fred. Frost.	450 00	do and Church of England.	19	9	28	11	28	28	28	4	1							Catechism, scripture, singing and English.
Wiwewikong, boys.	Jochim Kuchnestadt.	300 00	do	53		53	35	45	50	39	16	16							Industrial arts taught, besides singing, drawing, English and catechism.
do girls.	Janey Hensly.	300 00	do	68		68	45	56	68	55	12	11							Scripture, sewing, spinning and weaving.
Wiwewikong:R.	P. Kijigohenesé.	200 00	do	24	17	41	17	34	35	38	23								Catechism and English.
South Bay	Sophie Lamondière	200 00	do	18	7	25	12	18	25	15									
Misses:R.	Alex. Pelkie	200 00	do	23	19	42	33	22	41	12	3								24
Cockburn Island.	Moses Megway	150 00	do	17	8	25	14	18	25	18	18	18							
Perry Island.	W. A. Elmes.	200 00	do	22	12	34	14	34	22	13									
Fort William, boys	Thos. F. Stakum	150 00	do	25		25	14	21	25	12	11	11							13
do girls	Mary Paulus and Miss Whit.	150 00	do	30		30	18	29	29	11	7	18							
Ingawak Home	Rev. R. F. Wilson.		Indian Funds and subscriptions	52		52	38	51	49	51	23	37							61
Garden River, Protestant.	John Esquimaux.	200 00	Indian Funds	22	12	34	18	34	20	17	2	5							An Industrial School, all residents, \$50 per annum each for 20 pupils contributed from Indian Funds. The boys learn farming, trades, printing, &c.
do Catholic	Rev. Thos. Ouellette.	200 00	do	15	13	28	15	28	28	21									Catechism, scripture and French.
Golden Lake	Jennie Ryan	150 00	do	8	10	18	9	18	16	7									
Matlawa	Sister Melne	100 00	do	39	18	57	39	57	44	20	10	10							22
																1635			

Scripture, tables and recitations.  
do dictation, sewing and catechism.  
do do  
do catechism.  
Dictation.  
Catechism.  
Catechism and singing.  
Catechism, scripture, singing and English.  
Industrial arts taught, besides singing, drawing, English and catechism.  
Scripture, sewing, spinning and weaving.  
Catechism and English.  
Catechism, singing and recitation.  
Catechism, scripture and French.  
An Industrial School, all residents, \$50 per annum each for 20 pupils contributed from Indian Funds.  
The boys learn farming, trades, printing, &c.  
Catechism, scripture and French.

Indian Reserve or Band to which Schools belong.	Names of Teachers.	Salary per Annum.	From what Fund Paid.	Number of Boys on Roll.	Number of Girls on Roll.	Total Number of Pupils on Roll.	Average Daily Attendance.	Number Reading and Spelling.	Number Writing.	Number learning Arithmetic.	Number learning Grammar.	Number learning Geography.	Number learning History.	Number using Indian Books.	Number learning Music and Singing.	Number learning Drawing.	Number learning Scripture.	Number learning English.	Remarks.				
Quebec.																							
Micmac, Restigouche.....	Mary D. Ouellette.....	150 00	Indian Funds	21	9	30	12	29	20	3	6	3	9	4	17	23	13	9	Catechism, and dictation do				
do Maria.....	Theophile Cyr.....	150 00	do	16	13	29	14	14	29	4	6	3	9	4	17	23	13	9	Scripture do				
Iroquois, Caplanawaga.....	Mr. and Mrs. Fletcher.....	350 00	do	44	17	61	46	53	60	24	10	5	7	20	17				English, French and con				
Abnaki, St. Francis.....	H. L. Musia.....	250 00	do	21	12	33	22	21	21	10	5	6	7						position.				
Temiscamingue.....	Sister Ste. Antoine.....	100 00	do	12	15	27	12	27	18	16	6	14			17			14	Dictation.				
Iroquois, St. Regis.....	Mary Fannon.....	200 00	do	15	9	24	17	24	18	8	3	2	2					2	Catechism.				
River Deser, Indians.....	Sister Maria de Saverat.....	150 00	do	14	19	33	20	33	33	16	3	2	4										
Montagnais Lake, St. John.....	Madame Ous.....	150 00	do	18	18	36	9	36	29	14	7												
Iroquois, Cornwall Island.....	Timothy Arthron.....	200 00	do	22	12	34	17	34	34	27	7												
Abnaki, St. Francis.....	Joseph Laurent.....	250 00	do	22	9	31	15	19	31	16	7	6	6				9	19	Catechism.				
Nova Scotia.																							
Beaver River, Digby.....	T. C. Kerr.....	265 00	Indian Funds	14	11	25	17	25	25	12	2	12											
Whycocomah.....	John McEneaney.....	200 00	do	19	8	27	12	27	20	9	1												
Eskeason.....	Roderick McMillan.....	200 00	do	14	12	26	11	26	8	4	2	12											
Prince Edward Island.																							
Lennox Island.....	John O. Arsenault.....	200 00	Indian Funds	12	13	25	13	25	15	15	4	9											
Manitoba.																							
Ebb and Flow Lake.....	James Asham.....			13	12	25	18	23	15	6	1	1											
Fort Alexander.....	Chas. Hodgson.....			15	19	34	14	30	34	4													
Rosseau River.....	A. McPherson.....			9	4	13	10	13	13	11													
Little Saskatchewan.....	Benjamin Thom.....			10	13	23	15	21	16	3	5	5											
Timber Lake.....	Wm. Anderson.....			24	19	43	27	43	32	12	3	6											
South St. Peters.....	H. A. Ross.....			23	25	61	32	62	61	21													
St. Martin's Band.....	David Marsden.....			24	15	39	28	26	70	6													
Broken Head River.....	Edward Papenick.....			14	34	73	40	60	70														
Tru Pas.....	William Dennett.....			23	20	45	25	41	12	7													
North-West Territories.																							
Little la la Crose.....	Sour Langolier.....			19	35	64	50	63	62	47	12	24	40				45	48	Boarding school; sewing				
Little Touchwood Hills.....	John R. Settee.....			9	10	19	10	15	19	12	6	5					3	3	Catechism; singing.				
St. Albert.....	Sisters of Charity.....			35	25	60	48	60	49	25	17	9	11						Boarding school; sewing.				
Asiippi Mission.....	Edward Mathewson.....			9	12	21	15	20	21	21									Singing; dictation.				
John Smith's Reserve.....	T. H. Brown.....			17	8	25	15	25	10	9													
McLewasia do.....	John F. Pritchard.....			6	3	9	6	9	8	9													
Eagle Hill.....	H. Jefferson.....			20	.....	26	12	25	21	17													
																</							

## STATEMENT of the condition of the various Indian Schools in the Dominion, for the Year ended 30th June, 1879.

Indian Reserve or Band to which Schools belong.	Names of Teachers.	Salary per Annum.	From what Fund paid.	Number of Boys on Roll.	Number of Girls on Roll.	Total number of Pupils on Roll.	Average Daily Attendance.	Number Reading and Spelling.	Number Writing.	Number learning Arithmetic.	Number learning Grammar.	Number learning Geography.	Number learning History.	Number using Indian Books.	Number learning Music and Singing.	Number learning Drawing.	Number learning Scripture.	Number learning English.	Remarks
<b>BRITISH COLUMBIA.</b>																			
Metlakatla .....	Wm. Duncan .....			64	61	125	54	125	125	125	60	60	60	90	125	125			An industrial school; boys taught trades and farming; girls housewifery &c.; scripture; singing dictation.
Nass River (Greenville) .....	Lizzie Green .....			25	19	44	35	44	38	21	18	18	16	25	3				do do do
St. Mary's Mission, Boys .....	Rev. T. Caron .....			24	26	24	14	23	16	20	11	11	11	11	3				do do do
do .....	Sisters St. Mary, Lu- men .....			59	60	119	51	119	119	60	9	9	9	119	52				do do do
Fort Simpson .....	C. S. Knott .....			30	22	45	20	45	45	52	7	7	7	52	52				do do do
Church Charlotte Island .....	W. H. Collins .....			30	22	52	25	52	52	52	52	52	52	52	52				do do do
Kinkolett .....	Henry Schult .....			30	22	52	25	52	52	52	52	52	52	52	52				do do do
Nanaimo, Nass River .....	A. E. Green and C. Kiss .....			30	28	58	44	58	58	10	2	2	2	58	58				do do do
Victoria .....	A. Pollard .....			43	21	64	31	64	64	36	3	3	3	64	64				do do do
New Westminster .....	P. H. A. Caron .....			30	12	30	12	30	30	3	2	2	2	30	30				do do do
Quamichan .....	D. Holmes .....			16	12	28	16	21	22										do do do
		\$12 per capita per annum on the average daily attendance up to \$300.	From Indian Funds. Salaries and contributions are also given from other sources.	615															Music and scripture. Dictation.

## SUMMARY OF SCHOOL STATEMENT.

Province.	Class of School.			Total number of Schools.	Denomination.					Number on Roll.			Average attendance.	Percentage of Attendance.	Standard.						*Industries Taught.						Province.				
	Day.	Boarding.	Industrial.		Undenominational	Roman Catholic.	Church of Eng-land.	Methodist.	Presbyterian.	Salvation Army.	Boys.	Girls.			Total.	I	II	III	IV	V	VI	Carpenter-Shoemaker.	Tailor.	Blacksmith.	Baker.	Harnessmaker.		Printer.	Painter.	Total.	
Nova Scotia .....	11			11		11					125	106	231	109	47.18	119	40	26	21	17	8										Nova Scotia.
Prince Edward Island. ....	1			1		1					20	22	42	18	42.86	32	3	5		2											Prince Edward Island.
New Brunswick.....	9			9		9					100	122	222	135	60.81	106	56	30	19	9	2										New Brunswick.
Quebec .....	23			23	5	13	2	3			513	518	1,031	542	52.57	564	186	147	82	38	14										Quebec.
Ontario.....	78	4	5	87	39	26	13	9			1,472	1,493	2,965	1,623	54.74	1,299	608	527	327	149	55	7	5				2			14	Ontario.
Manitoba.....	48	9	2	59	5	11	27	11	5		856	903	1,759	1,045	59.41	897	334	271	157	62	38	4	1	2		2	2			11	Manitoba.
Saskatchewan.....	18	13	3	34	1	10	16		7		626	625	1,251	1,011	80.81	516	245	230	147	78	35	15	7		5	4		2		33	Saskatchewan.
Alberta.....	8	16	2	26		12	8	6			516	422	938	722	76.97	418	197	121	104	65	33										Alberta.
Northwest Territories.....	2	3		5		2	3				69	93	162	140	86.42	71	47	38	4	1	1										Northwest Territories.
British Columbia.....	42	8	8	58	2	17	16	18	3	2	985	1,000	1,985	1,258	63.37	830	402	306	216	154	77	66	14	2	5	7		3		97	British Columbia.
Yukon.....	1	1		2			2				19	20	39	23	58.97	16	12	2	4	5											Yukon.
Total.....	241	51	20	315	52	112	87	47	15	2	5,301	5,324	10,625	6,626	62.36	4,868	2,130	1,703	1,081	580	263	92	27	2	12	11	2	4	5	155	Total.

\* All boys at industrial schools are taught farming and all girls, sewing, knitting and general house hold duties.

## SUMMARY OF SCHOOL STATEMENT 1930

Province	Class of Schools			Total Number of Schools	Number on Roll			Average attendance.	Percentage of attendance.	Grades								
	Day	Residential	Combined		Boys	Girls	Total			I	II	III	IV	V	VI	VII	VIII	IX
Prince Edward Island.....	1			1	14	20	34	21	61.76	14	11	4	3	2				
Nova Scotia.....	11			11	142	144	286	163	56.99	121	47	10	38	24	11	8		
New Brunswick.....	10			10	144	157	298	209	70.13	95	52	44	45	25	10	9	18	
Quebec.....	32			32	713	720	1,433	1,016	72.99	629	272	204	139	104	55	19	11	
Ontario.....	81	13	4	98	2,024	2,081	4,105	2,897	70.57	1,673	670	577	536	362	153	91	92	11
Manitoba.....	44	10	2	56	1,148	1,150	2,298	1,629	70.93	1,035	406	274	260	158	100	39	26	6
Saskatchewan.....	25	14	1	40	978	1,023	2,001	1,638	81.85	747	362	295	260	150	145	22	26	
Alberta.....	3	19		22	698	832	1,530	1,316	86.01	576	213	215	196	173	103	35	15	6
Northwest Territories.....	4	4		8	119	158	277	226	73.64	167	32	44	24	5	5			
British Columbia.....	46	16	1	63	1,607	1,684	3,291	2,347	71.31	1,578	563	432	367	202	123	32	42	8
Yukon.....	7	2		9	93	97	190	108	56.84	95	27	28	27	8	5			
Total.....	264	78	8	350	7,677	8,066	15,743	11,579	73.55	6,730	2,659	2,157	1,835	1,150	710	253	218	31

SCHOOLS

Annex "F"

Source: Annual Report of the Department of Indian Affairs, 1930.

*Summary of School Statement 1940*

Province	Classes of Schools			Total Number of Schools	Number on Roll			Average Attendance	Percentage of Attendance	Grades								
	Day	Residential	Combined		Boys	Girls	Total			I	II	III	IV	V	VI	VII	VIII	IX
Prince Edward Island.....	1			1	7	8	15	12	86.66	7	1	2	1	1	2	1		
Nova Scotia.....	11	1		12	225	238	463	370	79.91	184	66	63	47	28	34	27	12	2
New Brunswick.....	11			11	161	163	324	247	76.23	103	46	48	43	30	22	18	12	2
Quebec.....	30	2		33	825	820	1,645	1,287	78.24	678	263	218	207	127	78	46	27	1
Ontario.....	86	13	5	104	2,297	2,370	4,667	3,717	79.64	1,613	751	580	452	439	328	265	205	34
Manitoba.....	44	9	3	56	1,177	1,163	2,340	1,744	74.53	1,084	355	323	224	148	102	43	33	28
Saskatchewan.....	28	14	1	43	1,159	1,269	2,428	2,156	88.79	968	369	309	307	214	142	72	39	8
Alberta.....	2	13		21	979	1,002	1,981	1,881	94.95	630	309	290	254	232	141	76	41	8
Northwest Territories.....	4			4	109	163	272	232	85.29	150	38	42	17	20	5			
British Columbia.....	65	15	1	81	1,947	2,120	4,067	3,269	80.37	1,691	656	506	456	354	219	125	50	9
Yukon.....	6	2		8	91	103	194	144	74.23	101	30	19	21	12	6	3	1	1
<b>Total.....</b>	<b>288</b>	<b>79</b>	<b>11</b>	<b>378</b>	<b>8,977</b>	<b>9,419</b>	<b>18,396</b>	<b>15,060</b>	<b>81.87</b>	<b>7,209</b>	<b>2,884</b>	<b>2,400</b>	<b>2,029</b>	<b>1,605</b>	<b>1,070</b>	<b>677</b>	<b>420</b>	<b>93</b>

**Source: Annual Report Dept. Mines and Resources, 1940.**

Table 8  
*Summary of School Statement 1950*

Province	Classes of Schools				Number on Roll			Average Attendance	Percentage of Attendance	Grades											
	Day	Residential	Combined	Total Number of Schools	Boys	Girls	Total			I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII
Prince Edward Island.....	1			1	24	22	46	38.29	83.3	19	8	6	2		7	3	1	1			
Nova Scotia.....	7	1		8	298	294	592	518.72	86.6	175	81	121	80	49	49	18	10	9			
New Brunswick.....	9			9	196	201	397	339.50	85.5	126	66	49	50	47	19	20	20				
Quebec.....	31	2	1	34	933	1,024	1,957	1,742.33	89.1	691	318	269	214	166	132	88	41	8			
Ontario.....	90	11	3	104	2,576	2,822	5,398	4,708.26	87.2	1,708	744	741	585	534	417	262	281	91	21	26	8
Manitoba.....	54	8		62	1,493	1,715	3,208	2,926.04	91.4	1,371	488	480	312	219	122	115	53	48			
Saskatchewan.....	41	12	1	53	1,556	1,673	3,229	2,696.13	90.9	1,157	503	424	368	319	221	144	60	32	1		
Alberta.....	10	18		28	1,334	1,441	2,775	2,507.65	90.4	919	419	380	346	273	201	131	50	18	4		1
Northwest Territories.....	8	4		12	312	339	651	548.13	84.3	203	98	81	58	41	42	15	6	3	2	1	1
British Columbia.....	65	12		77	2,370	2,516	4,886	4,352.00	89.2	1,612	848	696	502	489	322	205	118	73	9	11	1
Yukon Territories.....	7	1		8	115	155	270	216.07	83.6	118	53	48	23	15	6	4	3				
<b>Totals.....</b>	<b>329</b>	<b>69</b>	<b>5</b>	<b>403</b>	<b>11,207</b>	<b>12,202</b>	<b>23,409</b>	<b>20,653.06</b>	<b>88.9</b>	<b>9,129</b>	<b>3,686</b>	<b>3,294</b>	<b>2,540</b>	<b>2,152</b>	<b>1,541</b>	<b>1,005</b>	<b>623</b>	<b>253</b>	<b>37</b>	<b>38</b>	<b>11</b>

**Source: Dept. of Citizenship and Immigration Annual Report, 1950.**

ANNEX "G"

TO

THE FEDERAL GOVERNMENT AND

EDUCATION IN CANADA

NORTHWEST TERRITORIES SCHOOL SYSTEM

ANNUAL REPORT



ANNUAL REPORT  
NORTHWEST TERRITORIES SCHOOL SYSTEM  
(1886)

Department of Education,

REGINA, 1st October, 1886.

To His Honor Edgar Dewdney,  
Lieutenant-Governor of the North-West Territories,  
Chairman of the Board of Education.

SIR,- I have the honor to submit the following report of the proceedings of the Department of Education and of the organized school districts throughout the Territories, from the close of the last session of the North-West Council to the present date.

On the 31st December last there were 48 Protestant public, 10 Catholic public, and 1 Catholic separate, in all 59, school districts, established in the Territories. To-day there are 76 Protestant public, 12 Catholic public, and 2 Catholic separate, in all 90, school districts, an increase of 31. Petitions for the erection of 5 additional school districts have also been presented to your Honor.

This increase is no doubt due to the greater facilities for forming districts and the larger grants of assistance towards the support of schools provided by the Ordinance now in force.

As numerous enquiries have been made with reference to the educational system of the Territories, it has been thought that the following recital of the principal features of the Ordinance will most conveniently supply the desired information: -

SCHOOL DISTRICTS.

A Protestant or Catholic, public or separate, school district shall, at its erection, comprise an area of not more than thirty-six square miles, its extreme limits being not more than nine miles apart, and shall contain not less than four resident heads of families, with a population of children of school age, that is to say, between the ages of five and sixteen, of not less than ten.

FORMATION OF DISTRICTS.

Three resident electors within an area as described above can form themselves into a committee to procure its erection into a school district, and may petition the Lieutenant-Governor for such erection. Giving at least 21 days' notice, they call a meeting of electors resident in proposed limits to decide if the majority are in favor of the erection of the district.

So soon as the majority of electors at this first school meeting have decided in favor of the erection of the school district, the electors present, by a majority of votes, elect from the resident electors in the school district three trustees.

On receiving the report of a first school meeting the Lieutenant-Governor, if the majority of the votes at the school district meeting has been in favor of the erection of the school district, proclaims the district a school district in accordance with the terms of the petition addressed to him in that behalf, and with such number as he may see fit.

Trustees are elected annually, except in the case of the trustees elected at a first school district meeting, who continue in office until the 31st day of October next ensuing the one following their election.

The school year is divided into two terms - a winter term and a summer term: -

(1) The winter term begins on the 1st day of November and ends on the 31st day of March in each year;

(2) The summer term begins on the 1st day of April and ends on the 31st day of October in each year.

In any school district where there are at least fifteen children of school age within a radius of one mile and a half from the school house, the public school for such district must be open during both the summer and the winter terms.

In cases where the school is only open for the summer term, such term constitutes the school year for the purposes of the attendance of the children and the report of the inspector.

The fiscal school year commences on the first day of November in each year, and all accounts opened during the preceding fiscal year shall, if possible, be closed at that date.

#### MEETINGS.

The annual meeting for the election of Trustees takes place on the second Monday of October in each year.

The annual meeting of the ratepayers of a school district takes place on the first Tuesday in November of each year. At this meeting the annual statements of the secretary, treasurer and teacher, and the annual report of the trustees are to be submitted in writing.

#### RELIGIOUS INSTRUCTION.

No religious instruction, such as Bible reading, or reciting, or reading or reciting prayers, or asking questions or giving answers from any catechism, is permitted in any public school in the North-West Territories from the opening of such school at nine o'clock in the forenoon until the hour of three o'clock in the afternoon, after which time any instruction, permitted or desired by the trustees of the district, may be given.

Any child attending any school whose parent or parents or guardian is or are of the religious faith different from that expressed in the name of such school district, has the privilege of leaving the school-room at the hour of three o'clock in the afternoon, or of remaining without taking part in any religious instruction that may be given, if the parents or guardian so desire.

#### AID TO SCHOOLS.

To aid the trustees in meeting the current expenses of the school, the following grants are receivable by all organized school districts: -

(1.) Grants on account of teachers' certificates:

(a) An annual grant of \$250 to every school employing a teacher, male or female, holding a provisional certificate from the inspector of schools for that district or a third-class certificate from a Normal school or the Board of Education;

(b) An annual grant of \$300 to every school district employing a teacher, male or female, holding a second-class certificate from a Normal school or from the Board of Education;

(c) An annual grant of \$350 to every school district employing a teacher, male or female, holding a first-class certificate from a Normal school or from the Board of Education.

(2.) Grants on account of attendance:

(a) An annual grant of \$2.00 per child, per annum, to every school whose average attendance is at least eight, for every child who has attended school one hundred school days, where the school is only open during one term;

(b) An annual grant of \$2.50 per child, per annum, to every school whose average attendance is at least eight, for every child who has attended school one hundred and sixty school days, where the school is open during both the winter and summer terms.

(3.) Grant on account of Inspector's report of school:

(a) An annual grant of an amount not exceeding the total amount of the capitation grant for the attendance of children to every school district of whose school the inspector of schools shall report favorably.

(4.) Grants on account of additional teachers:

(a) To every school district where the average daily attendance exceeds forty, a sum of one hundred and fifty dollars for an assistant teacher;

(b) To every school district where more than one assistant teacher is employed, a grant of one hundred dollars for every assistant teacher employed after the first, where the average daily attendance shall be at least twenty for each teacher, the principal teacher included.

(5.) Grants to advanced classes:

(a) To every school district employing a teacher holding a first-class certificate, a grant will be given to one group of pupils examined in the same subjects not being more than two subjects, at the

rate of \$1 per child per subject. The examination to be in writing and conducted in the Inspector's presence, the examination papers to be provided by the Board of Education.

The grant on account of teacher's certificate is paid to the treasurer of the district quarterly, immediately after the thirty-first March, thirtieth June, thirtieth September and thirty-first December in each year; and the grants on account of attendance and inspector's reports are paid to the treasurer of the school district, annually, as soon as practicable after the thirty-first of October in each year.

#### BOARD OF EDUCATION.

The control and management of the educational interests of the Territories are vested in a board of education, appointed by the Lieutenant Governor in Council, and composed of five members, two of whom shall be Roman Catholics and two Protestants, and the Lieutenant Governor, who shall be chairman.

The duties of the Board are as follows:

- (1.) To meet twice a year, at least, at Regina.
- (2.) To appoint inspectors, who shall hold office during the pleasure of the Board, and to remunerate them for their services.
- (3.) To appoint a board or boards of examiners for the examination of teachers, whose qualifications shall from time to time be prescribed by the Board of Education.
- (4.) To provide for the expenses of the Board of Examiners.
- (5.) To arrange for the proper examination, grading, and licensing of teachers, and the granting of certificates; such certificates to be of four classes, viz., a first, second and third-class certificate, and a provisional certificate.
- (a) Every such certificate of qualification shall have the signature of a member of the board, but no certificate shall be given to any teacher who does not furnish satisfactory proof of good moral conduct.
- (6.) To appoint a secretary to the Board, and to provide for his salary.
- (7.) To make from time to time such regulations as they may think fit for the general organization of schools.
- (8.) To make regulations for the registering and reporting of daily attendance at all schools.
- (9.) To cause to be kept a proper record of the proceedings of the Board.
- (10.) To determine all appeals from the decisions of inspectors of schools, and to make such orders thereon as may be required.
- (11.) To prescribe the form of school register for all schools.
- (12.) To make regulations for the calling of their meetings from time to time, and prescribe the notices thereof to be given to members.

The Board of Education shall resolve itself into two sections,

the one consisting of the Protestant, and the other of the Roman Catholic members thereof, and it shall be the duty of each section:

(1.) To have under its control and management the schools of its section, and to make from time to time such regulations as may be deemed fit for their general government and discipline, and the carrying out of the provisions of this Ordinance.

(2.) To cancel the certificate of a teacher upon sufficient cause.

(3.) To select, adopt, and prescribe a uniform series of text books, to be used in the schools of the section.

The constitution of the present Board of Education is as follows: -

Chairman - His Honor the Lieutenant Governor.

Protestant Section - John Secord, Esq., M.N.W.C., Regina; Charles Marshallsay, Esq., M.N.W.C., Whitewood.

Catholic Section - C.B. Rouleau, S.M., M.N.W.C., Calgary; Rev. Rather Lacombe, Calgary.

#### MEETINGS OF THE BOARD.

A meeting of the Board was held immediately after the close of last session of Council, when Mr. James Brown was appointed secretary of the Board.

The next meeting of the Board was held on 11th March last, when the following business was transacted:

The Territories were divided into the following inspectoral districts: -

#### Protestant Districts:

"Eastern Assiniboia," from western boundary of Manitoba to Range 7 west of the 2nd Principal Meridian, inclusive;

"Western Assiniboia," from Range 8 west of the 2nd Principal Meridian to the eastern boundary of Alberta;

"Calgary and MacLeod," "Edmonton," "Battleford," and "Prince Albert."

#### Catholic Districts:

"Assiniboia," "Calgary and MacLeod," "Edmonton," "Battleford" and "Prince Albert."

ANNEX "H"

TO

THE FEDERAL GOVERNMENT AND  
EDUCATION IN CANADA

ROYAL MILITARY COLLEGE  
CURRICULUM

ROYAL MILITARY COLLEGECURRICULUM

SHOWING Subjects of Instruction, Obligatory and Voluntary, for each Class.

## OBLIGATORY.

*8th Class.*

Mathematics.  
Geometrical Drawing.  
French or German.  
Freehand Drawing.

Infantry Drill.  
Discipline.  
Swimming.

*7th Class.*

Mathematics.  
Geometrical Drawing.  
Fortification.  
Military Topography.  
French or German.

Freehand Drawing.  
Infantry Drill.  
Artillery Drill.  
Discipline.  
Swimming.

*6th Class.*

Mathematics.  
Descriptive Geometry.  
Fortification.  
Artillery.  
Military Administration.  
Military Topography.  
French or German.

Freehand Drawing.  
Infantry Drill.  
Artillery Drill.  
Gymnastics.  
Discipline.  
Swimming.

*5th Class.*

Mathematics.  
Descriptive Geometry.  
Fortification.  
Artillery.  
Military History and Administration.  
Military Topography.  
French or German.  
Freehand Drawing.

Painting.  
Infantry Drill.  
Artillery Drill.  
Engineer Drill.  
Gymnastics.  
Discipline.  
Swimming.

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2-23

*4th Class.*

Mathematics.  
Descriptive Geometry.  
Fortification.  
Artillery.  
Military History and Administration.  
Military Topography, Reconnaissance.  
French or German.  
Geology or Chemistry or Electricity.

Freehand Drawing.  
Painting.  
Infantry Drill.  
Artillery Drill.  
Engineer Drill.  
Equitation.  
Gymnastics.  
Discipline.

*3rd Class.*

Mathematics.  
Descriptive Geometry.  
Fortification.  
Artillery.  
Military History.  
Military Topography, Reconnaissance.  
French or German.  
Geology or Chemistry or Electricity.

Freehand Drawing.  
Painting.  
Infantry Drill.  
Artillery Drill.  
Engineer Drill.  
Equitation.  
Gymnastics.  
Discipline.

## VOLUNTARY.

## 8th Class.

Mathematics.

German or French.

## 7th Class.

Mathematics.

German or French.

Geometrical Drawing.

## 6th Class.

Mathematics.

German or French.

Descriptive Geometry.

## 5th Class.

Mathematics.

German or French.

Descriptive Geometry.

## 4th Class.

Mathematics.

Civil Surveying.

Descriptive Geometry.

Nature, production and use of  
materials for construction.

Artillery.

German or French.

Any one or two of these  
subjects. { Geology.  
Chemistry.  
Electricity.

## 3rd Class.

Mathematics.

Nature, production and use of  
materials for construction.

Descriptive Geometry.

Hydraulic Engineering, Mechan-  
ism, &c., &c.

Fortification.

Design and Execution of Struc-  
tures.

Artillery.

Architecture.

German or French.

Estimating.

Any one or two of these  
subjects. { Geology.  
Chemistry.  
Electricity.

Civil Surveying.

## 2nd Class.

Mathematics.

Civil Surveying.

Fortification.

Nature, production and use of  
materials for construction.

Military History (Essays).

Hydraulic Engineering, Mechan-  
ism, &c., &c.

Reconnaissance.

Design and Execution of Struc-  
tures.

German or French.

Architecture.

Any one or two of these  
subjects. { Geology.  
Chemistry.  
Electricity.

Painting.

Estimating.

## 1st Class.

Mathematics.

Painting.

Fortification.

Civil Surveying.

Military History (Essays).

Design and Execution of Struc-  
tures.

Reconnaissance.

Architecture.

German or French.

Estimating.

Any one or two of these  
subjects. { Geology.  
Chemistry.  
Electricity.





ANNEX "I"

TO

THE FEDERAL GOVERNMENT AND  
EDUCATION IN CANADA

POST-SECONDARY EDUCATION PAYMENTS  
REPORTS AND RETURNS

DEPARTMENT OF THE SECRETARY OF STATEEDUCATION SUPPORT BRANCHPOST-SECONDARY EDUCATION PAYMENTSREPORTS AND RETURNS**Schedule B**

(FORM 1)

POST-SECONDARY EDUCATION ADJUSTMENT PAYMENTS  
INTERIM STATISTICAL RETURN TO THE  
DEPARTMENT OF THE SECRETARY OF STATE

Province of \_\_\_\_\_

Interim provincial return of post-secondary education operating expenditures for the Government of Canada fiscal year 19\_\_\_\_-19\_\_\_\_.

The following are the estimated operating expenditures on programmes of post-secondary education as defined in the Federal-Provincial Fiscal Arrangements Act, 1967, and the accompanying Regulations.

Type of Educational Institution	Estimated Operating Expenditures <sup>(1)</sup>	Estimated Enrolment	
		Full-time	Part-time
A. Universities and Colleges.....	_____	_____	_____
B. Other Post-Secondary Institutions:.....	_____	_____	_____
1. Technical Institutes, Community Colleges.....	_____	_____	_____
2. Paramedical education (outside hos- pitals and not included in A or in B.1.)	_____	_____	_____
3. Other types (specify):.....	_____	_____	_____
.....	_____	_____	_____
.....	_____	_____	_____
.....	_____	_____	_____
.....	_____	_____	_____
.....	_____	_____	_____
TOTAL.....	_____	_____	_____
Allowance for furniture, equipment alte- rations, renovations equal to 8.5% of estimated operating expenditures.	_____	_____	_____
C. Secondary Institutions <sup>(2)</sup> .....	_____	_____	_____
TOTAL.....	_____	_____	_____

Date submitted \_\_\_\_\_

Submitted by: \_\_\_\_\_

Name \_\_\_\_\_

Title \_\_\_\_\_

<sup>(1)</sup>Expenditures for replacement of furniture and equipment and for alteration, repair, renewal or renovation of buildings shall not be included in calculating the aggregate amount of operating expenditures.<sup>(2)</sup>As defined in section 16(4)(c) of the *Federal-Provincial Fiscal Arrangements Act*, 1967.

**Schedule B****(FORM 2)****POST-SECONDARY EDUCATION ADJUSTMENT PAYMENTS****FINAL PROVINCIAL RETURN TO THE  
DEPARTMENT OF THE SECRETARY OF STATE**

Province of \_\_\_\_\_

Provincial return of post-secondary education operating expenditures for the Government of Canada fiscal year 19\_\_\_\_-19\_\_\_\_.

**A. Financial return for educational institutions that are not secondary institutions:****1. Gross operating expenditures**..... \_\_\_\_\_**2. Exclusions (if included in 1):**

- (a) Total of amounts expended in respect of student financial aid..... \_\_\_\_\_
- (b) Total of amounts expended as or on account of the capital cost of land, buildings, physical plant, facilities or equipment  
(Exception: books, periodicals etc. as in section 4(1)(a) of the Regulations)..... \_\_\_\_\_
- (c) Total of amounts expended as or on account of interest..... \_\_\_\_\_
- (d) Total of amounts expended in payment of a capital debt..... \_\_\_\_\_
- (e) Total provision for depreciation on buildings, physical plant, facilities or equipment..... \_\_\_\_\_
- (f) Total of amounts expended in respect of ancillary enterprises  
(Exception: section 4(1)(b) of the Regulations)..... \_\_\_\_\_
- (g) Total of amounts expended as or on account of rent on land, buildings, physical plant, facilities or equipment  
(Exceptions: 1. Rental charges for computer and data processing systems and photocopying equipment and a yearly imputed rental of a maximum of 20% of the purchase cost of same as in section 3(d)(i) of the Regulations.  
2. Amount expended in respect of janitorial services, electricity, water, gas, fuel and municipal taxes, as in section 3(d)(ii) of the Regulations.)..... \_\_\_\_\_
- (h) Total of administration overhead expenditures of provincial government departments..... \_\_\_\_\_
- (i) Total of amounts expended for furniture and equipment and for alteration, repair, renewal or renovation of buildings. (If not already excluded in (b) above)..... \_\_\_\_\_

**Total exclusions**..... \_\_\_\_\_**3. Deductions (if included in 1):**

- (a) Total of amounts received by educational institutions for assisted, sponsored or contract research:
  - (1) from Her Majesty in right of Canada or any agent thereof or from the Canada Council..... \_\_\_\_\_
  - (2) from other sources..... \_\_\_\_\_

- (b) Total of other amounts received by educational institutions in respect of post-secondary education operating expenditures from Her Majesty in right of Canada or any agent thereof or from the Canada Council.....
- (c) Total of amounts paid to the province in respect of post-secondary education operating expenditures by Her Majesty in right of Canada or any agent thereof (which do not appear in institutional accounts as received from federal sources).....
- Total deductions* .....
4. *Net operating expenditures* (Gross operating expenditures minus total exclusions and total deductions).....
5. Add: allowance for furniture and equipment, and for alteration, repair, renewal or renovation of buildings equal to 8.5% of net operating expenditures.....
6. *Total operating expenditures* (4 plus 5).....
- B. *Financial report for educational institutions that are secondary institutions:*
1. Aggregate allowable operating expenditures for post-secondary education.....
2. Aggregate full-time enrolment in post-secondary programmes....
3. Amount per student.....
- C. *Additional data required:*  
A list of certified programmes offered at each post-secondary institution in the province with total full-time and total part-time enrolment in all of these programmes at each institution (the list should include programmes in institutions that are secondary institutions as well as programmes in institutions that are not secondary institutions).
- NOTE: The listing of certified programmes, and the financial return and the financial report, must be signed and certified in accordance with the *Federal-Provincial Fiscal Arrangements Act, 1967*.

Signed

Date

Source: PC 1968 - C15 28 March 1968.

ANNEX "J"

TO

THE FEDERAL GOVERNMENT AND  
EDUCATION IN CANADA

SCOPE OF PROVINCIAL PHYSICAL  
FITNESS PROGRAMS  
(1947 - 1955)

PROVINCIAL PHYSICAL FITNESS PROGRAMSANNUAL REPORT

1947

PROVINCIAL FITNESS PROGRAMS*Prince Edward Island**Administration*

At present Prince Edward Island has no provincial Physical Fitness Act. Authority to enter into agreement with the Federal Government is based on general departmental legislation.

Honourable J. Walter Jones, M.A., B.Sc.A., Premier and Minister of Education.

L. W. Shaw, Deputy Minister of Education, Member of the National Council on Physical Fitness.

*Administrative Staff*

Director, Lt.-Col. W. W. Reid.

*Financial Assistance Given to Provincial Groups*

1. Women's Institutes were assisted to organize music and drama festivals.
2. Schools were assisted to procure equipment.

*Programs*

Extracurricular sports programs for school children, organization of leagues for a variety of sports and the provision of facilities and equipment for them were major developments during 1946-47.

*Leadership Training*

Courses were given for volunteer leaders, senior students and teachers in training.

*Nova Scotia**Administration*

At present Nova Scotia has no provincial Physical Fitness Act. Authority to enter into agreement with the Federal Government is based on general departmental legislation.

Owing to the importance of nutrition in relation to physical fitness the Department includes nutrition education in its Physical Fitness program.

Honourable F. R. Davis, M.D., C.M., Minister of Public Health and Public Welfare.

Dr. W. C. Ross, Member of the National Council on Physical Fitness.

*Administrative Staff*

Director, Dr. W. C. Ross.

Supervisor of Physical Education, Hugh A. Noble, B.Sc.

Supervisor of Nutrition Education, Miss Juanita Archibald, M.A.

Asst. Supt. of Physical Education, Miss Patricia Flynn, B.H. & P.E.

Asst. Supt. of Physical Education, Miss Dorothy Walker.

*Advisory Committee*

An advisory committee advises on the fitness program and acts as an inter-departmental co-ordinating body. It is composed of the Minister of Public Health and Public Welfare, the Deputy Minister of Health, the Deputy Minister of Welfare, the Superintendent of Education, the Assistant Superintendent of Education, the Director of Extension and the Director of Physical Fitness.

*Financial Assistance Given to Provincial Groups*

1. Grant to school boards who employ a qualified director of physical education.
2. Provision of physical education instructors for the summer school course for 400 teachers.
3. Grant to assist in providing a joint recreation survey for five communities each of which contributed to the cost.

*Program*

Major attention was devoted to the school program. An increase in the time allotment for physical education, expansion of inter-school competition under the auspices of the Headmasters' Association, coaching courses for teachers, and demonstration program weeks in selected centres were important achievements during 1946-47.

Community recreation became increasingly important. Assistance in organization, planning and procurement of personnel was made available to those requesting it. Communities were encouraged (a) to employ trained directors and (b) to put community recreation expenditures on a tax base.

*Leadership Training*

Courses were given for

- (1) Normal school students as a required part of their course.. 300 persons
- (2) Teachers during the summer session as a required course.. 400 persons
- (3) Teachers during the summer session coaching major sports 20 persons
- (4) Teachers-in-service training course in each district in the province .....1,350 persons
- (5) Consultative and advisory services were given to the C.V.T. Community Recreation Leaders' Course ..... 15 persons

*Manitoba**Administration*

The Province of Manitoba operates its fitness program under the terms of a Provincial Physical Fitness Act.

Honourable Ivan Schultz, K.C., Minister of Health and Public Welfare.

Hart M. Devenney, Member of the National Council on Physical Fitness.

*Executive Staff*

Director, Hart M. Devenney, B.Sc.

Assistant to the Director, George Nick.

*Advisory Physical Fitness Council*

This Council functions similarly to the National Council on Physical Fitness and advises the Minister on various aspects of the fitness program.

*Financial Assistance Given to Provincial Groups*

Instruction in physical education and recreation provided for, (a) summer school at Gimli; (b) provincial Normal School; (c) volunteer leaders, a joint working with the Council of Social Agencies.

*Program*

Considerable attention has been devoted to assisting with the revision of course of study for schools. The elementary course "Fitness For All" has been completed.

Community organization was stressed as the major undertaking for 1946-47. Consultative service is well developed. One hundred centres are now operating. Films, reference books and pamphlets are available on loan from the provincial office.

*Leadership Training*

Courses were given for

- (1) Normal school students
- (2) Summer school students (mainly teachers)..... 200 persons
- (3) Volunteer leaders ..... 300 persons
- (4) Joint course with the Council of Social Agencies
- (5) Seven on-the-job refresher courses



## Saskatchewan

*Administration*

The Province of Saskatchewan operates its fitness program under the terms of a provincial Physical Fitness Act.

Honourable T. C. Douglas, M.A., Premier and Minister of Public Health.

W. A. Wellband, Member of the National Council on Physical Fitness.

*Administrative Staff*

Director, J. B. Kirkpatrick, Ed. D.

Assistant Director, Miss Margaret Nicholson

Administrative Assistant, E. W. Stinson

Specialist in Drama, Mrs. M. E. Burgess

Specialist in Social Recreation and Drama, Mrs. Hamilton

Specialist in Youth Groups and Crafts, Miss M. Bird

Field Representatives, C. M. Bedford, Prince Albert

J. Farthing, Saskatoon

L. Daverne, Wolsley

J. Wilkie, Estevan.

*Provincial Physical Fitness Council*

The Saskatchewan Physical Fitness Council replaced the provisional council formed in 1944. The new Council met first in November, 1946, and again in March, 1947.

*Financial Assistance Given to Provincial Groups*

1. Provision of scholarships for recreation leaders' courses (\$25.00 each: physical education and recreation, 72; drama, 11; music, 8; art, 6; crafts, 6; woodworking, 4; shop mechanics, 4.
2. Provision of physical education instructor for the Normal School at Saskatoon.
3. Subsidization of the employment of 7 trained supervisors in physical education, \$500 each.
4. Provision of a trained supervisor of physical education for Estevan (Estevan experiment).
5. Provision of a full time recreation worker at two Youth Training Courses operated by the University of Saskatchewan.

*Program*

Provincial conferences for (a) civil and recreation workers and (b) co-directors and counsellors were sponsored with a view to assisting these groups to organize and become self directed.

Local meets and festivals of various types were held during the year. A recreation exhibit was displayed at several fairs.

A special recreation program under trained leadership was introduced experimentally into penal institutions. Its outstanding success suggests its extension and retention.

*Leadership Training*

Courses were given for teachers at the University of Saskatchewan summer school:

- (1) First year course S-11.....127 persons
- (2) Second year course S-12..... 30 persons
- (3) Volunteer leaders.....199 persons
- (4) Extension courses in co-operation with the University of Saskatchewan for youth training for rural groups.

*Alberta*

*Administration*

At present Alberta has no provincial Physical Fitness Act. Authority to enter into agreement with the Federal Government is based on general departmental legislation.

Honourable R. E. Ansley, Minister of Education.

J. H. Ross, Member of the National Council on Physical Fitness.

*Administrative Staff*

Director, J. H. Ross

Supervisor, W. A. Hutton

*Financial Assistance Given to Provincial Groups*

1. Remuneration of leaders and pianists for authorized groups.
2. Provision of supervision of leaders employed by communities.

*Program*

Community Recreation Leadership training and assistance given communities in financing the costs of such leadership are prominent features of the Alberta program. Mid-winter one-day refresher courses for leaders, all expenses paid, are an added feature.

**Source:** Annual Reports, Department of National Health and Welfare, 1947.

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