

FEDERAL CONTRIBUTIONS TO EDUCATION FOR ADULTS AND TO  
CERTAIN AGENCIES OF CULTURAL DIFFUSION : An analytical  
Survey of developments in Canada from 1920 - 1960

by

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## ABSTRACT

FEDERAL CONTRIBUTIONS TO EDUCATION FOR ADULTS AND TO  
CERTAIN AGENCIES OF CULTURAL DIFFUSION : An analytical  
Survey of developments in Canada from 1920 - 1960

This thesis attempts to marshal sufficient evidence in support of the contention that the Federal Government, notwithstanding the constitutional barriers that may exist, is actively engaged in providing certain forms of 'education for Canadian adults'.

Terms have been defined. Among these the employment of the term 'education for adults' in place of 'adult education' is significant in that it attempts to circumvent unnecessary ambiguities. Such terms as 'agencies of cultural diffusion,' 'formal education for adults' and 'informal education for adults' have also been defined. Techniques employed to amass the information required have been explained.

A close examination of the methods employed in giving Federal financial assistance is conducted. The recipients of such aid include: departments of the Federal Government, agencies of the Federal Government, Federal-Provincial co-operative arrangements, voluntary associations and individuals.

Chosen as more detailed examples of Federal aid in support of 'formal education for adults' are the Technical and

## Vocational Training Programs and the University Grants System.

Some questions raised by this study include:

1. Are the activities engaged in to be termed 'education'?
2. Does the Federal Government provide organized education for adults?
3. Do the activities presently engaged in by that Government take place because of popular demand?
4. Does the Federal Government give leadership within the broad terms of this inquiry, or conversely, does it indulge in expedients to meet currently stated public demands?
5. Does the B.N.A. Act block constructive thinking about Federal assistance to education?

Certain basic trends that support the conclusions given have been recognized from the many examples of Federal involvement in this field.

The conclusions arrived at by the analysis are: first, that a 'prima facie' case has been established in support of the contention that the Federal Government is actively engaged in providing certain forms of 'education for Canadian ×

adults'; second, that in many cases there is a deliberately-arrived-at plan to do this; third, that those activities enjoy the popular support of most Canadians; fourth, that the Government initiates these schemes after the wisdom of such proposed action has been mooted by commissions of inquiry; fifth, that Federal leadership is far too reluctant in admitting that it so acts, and that if it did acknowledge that it was engaged in providing education for adults, it could do a more efficient job; finally, that the expression 'informal education for adults' does not constitute 'organized provision' of education.

Two recommendations formulated from these findings are:

1. That Section 93 of the B.N.A. Act should be reworded.
2. That a nominal Federal 'per capita' grant be made to support:
  - a. university extension work
  - b. organized informal education for adults, to be channelled through the Canadian Association for Adult Education to national voluntary associations.

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Finally, thanks are extended to those many others, including my wife Gloria, who so materially assisted this study.

While appreciating all assistance given, the writer wishes it to be known that he is personally responsible for the opinions expressed and the observations made throughout the study.

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## CHAPTER I

### I N T R O D U C T I O N

Youth studies but cannot act;  
the adult must act, and has  
no opportunity of study; and  
we accept the divorce complac-  
ently.

Sir Richard Livingstone  
"Education for a World Adrift"

A. The historical and constitutional background

Considerations affecting education within a Canadian frame of reference are timely indeed, for Canada now stands but seven years from its centennial. While it is prudent to look back and contemplate achievements in the field of educational development, it is also wise to determine the degree of Canada's independence and self-direction today, and further, if possible, to trace out some significant trends in education in order that one may more accurately predict where the nation is likely to arrive by 1967.

Canadian national identity was achieved by the stroke of a pen wielded by a monarch in a distant land who had never seen this country.

By 1867 Sir John A. Macdonald and others responsible for effecting confederation had tried to ensure that ultimate power would rest, in issues of doubt, with the central government, for had they not themselves witnessed a great Civil War that had been waged primarily because the Founding Fathers of America had failed to clarify the disposition of ultimate power? In spite of this, Canada's Fathers of Confederation were to have their intentions subverted through judicial interpretation and decree emanating from the law

lords in London. For all intents and purposes the important residual powers under the British North America Act of 1867<sup>1</sup> were transferred to the provinces. Section 93 of that Act, for example, had created by implication and subsequent folklore the impression that all matters pertaining to education were to be deemed to lie beyond the scope of Federal contemplation, even though that Section only concerned, at most, those formal institutions to be established to serve in educating 'children'. Canada had achieved freedom of independent action by 1931, yet it failed to clarify its position with regard to the important question of 'education for adults'.

World War I released a new set of economic, social, political and cultural forces. One by one they unleashed their fury upon the nation. First came the problem of post-war readjustment, then the country was caught up in the toils of the stock market crash of 1929 and its subsequent depression, which, in its turn, churned up social and political unrest. Then came World War II which was to have a tremendous influence upon Canadian development. By 1945 Canada was an emerging nation that was soon to be seen leading the second-rank nations of the world in international discussion and

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1 British North America Act, 1867, 30 & 31 Victoria, C.3.

debate. Its people's desires for cultural recognition and encouragement were answered by the recommendations of the Massey Report of 1957.

The story of Canada's development from colony to nation is a long one. By studying it we perceive among other things a fantastic acceleration of purpose following the Statute of Westminster in 1931.<sup>2</sup>

In 1918 Canadian representatives insisted on the right to sign the Treaty of Versailles. Four years later the Federal Government refused to permit Britain to involve Canada in a war over the Chanak incident without that country's first obtaining the prior consent of the Canadian Parliament. Treaty-signing powers were acquired through the signing of the 1923 Halibut Treaty in Washington. Canadians also played a leading role in developing an emerging 'commonwealth of nations' concept as expressed in 1926 in the Balfour Declaration, which was later made law by the Statute of Westminster.

Once this nation was in a position to act freely as a national independent entity, legislation having full national significance was initiated. The year 1932 witnessed

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2 The Statute of Westminster, 22 George V, C. 4.

activity in the field of broadcasting which produced The Canadian Broadcasting Act<sup>3</sup> in 1936. The Trans-Canada Airlines Act<sup>4</sup> was approved by the Federal Government in 1937.

To combat the serious inroads wrought by the depression the Federal Government willingly participated in technical and vocational training programs in 1938. This met with the unqualified support of the provinces, although some aspects of training touched upon education.

The year 1939 saw the outbreak of World War II, and with increasing tempo, Canada moved from a humble position among the third class nations of the world to one at the forefront of the second class powers. That year also saw the establishment of the National Film Board, and in the next year the Rowell-Sirois Commission submitted its Report to Parliament. The Report represented a four-year study that had been conducted on the entire question of federal-provincial relations since 1867. In 1941 the Unemployment Insurance Commission began its activities, and under the joint sponsorship of the CBC and the Canadian Association for Adult Education, a Farm Radio Forum was initiated. In 1943 the Marsh Report foreshadowed a billion dollar social security scheme for post-war

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3 Canadian Broadcasting Act, 1936, C.24. S. 1.

4 Trans-Canada Airlines Act, 1937, C.43. S. 1.

legislators. That same year also found the C.B.C. and the C.A.A.E. cooperating as they established Citizens' Forum. The sensitive question of racial discrimination was appropriately handled in 1951 by legislation passed by the Federal Government.

Finally, by late 1956, the expanding and developing nation was to find its representatives, acting with United Nations approval, opposing the abortive attempt to invade Egypt. National purposes were further clarified by the Fowler Commission of 1957, which dealt with the implications of broadcasting. The subsequent year revealed that the nation had established the world's largest micro-wave relay network, and that the long-promised Trans-Canada Highway neared completion. Federal activity was also noted in the opening up of the St. Lawrence Seaway.

Canada had been impelled forward since 1920 by these varied endeavours. Today we see the nation surrounded by centripetal forces that add to its unity of purpose. However, the story is not as unilateral as one may already have gathered, for an ambivalence of purposive drive was soon to make itself felt, particularly in matters touching upon 'education'.

This one word, more than any other, was to highlight the dilemma faced by the Federal Government. There

were those who advanced a 'compact theory' of Confederation which held that the provinces entered into Confederation with the Federal Government as contracting parties possessing equal status and power. Others, more keenly aware of the full historical development of Canada, knew that in matters of the gravest concern, for example 'defence', the Federal Government could act without previously consulting the provinces as to its intended actions. These two points of view concerning Confederation were often to reappear when the word 'education' was raised. They were to involve interpretation placed on Section 93 of the British North America Act.<sup>5</sup> One should, therefore, examine that all-important Section when considering any aspect of 'education' that finds itself enmeshed within the context of Canadian federalism.

Section 93 states:

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.

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<sup>5</sup> British North America Act, 1867, 30 & 31 Victoria, C.3.

3. Where in any Province a system of separate or dissentient 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 Protestants 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 executions 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>6</sup>

From the underlined portions of Section 93 one may safely infer that when the word 'education' was employed, only those formal institutions which were to be designed to accommodate the education of children were contemplated. In 1867 university education, which provided formalized education for adults, lay outside the terms of Section 93. The vast uncharted area which lies between both formalized systems, and in which some education for adults proceeded, indicates the arena in which most of this present study

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<sup>6</sup> British North America Act, 1867, 30 & 31 Victoria, C.3. S.93. (In this and subsequent quotations, the underlining is the author's.)

moves.

Popular notions concerning the full meaning that was to be placed on Section 93 of the B.N.A. Act were greatly to confuse men's thinking when it dealt with items having educational significance. That Canada now possesses the exclusive right to change her Constitution is also important, for while change is unnecessary in order to permit the Federal Government to assist in 'education', the myth that it must refrain from such action may now more easily be dispelled.

#### B. Definition of terms

1. Adult education: Particularly since 1920 a new area in which education was to thrive became apparent. This was an area in which adults wished to continue learning within some organized frame of reference. At times this desire for continued learning experiences was to be found in areas lying close to the growing universities; at other times it concerned itself with adults who may never have taken any elementary schooling. Those who participated in 'adult education' lay between these extremes. In this non-formalized sphere, activities became so numerous that people sought to give them a name. They have so increased by 1960 that it becomes almost ridiculous to ignore their presence.

What label could properly be applied to these many activities? Some said it should be called 'adult education'. X

When the term was first used people often believed that a remedial process was contemplated that should be geared to the norms of those institutions set up to educate children. However, it finally became apparent to those who gave serious consideration to these matters that institutions set up to accommodate youth would never suffice to satisfy the varied, heterogenous, and complex demands of a mature and adult society.

This newly-recognized field has been defined by one writer as follows:

All activities with an educational purpose that are carried on by people engaged in the ordinary business of life.<sup>7</sup>

A current issue of Food For Thought<sup>8</sup> carries an article by Professor Ross D. Waller of Manchester University which outlines several possible definitions for the term 'adult education'. In many ways they reflect the outlook that is common to the nations whence they came. Probably the most workable term for the purposes of this thesis is one that was given by Edward M. Hutchinson, Secretary of the National Institute of Adult Education for England and Wales:

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7 Lyman Bryson, Adult Education, New York, 1936, p. 3.

8 Ross D. Waller, "Prolegomena for a Text on Adult Education," Food for Thought, Toronto, Canadian Association for Adult Education, January 1960, pp. 154-159.

Organized provision to enable men and women to enlarge and interpret their own living experiences.<sup>9</sup>

If this definition is combined with the idea of 'continuing education' as developed by Dr. J. Roby Kidd in his paper of February, 1959, on Continuing Education a National Necessity,<sup>10</sup> we draw much closer to that of which we wish to treat.

It was predictable that something like 'adult education' would emerge during an era of violent economic, social and political upheaval. After 1860 it gathered force from such institutions as the Danish Folk High Schools, which had been organized under the leadership of Bishop Gruntvig, who found that men and women following agricultural occupations were interested in 'the living word'.

In Britain the Workers' Educational Association was established in 1903 by Albert Mansbridge. As part of the story behind the university extension movement, it became recognized as the foremost of all British adult education

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9 Personal definition given by Mr. Edward M. Hutchinson to his class in Methods of Adult Education No. 518 at the University of British Columbia summer session, 1960.

10 J. Roby Kidd, Continuing Education a National Necessity, Toronto, Canadian Association for Adult Education, (mimeographed), February 1959, pp. 1-19.

work. It was a focal point for collectivist thought, and it had a remarkable impact on trade unionism as well as on the British cooperative movement. The W.E.A.'s story spread to many foreign countries including Australia. This formerly class-conscious movement is still in existence, although those whom it had originally satisfied represented a far different group from those who follow it today.

Oxford University by 1907 developed the tutorial-class idea. It was run over a period of from one to three years in length. Each year, twenty-four two-hour classes were conducted. The first hour took the form of a lecture, the second, a discussion period. Reports and written essays from the students were required by those who taught. The central objective was to teach those who enrolled 'how' to think, not 'what' to think, for to be true to its high purpose education must not depend on 'conditioned thinking'. A splinter group led by Denis Hird left the movement because of his group's desire to use the Marxist approach in his sociology classes. In the sense that it was non-partisan, and that its instructors were sent out by the universities, it remains to this day one of the 'purest', but, certainly not the most popular, forms of 'adult education' in Britain.

Supporting such movements in the realm of adult education was to be found a most remarkable document entitled the "1919 Report". This report of the Adult Education

Committee of the British Ministry of Reconstruction has been termed by Professor Ross D. Waller:

probably the most important single contribution ever made to the literature of adult education.<sup>11</sup>

The Report outlines the potentialities of adult education when allied with government cooperation on both local and national levels.

In the Province of Quebec a School of Social Sciences was established during the years immediately following the depression. It became quite dynamic under the leadership of Father Lévesque at Laval University.

The now world-famous Antigonish Movement launched by Father Tompkins, and perpetuated by such men as Dr. M.M. Coady, was closely associated with farmer and fisherman cooperatives. The Movement developed out of a desire to assist men to rise from the pit of economic stagnation into which they had been thrown during the 'hungry-thirties'.

The term 'adult education' has from time to time been linked with the idea of social reform. This was made apparent in the writings of such men as Eduard Lindeman:

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<sup>11</sup> R.D. Waller, "1919-1956 The Years Between," A Design for Democracy, New York, Association Press, 1956, p. 15.

Every social-action group should at the same time be an adult-education group, and I go even so far as to believe that all successful adult education groups sooner or later become social-action groups.<sup>12</sup>

Because of that fact alone the term had been suspect in some quarters, for education, to run true to its high purposes, cannot be based on an 'a priori' type of reasoning. Rather it must deal with the unvarnished facts, and then allow people, through the medium of free and frank discussion, to follow the argument where it leads.

The term 'adult education' as it is presently employed in various countries enjoys special and widely differing meanings. In the United States where this term is usually quite narrowly applied, this writer has encountered a variety of definitions for the term. In Britain, on the other hand, 'adult education' enjoys a much wider definition. Because of the lack of uniformity surrounding the use of this term, as such, it will no longer be employed in this thesis. Rather the writer proposes to avoid any battle of semantics, and will adhere to the non-technical term 'education for adults'. These words embrace all those activities which promote either the formal or informal education of the general adult populace.

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<sup>12</sup> Journal of Educational Sociology, September 1945, cited by J. Roby Kidd, How Adults Learn, New York, Association Press, 1959, p. 142.

2. Adult: This term may be defined simply as any person beyond the age limits imposed by law for compulsory school attendance at our elementary and high school institutions. It embraces citizens who themselves may never have had one-day's formal schooling, those who for all intents and purposes are classified as self-educated. It could also embrace university graduates who wish to continue learning. The term 'adult' would not include illiterates and the like, for it is well-known that certain levels of basic knowledge are essential before education in the true sense can begin.

3. Educate and education:

Now what do we mean by these terms? The Oxford dictionary defines the verb educate as follows:

Bring up (young persons): give intellectual and moral training to; provide schooling for; train (person, oneself, a faculty, to do): train (animals).  
(f.L. educare. educe)<sup>13</sup>

and the word 'education' in this manner:

Bringing up (of the young). systematic instruction; course of this, as classical, commercial, art - development of character or mental powers; training (of animals).<sup>14</sup>

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<sup>13</sup> The Concise Oxford Dictionary, Oxford, Clarendon Press, 1946, p. 363.

<sup>14</sup> Ibid.

From the Latin word 'educare' we learn that 'to educate' means to train, but not in the sense in which it is usually employed. It means, as it were, to train the growing vine to its vineyard frame. In this manner the young adult, too, is trained to society's frame of reference, whether that reference is predominantly rooted in the classics, character development, moral training or intellectual pursuits. However this 'training' must not be done at the sacrifice of the developing personality of a free man. In no way is a 'blinkered view' contemplated. It rather finds itself confidently oriented, as it were, between points having practical, social and spiritual import.

4. Informal education for adults: This term embraces an outpouring of effort that is primarily directed toward the adult population of the country. It lies beyond the ambit of those formal institutions that have been established to satisfy the needs of both young and old alike. In 'informal education for adults' those who participate are volunteers who take part when they like and desist when they choose. No credits are awarded the participants, nor would it be possible under present circumstances, for the multitudinous participants are unregistered, and in most cases, unknown cooperators. It would include those who make use of 'agencies of cultural diffusion'.

5. Agencies of cultural diffusion: These represent the instruments of general education which enrich the mind and refine the taste. They include such things as: the C.B.C. radio and television networks, N.F.B., National Library, National Museum, National Gallery and National Archives, as well as such organizations as festivals and music societies, sculpture and ballet schools in receipt of some Federal assistance .

For the purposes of this thesis both formal and informal arrangements established to accommodate adults will be considered in some detail.

Do adult Canadians really want general education? The rehabilitation program initiated at the end of World War II gave one emphatic and affirmative answer to this question. By consulting national political party statements, further evidence of this desire may be revealed.

#### C. Statements from political parties

The following observations of the National Liberal Party in New Statements of Liberal Policy, 1958, are found under the section entitled 'Youth' on page 23:

The right to education is a fundamental human right. Liberalism requires equality of opportunity in education.

The future of Canada depends on the adequate education of our young people to handle the complexities of modern science and modern

organization. Canada is lagging in university education. Proportionately to population, four times as many Russians and three times as many Americans go to university.

The Liberal Party believes that Canada must end the situation in which many young men and women are shut off, by lack of funds, from education that they have the ability and ambition to use to the country's advantage.<sup>15</sup>

On page 24 these fine policy statements appear:

The Liberal party endorses the principle that at all levels education should be free ....

Consistently ... Liberal governments have given substantial aid to the universities in ways that involve no lessening of provincial responsibility and control and will recognize their growing financial needs.

As immediate measures it will:

1. Establish an extensive scheme of Canada Scholarships and Bursaries for university students. These would be awarded by open examination, conducted by the National Conference of Canadian Universities, in the two official languages.
2. Supplement the Scholarships and Bursaries scheme by the establishment of a national loan fund from which students may borrow, interest-free, money necessary for their higher education.

This program would be designed so that Canada would have great numbers of the highly qualified administrators, teachers, engineers, scientists and others, who are necessary in these times for national security, prosperity

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<sup>15</sup> New Statements of Liberal Policy, Resolutions adopted by the Fourth National Liberal Convention, Ottawa, National Liberal Federation of Canada, 1958, p. 23. 7

and progress.<sup>16</sup>

The Cooperative Commonwealth Federation's stand on education may be determined under the section headed 'Education and the Arts' from a pamphlet entitled Let's Go Forward (The National C.C.F. Program.) Therein is read the Party's educational stand:

Full recognition and protection of provincial jurisdiction over education, coupled with generous financial assistance to the provinces to ensure that every child has a full opportunity to develop his capacities and that there are adequate facilities for training the technicians, engineers, scientists, economists, teachers and social workers so urgently needed in Canada;

Provision of adequate funds to the Canada Council to enable it to carry out its important task of stimulating and encouraging the creative arts; Maintenance and expansion of the Canadian Broadcasting Corporation as a major medium in the development of our Canadian cultural heritage.<sup>17</sup>

The Liberal Party strongly supports continued formal education for adults, while the Cooperative Commonwealth Federation Party agrees with that stand, and then proceeds to

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<sup>16</sup> New Statements of Liberal Policy, Resolutions adopted by the fourth National Liberal Convention, Ottawa, National Liberal Federation of Canada, 1958, p. 23.

<sup>17</sup> C.C.F. National Office, Let's Go Forward, The National C.C.F. Program, Ottawa, Mutual Press Ltd., p. 6.

plead a strong case in support of continued informal education for adults as well. From the remarks which follow one is able to discern the feelings of the present Progressive-Conservative Prime Minister of Canada. In a speech delivered at McGill University in 1952 he said:

There are some people who believe that the pursuit of happiness is man's supreme good and purpose. To me, freedom is the purpose of life. And Freedom has to be examined from generation to generation. Laws of themselves will avail nothing. Behind every advance for freedom there must be public opinion: there must be good citizenship; there must be vigilance and vigour.<sup>18</sup>

The Prime Minister added a few words in support of the Canadian Association For Adult Education, and from them one may begin to feel the workings of the mind of the present Prime Minister as he considers the role of education:

The Canadian Association for Adult Education has made a great and abiding contribution to Canadian citizenship. It has fostered education. It has made freedom everybody's business. There is much yet to be done. If Canadians had a greater knowledge of their history, and the need of tolerance as proven by history, all would realize to a greater

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<sup>18</sup> Mr. John Diefenbaker in a speech at McGill University in 1952, Continuing Education a National Necessity, Toronto, Canadian Association for Adult Education (mimeographed), February 1959, p. 1.

extent the meaning of our citizenship.<sup>19</sup>

D. The Canadian Association for Adult Education

The Canadian Association for Adult Education claims that its specific aim is 'the imaginative training for citizenship'.<sup>20</sup> The Association stresses the need for a national purpose in this area:

But if this work is to be meaningful (adult study), if it is to be based on sound research and the best established practices, employing the most suitable books and other educational materials; above all, if it is to be truly Canadian and not a copy of what is done in some other country or culture, there must be national leadership in this field. Such leadership is in the national interest and deserves both the support of the people of Canada through their National Government.<sup>21</sup>

An extremely well-worded account from the Massey Commission's Report describes the type of provision required to enhance both formal and informal education for adults. The Report reveals new understandings over an area left heretofore ill-defined and unexplored:

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19 Mr. John Diefenbaker in a speech McGill University in 1952, Continuing Education a National Necessity, Toronto, Canadian Association for Adult Education. (mimeographed) February, 1959, p. 1.

20 Kidd, Continuing Education a National Necessity, p. 3.

21 Ibid.

Education is the progressive development of the individual in all his faculties, physical and intellectual, aesthetic and moral. As a result of the disciplined growth of the entire personality, the educated man shows a balanced development of all his powers; he has fully realized his human possibilities. Modern society recognizes, apart from the common experiences of life, two means of achieving this end; formal education in school and universities, and general non-academic education through books, periodicals, radio, films, museums, art galleries, lectures and study groups. These are instruments of education; when, as often happens, they are used by the school, they are part of formal education. They are, however, more generally the means by which every individual benefits outside school hours, and much more after his school days are over.

This point brings us to the relation of culture to education. Culture is that part of education which enriches the mind and refines the taste. It is the development of intelligence through the arts, letters and sciences. This development, of course, occurs in formal education. It is continued and it bears fruit during adult life largely through the instruments of general education; and general or adult education we are called upon to investigate ....<sup>22</sup>

The President of the C.A.A.E. continued by stating:

The Commission cleared up one objection that heretofore always confused any discussion of education where the Federal Government

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22 Extract from the Massey Commission Report, Continuing Education a National Necessity, p. 4.

23 Ibid., p. 4.

is affected. It affirmed a principle in clear and unambiguous fashion that the national government has not only the right but an obligation to take some part in the fields of activity commonly referred to as 'culture' or 'adult education'.<sup>23</sup>

#### E. The Hypothesis

Does the Federal Government, in fact, take some part in the fields of activity commonly referred to as 'culture' or 'adult education'? If it participates, how extensive and meaningful is the contribution? Are a clearly-defined set of national goals pertaining to education in evidence, or conversely, do present activities represent only a series of expedients that are invoked to satisfy the demands of interested pressure groups?

#### F. General Methodology

The approach to the main body of the study will follow along this axis. General procedures, sources of information, types of education and related services aided will be mentioned in Chapter I. The actual range of educational endeavour supported by substantial content will be shown in Chapter II. Chapter III deals with methods of administration by showing some typical examples at work. Chapter IV gives

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<sup>23</sup> Extract from the Massey Commission Report, Continuing Education a National Necessity, p. 4.

an analytical description of two illustrative examples of activities which enjoy Federal support. In Chapter V summaries and conclusions are presented.

1. Sources of information and general procedures

Seven key sources of information were: the Revised Statutes of Canada 1867-1960, the Canada Year Books and Handbooks, the handbook entitled Organization of the Government of Canada,<sup>24</sup> and the most recent Annual Reports from various departments of the Federal Government. The local Federal offices were most cooperative indeed. Other sources were Federal publications, the University of British Columbia Library, and University Extension research facilities.

The following are some general procedures which were adopted. Reliance was placed on the Revised Statutes of Canada, as well as on a most carefully-worded letter to the Minister in question, which asked for both general as well as specific information on this whole topic as it concerned his department. At this point a request was made for a copy of the Act under which his department presently operates, and secondly, a copy of the most recent Annual Report covering the activities of his department; reliance was also placed on personal interviews of key personnel in the local Federal

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<sup>24</sup> Secretary of State of Canada, Organization of the Government of Canada, Ottawa, Queen's Printer, 1959.

office of the department in question.

These interviews were exploratory, and information-seeking in the first instance, and when the head policy-maker for this area was finally interviewed, time was not wasted on sorting out facts, but rather was spent in determining attitudes, opinions, insights and appreciations held by the policy-maker with regard to the activities of his department as they affected the question of the general education of Canadian adults. Here, the technique of having one key question drawn from the writer's experience, that tested the department's willingness to act flexibly in the face of a recently stated need, proved excellent. In explaining why action had not been taken on the issue, the policy-maker revealed the policy he felt to be operative in his Department.

The need to be tactful and straightforwardly-honest here cannot be over-emphasized, for if the policy-maker once felt that an attempt was deliberately being made to have him commit himself to a policy not attuned to the realities of the day, little if any progress would have resulted. If one were to ask the policy-maker if the actions of his department could be termed 'organized provision to enable men and women to enlarge and interpret their own living experiences', and then to follow the affirmative reply by the remark that he was then talking about the 'education of adults', one should

not be too distressed in receiving the reply that what was being given was 'just what the people wanted', and that it did not constitute education at all. It is at such crucial points that the old ambivalence re-asserts itself. In the face of it one can do nought else but change the topic of conversation, or end the interview. The note on which the interview ends must be a pleasant one. If it has been happy for both parties, an invitation to come again will always be extended by the policy-maker, busy though he may be.

These general procedures were adopted in order to arrive more satisfactorily at the answers to questions like these:

- a. Are the activities engaged in to be termed 'education'?
- b. Is there a deliberately planned policy on the part of the Federal Government to promote the education of adults?
- c. Do the activities presently engaged in by the Federal Government take place because of popular demand?
- d. How does the Federal Government determine "what the people want"?
- e. Finally, does the Federal Government give leadership within the broad terms of this

inquiry, or conversely, does it indulge in expedients to satisfy currently-stated public demands?

By using the above general procedures, the writer was able to obtain opinions and clarifications from important Federal office staff only to have the detailed and general position summed up by the top 'policy-makers' at the local level. If one is looking for pat answers to such questions he will search in vain. If, on the other hand, one hopes to study straws in order to determine the direction of the Ottawa wind that presently blows over Section 93 of the B.N.A. Act, he may take heart, for 'education' of one type or another is surely being drawn within the sphere of Federal contemplation. Like Topsy, it is growing that way whether it knows it or not.

## 2. Types of education aided, to be developed in Chapter II

The following classification will be employed to facilitate an analysis of Federal participation in varied types of 'education for adults'.

### A. Formal education for adults

1. formal education for special categories
2. vocational and technical course offerings

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## B. Informal education for adults

1. information with educational components
  - a. public information
  - b. enlightenment (interpretation of the news, discussion, debate on the facts)
2. in-service training
3. citizenship education
  - a. for New Canadians
  - b. for Canadianism
4. liberal education supported by agencies of cultural diffusion

Types of 'education for adults' fall naturally into the two main categories already defined: first, formal education with its set curriculum and final credits or certificate of achievement; and second, informal education with its benefits of personal enrichment which will more readily enable one 'to enlarge and interpret his own living experiences'.

Formal education may be divided into two parts: academic education, and vocational and technical training which needs further clarification if it is to be shown to relate directly to education. Dr. Joad outlined the following three purposes of education which relate equally as well to adults as to children:

- a) to enable a boy or girl to make his or her living;
- b) to equip him to play his part as a citizen of democracy;

- c) to enable him to develop all the latent powers and faculties of his nature and so enjoy a good life.<sup>25</sup>

To Dr. Joad the individual must first be equipped to fulfil his role in the economic life of his country. This is confirmed by programs of technical assistance organized in under-developed countries, as the necessary first step in education must be taken to ensure a sound technical foundation before education in its more purely academic form can proceed. Vocational and technical training programs fulfil this function.

C. Hartley Grattan shows the importance of vocational education in American adult education:

In the United States, the vocational courses have predominated and for that reason many people see adult education as a road to an improvement in pecuniary status. "Know more, earn more." Many observers appear to think that adult education is vocational education. Such announcements of adult education as they see from time to time tend to confirm this view, whether the advertisements specify the offerings of public-schools, or correspondence schools. There are excellent reasons why, in the United States, vocational education should bulk so large; and the reasons entirely justify its extensive development .... Nevertheless, vocational education is not the whole of adult education.<sup>26</sup>

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<sup>25</sup> C.E.M. Joad, About Education, London, Faber and Faber, 1945, p. 10.

<sup>26</sup> C. Hartley Grattan, In Quest of Knowledge, a Historical perspective on Adult Education, New York, Association Press, 1955, p. 5.

Informal education involves activities ranging from the simplest information-giving to liberal education in its fullest sense.

Facts are the raw material of thought, and without them no intelligent and constructive thinking can be accomplished. From the simplest facts about safety to the current news reports, one must have access to timely factual information in order to think clearly. This important aspect of education cannot be overlooked. Through the presentation of the facts in discussion and debate, the participant or observer is encouraged to consider new ideas, and to evaluate opposing viewpoints. His logical reasoning powers should be developed, helping him to reach his own conclusions intelligently.

In-service training provides an opportunity for employees engaged in various occupations to acquire basic knowledge about particular aspects of their occupations. From those experiences, new relationships are seen and insights acquired that not only add to their special knowledge of those tasks, but also yield more meaning for them concerning their general occupations.

Dr. Joad's second purpose of education is preparation for democratic citizenship. In this context there is an urgent need to ensure that those who come to Canada

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for the purpose of establishing domicile are taught certain basic knowledge of the economic, social, political and spiritual aspects of living in Canada in order to assist them in their efforts to adjust to new conditions. For Canadians, there is a need to encourage a broadening view of community, and to clarify issues of common national concern so that citizens will more easily relate to the national, rather than the provincial pattern.

Liberal education encourages the fullest development of the mind and spirit of man. Study of the arts, social sciences and humanities stimulates thought, involves a training in values, and promotes 'the good life'.

3. Methods of administration, some typical examples to be developed in Chapter III

Some specific examples of Federal involvement in 'educational' activities through the medium of various departments and agencies will be revealed. First, some examples lying directly under, and administered by, a department of the Federal Government will be illustrated. Secondly, two general areas jointly administered by Federal and Provincial Governments will be considered. Thirdly, a few examples will be taken from fields of endeavour administered solely by approved national bodies. Finally, consideration will be given to some national arrangements which facilitate

cooperation with certain voluntary bodies.

4. Two illustrative examples, to be analysed in Chapter IV

Two examples will be given to show direct Federal participation in matters concerning 'training' and 'education'. Both enjoy the unqualified support of the Federal Government.

1. The Technical and Vocational Training Programme.
2. The University Grants System.

G. Concluding Remarks

The historical and constitutional positions have been illustrated. Terms of reference have been defined and the hypothesis has been stated. Statements concerning a national policy on education were sought in the platforms of national political parties, as well as in policy statements of the C.A.A.E. General methodology, which will be employed throughout the thesis, has been considered in some detail. It is at this point that the 'educational content' appears. An attempt will be made to consider legislation touching on this field of inquiry, in order to determine as well as possible its significance in the task of providing 'education for Canadian adults'.

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## CHAPTER II

### THE EDUCATIONAL CONTENT

"These small and unimportant communities" could, so Lord Durham believed, be elevated "into a society having some objects of a national importance."

Report on the Affairs of  
British North America 1838

This chapter will consider Federal involvement in 'education for Canadian adults'. The Federal Government may be directly concerned through its departments, or indirectly through its agencies such as the Canadian Broadcasting Corporation and the National Film Board. Such agencies were created by the Federal Government, and are sustained and guaranteed continued existence by Federal funds. One caveat remains: at no time is the claim made that what follows purports to represent an exhaustive treatment of this vast subject.

The objects and purposes of the Federal Government departments and agencies are given in their several enactments. A group of these statements of purpose has been selected in order to determine whether or not the Federal Government has delegated responsibility to its departments and agencies to engage in the field of 'education for adults'.

Among the 'Purposes' of the National Film Board is the following

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;<sup>1</sup>

The mandate of the Board of Broadcast Governors reads as follows:

The provision of a varied and comprehensive broadcasting service of a high standard that is basically Canadian in content and character,<sup>2</sup>

and further:

- (h) publish and distribute, whether gratis or otherwise, such papers, periodicals and other literary matter as may seem conducive to any of the objects of the Corporation.
- (i) collect news relating to current events in any part of the world and in any manner that it deems fit and to establish and subscribe to news agencies.
- (n) do all such other things as the Corporation may deem incidental or conducive to the attainment of any of the objects or the exercise of any of the powers of the Corporation.<sup>3</sup>

The National Gallery of Canada has its own education officer. The objects and powers outlined in the National Gallery Act are:

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1 National Film Act, R.S.C. 1950, c. 185, s.9.

2 Broadcasting Act, R.S.C. 1958, c. 22, s.10.

3 Broadcasting Act, R.S.C. 1958, c. 22, s.29.

- (a) the development, maintenance, care and management of the national gallery and generally the encouragement of Canadian public interest in the fine and applied arts;
- (b) the promotion of the interests generally of art in Canada;<sup>4</sup>

The Canadian Citizenship Act reveals that:

The Minister, with the approval of the Governor in Council, shall take such measures as to him may appear fitting to provide facilities to enable applicants for certificates of citizenship to receive instruction in the responsibilities and privileges of Canadian citizenship.<sup>5</sup>

Concerning the Canada Council's objects and powers, Section 8 of the Act states that:

- (1) The objects of the Council are to foster and promote the study and enjoyment of, and the production of works in, the arts, humanities and social sciences, and, in particular, but without limiting the generality of the foregoing the council may, in furtherance of its objects,
  - (b) 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;
  - (c) make awards to persons in Canada for outstanding accomplishments in the arts, humanities and social sciences;
  - (e) exchange with other countries or organizations or persons therein

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<sup>4</sup> The National Gallery Act, R.S.C. 1951, c. 16, s. 6.

<sup>5</sup> The Canadian Citizenship Act, R.S.C. 1946, c. 15, s. 37.

knowledge or information respecting  
the arts, humanities and social  
sciences<sup>6</sup>

Apart from these varied activities engaged in by the Federal Government, a large and comprehensive Technical and Vocational Training Program was organized through joint auspices of the Federal Department of Labour and Provincial Governments. Among its provisions:

- 2 (c) 'vocational training' means any form of instruction the purpose of which is to fit any person for gainful employment or to increase his skill or efficiency therein, and without restricting the generality of the foregoing, includes instruction to fit any person for employment in agriculture, forestry, mining, fishing, construction, manufacturing, commerce or in any other primary or secondary industry in Canada.<sup>7</sup>

Section 3 (1) of the Act goes very far in allocating authority:

The Minister may undertake projects to provide vocational training

- (a) to fit persons for employment for any purpose contributing to the defence of Canada whether in industry or in the armed forces;
- (c) to fit unemployed persons for gainful employment;
- (e) to fit persons for employment for any purpose in the national interest that is within the

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<sup>6</sup> Canada Council Act, 1957, Bill 47, s. 8(a)

<sup>7</sup> Vocational Training Co-ordination Act, R.S.C. 1952, c.286. s. 2(c).

legislative authority of the Parliament of Canada and is approved by the Governor in Council.<sup>8</sup>

Under Section 4 headed 'Agreements with provinces' we find:

- (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
  - (b) the continuation after March 31, 1942, of any project for training heretofore carried on in the province under the Youth Training Act;
  - (e) the development and carrying on of vocational training on a level equivalent to secondary school level;
  - (f) any training project for the purpose of rehabilitating disabled persons or fitting them for gainful employment; and
  - (g) 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>9</sup>

Following World War II the Department of Veterans' Affairs provided vast sums of money 'to assist the student veteran' to avail himself of continued educational opportunities.

From the foregoing it seems reasonable to infer that the Federal Government has delegated its authority to the

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<sup>8</sup> Vocational Training Co-ordination Act, R.S.C. 1952, c. 286, s. 3(1).

<sup>9</sup> Ibid., c. 286, s. 4.

Department of Citizenship and Immigration to carry on informal educational work among New Canadian adults; to the Department of Labour to act in concert with the provinces in promoting extensive formal technical and vocational training schemes for adults; and to the Department of Veteran's Affairs to encourage veterans to continue formal education.

Other agencies are authorized to engage in informal education for the general Canadian public, chiefly in the realm of cultural diffusion. The National Film Board is supposed to 'interpret Canada to Canadians'; the Board of Broadcast Governors is to provide a high standard of broadcasting that is 'basically Canadian in content and character'; the National Gallery should encourage Canadian public interest in the fine and applied arts; and the Canada Council has a broad charter to 'foster and promote the study and enjoyment of the arts, humanities and social sciences'.

It appears, then, that there is a deliberate intention on the part of the Federal Government to promote both formal and informal education for adults. A sampling of the achievements of Government departments and agencies will now be given. An investigation as to their nature will be conducted in order that it may be decided what types of formal and informal education are promoted.

A. Formal education for adults

1. Formal education for special categories

a. Department of Veterans Affairs

Through the Department of Veterans Affairs free correspondence courses for service and ex-service personnel are offered in academic subjects. These include the Introductory Courses at the elementary school level, courses on the secondary level, and courses on senior matriculation level.<sup>10</sup>

b. Department of Justice

Some encouraging highlights of the penitentiary system can be seen from their realistic and modern goals:

- (a) To create throughout the whole institution an atmosphere in which self-improvement, and education can thrive as acceptable pursuits for the majority, rather than for the occasional inmate.
- (b) Insofar as the academic programme is concerned, to concentrate upon those subjects which will specifically assist the individual to undertake or complete a course of vocational training and, additionally, to encourage inmates who have not that need to pursue their areas of interest through school-attendance, reading, correspondence courses,

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<sup>10</sup> Department of Veterans Affairs, Free Correspondence Courses for Service and Ex-Service Personnel, Bulletin No. 7, Ottawa, Department of Veterans Affairs.

special lectures and courses, films, hobby activities, etc.<sup>118</sup>

These goals are praiseworthy indeed, particularly when we realize that out of 2,975 persons received into federal penitentiaries in Canada from April 1, 1957 to March 31, 1958, the following educational statistics of inmates obtained:

71 or about 2-1/2% were illiterate

1999 or about 67% had an elementary education

905 or about 30% had some High School or better<sup>11</sup>

Formal classes in academic subjects are provided for the inmates of federal penitentiaries who wish to take advantage of them.

#### c. Department of National Defence

Through the Department of National Defence provision is made for young Officer Cadets to receive university education to degree level through the Regular Officer Training Plan.

## 2. Vocational and technical course offerings

#### a. Department of Veterans Affairs

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<sup>11</sup> Ralph March, Education of Canadian Adults, Material prepared on Education in Federal Penitentiaries by the Assistant Commissioner of the Penitentiary Service, Ottawa, August 8, 1960, p. 2.

Bulletin No. 7<sup>12</sup> issued by this Department indicates on page 4 that the following vocational courses in Agriculture are available to service and ex-service personnel without charge: The Business of Farming, Soil and Field Crops, Poultry Raising, Livestock and Dairy Farming, and Horticulture.

Some other fields embraced by these courses include: Forestry - course 1 (elementary) and Forestry - course 2 (advanced), and Mining - (Geology and Mineralogy; Prospecting in Canada; Practical Mining; Business of Prospecting and Mining).

From the same Bulletin these offerings are also listed: Mechanical Drawing, Automotive Engineering - internal combustion engines - gasoline, Diesel Engineering - internal combustion engines - Diesel, Practical Electricity, Principles of Radio, Sheet Metal Work, Electrical Shop Mathematics, and Machine Shop Mathematics.

b Department of Justice

The Department of Veterans Affairs makes correspondence courses available to certain groups, including non-

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<sup>12</sup> Department of Veterans Affairs, Free Correspondence for Service and Ex-Service Personnel, Bulletin No. 7.

veteran inmates of penitentiaries. Some interesting objectives included in a letter from Assistant Commissioner Ralph March of the Penitentiary Service, Ottawa, regarding vocational training, are noted as follows:

To provide a diversity of vocational training courses, with good instructors and well equipped facilities, and with curricula and standards which are acceptable to labour and apprenticeship authorities, so as to promote reintegration of graduates as productive members of society upon release. To ensure that the element of controlled training is introduced wherever possible in all industrial and maintenance activities in which inmates are required to participate.<sup>13</sup>

The Assistant Commissioner continues in outlining the extent of vocational course training in Canadian penitentiaries:

Hampered in several instances by unsuitable and insufficient buildings and by excessive numbers of inmates, the Canadian federal penitentiaries have nevertheless made substantial progress during the past decade or so toward achievement of the foregoing objectives. Well-organized full-time vocational training programmes are now providing instruction in 41 separate classes embracing 18 different trades. Distribution of these activities is as follows:

Dorchester Penitentiary	:	4	courses	in	4	trades	
Federal Training Centre	:	16	"	"	12	"	
Collin's Bay Penitentiary	:	8	"	"	7	"	
Manitoba	:	2	"	"	2	"	
Saskatchewan	:	5	"	"	4	"	
British Columbia	:	6	"	"	6	"	14

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<sup>13</sup> March, Education of Canadian Adults, p. 2.

<sup>14</sup> Ibid., p. 1.

c. Department of Labour

This Department cooperates closely with Provincial Governments in Technical and Vocational Training Programs. These schemes are paid for on a 50/50 basis between the governments involved. However, in special instances the Federal Government pays from 75% to 100% of the costs involved.

One may conclude that the Federal Government assumes a good measure of responsibility for the formal education of veterans, inmates of penitentiaries and officer cadets. These are special categories which comprise only a minor portion of the Canadian population. However, the technical and vocational training programs are widely available to Canadian adults.

B. Informal education for adults

1. Information with educational components

a. Public information

Canadian Broadcasting Corporation

C.B.C. radio offers the following programs:

C.B.C. Stamp and Camera Clubs; B.C. Gardener, gardening hints from J.P. Dickson; Boats and Boating, tips on the maintenance and wise use of small craft; Ask the Weatherman, with forecaster Rube Hornstein; This Week at the U. N., reports from

U. N. headquarters; In Reply, J. Frank Willis answers listeners' questions concerning the C.B.C.; B.C. Farm Broadcast; C.B.C. News from Vancouver (national network); Neighborly News with Les Way, selected news items from small local B.C. Newspapers; Sports Desk with Bill Good; Business Barometer, a review of Canadian business and labor; B.B.C. News direct from London.

C.B.C.-T.V. offers these programs; C.B.C. News; Plane Sailing, a film on gliding and other unusual sports from Britain; Weekend in Sports, sports roundup from Toronto by Fred Sgambati; Country Calendar (May 8/60 -- a review on deficiency payment on eggs and an item on the spreading of fertilizer by aircraft); Scan, questions and answers about C.B.C. programs and policy, with Doug Haskins; Weather, with Bob Fortune; C.B.C. National News, read by Earl Cameron; B.C. News from Vancouver; Japan Film (May 9/60 -- a film about life in the Japanese village of Mio Mura); Open House (May 11/60 -- Mental Health Services -- Dr. Tom Mallinson); Children's Newsreel, international news for children; Cuisine 30 (May 13/60 -- Halibut -- Mary Smith, Home Economist with the Canada Department of Fisheries with new and old suggestions for using halibut); Town Talk, the activities of service clubs, theatre groups, social and charitable organizations in Vancouver and the lower mainland area; Follow Me (May 13/60 -- 'Pulp and Paper' -- a visit to Oak Falls, B.C.

where logs are ground into pulp and converted into paper); The Wedding of Princess Margaret; Five Rings to Rome, a film about preparations for the 1960 Olympic Games in Rome; and Tribulation and Assimilation, a two-part examination of the history of the Japanese-Canadians in Canada.

In lieu of a nation-wide newspaper, the C.B.C. performs a valuable function as Canada's 'newspaper of the air', which gives both national and international news coverage. The C.B.C. also provides basic information of interest to farmers, housewives and club members. Information of economic and social importance is well-presented.

Some very excellent science programs which are usually run in a series on radio are: Web of Life, a science series about animal and insect life, prepared and narrated by Dr. Ian McTaggart-Cowan of the University of British Columbia, and Science Review news from the world of science introduced by Lister Sinclair. One example is the program of May 19, 1960, entitled 'Portrait of an Element': sulphur-good with synthetics, bad with bacteria; with Dr. Howard Clark of the University of British Columbia and Dr. N.E. Gibbons of the National Research Council.

C.B.C.-T.V. also carries the program Web of Life. An example is the one of May 15, 1960: 'Younger Generation-Pattern of Parenthood', how care for the young began with

fish, was developed by birds and reached its highest level with mammals. Another series entitled This Living World featured the topic 'Spring' on May 12, 1960: the creatures in springtime: salamanders, bluebirds, caterpillars and frogs. A popular series from Vancouver was entitled Why is it So?, illustrated lectures by Professor Julius Sumner Miller, six half-hour programs on physics running from July 19 - August 23, 1960, and repeated on the national network beginning September 4, 1960.

Modern 'miracle' drugs and their impact on medical practice was the subject of one of the National Film Board's Documentary '60 series on C.B.C.-T.V. dated May 8, 1960. This half-hour filmed presentation called 'On Prescription Only' delves into the complex activities of the pharmaceutical industry and its planned chemical warfare against disease, showing how chemists, and other scientists in pharmaceutical laboratories seek to aid healing by the systematic search for new drugs.

National Film Board

According to its own Report:

The Film Board has a unique division in its Science Film Unit, which makes films presenting basic concepts in science for the general public and which are extensively used in schools in Canada and abroad.

...This year ... the Unit made the film 'Birth of a Caterpillar'. It was the first of a series of very short (1/2-reel) silent films and all the action centered around a tiny insect about one-sixteenth of an inch long. The series is called Fragments of Life; it has been recommended for use by science teachers and at least fourteen other subjects are under consideration as future films.

... In addition to the Fragments of Life series, the Unit is preparing, among other subjects, a series on life cycles, an ecology series (to show the interrelationship of living things with each other and with their environment), a general biology series, and a general science series. In all, more than fifty individual projects are under consideration for the next three or four years.<sup>15</sup>

The Board's newsreel stories are brief documentaries on the Canadian scene. They run about three or four minutes in length and are released to newsreel companies as semi-edited, silent footage for inclusion in theatrical and television newsreels all over the world. Generally, the Board avoids "spot news" events; most of the items filmed by the Board might be called "feature" stories.<sup>16</sup>

The National Film Board made for the Department of National Defence several films including:

With the R.C.A.F. in Europe, a 30-minute colour film, used to acquaint Air Force

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<sup>15</sup> National Film Board, Annual Report of the National Film Board of Canada: 1958-1959, Hull, Queen's Printer, 1959, p. 10.

<sup>16</sup> Ibid., p. 14.

personnel and their families with various aspects of life in Europe.<sup>17</sup>

and:

Canada's Armed Forces 1958, telecast in December over the CBC national network, gave Canadians a summary of events concerning the three branches of the country's armed services. This film was typical of a number completed during the year; service cameramen shot the footage and the National Film Board did the editing and completion.<sup>18</sup>

The Board is also engaged in producing filmstrips. These, when intelligently employed, greatly enhance the learning situation. Once again examples will be chosen which show inter-departmental cooperation:

...How to Buy Fish and The Story of Pacific Salmon, produced for the Department of Fisheries. The first was for the information of consumers; the second was intended for students.<sup>19</sup>

and:

In the series of filmstrips on the Mining and Metallurgical Industries of Canada, one on

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<sup>17</sup> National Film Board, Annual Report of the National Film Board of Canada: 1958-1959, p. 16.

<sup>18</sup> Ibid.

<sup>19</sup> Ibid., p. 17.

Aluminum was completed for the Department of Mines and Technical Surveys.<sup>20</sup>

There is a Still Photography Division which attempts to fulfil the same purposes which filmstrips and the films achieve on the screen. Concerning this we read:

The Division produces photographs and distributes them so that Canadians may know more about their own country....<sup>21</sup>

In summation one finds that the informational services of the National Film Board are indeed extensive, as described in their Annual Report for 1958:

The extent of the film resources now available to Canadian users may be gauged from the current National Film Board Catalogue. It lists 678 films, grouped under these eleven categories: Agriculture (45 titles); Citizenship and the Community (96 titles); Creative Arts (108 titles); Geography and Travel (58 titles); Health and Welfare (86 titles); Industry and Labour (65 titles); Science, Resources and Wildlife (56 titles); Sociology (62 titles); Sports and Recreation (37 titles); Transportation and Communication (30 titles); World Affairs (35 titles).<sup>22</sup>

One could conclude on no better note than that ex-

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20 National Film Board, Annual Report of the National Film Board of Canada: 1958-1959, p. 17.

21 Ibid., p. 18.

22 Ibid., p. 27.

pressed by one writer when he said:

...the fact that most NFB films are made primarily to inform Canadians puts the foreign audience in the position of being invited to read over our shoulders, and to profit from our technical information if they wish, or to enjoy our culture without being asked to absorb it.<sup>23</sup>

Department of National Health and Welfare

Many publications have been released to the general public through the Information Services Division of the Department of National Health and Welfare.

The following information is prepared by the Division of Child and Maternal Health: Care of the Premature Infant; A Manual for Nurses;<sup>24</sup> Keep Them Safe;<sup>25</sup> How Safe is Your Home?;<sup>26</sup> Before Baby's Born.<sup>27</sup>

Publications for the Dental Health Division are: Good Habits for Good Teeth;<sup>28</sup> Dating the Dentist; Preparing

<sup>23</sup> National Film Board, Annual Report of the National Film Board, 1958-59, p. 29.

<sup>24</sup> Canadian Government Publications Catalogue, 1959, Ottawa, Queen's Printer, 1959.

<sup>25</sup> Ibid., Cat. No. H53-1159.

<sup>26</sup> Ibid., Cat. No. H53-1258.

<sup>27</sup> Ibid., Cat. No. H53-1358.

<sup>28</sup> Ibid., Cat. No. H55-258.

the Child for Regular Dental Care;<sup>29</sup> Teenagers Toothtest.<sup>30</sup>

Produced for The Food and Drug Directorate by the Information Services Division are: Keep Your Home Free From Poisonings: prevention vs. antidote;<sup>31</sup> Fraud - a Menace to Health.<sup>32</sup>

Prepared by the Nutrition Division are: Healthful Eating;<sup>33</sup> Canada's Food Rules;<sup>34</sup> Nutrient Value of Some Common Foods.<sup>35</sup>

The Civil Defence Division of the Department of National Health and Welfare has produced the following: Basic First Aid,<sup>36</sup> compiled in collaboration with St. Johns Ambulance Society; Civil Defence in Schools;<sup>37</sup> and First

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29 Canadian Government Publications Catalogue, 1959, Ottawa, Queen's Printer, 1959, Cat. No. H55-759.

30 Ibid., Cat. No. H55-959.

31 Ibid., Cat. No. H44-658.

32 Ibid., Cat. No. H44-759.

33 Ibid., Cat. No. H58-759.

34 Ibid., Cat. No. H58-959.

35 Ibid., Cat. No. H58-2858.

36 Civil Defence Manual No. 5, Ottawa, 1952, H8.3.

37 Civil Defence Manual No. 11, Ottawa, 1952, H8.3.

Aid and Home Nursing Supplement,<sup>38</sup> prepared by the Health Planning Group.

Department of Labour

Some publications from The Information Branch of The Department of Labour are:  
Teamwork in Industry,<sup>39</sup> a monthly publication; Working Together,<sup>40</sup> prepared in the Labour-Management Cooperation Service, Industrial Relations Branch; Education and Training for the Unemployed;<sup>41</sup> Vocational Correspondence Courses,<sup>42</sup> Human Rights in Canada;<sup>43</sup> An Analysis of the Electrical Trade,<sup>44</sup> which includes those items of basic science, mathematics and other related knowledge which the journeyman must master to enable him to execute essential operations in the mechanical and installation phases of this trade in a skillful and analytical manner. Other trades are similarly treated in other publications of the Department of Labour.

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38 Civil Defence Manual No. 10, Ottawa, 1952, H8.3.

39 Canadian Government Publications Catalogue, 1959. Cat. No. L12-3.

40 Ibid., Cat. No. L82-659.

41 Ibid., Cat. No. L12-1.

42 Ibid., Cat. No. L32-259.

43 Ibid., Cat. No. L33-1058.

44 Ibid., Cat. No. L39-958.

From the Labour Gazette one finds numerous examples of information having some direct educational significance. Among these are to be found the following representative items: Volume 58, Number 12<sup>45</sup> contains articles on vocational training for older married women, a report of the Advisory Committee on the Rehabilitation of Disabled Persons, and coverage of the Atlantic Region Workshop. Volume 59, Number 1<sup>46</sup> tells what was achieved at a meeting of teaching experts; two new rehabilitation institutes were opened. Volume 59, Number 2<sup>47</sup> tells of the problems of handicapped applicants, and outlines vocational training for nurses assistants.

'School leavers' in the labour force are discussed in Volume 59, Number 5<sup>48</sup> of the Labour Gazette. Number 6<sup>49</sup> in the same volume carries articles on Laval University's 14th Industrial Relations Conference, and Women in the Teaching Profession. Volume 59, Number 11<sup>50</sup> contains an article on Education and Training for the Unemployed.

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45 Labour Gazette, Ottawa, Queen's Printer, vol. 58, No. 12. (December 31, 1958).

46 Ibid., vol. 59, No. 1. (January 31, 1959).

47 Department of Labour Labour Gazette, vol. 59, No. 2. (February 27, 1959).

48 Ibid., vol. 59, No. 5. (May 29, 1959).

49 Ibid., vol. 59, No. 6. (June 30, 1959).

50 Ibid., vol. 59, No. 11. (November 30, 1959).

Other sources of information published by the Department of Labour are: A Canadian Occupations Series (Monographs)<sup>51</sup> which covers training requirements and opportunities in many fields of work. For example, the monograph entitled Teacher<sup>52</sup> is a comprehensive 32 page pamphlet. The Department of Labour Annual Report<sup>53</sup> includes sections on Canadian vocational training, and indicates national employment services. Working and Living Conditions in Canada<sup>54</sup> was prepared by the Economics and Research Branch in consultation with the Department of Citizenship and Immigration; Early Post Graduate Years in the Technical and Scientific Professions in Canada<sup>55</sup> is a case study of the 1954 graduating class of engineers and scientists. The final selected publication is Engineering and Scientific Manpower

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51 Department of Labour, Canadian Occupations Monographs, published by the Economic and Research Branch, Ottawa, Queen's Printer.

52 Canadian Government Publications Catalogue 1959, Cat. No. L43-4459.

53 Department of Labour, Department of Labour Annual Report, Ottawa, Queen's Printer.

54 Department of Labour, Working and Living Conditions in Canada, Ottawa, Queen's Printer, April 1959.

55 Department of Labour, Early Post Graduate Years in the Technical and Scientific Professions in Canada, Ottawa, Queen's Printer, April 1959.

Resources in Canada,<sup>56</sup> their earnings, employment and education, 1957.

The Federal Department of Labour in cooperation with the C.B.C. delivered Six Broadcasts on Apprenticeship<sup>57</sup> entitled respectively:

1. The Place of Training in Industry, delivered by W.H. Clark, Vice President of the Industrial Relations Division, Ford Motor Co. of Canada.
2. Are Employers Lethargic About Apprenticeship? by Joseph M. Piggott, Piggott Construction Co. Ltd., Hamilton.
3. Where Do Our Skilled Tradesmen Come From? by L.J. Sparrow, Supervisor of Apprenticeship, Canadian General Electric Corporation, Peterborough.
4. What is a Journeyman? by Percy Bengough, President of the Trades and Labour Congress of Canada, Chairman of the National Apprenticeship Advisory Council.

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<sup>56</sup> Department of Labour, Engineering and Scientific Manpower Resources in Canada, Ottawa, Queen's Printer, June 1959.

<sup>57</sup> Six Broadcasts on Apprenticeship, Prepared by The Federal Department of Labour, Ottawa, Queen's Printer, 1954.

5. What is Apprenticeship? by J.D. Ferguson,  
Canadian Manufacturers' Association.
6. Apprenticeship in Canada, by A.W. Crawford,  
Director of Training, Federal Department of  
Labour.

These varied broadcasts were delivered by experts from many quarters. That such a pooling of well-informed minds could be effected through cooperation on the part of the Department of Labour and the C.B.C. is noteworthy indeed.

The Department of Labour places great emphasis on putting the young adult into a clearer relationship with the adult community that he is about to enter. To this effect, great use is made by senior high school counsellors of the Canadian Occupation Series. Broadcasts on apprenticeship also indicate a desire to put the young adult on his inquiry concerning training possibilities. Pamphlets relating to aspects of rehabilitation and vocational training are outlined by the Department for the benefit of the general public.

- b. Enlightenment (interpretation of the news, discussion, debate on the facts).

Canadian Broadcasting Corporation

Among the many offerings of C.B.C. radio are to be found programs designed to permit an interpretation of the

news, to encourage discussion, and to provide for debate on a body of facts. Seven illustrative samples have been chosen from a rather wide selection. From Capital Report, C.B.C. correspondents report on the national and international scene. The program Critically Speaking provides critical appraisals of current movies, radio and TV programs, and books. The healthy conflict of discussion, so necessary to stimulate thought, is invariably found in the program, Fighting Words, also to be found in C.B.C.-T.V. Venture presents topics of current public interest, often with varied opinions expressed. For example, the topic for May 15, 1960, was 'Pre-Summit Germany', a panel discussion taped in Germany. It discussed the question of Germany prior to the opening of the Summit Conference of May 16. Consensus is a program of discussion and comment on topical subjects, also presented on T.V. One example is the subject 'Should Canada Become Neutral Now?', heard on May 23, 1960. National Farm Radio Forum provides Canadian farmers with their own program, through which they can obtain a sense of unity, exchange ideas, and attack their common problems. Finally, Citizens' Forum evokes lively discussion on current national issues, and through it, the formation of sound and vocal public opinion is evinced.

As well as Fighting Words, Venture and Consensus, which have already been mentioned, C.B.C.-T.V. presents the following two programs designed to stimulate public thought.

Close-Up, with host J. Frank Willis, features informal interviews with leading world figures. Their candid opinions on issues of public moment are sought. For example, the program 'Talking to Toynbee' of June 16, 1960, revealed Arnold Toynbee's considerations on world government, education, and survival. The 7 O'Clock Show series from Vancouver offers daily interviews and features, introduced by Bob Quintrell. On the Show of January 14, 1960, Professor Julius Sumner Miller of El Camino College, California, gave his controversial and provocative comments on 'Education'.

#### National Film Board

The Comparisons<sup>58</sup> series contrasted and compared aspects of Canadian life with those of foreign countries, and was released on television in midsummer, 1959. Due to the inherent nature of comparisons and contrasts, discussion is assured. The use of films as a tool to quicken discussion, and to provide a point of departure for it, is noted in the following statement which refers to the post World War II period:

It was at this time that the film councils and the libraries were founded. Whilst the aim was always to draw large audiences,

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<sup>58</sup> National Film Board, Annual Report of the National Film Board of Canada: 1958-1959, p. 5.

emphasis was laid on the practical use of films and on the advantages that may be derived from them through the opportunity they afford for discussion or for integration into a study or information program.<sup>59</sup>

## Department of External Affairs

Some Federal assistance has been given in the setting up of conferences and seminars. Both the Couchiching and Camp Laquemac conferences were helped, while international seminars at the University of British Columbia were partially aided. The seminars included one on Japan in the summer of 1957, one of Malaya in 1958, one on India in 1959, and the last on Africa in 1960. No consistent pattern of help was afforded here, and the convenors of the seminars had to take what little assistance was offered. For example, for the seminar on Africa, the Department of External Affairs provided the transportation costs of two of their experts who served on the panel.

## 2. In-service training

### Department of National Health and Welfare

This Department provided financial assistance to the

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<sup>59</sup> National Film Board, Annual Report of the National Film Board of Canada: 1958-1959, p.21.

First British Columbia Water Works School<sup>60</sup> held at the University of British Columbia from September 6-9, 1960. The Federal Department paid all transportation costs, plus meals 'en route' for operators and supervisors of public water supply systems who attended and came from points in excess of one hundred miles from Vancouver. Room and board for these members was also paid out of the Federal grants.

The Public Health Engineering Division of the Department of National Health and Welfare conducted the following health training program in 1959:

The Division's engineers participated in several lecture courses during the past year.

In Quebec and Ontario, personnel from great lake vessels attending the various marine schools, received instruction and information pertaining to water supply treatment, sewage disposal and galley sanitation aboard vessels.

Maritime engineers took part in the deliberations of various district conferences held for the Fishery Inspection Officers. They discussed the many aspects of shellfish plant sanitation, highlighting water supply and sewage disposal problems.

In the west, lectures on environmental sanitation were given to those attending courses for Sanitary Inspectors and for R.C.M.P. personnel. In addition, the Division prepared and conducted courses for

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60 First British Columbia Water Works School, Vancouver, Office of Short Courses and Conferences, Department of University Extension, University of British Columbia, 1960.

restaurant operators located in the two mid-west National Parks for the purpose of raising the standard in eating establishments.<sup>61</sup>

The above examples do not purport to cover the entire field. However, they do indicate that departments of government are actively engaged in providing some measures of in-service training.

Civil Defence, which lies under this Department's jurisdiction, established in Arnprior The Canadian Civil Defence College during 1953. Concerning its activities one finds that:

The function of the College is to train key Civil Defence personnel at federal, provincial and local levels and to train instructors in the various aspects of Civil Defence in order that provincial and local training programs may be conducted by personnel qualified in the most up-to-date aspects of Civil Defence procedures.

During the year, 3,249 Civil Defence personnel received instruction at the College.<sup>62</sup>

#### Department of Citizenship and Immigration

The Canadian Citizenship Branch, which lies under the jurisdiction of this Department, has this to say about its in-service training activities.

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<sup>62</sup> Department of National Health and Welfare, Annual Report of the Department of National Health and Welfare, 1959, Ottawa, Queen's Printer, 1959, p. 129.

The Branch continued to encourage and assist the training of instructors of newcomers in the technique of teaching adults a new language. Week-end sessions were held at Port Arthur-Fort William, and at Vancouver, while six-week summer courses were arranged by the University of Alberta and the Ontario Department of Education. Assistance was given to the Saskatchewan Department of Education in the setting up of a language laboratory for use in instructing immigrants.<sup>63</sup>

Citizenship is promoted among Canadians in a variety of ways, and a particular emphasis is beamed towards the development of leadership:

In order to assist voluntary organizations engaged in citizenship education and integration, the Branch sponsors and participates annually in a series of regional training conferences for young leaders of various cultural groups. These conferences include the Laquemac School of Community Programs conducted by Laval University and Macdonald College; the Fort Qu'Appelle Institute of Human Relations conducted by the Saskatchewan Department of Education; and the Banff Workshop of Inter-Group Relations conducted by the University of Alberta and the National Council of Christians and Jews. Assistance was also given this year to rural leadership conferences held in Manitoba and Alberta, and to the Institut Canadien d'Education des Adultes for a conference of Quebec organizations on the meaning of democracy and for a subsequent series of booklets on democratic procedures for the use of these organizations.<sup>64</sup>

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<sup>63</sup> Department of Citizenship and Immigration, Annual Report of the Department of Citizenship and Immigration: 1958-59, Ottawa, Queen's Printer, 1959, p. 11.

<sup>64</sup> Ibid., p. 12.

Due to the fact that special problems are met with in Indian Schools, in-service training is provided by the Indian Affairs Branch for its teachers:

An innovation to the in-service training of teachers was an orientation course held early in June, 1958, at North Bay, where the seasonal school teachers were brought together for two days before leaving for their isolated schools. At this meeting, held in the North Bay Teachers' College, they were given an intimate picture of the area into which they were moving and the people with whom they would be working and were provided with materials to aid them with their summer programme. In addition they were given some practical instruction on the organization of the classroom instruction, suitable classroom activities, craftwork, recreational programmes for the school and the community and adult education programmes.<sup>65</sup>

The National Film Board provides films to aid the in-service training programs of other bodies, for example:

St. Lawrence Burns is a series of eight films, silent, running from 20 minutes to half an hour in length... the series is for use by fire prevention experts, fire department members, etc., as training films.<sup>66</sup>

Another series has been prepared for the use of R.C.A.F. air crew training staff:

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<sup>65</sup> Department of Citizenship and Immigration, Annual Report of the Department of Citizenship and Immigration, p. 59.

<sup>66</sup> National Film Board, Annual Report of the National Film Board: 1958-59, pp. 15-16.

...titles of the individual films are Pattern for Staying Alive, Stay Alive in the Winter Bush, Stay Alive in the Winter Arctic and Search and Rescue.<sup>67</sup>

### 3. Citizenship education

#### a. for New Canadians

##### Department of Citizenship and Immigration

A variety of workbooks and reading material is available from this Department. A representative list follows: The Canadian Citizenship series<sup>68</sup> (Our Land, Our History, Our System of Government, Our Resources, Our Transportation Services, and The Arts in Canada); Canadian Scene;<sup>69</sup> Workbooks for Learning the English Language, Books I to IV<sup>70</sup> made available free to immigrants; Reading Material in Controlled Vocabularies;<sup>71</sup> and Information for

<sup>67</sup> National Film Board, Annual Report of the National Film Board: 1958-59, p. 16.

<sup>68</sup> The Canadian Citizenship Series, Prepared by the Canadian Citizenship Branch, Dept. of Citizenship and Immigration, Ottawa, Queen's Printer, 1957.

<sup>69</sup> Canadian Scene, Prepared by the Canadian Citizenship Branch, Ottawa, Queen's Printer, 1957.

<sup>70</sup> Workbooks for Learning the English Language, Toronto, Thomas Nelson and Sons (Can.) Ltd.

<sup>71</sup> Reading Material in Controlled Vocabularies, Prepared by the Canadian Citizenship Branch, Ottawa, Queen's Printer, 1957.

Newcomers to British Columbia.<sup>72</sup>

Suggestions for programs and materials to be used in helping with the integration of newcomers are outlined in the Annual Report of March 31, 1959.<sup>73</sup>

National Film Board

In the Annual Report of 1958-59 the Film Board states its cooperative activities with the Department of Citizenship and Immigration. Films produced to enhance citizenship education are:

The Threshold, a film designed to help new Canadians to a better understanding of the Canadian educational system.

Women at Work, intended to show potential immigrants some of the job opportunities for women in Canada.

The Hands that Heal, made with the cooperation of the Canadian Nurses Association, to inform nurses in other lands of opportunities in their profession in this country.<sup>74</sup>

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72 Information for Newcomers to British Columbia, Prepared by the Canadian Government Citizenship Branch, 1957.

73 Department of Citizenship and Immigration, Annual Report of the Department of Citizenship and Immigration.

74 National Film Board, Annual Report of the National Film Board: 1958-59, pp. 14-15.

## b. for Canadianism

## Department of Citizenship and Immigration

The role played by the Canadian Citizenship Branch as a catalyst to quicken citizenship in Canada is highly significant. As a few examples from its varied activities:

...the Branch advised union locals on citizenship education programs for their membership. The Branch participated in a labour staff seminar in the Atlantic provinces, and studied educational programs with several local labour groups in Quebec and British Columbia.<sup>75</sup>

## National Film Board

This very valuable information source makes an understanding of the country one of its major goals. The Annual Report of the National Film Board reveals:

In general, the Board makes films about the Canadian people, the institutions, the social and economic developments, the industries, the natural resources, the arts and sciences, and the interests of Canada abroad.<sup>76</sup>

It would be well to pause and consider the totality

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<sup>75</sup> Department of Citizenship and Immigration, Annual Report of the Department of Citizenship and Immigration: 1958-59, p. 12.

<sup>76</sup> National Film Board, Annual Report of the National Film Board of Canada: 1958-59, p. 3.

embraced by the above quotation, for if education is 'to see life steadily and to see it whole', the National Film Board is providing Canadians an opportunity to do just that if they but choose to use wisely the many offerings of the Board.

A representative sampling of films aimed at promoting Canadianism follows:

Under the title Temps present, NFB presented on the French network of CBC and through private stations, a series of twenty-six films... ten of the half-hour films dealt with prominent personalities of French Canada. These latter films were portraits of Canadians who have played an important part in literature, music, painting, anthropology, social work and agriculture. At the same time, the films were more than filmed biographies for they showed how geographical, social or human environment influenced the lives of these prominent people, and how they, in turn exerted an influence on their own environment. These films dealt with the life stories of such distinguished Canadians as actor Fred Barry, novelist Germaine Guevremont, organist Henri Gagnon, priest Charles Forest, troubadour Felix Leclerc, painter John Lyman, farmer Pierre Beaulieu and anthropologist Marius Barbeau.<sup>77</sup>

Voice of the People - Recreates the events of 1849 when the courage and integrity of Governor General James Bruce, Earl of Elgin, saved responsible government despite the riotous parliamentary dispute over the Rebellion Losses Bill.<sup>78</sup>

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<sup>77</sup> National Film Board, Annual Report of the National Film Board of Canada: 1958-59, p. 5.

<sup>78</sup> Ibid.

Correlieu - A film about Ozias Leduc, Canadian painter, his home, and his canvases. Leduc found inspiration in the familiar life of pastoral Quebec around picturesque Mont St-Hilaire. Carefully lit and photographed, the paintings appear on the screen with the clarity of the artist's own perception.<sup>79</sup>

Canadianism is the central theme of Film Board activity:

The Board's production program is concerned primarily with Canada's problems and achievements in business, international relations, education, industry, scientific and cultural development and social organization, but beyond these broad fields other subjects do appear where a film may contribute to the national interest.<sup>80</sup>

4. Liberal education supported by agencies of cultural diffusion

National Gallery

The Policies of the National Gallery's Board of Trustees have been summed up by the Education Officer in this manner:

Since 1913 the policies of the National Gallery have been determined by a Board of Trustees appointed by the Canadian Government.

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<sup>79</sup> National Film Board, Annual Report of the National Film Board, 1958-59, p.6.

<sup>80</sup> Ibid., p. 8.

This Board is composed of nine members representing all sections of Canada. It obtains its powers under the National Gallery of Canada Act which gives it the responsibility not only for the national collections of Art, but also the duty of promoting the appreciation and understanding of the fine arts and industrial design throughout Canada by means of exhibitions and related activities. Financing is by annual appropriations voted by the Parliament of Canada.<sup>81</sup>

Concerning extension and educational activities, the Annual Report states:

The Department of Exhibition Extension Services is responsible for four areas of National Gallery activity: travelling exhibitions, the field operations of the liaison officers, the educational services offered to the general public, and the public lecture series.<sup>82</sup>

Some mention should be made of the Industrial Design Division of the National Gallery:

Lectures on design in Ottawa and across Canada were arranged by the Design Centre staff through the Speakers' Bureau, a list of people qualified to talk about design. Several groups of students visited the Design Centre for lectures and tours of exhibitions.<sup>83</sup>

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81 D.W. Buchanan, A New Building for the National Gallery of Canada, Ottawa, The National Gallery of Canada, 1960, p.2. mimeographed.

82 National Gallery of Canada, Annual Report of the National Gallery of Canada: 1958-59, Ottawa, Mortimer Limited, 1959, p. 37.

83 Ibid., pp. 41-42.

Art centres in every province of Canada are provided services from the Gallery:

...more and more demands are being made upon the National Gallery for increased services in supplying travelling exhibitions, publications and other aids to art appreciation. To help these regional groups is now one of the most essential tasks of the National Gallery.<sup>84</sup>

#### National Museum

The Education Section of the National Museum is engaged in varied activities directed towards the liberal education of adults:

The Education Section continued to encourage public interest...through lectures, conducted tours,...and special programs. Twenty-two adult lectures in English were presented to audiences totalling 8,665 and four lectures in French to a total audience of 337....

The lecture hall of the National Museum continued to be used by educational and other organizations who availed themselves of its facilities for...accommodating sizeable numbers of people.<sup>85</sup>

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<sup>84</sup> Buchanan, A. New Building for the National Gallery of Canada, p. 2., mimeographed.

<sup>85</sup> National Museum of Canada, Annual Report: 1958-1959, Ottawa, The National Museum of Canada, 1959, p. 1., mimeographed.

## Canadian Broadcasting Corporation

Artistic endeavours are given scope in C.B.C. radio programming. A sampling of these will follow:

University of the Air presents a weekly lecture series. On May 17, 1960, W.C. Hardy of the University of Alberta, lectured on 'The Roman World', a part of his series entitled 'The Greek and Roman World'.

Critics At Large, on May 17, 1959, featured Alan Jarvis' comments on the quality of British Columbia art, architecture, and sculpture, and Joan Lowndes interviewed Molly Bobak on her art teaching tour of parts of British Columbia for the University Extension Department.

Anthology is radio's literary magazine. On May 31, 1960 Father Clement Locquell gave a report on writing in French Canada, and poetry was presented by Alfred Purdy.

A recorded performance of Linda di Chamounix by Donizetti was heard by opera lovers on May 20, 1960. A wide variety of good music programs includes the Distinguished Artists series (June 7, 1960, Human Bress, Violin, and John Newmark, piano), and Parade of Choirs (May 28, 1960, Lord Byng High School Glee Club, winner of one of the C.B.C. Broadcast Awards in the spring Musical Festival). Music Diary presents up-to-date musical commentary; for example, the

program of July 3, 1960, was entitled 'Music in Moscow', impressions of the musical life of the Russian capital.

A discussion of the place and value of the National Gallery in Canadian cultural life on June 19, 1960, was entitled The National Gallery of Canada.

On his show of May 15, 1960, John Emerson continued his series called Victorian Writers with discussion and readings from the works of Emily Bronte, William Makepeace Thackeray and George Eliot.

The 'pièce de résistance', of course, is C.B.C. Wednesday Night with its varied offerings, and James Bannerman's introductions. The evening of May 18, 1960, included a Canadian place, 'In Foul Case' by George Whalley, and a program of 'Music of Today' by Jean Beaudet and the C.B.C. Symphony Orchestra, which included a talk by Dr. Arnold Walter of the University of Toronto.

A selection of C.B.C.-T.V. offerings will be considered which could fittingly be included in the field of 'liberal education'. University of the Air, on May 18, 1960, presented a talk entitled 'The Social-Political', one of a series of lectures by Dr. William Robbins of the University of British Columbia, called 'Human Values in English Literature'.

Art in Action showed Professor George Swinton discussing outdoor sketching, and the artist's use of the world of nature, on May 11, 1960.

On Open House, May 24, 1960, the viewers were taken on a visit to the National Ballet School.

Two half-hour films of Marcel Marceau, French pantomimist, were presented in special programs entitled The Wordless Way to Success, one of them dated June 19, 1960.

Finally, the Explorations series has delved into many of the social sciences for its subject matter. Many worthwhile examples could be chosen. However, only the series beginning September 30, 1959, will be mentioned. The series entitled 'The Pattern of Change Among Polar Peoples' involved the changing patterns of existence of the Eskimo as a result of his contact with the white man.

#### Public Archives

The extensive collections of official records, maps, manuscripts, pictures, microfilms, and printed material touching on Canadiana provide our citizens with a rich store of cultural interest. Its attractions are clearly recognized by scholars throughout the world.

Much assistance was again given to historians, writers, journalists, artists, publishers, film and television producers, and museums. The number of inquiries received continued at a high level; requests came not only from all ten Canadian provinces, but from other countries, including the United States, Great Britain and France. Source material required to meet specific needs was located and photographs, microfilms or photostats were furnished as necessary. In many instances this involved considerable checking and research.<sup>86</sup>

#### Canada Council

Two funds of fifty million dollars each were set aside: one to provide for the University Capital Grants Fund, and the other, the Endowment Fund. The policy behind the Endowment Fund can be seen from the Third Annual Report of the Canada Council:

...the Council must do everything in its power to give encouragement, and to raise the standards of understanding, appreciation and enjoyment of the arts over the length and breadth of Canada. To that end the Council has adopted the policy of giving the maximum support allowed by the size of its funds to the dissemination of the arts. Travel grants are given to individual performers, to orchestras, theatres, ballet and opera to cover as much of the Dominion as possible.<sup>87</sup>

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<sup>86</sup> Wm. Kaye Lamb, Dominion Archivist, Report on the Public Archives for the years 1955-1958, Ottawa, Queen's Printer, 1959, p. 53.

<sup>87</sup> The Canada Council, The Canada Council Third Annual Report: 1960, Ottawa, 1960, p. 10.

A representative selection of grants given in aid to varied cultural endeavours throughout the Dominion follows:

Grants to Organizations

April 1, 1959 - March 31, 1960

Vancouver Symphony Society	
To tour Okanagan cities, to improve orchestral quality, to extend school concerts .....	\$ 23,000
Montreal Festivals Society	
For 1960 Festival and 25th anniversary program .....	50,000
Stratford Shakespearean Festival	
For 1960 season .....	35,000
Vancouver Festival Society	
For 1960 season .....	35,000
Canadian Opera Company, Toronto	
For 1960 season and Western and Eastern Tours ....	72,000
Contact Poetry Readings	
To provide travel and assistance to Canadian poets to present readings of their own work at the Isaacs Gallery, Toronto .....	845
Dominion Drama Festival	
To assist with the final Festival in Vancouver in 1960 and to support the publication "Theatre-Canada" .....	10,500
National Ballet Guild of Canada	
For 1959-60 operations .....	100,000
University of British Columbia Indian Carving Program	
To continue the Totem Pole project .....	15,000
McMaster University	
To commission a new work in sculpture .....	2,000
Community Arts Council of Vancouver	
Re art circuits in B.C. ....	3,500

Winnipeg Art Gallery Association	
To continue the extension of the Gallery's services .....	\$ 12,000
Royal Architectural Institute of Canada	
To conduct a national inventory of buildings of historic value .....	3,500
Canada Council Train	
To bring young people from all provinces of Canada to the Stratford Shakespearean Festival .....	up to 40,000
Humanities Research Council of Canada	
Travel for scholars in the Humanities to attend meetings of their own organizations .....	5,000
Social Science Research Council of Canada	
For scholars in Social Sciences to attend meetings of their own organizations .....	5,000 <sup>88</sup>

The Opening Proceedings of the Canada Council produced, in May, 1957, some very interesting policy statements. The Chairman made the following remarks:

D'Arcy McGee's words have a new power and a new inspiration for his fellow-citizens of today who feel the mighty upsurge of Canada in the present miraculous growth of her material strength and the self-reliant recognition of our own national being and unity. We can look ahead with the Gordon Commission to 1980 when we may have a population of 28,000,000 and a gross national product of \$74 billion. We can count our blessings because we live in a wonderful land - a rich land - and we are living here at a most fortunate time.

But this amazing growth which holds the promise of yet greater prosperity and much more leisure poses its own problems. Life and business are likely to become very much more complex. People will need higher skills to manage themselves, to control their environment and to use their machines.

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<sup>88</sup> The Canada Council, The Canada Council Third Annual Report, pp. 80-88.

All this points to the need for more education - more training of engineers, scientists and businessmen, and broader education for educationists and artists and humanists, of thinkers - all to give us an enlarged ability to deal with our material environment and a greater capacity for making the best use of the leisure time it seems we will likely have.<sup>89</sup>

Further on the Chairman states:

The Canada Council is a new experiment in any field. In its details, however, it is familiar: we have numbers of ventures in education, the arts, humanities and social sciences: large sums are set aside.<sup>90</sup>

Elsewhere:

The Canada Council should not be another art factory to compete with or cut across existing activities; it should be a powerhouse to generate interest.<sup>91</sup>

And further:

My colleagues and I are greatly honoured by the opportunity to serve our fellow citizens and to help in the encouragement and advancement of education and the creative arts in this land,

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<sup>89</sup> The Hon. Brooke Claxton, "An Address by the Chairman of The Canada Council," The Canada Council Opening Proceedings, Ottawa, May 1957, p. 8.

<sup>90</sup> The Hon. Brooke Claxton, "An Address by the Chairman of The Canada Council," The Canada Council Opening Proceedings, p. 12.

<sup>91</sup> Ibid., p. 14.

a land which is not only welcoming to its citizenship the beneficiaries of most of the world's great heritages, but has high hopes that the citizens of Canada during the years before us may have much to contribute to the artistic treasure-house of all mankind.<sup>92</sup>

The Vice-Chairman of the Canada Council outlined the main purpose of that organization:

to give every individual in our country an opportunity to develop freely the best part of himself, his mind. His mind eagerly in search of Truth and seeking for Beauty. His mind with its ability to learn, to comprehend and to create. Such cooperation should result in the expansion of humanism in Canada....<sup>93</sup>

And in conclusion, he states:

In consequence, while stressing the progress of the arts, humanities and social sciences in Canada, we shall at the same time provide for our fellow citizens numerous opportunities of interchanging their respective cultural values and of enjoying the same works together as well. We shall thus contribute to the most important achievement: the unity of Canada.<sup>94</sup>

Several Federal departments and agencies are presently engaged in collecting and preserving significant

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92 The Hon. Brooke Claxton, "An Address by the Chairman of the Canada Council," The Canada Council Opening Proceedings, p. 15.

93 The Very Reverend Georges-Henri Lévesque, "An Address by the Vice-Chairman of the Canada Council," The Canada Council Opening Proceedings, Ottawa, May 1957, p. 17.

94 Ibid., p. 20.

information which constitutes the cultural heritage of Canada. In this sense many of these agencies are acting as 'store-houses of the nation's cultural heritage', and are contributing to a more unified over-view of the finest achievements of Canadian people.

#### National Museum

According to the Museum's mandate under the Department of Northern Affairs and Natural Resources Act:

The Minister has the control, management and administration of the National Museum of Canada, and shall collect, classify and arrange for exhibition in the Museum of such specimens as are necessary to afford complete and exact knowledge of the geology, mineralogy, palaeontology, archaeology, ethnology and fauna and flora of Canada.<sup>95</sup>

#### National Library

An important function of the National Library of Canada is the gathering of a comprehensive collection of books produced in Canada, of books illustrated or written by Canadians, and of books about Canada. Pursuant to revised deposit regulations effective June 1, 1958, the Library may purchase works published abroad that are of Canadian interest.

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<sup>95</sup> An Act respecting the Department of Northern Affairs and National Resources, Bill 6, as passed by the House of Commons, 10th December, 1953, s. 9.

National Gallery

From an article prepared by the Associate Director, "A New Building for the National Gallery of Canada," it is perceived that the gallery:

...is also an art reference library of national importance.<sup>96</sup>

And elsewhere in the same article:

...the National Gallery of Canada is rapidly becoming a national art centre and museum in the most complete sense of the term.<sup>97</sup>

National Film Board

On page 19 of the Annual Report, this interesting question is posed:

In the course of time can a film take its place among the archives of a country as an historical document?<sup>98</sup>

The question is answered in the affirmative by the Supervisor of Production Research:

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96 D.W. Buchanan, "A New Building for the National Gallery of Canada," Ottawa, The National Gallery of Canada, (mimeographed), 1960, p. 6.

97 Ibid., p. 7.

98 National Film Board, National Film Board Annual Report: 1958-59, p. 19.

The work of the N.F.B. must always meet the needs of the present and the immediate. But the fact remains that the motion picture will always be a mirror of a people's history, even more so in Canada where its documentary character is being preserved.<sup>99</sup>

#### Department of Citizenship And Immigration

From the 1959 Annual Report one reads concerning the accumulation and documentation of information pertaining to Canada's ethnic groups:

The Branch continued to build up its documentation library dealing with the various ethnic groups and organizations in Canada, as well as the English and French-speaking voluntary organizations. Information on some 800 ethnic organizations and 400 other Canadian voluntary organizations had been accumulated by the end of the fiscal year. Special emphasis was placed on surveys of organizations in Montreal, Winnipeg, the Atlantic provinces, and southwestern Ontario. The Branch completed monographs on the Canadian Polish Congress, on the Ukrainian Canadian Committee, and on Canadians of Slovak and Byelorussian origin.

The Branch provided assistance to the Institute of Public Affairs at Dalhousie University for a survey of the adjustment of coloured people in Nova Scotia.<sup>100</sup>

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<sup>99</sup> National Film Board, National Film Board Annual Report: 1958-59, p. 22.

<sup>100</sup> Department of Citizenship and Immigration, Annual Report of Citizenship and Immigration: 1958-59, Ottawa, Queen's Printer, 1959, p. 11.

From the data presented, certain significant trends are discernible in Federal Government activities. The first, and perhaps the most important, is the move to diffuse culture and to promote liberal education. There appears to be a consistent dissemination of 'culture' from the central agencies across Canada. C.B.C. radio and television broadcasts a wide variety of programs of artistic, scientific, historical, social and political interest throughout the country. Many of the controversial offerings should provoke intelligent discussion. The National Gallery supplies travelling exhibitions and other aids to art appreciation throughout the dominion. One of the main purposes of the Canada Council is the dissemination of the arts:

...the Council must do everything in its power to give encouragement, and to raise the standards of understanding, appreciation and enjoyment of the arts over the length and breadth of Canada. To that end the Council has adopted the policy of giving the maximum support allowed by the size of its funds to the dissemination of the arts. Travel grants are given to individual performers, to orchestras, theatres, ballet and opera to cover as much of the Dominion as possible.<sup>101</sup>

To give effect to this policy, the Vancouver Symphony Orchestra was granted money to tour Okanagan cities and to extend school

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<sup>101</sup> The Canada Council, The Canada Council Third Annual Report: 1960, Ottawa, 1960, p. 10.

concerts; the Canadian Opera Company of Toronto received a grant for western and eastern tours; and the Community Arts Council of Vancouver was awarded a grant for art circuits in B.C.

On the other hand, financial assistance is given to bring people to cultural centres: the Canada Council Train brings young people from all provinces of Canada to the Stratford Shakespearean Festival; scholars in the Social Sciences and the Humanities were granted aid to attend meetings of their own organizations; and poets were enabled to present readings of their own work at the Isaacs Gallery, Toronto.

Canada Council moneys also assist artists, poets, musicians, scholars and the like to develop their individual abilities more fully. For example, \$2,000 was allocated to each of several universities to commission a new work in sculpture. As a result, competitions in sculpture were held at some of the universities.

The Chairman of the Canada Council estimates the importance of that organization as 'a powerhouse to generate interest'<sup>102</sup> and 'to help in the encouragement and advancement

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<sup>102</sup> The Hon. Brooke Claxton, "An Address by the Chairman of the Canada Council," The Canada Council Opening Proceedings, Ottawa, May 1957, p. 14.

of education and the creative arts in this land'.<sup>103</sup> The Vice-Chairman declares that its purpose is 'to give every individual in our country an opportunity to develop freely the best part of himself, his mind'.<sup>104</sup>

Secondly, there seems to be a trend to establish a criterion of excellence directed towards national norms. The mandate of the Board of Broadcast Governors requires 'the provision of a varied and comprehensive broadcasting service of a high standard'.<sup>105</sup> One of the main objects of the Canada Council is the improvement of artistic standards in Canada:

The Council must be free to help maintain and improve at least some of the organizations whose standards and excellent achievements may serve as example and inspiration to all the country, provide a goal toward which not only local groups but individuals may be encouraged to press, and make increasingly available opportunities for careers which members of Canada's growing corps of trained and gifted individuals wish to follow.<sup>106</sup>

A similar trend towards establishing national norms

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103 The Hon. Brooke Claxton, "An Address by the Chairman of the Canada Council," The Canada Council Opening Proceedings, Ottawa, May, 1957, p. 15.

104 The Very Reverend Georges-Henri Lévesque, "An Address by the Vice-Chairman of the Canada Council," Ibid., p. 17.

105 Broadcasting Act, 1958, c.22, s. 10.

106 The Canada Council, The Canada Council Third Annual Report; 1960, Ottawa, 1960, p. 10.

may be noted in the field of vocational training. British Columbia's cooperation with the Federal Government in this respect is stated thus:

...The Curriculum Branch works in close harmony with the Canadian Vocational Training Branch in Ottawa, which is giving leadership to producing trade analysis for each of the skilled trades so that we may eventually have trade standards and qualifications which are acceptable to all Provinces in Canada.<sup>107</sup>

Thirdly, there is a trend to promote Canadianism based on intelligent understanding. The National Film Board is primarily engaged in 'interpreting Canada to Canadians'. It concerns itself with national problems and achievements covering a wide variety of topics among which is to be found 'education'. The N.F.B. gears its programs to items that are deemed to be 'in the national interest'.

The Department of Citizenship and Immigration helps voluntary organizations with citizenship education. A further move towards strengthening Canadianism may be seen in National Gallery policy. That policy:

...has always been to build up both the finest possible collection of European art...and the most complete...collection of Canadian art in

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<sup>107</sup> British Columbia Department of Education, Public Schools of the Province of British Columbia, Eighty-seventh Annual Report 1957/58, Victoria, Queen's Printer, 1959, p. W41.

existence. As for the Canadian collection, it represents practically every artist at his best.<sup>108</sup>

Because Canadianism is being promoted through studies of citizenship, and by means of films and agencies of cultural diffusion, we find an emerging nationalism based on the liberal arts. It is a Canadianism that is not restricted by its own national boundaries, but rather one that considers Canada in its proper setting which is the world of nations. Consequently, rationality rather than 'jingoism' is the end-product of this interesting and developing trend.

A fourth trend is to increase the competency of present and future employees in skilled and semi-skilled occupations in order to resist the threat of unemployment. This was first indicated in pre-World War II apprenticeship programs instituted by the Federal Government to solve unemployment problems caused by the depression. It became apparent again during the early years of the war when the Government established a Youth Training Program to achieve the same end. Following the war, the Department of Veterans Affairs embarked on a gigantic scheme that was designed to assist student-veterans to continue their education. Today that same

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<sup>108</sup> D.W. Buchanan, "A New Building for the National Gallery of Canada," the National Gallery of Canada, 1960, p. 2, mimeographed.

Department continues to supply veterans with academic and vocational correspondence courses.

The Department of Justice provides vocational training to fit the inmates of Federal penitentiaries for future employment, while the Department of Labour offers information at no charge on various occupations, and participates under the Vocational Training Co-ordination Act to fit persons more adequately for gainful employment.

In-service training programs in many fields are also encouraged by the Government to increase the skill and efficiency of employees in a rapidly-changing technological age.

A fifth trend is to consolidate scientifically all significant data contributing to a more intelligent understanding of the country. The National Archives, Museum, Gallery, Library, and Film Board are all rapidly becoming 'storehouses of Canada's cultural heritage'. Even the Department of Citizenship and Immigration is participating by collecting information about Canada's various ethnic groups.

These trends indicate that the development of a more intelligent, creative, humanistic citizenry is being encouraged by Federal activities. This process is strengthened through a promotion of the liberal arts across the nation. Those arts are supported by agencies of cultural diffusion, and are

nourished by national storehouses which contain Canada's cultural heritage. The trend towards national norms and higher standards gives further emphasis to this developing national pattern.

With a more utilitarian purpose, the Federal Government co-operates in organizing vocational training programs in order to produce more employable Canadians, so that the economic life of the country may proceed efficiently.

## CHAPTER III

### METHODS OF ADMINISTRATION

The word "Canadian" means citizenship in a North American nation. It also means membership in a great Family of Nations, and a proud sharing of traditions with the people of this Island.

Rt. Hon. Vincent Massey C.H.  
Address to the Canadian Club,  
London, England, 1 July, 1953.

Federal financial contributions promoting 'education for Canadian adults' will be studied as they pertain to both formal and informal education. The following representative examples will be given: two Federal Departments at work; two Federal-Provincial co-operative schemes; two agencies of the Federal Government; and two examples of voluntary associations in receipt of some Federal help.

A study will be made of the manner in which Federal moneys filter down through these various administrative organizations to assist in providing 'education for adults.'

A. Administration directed by a Department of the Federal Government

1. Department of Citizenship and Immigration

a. Canadian Citizenship Branch

This Branch is taking an active part in helping community organizations in 'informal education.':

A continuing function of the Branch is to assist in the establishment and activities of local committees and councils designed to co-ordinate the work of voluntary organizations in the citizenship field. During the year, the Branch sponsored regional conferences in Winnipeg, Hamilton, and Victoria, where local citizenship councils met to

discuss common problems and exchange experiences.<sup>1</sup>

Such services included: working with the Upper St. John Valley Citizenship Council in developing placement opportunities for immigrants; helping the Montreal Council to conduct a survey of language class facilities in that city; advising the Edmonton Council in the development of a series of preparatory lectures for applicants for citizenship; and assisting the Vancouver Council to organize sessions at which a panel of experts gave free technical advice to immigrants on a variety of problems.<sup>2</sup>

Projects such as the one which follows support the development of citizenship:

A major project of the Branch was the Second National Citizenship Seminar at Minaki, Ontario, from August 24th to 28th, 1958. With over eighty delegates in attendance representing a wide range of organizations from various parts of Canada, consideration was given to the needs of voluntary groups interested in immigrant welfare, integration of the Indian Canadian in urban communities and general citizenship programs.<sup>3</sup>

Besides these activities:

The Branch provided assistance to the Canadian Association for Adult Education for two major studies: one on the function of voluntary organizations in Canadian society; the other, on the best way to manage conferences for the purpose of training community leaders.<sup>4</sup>

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1 Department of Citizenship and Immigration, Annual Report of the Department of Citizenship and Immigration: 1958-1959, Ottawa, Queen's Printer, 1959, p. 10.

2 Ibid., p. 10.

3 Ibid.

4 Ibid.

Greater understanding is achieved by actions like the example which follows:

The Branch acted as consulting member to the Canadian Commission on U.N.E.S.C.O. whose major project at present is the promotion of understanding between oriental and occidental cultures.<sup>5</sup>

Intergovernmental cooperation was another aspect of the activities of this Branch:

During the year, the Branch arranged programs of study for Government officials from Australia and Austria, Colombo Plan trainees, and research students interested in integration programs for immigrants.<sup>6</sup>

#### b. Immigration Branch

Prospective citizens received some form of 'education' in other countries, for example:

Immigration officers made visits to 1,735 centres throughout the United Kingdom and Ireland during 1958 giving lectures and film shows at 334 meetings which were attended by 15,968 persons. Of that number 10,296 prospective immigrants received further information and guidance from counselling officers in personal interviews.<sup>7</sup>

#### c. Indian Affairs Branch

Apart from the formal institutions established by

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<sup>5</sup> Department of Citizenship and Immigration, Annual Report of the Department of Citizenship and Immigration: 1958-1959, Ottawa, Queen's Printer, 1959, p. 10.

<sup>6</sup> Ibid., p. 12.

<sup>7</sup> Ibid., p. 26.

the Federal Government to help educate the young, steps are being taken towards promoting the education of adult Indians. The Annual Report of the Department of Citizenship and Immigration shows that:

Indian schools and communities are encouraged and given monetary assistance to join local film councils.<sup>8</sup>

In cooperation with the National Film Board:

Two more filmstrips in the series "We Learn English", designed for adult classes, were completed and a third one commenced. These new strips are entitled:

"The Home"; "Family Health"; and "The Community".

It is now possible to use the filmstrips not only for teaching English but also as a teaching aid in home and community improvement.<sup>9</sup>

The above activities represent the purely informal aspects of education provided for Indian adults. The examples which follow, having a certain amount of vocational significance and continuity, take on some of the aspects of both formal and informal education.

The Branch also has offered courses in carpentry and homemaking on reserves. In northern Saskatchewan for example, 14 families gathered at

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<sup>8</sup> Department of Citizenship and Immigration, Annual Report of the Department of Citizenship and Immigration: 1958-1959, Ottawa: Queen's Printer, 1959, p. 57.

<sup>9</sup> Ibid., p. 62.

Beauval where mothers were given training in homemaking while the men were shown how to repair and build houses.

Indians who live close to urban centres were encouraged to enrol in night courses in carpentry, agriculture, motor mechanics, welding, handicraft, homemaking and other vocations.<sup>10</sup>

The Extension Department of the University of Saskatchewan, in cooperation with this Branch, gave courses in homemaking and agriculture, and similar courses were offered in Alberta and Manitoba with the cooperation of local educationists. In Victoria High School, Edmonton, 21 young men were enrolled in a ten-week course aimed at providing them with jobs as carpenters' helpers. Dealing with occupational aspects of life:

The Branch also used the guidance facilities of the National Employment Service, the provinces, universities and high schools.<sup>11</sup>

Under the general heading of Adult Education we read:

During the year, a total of 857 Indian adults were enrolled in education classes. Of these, 263 enrolled in literacy courses, 184 in continuation courses and 410 in handicrafts, trade or vocational training.<sup>12</sup>

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<sup>10</sup> Department of Citizenship and Immigration, Annual Report of the Department of Citizenship and Immigration: 1958-1959, Ottawa: Queen's Printer, 1959, p. 58.

<sup>11</sup> Ibid., p. 59.

<sup>12</sup> Ibid., p. 62.

Formal education has been promoted in this manner:

In 1956 a system of scholarships was established to assist Indian students attending non-Indian schools. The Annual Report for 1959 shows that:

...This year a simple bursary programme was devised to assist some scholars who could not qualify for regular tuition grants. This year fifteen Indian students were awarded scholarships ranging from \$420 to \$1,000 according to the type of course chosen. Two scholarship winners are attending university; three, teacher training; four, nursing; and six, vocational schools.

Assistance in attending high school or other educational or professional courses was given to 1,876 students, including fifteen scholarship winners.<sup>13</sup>

## 2. Department of National Health and Welfare

### a. Health Branch

From the Introduction entitled 'Health Branch' is found one of the clearest statements ever encountered concerning the difficulties inherent in implementing aid within the context of a federal system of government. It is explained in this fashion:

...How can a Federal Government agency carrying so little authority exercise effective control or maintain standards over a wide range of health activities on a national basis?

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<sup>13</sup> Department of Citizenship and Immigration, Annual Report of the Department of Citizenship and Immigration: 1958-59, Ottawa: Queen's Printer, 1959, p. 59.

The answer, of course, is that there is very little federal control of any kind exercised and then only in those limited areas which must of necessity be considered in a national rather than a provincial or local context. While the Department is therefore charged by statute with the responsibility of administering certain Acts and executive orders, the real authority and responsibility in most fields of health falls to the provinces.<sup>14</sup>

The introductory remarks taken from the same source continue:

This is not to say, however, that the Department of National Health exercises no effective influence in the broad national sphere of health services and medical care. Indeed, the concept of virtual provincial sovereignty which our friends from abroad find so illogical or even confusing in contrast to their own organization, may free the Federal Department in Canada of many administrative responsibilities and details which, in a country of such vast extent, can be most satisfactorily dealt with on a regional or local level. In other words, the Department's resources can, to a maximum extent be devoted to promotion, financial and technical assistance and co-ordination of the programs of the various provinces.

This is essentially the part the Department plays in Canadian health...the reports on activities of the various directorates and divisions will illustrate this constant trend towards central coordination and decentralized executive authority.<sup>\*</sup> Those functions which are based on statutory responsibility are clearly indicated. For the remainder, the reader will readily discern the relative emphasis placed on promotion of adequate standards, technical or financial assistance or co-ordination of provincial activities.<sup>15</sup>

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<sup>14</sup> Department of National Health and Welfare, The Department of National Health and Welfare Annual Report: 1959, Ottawa, Queen's Printer, 1959, p. 11.

<sup>15</sup> Ibid. (\* This and subsequent underlining is the author's)

From the above policy statement concerning the activities of the Department of National Health and Welfare, it is seen at once that only those issues falling specifically under Federal mandate will be dealt with directly by the Federal Department. Two examples of in-service training lying in this field include activities proceeding under the Narcotics Control Division and Civil Defence.

An interesting educational program is pursued by the members working for the Narcotics Control Division:

One of the more important phases of narcotic education is the lecturing to graduating classes in medicine and pharmacy at universities across Canada. This program was continued in the past year... Talks were also given to custodial officers from penitentiaries, municipal police and other interested organizations at the Calderwood Staff Training College at Kingston.<sup>16</sup>

On March 23, 1959, the Federal Government agreed to accept 75% of approved project expenditures on Civil Defence instead of its original commitment of 50%.

At the Civil Defence College, Arnprior:

Courses were provided... for physicians and dentists, nurse educators and nurse specialists, pharmacists, and casualty simulation instructors. During the year the first course for veterinarians was held.

The integration of the Civil Defence aspects of home nursing with the home nursing

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<sup>16</sup> Department of National Health and Welfare, The Department of National Health and Welfare Annual Report: 1959, Ottawa: Queen's Printer, 1959, p. 94.

programs of the Canadian Red Cross Society and the St. John Ambulance Association increased the number of people receiving this training.<sup>17</sup>

In all fairness, however, it must be admitted that in order to sell Civil Defence to the people of Canada, the most elaborate motivational techniques have to be used. Even then, they sometimes fail, as was seen this summer at the University of British Columbia where prospective candidates living further than one hundred miles from the University were to be paid their travelling expenses, and still an insufficient number of registrants was obtained to justify the holding of a course.

The Departments pay for the educational activities which they promote out of moneys voted by Parliament. The Department of Citizenship and Immigration works extensively in the field of citizenship education by providing information, and co-operating with voluntary associations by sponsoring conferences and seminars, and advising citizenship councils and committees. Through the Indian Affairs Branch both formal and informal education are provided directly to Indian adults.

The Department of National Health and Welfare supplies information, but its only direct educational endea-

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<sup>17</sup> Department of National Health and Welfare, The Department of National Health and Welfare Annual Report: 1959, Ottawa: Queen's Printer, 1959, p. 127.

your is the in-service training for those divisions which are of strictly national concern.

B. Administration on a Federal-Provincial cooperative basis

It should now be determined how Federal moneys are employed in cooperative arrangements with the provinces to facilitate 'education for adults'.

1. Department of National Health and Welfare and the Department of Health Services and Hospital Insurance, British Columbia.

Federal grants are given only when a Provincial Department of Health Services applies for them by submitting:

...a programme for the utilization of its share of any of the said grants in a manner and to an extent deemed satisfactory to the Minister....<sup>18</sup>

The following direct grants to the provinces contribute, among other things, to in-service training:

- a. Professional Training Grant: Each province is apportioned \$10,000 and the balance is allotted according to population, based on a 10¢ per capita grant. Under this Grant, B.C.'s share is \$157,699. It is aimed among other things at giving assistance

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<sup>18</sup> Treasury Board, Department of Finance, General Health Grants Rules, 1960, A summary of Federal Order-in-Council P.C. 1960-18/257 - approved 3rd March, 1960, p. 3, mimeographed.

to an extended program for the training of personnel:

Continued assistance was given to trainees of the Canadian Hospital Association extension course for Hospital administrators and medical records librarians, and these courses are continuing to prove to be of considerable benefit to the hospitals and the trainees. Provincial health, metropolitan health, and hospital personnel also received short-term postgraduate and university training.<sup>19</sup>

#### b. General Public Health

A second food service institute for hospital cooks was held at the Prince George Hospital and was conducted by the British Columbia Health Insurance Service and the Health Branch. Approximately twenty-five staff members attended from various hospitals throughout the Province.<sup>20</sup>

#### c. Tuberculosis Control

... assistance was continued for specialized tuberculosis training for staff members of the Division.<sup>21</sup>

#### d. Mental Health Grant

...bursaries for professional training were increased in number. There are six psychiatrists,

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19 Health Branch, Department of Health Services and Hospital Insurance, Sixty-third Annual Report of the Public Health Services of British Columbia: 1959, Victoria: Queen's Printer, 1960, p.AA34.

20 Ibid., p.AA36.

21 Ibid., p.AA35.

ten social workers, six registered nurses, and three clinical psychologists undergoing training, who will be returning to the Mental Health Services Branch in 1960.

... Assistance was continued to the course for training senior school counsellors sponsored by the Vancouver School Board.<sup>22</sup>

Direct Federal Grants are made to the provinces for the purchase of health education equipment, and for the provision of health educators and public health instructors. As one example, Saskatchewan was the recipient of the following grants:

#### SASKATCHEWAN

-Support to the Department of Education through provision of funds for the employment of public health instructors on staff of Normal Schools.

Expenditure 1948-57: 65,641.80

FEDERAL  
ASSIST-  
ANCE

-Staff and equipment to the Division of Health Education for the maintenance and improvement of its services

Expenditure 1948-60: \$359,760.98  
Approval 1960-61: 40,509.00

-Purchase of health education for the City of Saskatchewan Health Department for use in their health education program

Expenditure 1948-50: 972.15

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<sup>22</sup> Health Branch, Department of Health Services and Hospital Insurance, Sixty-third Annual Report of the Public Health Services of British Columbia: 1959, Victoria: Queen's Printer, 1960, p.AA36.

-Provision of books on health education for use in the Public Library, Public Information Division

FEDERAL  
ASSIST-  
ANCE

Expenditure 1950-51: 351.26

-Employment of a health educator for the Weyburn-Estevan Health Region

Expenditure 1953-56: 9,912.00

-Employment of a health educator for the Regina Rural Health Region

Expenditure 1955-58: 7,936.00

-Employment of a health educator for North Battleford Health Region

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Saskatchewan Sub Total: \$485,083.19

The Principal Medical Officer in charge of National Health Grants provides the following information:

see page 104:-

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23 Health Education Services under the General Public Health Grant 1948-61, information supplied by Gordon E. Wride, Principal Medical Officer, National Health Grants, Department of National Health and Welfare, Ottawa, August 29, 1960, typewritten.

HEALTH EDUCATORS TRAINED  
UNDER THE NATIONAL HEALTH GRANTS  
1 9 4 8 - 6 1

<u>PROVINCE</u>	<u>NO. TRAINED</u>
New foundland	1
Prince Edward Island	1
Nova Scotia	1
New Brunswick	1
Quebec (*)	1
Ontario	3
Manitoba	4
Saskatchewan	4
Alberta	1
British Columbia	7
	<hr/>
TOTAL;	24

(\*) In addition 266 school teachers were trained in public health at the University of Montreal.<sup>24</sup>

2. Federal Department of Labour and the Technical and Vocational Training Programs

This cooperative arrangement is the most extensive and comprehensive 'educational' endeavour undertaken jointly by the Federal and Provincial governments.

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<sup>24</sup>Information supplied by Gordon E. Wride, Principal Medical Officer, National Health Grants, Department of National Health and Welfare, Ottawa, August 29, 1960, typewritten.

The Vocational Training Co-ordination Act delegates authority to the Federal Minister of Labour, and is operated through a specially designated Council, which is composed of an equal number of employer and employee representatives, as well as representatives from other groups in Canada as the Governor in Council may decide.

Section 4 of the Vocational Training Co-ordination Act, entitled 'Agreements with provinces,' defines the powers of the Minister of Labour in matters influencing provincial action:

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 3;
  - (b) the continuation after March 31, 1942, of any project for training heretofore carried on in the province under the Youth Training Act;
  - (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;
  - (e) the development and carrying on of vocational training on a level equivalent to secondary school level;
  - (f) any training project for the purpose of rehabilitating disabled persons or fitting them for gainful employment; and
  - (g) 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.

- (2) No agreement made in respect of any of the matters set out in paragraphs (b) to (g) of subsection (1) shall provide for payment to a province of a percentage of the cost of any project, including the cost of any training facilities connected therewith, in excess of the percentage of such cost contributed by the province.<sup>25</sup>

The Federal Government restrains itself most judiciously in its agreements with the provinces. From the Annual Report of the Director of Canadian Vocational Training for the fiscal year ending March 31, 1959:

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.<sup>26</sup>

Projects undertaken exclusively for the Federal Government (notably for the armed services), are paid for by the provinces in which they are carried out. They, in turn, are reimbursed for all such outlays by the Federal Government. This method of financing highlights the cooperative spirit evolved by these Federal-Provincial agreements. Where

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<sup>25</sup> Vocational Training Co-ordination Act, R.S.C. 1952, C. 286 as amended by S.C. 1953-54, C. 45 s. 2. (c).

<sup>26</sup> Department of Labour, Report of the Director of Canadian Vocational Training, Ottawa, Queen's Printer, 1959, p. 6.

projects are undertaken on behalf of both Federal and Provincial governments, there is an equal sharing of the costs.

Under the Vocational Training Co-ordination Act three Agreements are to be found:

1. The Apprenticeship Training Agreement

During the fiscal year ending March 31, 1959, Canada had over 18,500 apprentices in more than fifty different trades. The number of apprentices registered with the Department of Labour had increased over the previous year by more than one thousand. Since 1944 the Federal Government has shared equally with the provinces all costs incurred under the special apprenticeship training programs. In fact, during the year in question, Federal expenditures alone totalled well over one and a half million dollars.

2. The Vocational and Technical Training Agreement No. 2.

All provinces except Quebec participated under this Agreement which began on April 1, 1957, and at the time of commencement allocated forty million dollars of Federal help to run over a five-year period. Twenty-five million of this is provided exclusively for capital projects such as trade and technical institutes, though approved vocational high schools are also eligible to share. This capital grant is allocated to the provinces on the basis of population in the 15-19 age

group. The remaining fifteen million dollars is to cover operating costs of similar institutes and schools, or conversely, a province may claim up to half its annual allotment against capital costs of such institutions.

The Federal proportion of help is portioned out on this basis:

The Agreement provides for annual allotments totalling \$2,500,000 in each of the first two years of operation, \$3,000,000 in the third year, and \$3,500,000 in both the fourth and fifth years. The annual allotments consist of initial allotments of \$30,000 to each province and \$20,000 to each of the Northwest Territories and the Yukon, the remainder being allotted on the basis of the population in the 15-19 age group.<sup>27</sup>

Under this arrangement all provinces but Quebec were able to report at the end of the fiscal year, March 31, 1959, that they had in progress, or in the blueprint stage, plans for building and equipment projects for new schools or extensions of existing schools. A study of activities reveals that the following institutions were being built:

Of these projects, 51 per cent are for institutes of technology, 26 per cent for combined institutes of technology and trade schools, 18 per cent for trade or occupational training schools and 5 per

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<sup>27</sup> Department of Labour, Report of the Director of Canadian Vocational Training, Ottawa, Queen's Printer, 1959, p. 7.

cent for vocational high schools.<sup>28</sup>

3. The Special Vocational Training Projects Agreements

On April 1, 1959 the former Vocational and Technical Training Agreement No. 2. was supplanted by the Special Vocational Training Projects Agreement, which is presently being considered by the provinces before its formal adoption. Because of the inchoate nature of the new Agreement, only those arrangements that have themselves been operative during recent years, and are being continued, will be discussed. The following projects are listed under the new Agreements:<sup>29</sup>

- a. Training of Unemployed Persons
- b. Training of Disabled Persons
- c. Youth Training
- d. Student Aid
- e. Supervisory Training
- f. Training in Primary Industries

These projects are all financed on a 50/50 Federal-

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<sup>28</sup> Department of Labour, Report of the Director of Canadian Vocational Training, Ottawa, Queen's Printer, 1959, p. 7-8.

<sup>29</sup> Department of Labour, Special Vocational Training Projects Agreement, Ottawa, Canadian Vocational Training Branch, 1959, mimeographed.

Provincial cooperative basis. "Appendix Y"<sup>30</sup> mentions those expenses that shall be deemed allowable under the Special Vocational Training Projects Agreement. It includes among other things: salaries, travelling expenses, allowances, equipment, premises, materials, supplies, textbooks, and expendable tools for any classes under this agreement. It also includes fees, public utilities, advertising and printing, compensation and first aid, and other general items that are incidental to any matter mentioned in the above.

In both of these examples of Federal-Provincial cooperation, the Federal Department makes the funds available, but they are used only at the request of the individual province, and upon the approval of the Federal authority.

The Department of National Health and Welfare allocates a specific sum for general health activities to each province, and the provincial health department must submit its plans for approval before receiving the grant.

The Department of Labour matches the provincial expenditure for vocational training projects approved by the Council.

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<sup>30</sup> Department of Labour, Special Vocational Training Projects Agreement Appendix "Y", Ottawa, Canadian Vocational Training Branch, 1959, mimeographed.

C. Administration directed by an approved national body

An approved national body, for the purposes of this study, is an organization or an association that has been created by the Federal Government to achieve certain specific purposes. Such a body has an independent existence, and determines how the provisions of the act under which it functions will be implemented.

1. The National Research Council of Canada

Research involves a critical and exhaustive investigation which may revise accepted conclusions in the light of newly-discovered facts. Research into nearly all fields of science and the humanities is one of the main functions of a university, and forms part of 'formal education for adults'. Through employing the correct methods required by sound research, adults become more proficient at solving problems. The newly-acquired insights gained contribute directly to the education of those engaged in research. The findings are then made available for the general education of adults.

The formation of the Council in 1916<sup>31</sup> was followed by The Research Council Act<sup>32</sup> of 1917. It functions under

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31 Order-in-Council, Privy Council 1266, June 6, 1916.

32 The Research Council Act, Supreme Court, 1917, Chapter 29, now the Research Council Act, R.S.C. 1952, Chapter 239 as amended.

the authority of the Committee of the Privy Council on Scientific and Industrial Research which advises the Federal Government on all matters pertaining to industrial and scientific research in Canada. This Committee operates under the Honorary Advisory Council for Scientific and Industrial Research which is 'the actual governing body of the National Research Council'.<sup>33</sup>

The Council is financed directly by the Federal Government acting through the Committee of the Privy Council on Scientific and Industrial Research.

The National Research Laboratories are organized into ten divisions and two regional institutions.

#### The Ten Divisions

(1) The Division of Applied Biology deals with a wide variety of topics ranging from food storage and transport to fundamental work concerning the chemical make up of living organisms. Early in 1960 it participated in an international study on cold adaptation in Eskimos at Pangnirtung, Baffin Island.

(2) The Division of Building Research, apart from providing Canada with a research service for the construction industry, has printed and published Housing

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<sup>33</sup> Secretary of State of Canada, Organization of the Government of Canada, Ottawa: Queen's Printer, 1959, p. 220.

Standards.<sup>34</sup> In it are laid down the minimum requirements for the planning, construction and materials for detached, semi-detached, duplex, and row houses. This one book is the master book used by C.M.H.C. in all its building operations. It is in close accord with the National Building Code of Canada of 1953. From the Explanatory Note that prefaces Housing Standards:

These Housing Standards will be used by Central Mortgage and Housing Corporation in their operations under the National Housing Act 1954.<sup>35</sup>

Because these standards are required in C.M.H.C. houses, thousands of Canadians live in buildings that meet the requirements demanded by sound research and study.

(3) The Division of Applied Chemistry is engaged in a long-term research in the development of national resources. Currently a project is under way which is of both military and industrial importance. It uses lignin, which is a by-product of the pulp industry, instead of carbon black in reinforcing rubber.

(4) The Division of Pure Chemistry handles basic investigations in the fields of physical and organic

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<sup>34</sup> Division of Building Research, National Research Council, Housing Standards, Ottawa: 1958.

<sup>35</sup> Division of Building Research, National Research Council, Housing Standards, Ottawa: 1958, Explanatory Note.

chemistry. One of its thirteen sections finds a small group interested in the chemistry of fats and oils, while another is engaged in fibre research.

(5) The Division of Mechanical Engineering concerns itself with certain aspects of hydraulic and mechanical engineering as well as of naval architecture. With the St. Lawrence Seaway completed, harbour improvement studies are being conducted by this Division on several ports, as for example, Saint John and Port Cartier.

(6) The Division of Radio and Electrical Engineering has defence projects as one of its main concerns. However, questions about electronics, radio physics and electrical engineering also lie within the ambit of its research.

(7) The National Aeronautical Establishment was established as a separate division of N.R.C. as late as January, 1959. In it many branches of aeronautical research are handled for purposes touching on defence and civilian aviation.

(8) The Division of Applied Physics is involved constantly on research problems directly related to the growth of Canada. It lays down basic physical standards that greatly assist industrial undertakings.

(9) The Division of Pure Physics attacks funda-

mental problems in theoretical fields and by so acting it opens man's mind to even wider possibilities concerning future progress in the applied fields.

(10) The Division of Medical Research gives support to teaching hospitals, and it supports extra-mural research in the medical schools. It also awards postgraduate fellowships for the purpose of training medical scientists in the research field. Basic medical sciences are the chief recipients of such help. Experimental work in pathology and surgery is also given aid.

#### The Two Regional Institutions

(1) The Atlantic Regional Laboratory, located in Halifax, Nova Scotia, carries out basic research that is related directly to the development of Maritime natural resources. For example:

A chemical examination is being made of an extract of a red alga plentiful in some Atlantic areas and which the United States now imports from Denmark for commercial use.<sup>36</sup>

(2) The Prairie Regional Laboratory, located at Saskatoon, Saskatchewan, studies biological, engineering and chemical processes, aimed at turning agricultural crops into

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X > 36 National Research Council of Canada, Organization and Activities, Ottawa: 1958, p. 26.

industrial raw materials or commercial products:

The Laboratory therefore works to arrive at a greater understanding of the plants and micro-organisms of the Prairie region. Crops and industries best suited to the irrigation acreage to be opened up by the South Saskatchewan River Project are being reviewed.<sup>37</sup>

The Division of Administration and Awards provide large sums of money in the form of grants-in-aid of research, chiefly to universities:

The university support programme began with the establishment of the National Research Council in the year 1917, and continued at a modest level up to and during World War II. Commencing in 1946, the programme has shown an accelerating growth in keeping with increasing enrolments at the universities, and the resulting expansions of university staff and facilities for research. The greatest growth has taken place in recent years. The total budget for the fiscal year 1958-59 is almost 6.7 million dollars: five years ago it was 2.6 million.

The types of university support provided are described as: DIRECT, consisting of research and travel grants for members of university staffs, and postgraduate scholarships for students; and INDIRECT, consisting of contributions, grants and subsidies to Canadian and international scientific organizations and functions, the publication of Canadian Journals of Research, and the administrative expenses of the programme.

The 1958-59 budget for DIRECT support is \$5,900,000, of which 84% provides for approximately 700 research grants of varying types and amounts to members of university staffs. The remaining 16% provides for postgraduate scholarships awarded to more than 400 students; an additional large number of students receive varying degrees of

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<sup>36</sup> National Research Council of Canada, Organization and Activities, Ottawa: 1958, p. 26.

remuneration from research grants to members of university staffs.

...The prime purpose of the programme is to promote and encourage research at the universities. A major share of responsibility for its direction rests with university personnel.<sup>38</sup>

Provincial research councils, the Royal Society of Canada, special activities and international affiliations are now receiving assistance through grants-in-aid from the N.R.C.

## 2. Central Mortgage and Housing Corporation

With World War II drawing rapidly to a close, the Canadian Government in 1945 soon became involved in the tremendous problems inherent in post-war reconstruction and development. Its existing Housing Acts appeared to be inadequate to meet the challenge of the time. Consequently, in order to give more meaning and effectiveness to those Acts, the Parliament passed the Central Mortgage and Housing Corporation Act<sup>39</sup> in that same year. Through that Act of Parliament a Crown corporation named the Central Mortgage and Housing Corporation was created.

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<sup>38</sup> National Research Council of Canada, Report on University Support: 1958-59, Ottawa, National Research Council, November 1958, Abstract.

<sup>39</sup> Central Mortgage and Housing Corporation Act, R.S.C. 1945, c. 15, s. 1.

Under the mandate of the newly created corporate entity, several interesting duties devolved upon it, namely, to investigate housing conditions, to sponsor technical research in housing matters, and to cause the distribution of information leading to the improvement of housing accommodation and the adoption of community plans.

Part V of the National Housing Act, entitled Housing Research and Community Planning, states that:

32. For the purpose of carrying out its responsibility under this Part, the Corporation may cause

- (a) investigations to be made into housing conditions and the adequacy of existing housing accommodation in Canada or in any part of Canada and into measures that may be taken for the improvement thereof;
- (b) studies to be made of investigations into housing conditions and housing accommodation made elsewhere than in Canada and into measures and plans or proposals taken or adopted or proposed elsewhere than in Canada for the improvement thereof;
- (d) plans and designs to be prepared for houses that have a low cost of construction and in the opinion of the Corporation will provide suitable accommodation and arrangements to be made for the sale or distribution of the plans and designs in such manner as it sees fit;
- (e) information to be prepared and distributed and public lectures to be delivered to promote an understanding of the advisability of, and the principles underlying land, community and regional planning;
- (f) studies to be made of land utilization and community planning and arrangements to be made for the furnishing of information and advice with

regard to the establishment of community planning agencies, and the planning of regional areas, communities and sub-divisions, in co-operation with any local or other authority having jurisdiction over community planning and land subdivisions or otherwise with a view to promoting co-ordination between local community planning and the development of public services; and

- (g) generally such steps to be taken as it may deem necessary or advisable to promote construction of housing accommodation that in its opinion is sound and economical and to encourage the development of better housing and sound community planning.<sup>40</sup>

The following facts reveal that C.M.H.C. embarked on a program aimed at achieving those varied goals:

Expenditures on housing research and community planning between 1946 and 1953 amounted to \$3.5 million, about \$0.9 million of which was spent outside the Corporation. Between 1954 and 1959 expenditures on this work amounted to \$4.4 million, with \$1.1 million for projects carried out through arrangements made with departments or agencies outside the Corporation.<sup>41</sup>

The Corporation is responsible to the Minister of Public Works, and is financed by funds from the Consolidated

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<sup>40</sup> National Housing Act, 1954, s.c. 1953-54, Chapter 23, as amended, s.32.

<sup>41</sup> Central Mortgage and Housing Corporation, Housing Research and Community Planning, information obtained from the B.C. Regional Office, Central Mortgage and Housing Corporation, Vancouver, August, 1960, mimeographed.

## Revenue Fund:

The Minister, at the request of the Corporation and with the approval of the Governor in Council, may, from time to time out of unappropriated moneys in the Consolidated Revenue Fund, pay to the Corporation an amount or amounts not exceeding a total amount of twenty-five million dollars, which shall constitute the capital of the Corporation.<sup>42</sup>

Concerning the important field of community planning and housing design, Part V of the National Housing Act of 1954<sup>43</sup> directs C.M.H.C. to:

...cause investigations to be made into housing conditions and the adequacy of existing housing accommodation in Canada or in any part of Canada and to cause steps to be taken for the distribution of information leading to the construction or provision of more adequate and improved housing accommodation and the understanding and adoption of community plans in Canada.

The cardinal examples under Part V are first, the very substantial annual grants made to the Community Planning Association of Canada (averaging \$75,000 per year), and second, the direct support given to formal education in this

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<sup>42</sup> Central Mortgage and Housing Corporation Act, s.c. 1945, c. 15, s. 17.

<sup>43</sup> National Housing Act, R.S.C. 1952, c. 188, s. 34.

field at Canadian universities. Assistance is afforded four Canadian universities in which postgraduate courses are given in community planning. The universities receiving such aid are the Universities of Toronto, McGill, Manitoba and British Columbia.

Beginning in 1960, a new grant was extended to one fourth year student in each of the schools of architecture. (There are five schools of architecture in Canada, four at those universities already mentioned, and a fifth, l'Ecole des Beaux-Arts de Montreal.) This assistance is designed for exceptionally talented and interested undergraduates who wish to travel for a period of up to six weeks through the United States and Canada in order to examine housing projects. From the Annual Report of C.M.H.C. we read:

A grant was authorized to provide travelling fellowships for architectural students intending to specialize in the design and construction of houses.<sup>44</sup>

Mr. Larry Doyle, a student at the University of British Columbia, was able to take advantage of this offer during the summer months of 1960. The remaining weeks of his summer vacation were spent working in the offices of the B.C. Branch of C.M.H.C. In addition to these emoluments, Mr. Doyle

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<sup>44</sup> Central Mortgage and Housing Corporation, Annual Report: 1959 (Ottawa: Central Mortgage and Housing Corporation, 1960), p. 26.

received a C.M.H.C. scholarship designed to help him complete his degree.

Postgraduates receive more substantial help. Under the terms of Part V of the National Housing Act of 1954<sup>45</sup> C.M.H.C. offers both fellowships and bursaries to assist suitably qualified persons with their further studies in community and regional planning, housing, and the related fields of urban analysis and administration.

The Planning Fellowships are to be awarded to competent students, totalling not more than fifteen, who are presently enrolled in postgraduate studies in community planning. Together with these opportunities, a limited number of Bursaries is also available. These are designed to assist students to undertake postgraduate study in the fields of housing and town and city development other than by registering for professional courses in planning. Each is valued at eight hundred dollars. Applications are to be submitted to the Director of the Development Division of C.M.H.C. in Ottawa.

Beyond these attractive offerings, Senior Fellowships are to be awarded to one or two persons having outstanding qualifications to enable original work of a high calibre

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<sup>45</sup> National Housing Act, 1954, s.c. 1953-54, Chapter 23, as amended.

to be conducted in the area of housing design and management, or urban analysis and development. Applicants in this case must be interviewed by members of C.M.H.C.'s Advisory Group.

Together with these efforts, C.M.H.C. makes available to any Canadian university presently engaged in giving postgraduate courses in regional planning a modest teaching grant to one full-time fully-qualified person.

In the field of research, C.M.H.C. avails itself of the services of the National Research Council. The Council has, in fact, published detailed building specifications that are necessary if sound construction is to be achieved. As well as this, research on mortgage financing is also engaged in under Section 26 of the Corporation's Act.

C.M.H.C. activities also included a grant to the Ontario Research Foundation to continue research into the development of a self-contained household sewage purification unit.<sup>45</sup>

Urban renewal Studies were organized under C.M.H.C.'s direction. Concerning them we read:

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<sup>45</sup> Central Mortgage and Housing Corporation, Annual Report: 1959, Ottawa: Central Mortgage and Housing Corporation, 1960, p. 26.

Grants were made under the provisions of the Act to ten municipalities to assist them in carrying out studies to identify substandard areas and to formulate proposals for the solution of problems contributing to blight. Sydney, St. John's, Montreal, Quebec, Sudbury, Sault Ste. Marie, Winnipeg, Dawson Creek, Vancouver and Victoria undertook urban renewal studies in 1959.<sup>47</sup>

Three studies directed towards urban redevelopment received Federal grants. One of these was Toronto's third such study, located at Moss Park. Halifax received help for its second renewal plan, while Windsor was able to begin on its first such scheme.

In its attempt to find improvements in the design of housing accommodation, the Corporation has directed its attention towards the small single-family home. The basic principles underlying good dwelling design have also been under constant study. Efforts have been taken to obtain good house designs from the architectural profession, and various means have been employed to encourage the producers and consumers of new housing to recognize and choose the most effective designs.

For several years now the Corporation has offered for sale working drawings of small house designs which come up to

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<sup>47</sup> Central Mortgage and Housing Corporation, Annual Report: 1959, Ottawa: Central Mortgage and Housing Corporation, 1960, p. 26.

the N.H.A. specifications. These are sold in sets of four, for ten dollars a set. Periodical catalogues illustrating the available plans are also published. The number of sets of working drawings sold has ranged from 6,500 to 12,300 in a year.<sup>48</sup>

C.M.H.C. has recently placed more emphasis on promoting informal education. This is expressed by the Corporation's Information Officer for the B.C. Region:

... I enclose a few notes showing the direct scope of C.M.H.C.'s activities in promoting adult education in the fields of community planning and housing. Much more important are the indirect methods of education of adults through our information services.<sup>49</sup>

The Corporation now makes greater use of visual aids. The film strip, flash card displays, records, and the everwilling expert, all employed together, constitute the most popular technique to teach community planning.

A most comprehensive course on 'Housing' is co-sponsored by C.M.H.C. and the Department of University Extension, University of British Columbia. One or two experts

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<sup>48</sup> Central Mortgage and Housing Corporation, Community Planning and Housing Design, two mimeographed sheets obtained from the B.C. Regional Office, Central Mortgage and Housing Corporation, Vancouver, August, 1960.

<sup>49</sup> Personal Correspondence of the Author, letter from L.M. Skuce, Information Officer, B.C. Region, Central Mortgage and Housing Corporation, August 31, 1960.

from the Corporation participate in delivering these lectures, and in answering the many questions that arise during the course. The course is outlined below:

#### BUYING OR BUILDING YOUR HOME

This course is designed to meet the needs of people interested in building or buying a home. Experts in matters of financing, legal aspects of home purchase, site selection, good design, available architectural services, interior decoration, construction and building materials will all contribute to this course that will provide invaluable information to all who are looking forward to home ownership. Reference materials will be supplied by arrangement with the Central Mortgage and Housing Corporation, co-sponsors of the course.<sup>50</sup>

The manner in which C.M.H.C. is operated has been so pleasing to both the consumer and producer of house development projects that:

In 1959, for the first time, public funds exceeded funds from approved lenders in mortgage loan commitments under the National Housing Act ...

In terms of dwelling units, 58,082 were financed under the Act in 1959. Of these, 772 were under Joint Federal-Provincial arrangements. Of the 57,310 dwellings financed by mortgage loans, 32,228 were with public funds and 25,082 by approved lenders.<sup>51</sup>

C.M.H.C., in keeping with its responsibilities

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<sup>50</sup> Extension Department, University of British Columbia, Evening Classes Session 1960-61, Vancouver, 1960, p. 20.

<sup>51</sup> Central Mortgage and Housing Corporation, Annual Report: 1959, Ottawa: Central Mortgage and Housing Corporation, 1960, p. 17.

under the Housing Act, causes a wider public understanding of sound community development by channelling information and financial help to certain voluntary bodies. Chief among these are the Canadian Housing Design Council and the Community Planning Association of Canada.

The Canadian Housing Design Council is a voluntary body, notwithstanding the fact that one of its Council members is the President of C.M.H.C. This Council is composed of public-spirited people from all parts of the country. It includes persons connected with business, architecture and house building, as well as the Canadian consumer. Members also include representatives from the National Council of Women, the Canadian Association of Consumers, the National House Builders Association, and the Royal Architectural Institute of Canada.

Through the activities of this Council, a series of regional and national awards for builders' houses has been initiated. Its award-winning designs are exhibited in various parts of the country, and later are published in technical and housing magazines. A program of post-war architecture-designed housing is presently being developed across Canada. Under Part V of the National Housing Act<sup>52</sup> provision is made

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<sup>52</sup> National Housing Act, 1954, s.c. 1953-54, Chapter 23, as amended.

for the support of the Canadian Design Council.

The principal instrument used by C.M.H.C. to fulfil its responsibilities is the Community Planning Association of Canada, an independently incorporated national society of volunteers, which will be studied next in connection with 'national arrangements for cooperation with voluntary bodies'.

In summation, the Central Mortgage and Housing Corporation and the National Research Council are independent entities created by the Federal Government, and supported directly by Federal funds.

Both support 'formal education for adults' by contributing moneys directly from their funds: Central Mortgage and Housing Corporation give bursaries, scholarships and travelling fellowships to students of Community Planning and House Design; the National Research Council gives scholarships and research grants to universities. C.M.H.C. also finances housing research and urban studies directly.

Some moneys are channelled by C.M.H.C. through voluntary bodies such as the Community Planning Association of Canada and the Canadian Housing Design Council for 'informal education for adults' in community planning and good housing design.

D. National Arrangements for Cooperation with Voluntary Bodies

1. The Community Planning Association of Canada

A group of public-spirited citizens, acting with some Federal assistance, formed the Community Planning Association of Canada in 1947. It was established during the post-war building 'boom', and was created to arouse public interest and concern over problems arising therefrom. Valuable farming land was being wasted by developers who were ignorantly passing up excellent building sites that were otherwise practically useless. C.P.A.C. realized further, that if town planners were to be used intelligently, town council members and citizens alike must receive general education in the field of town planning and development. Long range planning on such matters had rarely if ever received the attention of Canadians before 1947. Now Canadians were to be taught that town planning was just good common sense. Moreover, a suitable climate had to be created in which the trained professional could operate to his maximum efficiency.

The C.P.A.C. was to become the principal instrument for achieving these purposes:

Apart from information provided directly by the Corporation to the official, trade and professional groups with whom it deals, the Corporation has a statutory responsibility for causing a wider public understanding of sound community development. The principal instrument for this

is an independently incorporated national society of volunteers; the Community Planning Association of Canada. This Association conducts local activities aimed to stimulate interest in community development. It produces national publications which appear a few weeks apart in both English and French. The annual grants to this Association under Part V of the NHA have in recent years been of the order of \$75,000; these are supplemented by grants from provinces and municipalities, and by the fees paid to the Association by individuals and corporations. The heightened demand for competent planning personnel and the improvement in the standard of community planning work being done are in considerable measure attributable to the activities of the Community Planning Association.<sup>53</sup>

Since its inception C.P.A.C. recognized the need to utilize the services of skilled and professional planners if any headway was to be achieved in the highly specialized field of planning.

To give support to those pursuing postgraduate studies in community planning at the University of British Columbia, C.P.A.C. was instrumental in getting two local business firms to provide moneys for three continuing scholarships. One of these was given by the B.C. Telephone Company, Limited, while the remaining two came from the B.C. Electric Company Limited.

It recognized, too, that it had to alert public

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<sup>53</sup> Central Mortgage and Housing Corporation, Housing Research and Community Planning, information obtained from the B.C. Regional Office, Central Mortgage and Housing Corporation, Vancouver, August 1960, mimeographed.

opinion concerning the need for more and better community planning. To this end planning was directed toward 'informal education' in planning problems.

The Vancouver Branch of C.P.A.C. has done many things to advance its cause. A booklet entitled Community Planning<sup>54</sup> was published, and a copy of it was sent regularly to every editor, M.L.A., reeve, and clerk in every municipality. Courses were organized on the local level. In 1954 an evening course was arranged through the Department of University Extension at the University of British Columbia, continuing from October until March. The next year it was replaced by a one week's intensive course wherein key lecturers were obtained in order to add to the value of each session. This particular type of course was so successful that it has been continued ever since. Flyers of most attractive design were widely circulated to announce the course, and follow-up materials were printed. Some results included assistance given Kitimat and other 'new town' developments.

Professor Robinson conducts his own course on community planning and related matters through the cooperation of

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<sup>54</sup> Community Planning Association of Canada, Community Planning, Ottawa, Community Planning Association of Canada, periodical.

the Department of University Extension and the Vancouver School Board.

Conferences of varied length have been conducted in the following manner:

1. Two and a half day conferences

A two and a half day conference held this year indicates a popular type of community planning study. In this case the press and radio were called upon to catch up the idea and spirit behind the agenda. C.B.U.T.'s program "Suburban Living" gave it greater meaning. Two hundred and eight people attended this course. At the conclusion of the conference, many conference speeches were compiled, and later they were given wide circulation. (An excellent example of this type of compilation was the one entitled "The Metropolitan Planning Regional Conference,"<sup>55</sup> which covered activities of the 1953 Conference of February 27th, which 108 people attended.)

On October 2 and 3 of the same year, 206 people registered for the 6th Regional Conference, which was held in conjunction with the North West Chapter of the American Insti-

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<sup>55</sup> B.C. Regional Branch Office, C.P.A.C., The Metropolitan Planning Regional Conference, Vancouver, 1953, mimeographed.

tute of Planners at the Stanley Park Pavilion, Vancouver, B.C.  
That two and a half day conference produced a typical agenda:

- a. Land Use Conflict
  - i in planning for recreation - D.L. Macmurchie
  - ii in planning for industry - Ira M. Robinson
  - iii in planning for agriculture - Dr. J.L. Robinson
  - iv in planning for homes - R.W. Christianson
- b. Planning Administration and the Planners
  - G. Sutton Brown
- c. Regional Planning in the Lower Mainland of B.C.
  - J.W. Wilson
- d. Zoning
  - i mixed residential uses and densities
    - Dr. H.P. Oberlander
  - ii non-conforming uses - Jonathan Cunningham
  - iii shopping centres - Myer R. Wolfe
- e. New Town - Kitimat
  - Cyril Henderson<sup>56</sup>

## 2. One day up-country conferences

The one day up-country conference is becoming increasingly more popular. This year Kelowna and district was blanketed with flyers, newspaper advertisements, and radio spots telling of the coming conference. Then a mobile unit or team went from Vancouver to Kelowha. As many as 108 were in attendance. A flyer entitled "Conference Echoes"<sup>57</sup>

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<sup>56</sup> B.C. Regional Branch Office, C.P.A.C., 6th Regional Conference, Vancouver, 1953, mimeographed.

<sup>57</sup> B.C. Regional Branch Office, C.P.A.C., Conference Echoes, Vancouver, 1960, mimeographed.

was given wide circulation after the conference concluded.

This type of conference is very popular. Another will be held in 1960 on Vancouver Island, as well as that already mentioned. Last year the conference held in Trail received very favourable notice.

The Association keeps a ready supply of available literature on hand for those who wish it. Chief among these are How to Subdivide,<sup>58</sup> a basic manual on all aspects of good subdivision; A Case for Satellite Towns;<sup>59</sup> Big Cities Getting out of Hand?<sup>60</sup> a Citizens' Forum pamphlet; Housing and Urban Growth in Canada,<sup>61</sup> a brief to the Royal Commission on Canada's Economic Prospects; and Principles of Small House Groupings.<sup>62</sup>

Citizens, encouraged by the Community Planning

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<sup>58</sup> Community Planning Association of Canada, How to Subdivide, Ottawa, C.P.A.C., 1950.

<sup>59</sup> Community Planning Association of Canada, A Case for Satellite Towns, Ottawa, C.P.A.C., 1953.

<sup>60</sup> Canadian Association for Adult Education, Big Cities Getting Out of Hand?, Toronto, C.A.A.E., 1958.

<sup>61</sup> Central Mortgage and Housing Corporation, Housing and Urban Growth in Canada, Ottawa, C.M.H.C., 1956.

<sup>62</sup> Central Mortgage and Housing Corporation, Principles of Small House Groupings, Ottawa, C.M.H.C., 1956.

Association of Canada, are being exhorted to avoid unplanned development in order that they might not repeat the costly errors of yesterday. Inevitably the number of city dwellers is bound to increase as one C.P.A.C. brochure indicates:

Every five years, two million people are added to our urban population.<sup>63</sup>

Along with these tasks came the more difficult one of seeing to it that all levels of government gave adequate support to the endeavours indicated through C.P.A.C. activities. The C.P.A.C. has been instrumental, under the watchful guidance of Professor Ira Robinson, in helping to form the Planning Institute of British Columbia, now in its second year of operation. Along with that achievement, and through the insistence of C.P.A.C. officials and members, Vancouver City Hall was finally induced to consider the establishment of a Planning Department. First a survey was conducted, and when all signs pointed to the wisdom of such a step, a Department was in fact established.

The Vancouver Branch of the C.P.A.C. also initiated the Lower Mainland Regional Planning Board which is in its eleventh year of operation.

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<sup>63</sup> Community Planning Association of Canada, C.P.A.C., Ottawa, C.P.A.C., 1960, Pamphlet.

Through the efforts of C.P.A.C. the dangers of sprawl are brought to the attention of municipal authorities. More favourable standards for subdivisions and housing construction are established. Recreation areas, school and parks are provided which relate more intelligently to the areas in which they are placed. Ugliness and waste are being replaced by beauty and economy. More efficient civic administration is the result of C.P.A.C. activity, as we have seen in the case of the Vancouver City Hall, which had no planning division prior to 1947. However, the Association is fully aware that a great deal has yet to be accomplished.

General education for adult citizens is advanced by means of films, exhibits and a ready supply of information.

Cooperation with agencies of the Federal Government is noted in the Comparisons Suburban Living series of July, 1960. The series was organized through the National Film Board. In that instance the N.F.B. worked in the closest possible liaison with the C.P.A.C. Because of this fact it is now deemed advisable that a representative selection of films should be mentioned in order that one can feel the organic interaction of governmental agencies at work with voluntary bodies. These include Building a House<sup>64</sup> and

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<sup>64</sup> National Film Board, Building a House, NFB, 8 mins, B&W, 1940.

The Challenge of Housing.<sup>65</sup> Farm Electrification<sup>66</sup> explains Manitoba's rural electtification plan. It shows how communities organize to secure power under the area coverage plan. Extension of power lines as well as the wiring of farm buildings are illustrated. This film ends by displaying several uses to which power can be put on the farm. Farm Homes Beautiful,<sup>67</sup> prepared by the N.F.B. for the Federal Department of Agriculture, explained how building methods could be streamlined through jig assembly and on-site fabrication. Kitchen Come True<sup>68</sup> shows how an old-fashioned farm kitchen may be renewed. Prairie Homes<sup>69</sup> stresses the importance of tree, shrub, and flower layout. Tale of Two Cities<sup>70</sup> was produced by Crawley Films Ltd., for C.M.H.C. It described the 33 year old development plan that has been undertaken by Stratford, Ontario.

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65 National Film Board, The Challenge of Housing, NFB, 10 mins.

66 National Film Board, Farm Electrification, NFB, 22 mins.

67 National Film Board, Farm Homes Beautiful, NFB, 22 mins. Colour, 1947.

68 National Film Board, Kitchen Come True, NFB, 18 mins., B&W, 1947, Revised.

69 National Film Board, Prairie Homes, NFB, 22 mins., Colour, 1947.

70 Crawley Films Ltd., for C.M.H.C., Tale of Two Cities, 25 mins., Colour, 1947.

C.P.A.C. initiated the link with the N.F.B. Then the Board sent out a key advisor from Montreal to show an assortment of important planning films. At this juncture the local C.P.A.C. authorities took the initiative by setting up a booth in the main foyer of the Capitol Theatre, and from it displayed C.P.A.C. cards, and distributed its brochures.

Other results of C.P.A.C. activities include the designing of a steel-A-frame upon which C.P.A.C. exhibits can be mounted. The exhibits are then given more meaning by using photographs together with appropriate records in support of them. This assembly has been moved by 'caravan' to several places in the interior of British Columbia. It also has been used consistently since 1947 when the C.P.A.C. was fortunately able to establish a booth, or part of one at least, at the Pacific National Exhibition in Vancouver.

The role played by this voluntary body contributes directly to increasing public awareness of community problems. By advancing sound ideas, C.P.A.C. has encouraged citizens to think clearly and seriously about community planning.

## 2. The Canadian Citizenship Council

At the 20th Annual Meeting of the Canadian Citizenship Council held in Ottawa on May 17th, 1960, its President had this to say:

Most of us here will remember those dark days of 1940. It was a time of uncertainty. The reports from the war front were discouraging, if not ominous. And every effort, ... was being made to bring every Canadian fully behind the war effort.

Much of this ... was in the form of propaganda against the enemy .... Save for an occasional mention of making a brave new society fit for heroes, very little emphasis was placed on the values in our society, our way of life, the things which we were fighting for. This single-tracked emphasis... did provide considerable concern to a number of educators and other thoughtful citizens. "What" they asked, "... What is all this going to do to the concepts, the sense of values of our citizens, and particularly of our young people."<sup>71</sup>

In order to find an answer to these questions, a national conference was called under the joint sponsorship and chairmanship of the Ministers of Education of Ontario and New Brunswick. From this Ottawa conference developed an organization dedicated to the task of promoting citizenship in Canada. The newly created organization was named the Canadian Council on Education for Citizenship. With the passing of time it changed to the Canadian Citizenship Council.

A letter from its newly-appointed Executive-Director states:

... our primary purpose is in the field of information about citizenship to people in key citizen-

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<sup>71</sup> Gordon Henderson, Q.C., Report of the President of the Canadian Citizenship Council to the 20th Annual Meeting in Ottawa, Ottawa, The Canadian Citizenship Council, 1960, p. 1. mimeographed.

ship education roles.<sup>72</sup>

The remarks on the inside cover of the 19th Annual Report serve as a statement of purpose:

The Canadian Citizenship Council is the meeting place of citizens and citizens-to-be interested in the healthy growth of responsible citizenship in Canada. A national non-governmental association of individuals, organizations and government agencies, its policy and program are determined by its members, and over-all direction is given by a Board of Directors elected annually. A small permanent staff operates out of Ottawa. It is the only national voluntary body "working 'round the clock'" in the important areas of citizenship and immigration.<sup>73</sup>

The people in key citizenship education roles, already mentioned, form a small National Consultative Corps of eighty citizens. They come from all parts of Canada, and form one agency through which the Council articulates its program. The Corps gives excellent service to this cause:

So useful has this Corps proven to be in alerting our National Office of developments affecting citizenship, in gathering important information from time to time, in advising Board and Staff on a variety of matters, and, on occasion representing the Council at events where we would not otherwise be so represented, that it has been decided to add to

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<sup>73</sup> Gordon F. Henderson, Q.C., A Sense of Urgency and The Time-Sense of a Geologist, 19th Annual Report of the Canadian Citizenship Council: 1959, Ottawa, Canadian Citizenship Council, 1959, inside front cover.

the numbers in this Corps substantially.<sup>74</sup>

For over twelve years now Mr. John Kidd has been the Executive-Director of the Canadian Citizenship Council. Largely through his efforts the Council has continued to expand its range of activities in the field of 'informal education for adults'. In May 1959, the Council:

... distributed nearly 18,000 pieces of promotional material. Since then a mutual agreement has been worked out with the Canadian Citizenship Branch by which they have undertaken the production of the material.<sup>75</sup>

In that same year the Council brought out a citizenship film program handbook which received the expert technical assistance of the staff members of the Canadian Film Institute, as well as a grant from the Canadian Citizenship Branch to cover printing costs.

A publication entitled Citizenship Items<sup>76</sup> focusses attention on the wide variety of activities promoted to develop citizenship across Canada.

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<sup>74</sup> Gordon F. Henderson, Q.C., A Sense of Urgency and The Time-Sense of a Geologist, 19th Annual Report of the Canadian Citizenship Council: 1959, Ottawa, Canadian Citizenship Council, 1959, p. 6.

<sup>75</sup> Ibid., p. 9.

<sup>76</sup> Canadian Citizenship Council, Citizenship Items, Ottawa, "Le Droit" Printers, periodical.

Mr. Kidd prepared a very comprehensive booklet of 69 pages entitled New Roots in Canadian Soil.<sup>77</sup> It reflects the spirit of cooperative enterprise that is involved in matters pertaining to citizenship. Flyers such as Canadian Citizenship Council<sup>78</sup> and A Hundred Thousand ... in '58<sup>79</sup> have also been printed and then widely distributed across the country.

On Canadian Citizenship Day the Council has promoted appropriate ceremonies in every province. Its members have given freely of their time with regard to counselling and help.

This present year will see the completion of a survey of local Citizenship Councils. This year, too, saw the Canadian Citizenship Council assist in a two-week residential seminar on Canada for American business executives held at Goddard College, Vermont. The Council took the responsibility for getting the speakers and leaders, making the arrangements, and preparing the complete program.

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<sup>77</sup> John P. Kidd, New Roots in Canadian Soil, Ottawa, Canadian Citizenship Council.

<sup>78</sup> Canadian Citizenship Council, Ottawa, Canadian Citizenship Council, flyer.

<sup>79</sup> Canadian Citizenship Council, A Hundred Thousand ... in '58, Ottawa, Canadian Citizenship Council, flyer.

The Council has helped the University of Toronto as well as other organizations on the problems and potentialities of educational television.

Its staff members travelled over eight thousand miles to counsel in twenty communities in 1959. An example of the type of counselling given is recorded in the Executive Director's letter of August 18, 1960:

For example recently Frontier College has been considering an experimental program of adult education in isolated camp settings across Canada. In a recent session I sat in and participated in a discussion about the nature of the courses to be undertaken and I suspect that this might be considered a consultative role.<sup>80</sup>

That same year the staff received and answered over fifty requests per week, and followed those up by distributing over ninety-five thousand items of citizenship material.

One of the Canadian Citizenship Council's most important tasks during the past four years has been to arouse interest and help in laying plans for the Canadian centennial of 1967. In support of this objective, it has now placed in circulation a flyer entitled Towards Nineteen Sixty-Seven<sup>81</sup>  
100. Working in conjunction with the Canadian Association

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<sup>80</sup> Personal Correspondence of the Author, letter from Alan Clarke, Executive Director, Canadian Citizenship Council, Ottawa, August 18, 1960.

<sup>81</sup> Canadian Citizenship Council, Towards Nineteen Sixty-Seven 100, Ottawa, Canadian Citizenship Council, flyer.

for Adult Education, the Council has called three 'Planning Ahead For Canada's Centenary' conferences.

The Council's activities are supported by funds from many quarters: from business corporations, 65%, from individuals and organizations, 22%, from government, 8%, and from other unspecified donors, 5%. The money so raised is spent in the following manner: for professional and technical services, 40%; for information and publication, 30%; for research, conferences and planning, 18%; and for office and overhead, 12%. Here it is important to observe that at least ninety-eight per cent of the Canadian Citizenship Council's services and materials are provided as a free service to those of the general public who wish to avail themselves of it.

On the topic of Federal financial assistance to the Council, its Executive Director had this to say on August 18, 1960:

In answer to your question about whether the Federal Government regularly subsidizes the Council, I would answer yes in terms of specific projects have ranged from \$700 to \$2,500 annually, for example the amount this year is \$1,500. We make our submissions each summer for the following fiscal year. Most of the projects we receive grants for are publications and I have included "New Roots in Canadian Soil", one of our most recent publications.<sup>82</sup>

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<sup>82</sup> Personal Correspondence of the Author, letter from Alan Clarke, Executive Director, Canadian Citizenship Council, Ottawa, August 18, 1960.

On January 1st, 1957, the C.B.C., at the request of the Council, put on a special broadcast to recognize the Tenth Anniversary of the coming into force of the Canadian Citizenship Act. The C.B.C., also under the advice and counselling of the Canadian Citizenship Council, ran a daily five-minute broadcast over the Trans-Canada Network. This broadcast told Canadians what was going on in their national capital from day to day. These examples serve to illustrate the cooperative arrangements worked out by Federal and voluntary agencies in the cause of Canadianism.

However, all was not pure gain. Some setbacks were bound to occur as we shall see as we consider some of President Gordon Henderson's remarks which were delivered at the Seventeenth Annual Meeting of the Canadian Citizenship Council on May 16th, 1957:

These then are some of our accomplishments. What then are some of the things that we didn't accomplish, for in my view an Annual Report should contain some mention, however brief, of them.

We were not successful in persuading the Federal Government to hold a special ceremony or Court Session January 1st last in commemoration of the Tenth Anniversary of the coming into force of the Canadian Citizenship Act. Nor were we successful in persuading the Canadian Government to institute a special National Observance through a Ceremony on Parliament Hill of Canadian Citizenship Day, although both these requests were sympathetically received ... We were not successful in finding a way of organizing low-priced tours to the Nation's Capital for young people, but we will continue to explore ways of doing this during the coming year. We were not successful in working out ways by which the ethnic groups and

societies in Canada could come together in a National Conference to deal with their common problems, but the groundwork that has been done on this in the past year suggests that such a conference may well become a reality during the next year.<sup>83</sup>

From its humble and modest origins the Canadian Citizenship Council has developed powerful support for that which is Canadian. Catalytically, it acts to quicken thinking about citizenship matters. It has continuously cross-fertilized and stimulated such high-purposed actions and thought.

The Community Planning Association of Canada and the Canadian Citizenship Council, then, are both voluntary bodies engaged in 'education for adults'. Financially, the C.P.A.C. is more favoured as it receives a substantial annual grant of \$75,000 from C.M.H.C., a corporation of the Federal Government, plus grants from provinces and municipalities, and fees from its own members. The Canadian Citizenship Council receives no guaranteed Federal support, but receives varied amounts annually for specific projects, chiefly publications. Federal grants from the Citizenship Branch, Department of Citizenship and Immigration, during the past two

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<sup>83</sup> Gordon F. Henderson, Report of President Gordon F. Henderson to the Seventeenth Annual Meeting of the Canadian Citizenship Council, May 16th, 1957, Ottawa, Canadian Citizenship Council, 1957, p. 5, mimeographed.

years ranged from \$700 to \$2,500 annually, only 8% of the Council's total budget. The remainder was made up of contributions from business corporations, organizations and individuals.

From the examples given of varying methods of Federal financial assistance some appear more valuable than others. The most ideal way of financing 'education for adults' seems to be through a united demand and support from individuals, organizations, and governments on municipal, provincial and federal levels. The example of the Community Planning Association of Canada appears to come closest to this ideal because it has been successful in obtaining the active support of individuals, organizations, and governments on all levels. The operating expenses of such voluntary bodies should receive large and substantial contributions regularly from the Federal Government when their importance is illustrated by wide and popular demands seriously addressed to public betterment. The expert services of their trained personnel could then be concentrated on giving effect to the expressed purposes of the Association instead of being expended in a search for funds.

The co-operative arrangements between Federal and Provincial governments, promote sound technical and vocational programs. Because contributions come from both governments concerned, widespread discussion is required before proceeding ×

with any scheme. The Council which approves Provincial projects is composed of a fairly wide sampling of representatives from Federal and Provincial governments and public organizations. This exchange of ideas naturally should lead toward the development of national norms. Although there is a trend to provide equality of opportunity across Canada, a weakness is that the wealthier provinces may take better advantage of schemes organized on a 50/50 share basis.

In the case of health, Federal help is only extended upon the individual request of the province concerned. This unilateral outlook and approach tends to depress full development. It lacks a well-integrated representative council for the purpose of exchanging ideas.

The trend towards better national standards and equality of opportunity across Canada is confirmed by the activities of the National Research Council and the Central Mortgage and Housing Corporation. By organizing a separate entity such as N.R.C. and by ensuring that its operations are controlled by a representative selection of well-trained specialists, the Federal Government is able to allot very large sums of money to scholars for the purpose of promoting research without being accused of unfairness. For such a highly specialized task, this is an admirable way to dispense Federal funds. These agencies of the Federal Government are free from the charge that they reflect the policy of any

single political party.

For the purposes for which it was designed, C.M.H.C.'s method of giving financial support to voluntary bodies has been criticized because those bodies obtain no guarantee that their annual grants will not decrease. Consequently, planning on more than an annual basis is impossible.

There exists an assumption that voluntary bodies ought to raise, at least, some of their own moneys. This has been recognized in the policies followed by United States foundations. If the project doesn't succeed in some self-financing, the grant lapses after a reasonable time.

In Canada the C.A.A.E. has continued in existence because of its self-financing measures, while C.P.A.C. on the other hand has not been as capable in that respect. Yet, paradoxically enough, it is the C.P.A.C. that obtains a \$75,000 annual Federal grant while the C.A.A.E. obtains only token assistance from Ottawa.

The general topic of just how government, business and volunteers can best make their contributions to such worthy endeavours deserves the widest possible consideration.

## CHAPTER IV

### TWO ILLUSTRATIVE EXAMPLES

"Our aim," wrote R.H. Tawney in 1919," is to make higher education as universal as citizenship, because one of the conditions of good citizenship is higher education. That purpose is not the less significant because it is realized only on the most humble scale at present".

Although formal education is primarily a provincial matter, the B.N.A. Act has made provision for Federal participation in areas of education which are of national concern. The Report of the National Conference of Canadian Universities on Post-War Problems states that:

The British North America Act removes from the jurisdiction of the provinces "such works as ... are ... declared by the Parliament of Canada to be for the general advantage of Canada or for the advantage of two or more of the provinces." Under this authorization the Government has engaged in a great variety of educational activity.<sup>1</sup>

Two prime examples of direct Federal involvement in formal education are the Technical and Vocational Training Programs and the University Grants System. Each of these will be studied in detail in order to determine the extent of Federal contributions to formal education for adults.

A. Technical and Vocational Training Programs

The Federal Government in 1910 took the initiative by appointing a Royal Commission to study the needs and equip-

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<sup>1</sup> Report of the National Conference of Canadian Universities on Post-War Problems, adopted at the meeting held at McMaster University, Hamilton, June 13, 1944, University of Toronto Press, 1944, p. 38.

ment of the country in technical education and industrial training:

... it investigated practice in Great Britain, France, Germany, the United States, and other countries. It made far-reaching recommendations and proposed grants to the provinces to finance the programme.

The Commission also recommended "that existing institutions of college rank should receive whatever additional financial support may be necessary to enable them to fill their place in a national system of industrial training and technical education." It wished such support to provide against the alternative of "fees so high as to exclude suitable young persons who may seek the highest grades of technical instruction."<sup>2</sup>

World War I intervened, but finally:

... in 1919 the Technical Education Act was passed for the purpose of furthering technical, vocational, or industrial education. Grants were made to each province for a ten-year period, with permission to use the money to develop whatever system was already in existence. The total sum thus spent was \$9,697,660.<sup>3</sup>

Fulfilling the purposes of the preceding Act, the Vocational Training Co-ordination Act of 1942 now provides the

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<sup>2</sup> Report of the National Conference of Canadian Universities on Post-War Problems, adopted at the meeting held at McMaster University, Hamilton, June 13, 1944, University of Toronto Press, 1944, p.38.

<sup>3</sup> Ibid., p. 34.

authority for vocational training. Under the Act, as previously mentioned, vocational training is financed on a 50/50 Federal-Provincial basis, and is administered by a special nationally-represented Council.

First, an example will be given of one institution presently operative under the Act. Second, projects administered under the Special Vocational Training Projects Agreement will be described. Third, observations concerning those schedules made by members of the Vocational Training Advisory Council will be presented.

1. The British Columbia Vocational School-Burnaby.

This jointly-operated project of the Federal Government of Canada and the Provincial Government of British Columbia outlines its main purpose in its 'Prospectus':

...the school is primarily concerned with the development of skills and technical background of intelligent young men capable of filling the needs of industry in the British Columbia area.<sup>4</sup>

Labour and management representatives sit with

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<sup>4</sup> Department of Education, British Columbia Vocational School - Burnaby, Victoria, Queen's Printer, 1959, p. 1

technical experts on Advisory Committees. The experts are included in order to ensure the maintenance of training standards which are acceptable to industry.

The Federal Department of Labour's Apprenticeship Branch sponsors an extensive program of training for apprentices and pre-indentured apprentices. From the Prospectus:

Apprentices in the Vancouver Area, indentured in many trades, attend evening classes at the School and in addition many hundreds of Apprentices are brought in from outlying areas for short concentrated periods of instruction.<sup>5</sup>

All applications for admission must be made to the Director of Apprenticeship. Those accepted are then afforded an opportunity to receive counselling related to training problems from the administrative staff at the School. Offers to assist the students in later job-placements are also extended by the School, although no guarantees are made.

The term runs from September to March, and each candidate is expected to pay fifteen dollars a month in most cases. The promise of awarding certificates for each course successfully completed is also extended to those enrolling.

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<sup>5</sup> Department of Education, British Columbia Vocational School - Burnaby, Victoria, Queen's Printer, 1959, p.1.

Groups towards which this program is directed are:

1. Students who have or will have completed their High School education and wish to take short intensive courses in the skilled trades.
2. Students who have left the regular Public and High School educational system prior to graduation and desire specialized vocational training.
3. Those who desire further training for up grading in their own particular occupation.
4. Those who due to disability or desire for change from their present occupations wish to rehabilitate themselves in some new line of endeavour.
5. New Canadians who need to familiarize themselves with our local job customs, conditions, methods and requirements prior to seeking employment.<sup>6</sup>

Emphatic emphasis is placed on the fact that 'It is not the intent of those offering these courses to attract students away from their present High School programmes'.<sup>7</sup>

Basic prerequisites for admission include a minimum age of sixteen. This requirement nicely brings those involved within the definition of 'adult' for the purposes of this study. Those enrolling are also expected to have completed at least Grade X as their basic general education, although this requirement may be waived where:

... individuals possess compensating qualities of citizenship, good working habits, maturity,

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<sup>7</sup> Department of Education, British Columbia Vocational School - Burnaby, Victoria, Queen's Printer, 1959, p. 3.

interests and intelligence which outweigh the basic educational requirements.<sup>8</sup>

Under the Pre-Indentured Apprenticeship Plan, financial assistance is automatically given to those participating, while those taking the Pre-Employment or Up grading plans will only be similarly assisted where proof of need can be established. This they would have to establish by way of written application to their local National Employment Service Office. All such applications must then be registered at that Office.

The Burnaby Vocational School's 'Prospectus'<sup>9</sup> gives the following pertinent data concerning course offerings:

<u>Course</u>	<u>Prerequisites</u>	<u>Duration</u>
Aeronautics	Grade XII plus Math 91 & Physics 91 and colour vision	2 years
Auto Mechanics	Grade X minimum is desired	6 months
Boat Building	Grade X minimum is desired	6 months
Bricklaying	Grade X minimum is desired	6 months

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<sup>8</sup> Department of Education, British Columbia Vocational School - Burnaby, Victoria, Queen's Printer, 1959, p.3.

<sup>9</sup> Department of Education, British Columbia Vocational School - Burnaby, Victoria, Queen's Printer, 1959, p.

<u>Course</u>	<u>Prerequisites</u>	<u>Duration</u>
Carpentry	Grade X minimum is desired	6 months
Electrical	Grade XII plus Math 91 & Physics 91 preferred	6-10 months
Electronics	Grade XII plus Math 91 & Physics 91 preferred	6-10 months
Heavy Duty Mechanics	Grade X minimum is desirable. 4 months duty as a heavy duty apprentice in industry may also be required	6 months
Lathing	Grade X desirable	6 months
Millwork & Joinery	Grade X desirable	6-10 months
Plumbing & Steamfitting	Grade X desirable	6 months
Sheet Metal	Grade X desirable	6 months
Structural Steel Erection	Grade X desirable plus physical fitness suited to the trade	6 months
Welding - General	Grade X desirable	6-10 months
Welding Up grading	---	depends on individual requirements
Welding Tests	---	People may enrol for brush-up practice before their tests.

The offerings listed above may be taken as Pre-Indentured Apprenticeship Courses except for the Aeronautics

and Welding courses. Students entering the welding course, without having had any previous experience at any job whatsoever, make their arrangements to take this course through their local school board which then pays for it in conjunction with the Provincial Government.

2. The Special Vocational Training Projects Agreement

The Special Vocational Training Projects Agreement, soon to be confirmed and made operative, includes those schemes formerly carried out under earlier programs. The projects are termed 'Schedules' for the purposes of classification.

a. Training of Unemployed Persons - Schedule "M"

All provinces except Quebec, P.E.I. and Newfoundland participated in the plan for Training of Unemployed Persons. Training was provided for 3,568 unemployed persons, all registered with the National Employment Service, and for whom no suitable work was available. The personnel were chosen jointly by provincial officials and the National Employment Service, and were given short intensive courses of training for occupations which offered a reasonable opportunity for regular employment.

Although the number was not as great as the Branch would have desired, the total was 35% higher than in the previous year. The decrease in demand for unskilled labour probably accounts for this increased enrollment. Lack of facilities hampered full development of this phase of the project. However, building is continuing, and will alleviate the situation in the future.

There were many interesting facets of this program. In Saskatchewan extra facilities were provided to train one hundred and fifty unemployed persons in motor mechanics and the building trades. Hand in hand with this went the training of pipe-line welders with special emphasis noted in the prairie provinces. To meet the probable future demand there for spring operations, about 200 unemployed men were trained as pipe-line welders and welders' helpers.

b. Training of Disabled Persons - Schedule "R"

1,251 people received training under this program. It provides vocational training for those persons physically handicapped with continuing disabilities who require training or retraining to fit them for gainful employment. Schedule "R" includes medical assessment and treatment, vocational assessment and training when considered necessary, and job placement.

The Report of the Director of Canadian Vocational Training states:

It was agreed among the departments and agencies interested in this program that there was a growing need for more and better assessment of the aptitudes, interests, and abilities of the selected students. Consequently provision was made in revising the regulations for federal sharing of the cost of educational assessment in preparation for training.<sup>10</sup>

Under the terms of Schedule "R" this interesting observation is made:

This is the only program providing for university training under the federal-provincial Vocational Training Agreement other than Student Aid. Several disabled persons are studying engineering, education, pharmacy, architecture and journalism.<sup>11</sup>

c. Youth Training - Schedule "O"

Almost five thousand persons were enrolled in this program during the year ending on March 31, 1959. Short training courses varying from a few days to several months are conducted in such subjects as fishing, forestry, agriculture, and homemaking; a limited number of secondary indus-

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<sup>10</sup> Department of Labour, Report of the Director of Canadian Vocational Training, Ottawa, Queen's Printer, 1959, p. 9.

<sup>11</sup> Ibid.

trial occupations are also included. It is of interest to note that those eligible to enrol must be sixteen years of age, and must not have had previous gainful employment. Others eligible include nurses-in-training, university students, fishermen, and farmers who are working on their own farms. Many programs conducted under Schedule "O" had originated and developed from the earlier Youth Training Agreement.

Under Schedule "O" great progress is made in Nova Scotia and Newfoundland where fisheries courses are conducted.

d. Student Aid - Schedule "H"

Each province has a committee composed of representatives, the Department of Education and the Federal government. Awards are determined by scholastic ability and financial need. Those categories eligible for aid include nurses-in-training who enrol in approved courses designed for professional nurses; students attending an approved institute of technology in a full-time course providing a minimum of two school years of training for technicians; and students in degree-granting courses, excluding theology. The maximum awards allowed during any year are two hundred dollars per trainee nurse, and one thousand dollars per university student.

It appears from the Director's Report that these figures must be modified:

Due partly to the increasing numbers of candidates for aid and to the fact that for the past five years the amount of federal funds available for this program has been fixed, amounts allowed to individual students have been considerably less than the maximum amounts authorized.<sup>12</sup>

From this statement it may be inferred that the 'Student Aid' Program is being somewhat stifled, particularly when the purchasing power of the dollar has been declining quite steadily (at a rate of just less than 2% per year) during that time.

During the year, 2,901 university students and nurses-in-training were awarded outright grants, loans or a combination of both under sub schedules of Schedule "O". Since the inception of the program in 1939, 47,640 such students have been assisted.<sup>13</sup>

e. Supervisory Training - Schedule "Q"

This program has been conducted since World War II. It is designed to provide training in job instruction, job relations, job methods, and job safety for supervisors

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<sup>12</sup> Department of Labour, Report of the Director of Canadian Vocational Training, Ottawa, Queen's Printer, 1959, p. 10.

<sup>13</sup> Ibid., p. 9.

and foremen in commercial and industrial establishments. British Columbia, Alberta and Ontario were the recipients of Federally-assisted programmes in this field. There were 1,407 persons receiving training during the year ending on March 31, 1959, at a cost to the Federal Government of almost \$8,000.

f. Training for the Armed Services -  
Schedule "K"

i. armed services personnel

One hundred and seventy-five received training during the year ending March 31, 1959, in electrical and vehicle mechanics, as well as in electronics. The complete cost of running such a program was incurred by the Federal Government. Their training supplements that presently available in service institutions.

ii. full-time civilian teachers

This program saw one hundred and thirty-one full time civilian teachers employed in four air force and seven army vocational and trade training centres. Eleven part-time teachers were also provided for air force reserve unit personnel. These teachers have been recruited through co-operation with the provincial authorities. The method used for effecting this arrangement is the following:

Provincial authorities select, hire and pay the teachers, and are reimbursed by the Department of Labour from funds provided by the Department of National Defence.<sup>14</sup>

g. Training for Federal Government Departments - Schedule "G"

This schedule is organized to provide employees of the Federal Government with training or retraining requested by agencies or departments of that government. The Federal Government pays the complete costs which accrue from such activities. Full-time training may be given on a shift basis for five or five and a half days per week. There should be approximately thirty-five hours of training per week, which includes both practical shop experience, and any related technical instruction that may be required.

h. Training in Primary Industries - Schedule "P"

In this case the financial arrangement between Federal and provincial governments is on a 50/50 basis. Rule 1 entitled 'Eligibility of the Regulations' governing this project agreement states:

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<sup>14</sup> Department of Labour, Report of the Director of Canadian Vocational Training, Ottawa, Queen's Printer, 1959, p. 10.

Those eligible for training shall be persons, male or female who are over the minimum school leaving age, who are not in attendance at a regular elementary or secondary school and who are engaged in or desire to engage in one of the primary industries of Agriculture, Forestry, Fishing, Mining or Homemaking.<sup>15</sup>

Under Rule 3 entitled 'Training' the following information is given:

- (c) Pre-employment or up grading training in full-time or part-time classes may be given.
  - (d) Training may be given in regular municipal or provincial schools or in special training centres established for the purpose by the Province. So far as possible use shall be made of existing facilities.<sup>16</sup>
- i. Vocational Correspondence Courses - Schedule "C"

An advisory body, the Interprovincial Vocational Correspondence Courses Committee, is convened under the auspices of the Federal Government. It is comprised of provincial representatives who specialize in vocational correspondence course planning. This Committee advises on the preparation and revision of courses and other matters pertaining

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<sup>15</sup> Department of Labour, Special Vocational Training Projects Agreement Schedule "P", Ottawa, Canadian Vocational Training Branch, 1959, mimeographed.

<sup>16</sup> Ibid.

the Schedule "C" Agreement.

These courses are also operated on a 50/50 basis between both Federal and provincial governments. In this case more than one hundred vocational courses were prepared by various provincial governments, and were readily made available to all parts of Canada through this mutually beneficial Agreement. Approximately 6,500 students were registered in the courses during the fiscal year ending March 31, 1959.

The services of an interprovincial committee are frequently used in this connection. The Federal Government shares jointly in the undertakings, provided the rest of Canada may obtain the course at the same price as that charged in the author province.

The following statements is from the Report of the Director of Canadian Vocational Training:

During the year British Columbia completed and was reimbursed for half the cost of a course in typewriting. Under preparation in the French language were courses in plumbing and blueprint reading for the building trades. Work was continued on English language courses, in carpentry, radio, machine shop practice and arc welding.<sup>17</sup>

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<sup>17</sup> Department of Labour, Report of the Director of Canadian Vocational Training, Ottawa, Queen's Printer, 1959, p. 11.

3. The Vocational Training Advisory Council Minutes of the Thirtieth Meeting May 19-20, 1960.

Fifty-two people, representing a comprehensive cross-section of Canadian organizations and agencies interested and involved in technical and vocational education, were present at the Thirtieth Meeting of the Vocational Training Advisory Council.

The question of having nationally recognized standards was raised by Mr. Bridge, a Technical Training Specialist from the Vocational Training Branch, Department of Labour, Ottawa:

Mr. Bridge presented the Advanced Technical Training section of the Training Branch report. From this there arose a discussion of the desirability of having nationally recognized standards at the technical institute level. Members also discussed how and by whom such standards might be set.<sup>18</sup>

Comments indicated also a tendency to look to Ottawa for guidance in setting adequate standards. There was general agreement that the Training Branch should take an active part in setting up an advisory body for this purpose and should provide an important part of its membership. Mr. Doyle suggested that the newly chartered Canadian Vocational Association might render valuable service in this regard. It was felt that, once national standards had been agreed upon, the provinces would be in a position to plan adequate teaching institutions and would know the type

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<sup>18</sup> Department of Labour, Vocational Training Advisory Council Minutes of Thirtieth Meeting May 19-20, 1960, Ottawa, 1960, mimeographed.

of staff they needed to recruit.<sup>19</sup>

To emphasize the trend towards the establishment of national norms, further steps towards uniformity in provincial trade examinations are being taken:

Interprovincial examinations are now officially used in the Motor Vehicle Repair Trade (Mechanical) and the Electrical Construction Trade. The Plumbing examination is now on a trial basis and examinations for the Carpentry and Sheet Metal trades are being prepared.<sup>20</sup>

One of the major reasons for organizing technical and vocational training programs was to equip the unemployed with skills so that they could be added to the labour force.

The Director of Canadian Vocational Training, Mr. C.R. Ford, called for organized planning:

Mr. Ford considered that a policy of providing through regular training channels for the day-to-day needs of training for the unemployed was superior to one of waiting until a pressing need forced the establishment of special facilities and classes.<sup>21</sup>

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<sup>19</sup> Department of Labour, Vocational Training Advisory Council Minutes of Thirtieth Meeting May 19-20, 1960, Ottawa, 1960, mimeographed.

<sup>20</sup> Report of Vocational Training Branch to the Vocational Training Advisory Council, p. 6, Vocational Training Advisory Council Minutes of Thirtieth Meeting May 19-20, 1960, Ottawa, mimeographed.

<sup>21</sup> Ibid.

Mr. R.H. MacCuish, Trade Training Specialist from the Vocational Training Branch, observed:

Alberta and Saskatchewan had set up emergency classes to care for many who were seasonally unemployed. Mr. MacCuish observed that the Minister's address to Council had called for two types of training to combat unemployment. One was a long range program to keep children in school and to prepare them adequately for profitable employment in steady jobs. The second was the shorter range program of training to rehabilitate workers who had lost their employment.<sup>22</sup>

The importance of a sound general educational background before commencing technical and vocational training was emphasized:

Mr. Brown, Deputy Minister of Labour felt that serious attention must be devoted to adapting and developing education and training to conform more closely with employment needs and attracting or persuading more students to remain in school until they have obtained a sound basic education upon which to build a specific skill.<sup>23</sup>

Members of the Council are aware of the need to integrate academic education with vocational training during the transitional period.

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<sup>22</sup> Department of Labour, Vocational Training Advisory Council Minutes of Thirtieth Meeting May 19-20, 1960, Ottawa, p. 5, mimeographed.

<sup>23</sup> Ibid., Report from the Apprenticeship Training Advisory Committee to the Vocational Training Advisory Council, Appendix "C", p. 1.

Mr. Rendall said thought is being given in some Ontario cities to giving the first two years of vocational training in composite high schools, then sending students to a specialized technical school for the last two years of study.<sup>24</sup>

It is vital to realize that the Council considers Student Aid, the Schedule providing for financial assistance to advanced technical, nursing and university student, an important part of their responsibility. The following resolutions were passed:

WHEREAS it is vitally important that Canada's expanding economy be assured of a steadily increasing supply of professional and technically trained workers, and

WHEREAS in the considered opinion of this Council full employment requires, among other things, a work force that is basically prepared to undertake and successfully perform the jobs which are available. This involves our long range educational programme and its content. And yet many of our young people are dropping out of school or graduating with less than sufficient education and training to get and hold job opportunities that are available. Many young people have been unable to find training facilities which they so badly need. It is therefore essential to have a well balanced programme to provide the potential industrial workers, the service and commercial workers, and the professional and technical personnel in proportion of the needs of our economy and the ability of our young people.

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<sup>24</sup> Department of Labour, Vocational Training Advisory Council Minutes of Thirtieth Meeting May 19-20, 1960, Ottawa, 1960, p. 8, mimeographed.

WHEREAS the financial burden on the individual in attaining advanced education continued to increase thus depriving many young people of educational opportunities and the nation of skilled personnel, therefore,

BE IT RESOLVED that this Council finds the Federal Government's contribution to the Students' Aid Programme definitely inadequate and unrealistic.

BE IT FURTHER RESOLVED that this Council regrets that the Government has not increased its contribution to the Programme since 1954, whereas Provincial Governments have increased their share quite substantially.

BE IT FURTHER RESOLVED that this Council seriously advises the Department of Labour to request an increase, at the earliest possible date in its share to the Students' Aid Programme to an amount which is at least equal to the total contributions of the provinces and that this be considered as the first step towards a greater Federal percentage contribution at a later date.<sup>25</sup>

The request made for an increase in the allotment for student aid for 1960-61 was not granted.

#### B. The University Grants System

Since 1911 practically all Canadian universities have been organized into an association called the National Conference of Canadian Universities (N.C.C.U.). Through this body

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<sup>25</sup> Department of Labour, Vocational Training Advisory Council Minutes of Thirtieth Meeting May 19-20, 1960, Ottawa, 1960, mimeographed, p.11.

it became possible at a much later time for Canadian universities and colleges to negotiate for direct Federal aid.

In 1941 the Federal Government passed an Order-in-Council entitled 'The Post-Discharge Re-Establishment Order' which for the first time made plans for the assistance of those engaged in university studies. The Order became popularly known as P.C. 7633. One Report describes it in these terms:

The universities are particularly concerned with one section of the order which promises that if a returned man or woman is accepted into a regular university course within fifteen months of discharge, the Dominion Government will pay the full tuition fees and will, in addition, give the student a subsistence allowance with extra payments for dependents.<sup>26</sup>

During the war years interested educationists advanced the question of Federal aid to education notwithstanding the alleged constitutional barriers. Representations were made, and briefs were submitted to the Massey Commission for its consideration. Federal Government help was asked for scholarships and loans. A motion was made which suggested that the following procedure be adopted. The Federal Government could pay a 'per capita' grant based on population, and

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<sup>26</sup> Report of the National Conference of Canadian Universities on Post-War Problems, adopted at the meeting held at McMaster University, Hamilton, Ont., June 13, 1944, University of Toronto Press, 1944, p. 9.

within each province a committee could be established to handle money. The members of the committee should comprise representatives from the universities and colleges within each province as well as those from the provincial Departments of Education, with the Federal Government holding a watching brief while acting in the role of consultor and advisor. The money could then be distributed within each province. This resolution was included in abbreviated form in the Massey Report. It became the first recommendation approved by Government and Parliament, and received the unqualified support of these bodies.

In this way a 50¢ per capita grant was established. The precedent for granting Federal aid in support of formal university education had been set. The Premier of Quebec accepted it during its first year of operation, but refused it in later years, claiming that this was an interference with provincial rights.

By 1956 the N.C.C.U. was successful in advancing its plea for a doubling of this grant. At the request of the Government of Canada it was incorporated in 1957 so that it might act as an agent in both receiving and distributing moneys to individual colleges and universities. However, for greater efficiency and for other reasons, it was decided that

the functions of the N.C.C.U. should be taken over by a new body, the Canadian Universities Foundation (C.U.F.), which would handle the Federal Government grants and certain other activities. The National Conference of Canadian Universities and Colleges (N.C.C.U.C.) was continued as a rather loosely-organized meeting of university and college representatives committed to a discussion of common problems and other appropriate functions.

After the 1957 election, the new Government increased the grant to \$1.50 'per capita'.

While originally it was contemplated that approximately twenty-one institutions would share in these Federal grants, this number has grown to over ninety. The C.U.F. was to act as the distributing agency through which the grants were to pass. All provinces except Quebec have participated in the plan. However, it is hoped and expected that in the near future a formula will be devised which will be satisfactory to the Governments of Canada and of Quebec, and to all Canadian universities as well.

To summarize, the Federal Government provides funds for the support of continuing formal education after the school-leaving age has been reached. It has recognized the need of the provinces for Federal support for vocational training and university education, notwithstanding the B.N.A. Act.

Further, the Minister of Justice has recently intimated that the Federal Government is contemplating giving direct aid to the Municipalities for education, among other things.

Justice Minister Fulton hinted Thursday night the federal government is contemplating direct financial aid to municipalities.

He said the government is not satisfied money given provinces under the tax-share agreements is being used for the purpose for which it is intended - or in the best possible way.

For instance, education, he said, "Quebec is not the only province which jealously guards its right to spend grants in the way it sees fit."<sup>27</sup>

If such a suggestion were implemented, then practically all facets of formal education would be supported by some means of direct Federal aid.

Means have obviously been found to interpret the B.N.A. Act in order to permit the Federal Government to contribute directly to formal education through vocational schools and universities. It should then be possible to interpret the Act to provide informal education for adults.

The vital importance of informal continuing education has been eloquently expressed by Sir Winston Churchill. He emphasizes the need for support of the State:

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<sup>27</sup> "Fulton gives UBCM hint of 'direct aid'," The Province, Vancouver, 23 September 1960, p. 1.

There is, perhaps, no branch of our vast educational system which should more attract within its particular sphere the aid and encouragement of the State than adult education. How many must there be..., after the disturbance of two destructive wars, who thirst in later life to learn about the humanities, the history of their country, the philosophies of the human race, and the arts and letters which sustain and are borne forward by the... English language? This ranks in my opinion far above science and technical instruction, which are well-sustained and not without their rewards in our present system. The mental and moral outlook of free men studying the past with free minds in order to discern the future demands the highest measures which our hard-pressed finances can sustain. I have no doubt myself that a man or woman earnestly seeking in grown-up life to be guided to wide and suggestive knowledge in its largest and most uplifted sphere will make the best of all the pupils in this age of clatter and buzz, of gape and gloat.<sup>28</sup>

It has been shown earlier that the Government of Canada does contribute to the informal education of adults through its Departments, its agencies of cultural diffusion, and assistance to voluntary associations. However, the basic weakness in the whole program is that no Federal provision is made for organized courses of study providing some continuity of the learning experience for 'adults engaged in the ordinary business of life'. Such continuing education could be financed by using a method for the provision of Federal funds

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<sup>28</sup> Statement by Sir Winston Churchill, 1953, cited in J. Roby Kidd, Continuing Education a National Necessity, Canadian Association for Adult Education, mimeographed, February 1959, p. 2.

similar to that of the University Grants System.,

The case for Federal assistance in support of adult education was given as long ago as 1944:

The Conference... hopes that the Dominion and Provincial Governments will give generous assistance to every effective type of adult education. It believes that this assistance should be given through existing agencies such as the Canadian Association for Adult Education and the universities, both of which are already engaged in this work. Although some university professors may doubt that adult education is a proper function for a university no one can deny that we are in fact deeply committed, and that there are no alternative organizations to replace us effectively. The work must be done and the universities must help to do it.<sup>29</sup>

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<sup>29</sup> Report of the National Conference of Canadian Universities on Post-War Problems, adopted at the meeting held at McMaster University, Hamilton, Ont., June 13, 1944, University of Toronto Press, 1944, p. 27.

## CHAPTER V

### S U M M A R I E S   A N D   C O N C L U S I O N S

"That the necessary conclusion is that adult education must not be regarded as a luxury for a few exceptional persons here and there, nor as a thing which concerns only a short span of early manhood, but that adult education is a permanent, an inseparable aspect of citizenship, and therefore should be both universal and life long."

From the "1919 Report" of Arthur L. Smith,  
Chairman of the Adult Education Committee  
of the British Ministry of Reconstruction.

The Government of Canada, through its agencies of cultural diffusion, is establishing a criterion of excellence directed towards national norms. It has promoted in a variety of ways a brand of Canadianism that is founded on intelligent and mature understanding of local, provincial, national and international issues. Aid has been given directly in support of formal university education. The Government has scientifically consolidated all important data necessary for a more reasoned understanding of Canada.

Conclusion 1. A 'prima facie' case has been proved that the Federal Government is actively and intentionally promoting 'education for adults'. It has done this by providing the required moneys through its departments and agencies, as by assisting specifically designated voluntary bodies and individuals.

Statements emanating from national political parties indicate that Federal aid, as at present extended, receives popular approval. No effective opposition voice has ever been raised against such activities as the grants to veterans, the technical and vocational training grants, the grants to the National Film Board (which is already a most sacrosanct institution), and the most generous grants extended to the Canada Council. Conclusion 2. The activities mentioned enjoy the popular support of most Canadians.

Public demand has often encouraged the Federal Government to establish Royal Commissions of inquiry, and from the recommendations of those bodies, action has ultimately been taken by the Government, which contributed directly to providing 'education for adults'. The Royal Commission of 1910 was established to study the needs and equipment of the country in technical education, and was the forerunner of the 1919 Technical Education Act. From the activities of the Canadian Radio Broadcasting Commission of 1932 the C.B.C. was incorporated four years later. The Massey Royal Commission stimulated Canada Council and University Grants legislation.

Conclusion 3. These few examples illustrate that the Federal Government initiates schemes in support of education for adults after the wisdom of such proposed action has been recommended by commissions of inquiry.

The Federal Government has provided direct organized assistance to promote formal technical and university education. Informal education, supported by agencies of cultural diffusion, has been provided on an increasingly widening scale. The distinguishing feature between these two is the fact that informal educational provision has not been organized. Canadians now know that they will be getting quality programs from the C.B.C., award-winning films from the N.F.B., lectures in support of citizenship and the like, yet no regu-

lar series of courses is offered to them by such agencies. The whole effort in this field of Federal action is praiseworthy but sporadic, educative but unreliable in that it lacks organization. The C.B.C. radio and T.V. authorities are careful to point out that they develop their programs only on a thirteen-week basis. By so acting, they make it most difficult to organize radio and T.V. courses for general adult education. Each fine effort is lost in isolation.

Edward M. Hutchinson's definition of 'informal education for adults' or 'adult education' gives emphasis to this point of view. The definition, stated earlier, follows:

organized provision to enable men and women to enlarge and interpret their own living experiences.<sup>1</sup>

Conclusion 4. The activities of the Federal Government aimed at providing direct 'informal education for adults' are not organized to develop learning situations which are truly educative.

The Government has recourse to evasive terminology to mask its actions. Rarely does it come out and freely admit

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<sup>1</sup> Personal definition given by Mr. Edward M. Hutchinson to his class in Methods of Adult Education No. 518 at the University of British Columbia summer session, 1960.

that its actions constitute 'education'. The Broadcasting Act declares that one of its main objects is 'the provision of a varied and comprehensive broadcasting service of a high standard that is basically Canadian in content and character'.<sup>2</sup> The National Film Board states that it was created to encourage 'the production and distribution of films designed to interpret Canada to Canadians and other nations'.<sup>3</sup> The National Gallery states that its purposes include 'generally the encouragement of Canadian public interest in the fine and applied arts'.<sup>4</sup> The Canada Council was designed 'to foster and promote the study and enjoyment of, and the production of works in the arts, humanities and social sciences'.<sup>5</sup> From the stated purposes of the Canada Council grants assisting universities, one finds a most delightful example of evasive terminology: 'The remaining \$50 million is being used up over a period of ten years to assist Canadian Universities with their physical building programs'.<sup>6</sup> Conclusion 5. Federal

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2 Canadian Broadcasting Act, S.C., 1952-53, c. 22, s.10.

3 National Film Act, R.S.C., 1952, c. 185, s.9.

4 National Gallery Act, R.S.C., 1952, c. 186, s.6.

5 Canada Council Act, S.C., 1957, c.3, s.8.

6 Personal Correspondence of the Author, letter from Patrick MacAdam, Progressive Conservative Party National Headquarters, July 21, 1960.

leadership is far too reluctant in admitting that it does what it intends to do. It has recourse to evasive terminology to mask its purposes. If the Federal Government freely admitted that it were engaged in providing informal education for the adult population, it could more effectively accomplish its aims, rather than indulge in ambivalent phrases which only highlight its own 'muddleheadedness'.

This age sees a wider interpretation being placed upon such words as 'maturity' and 'community'. These two ideas spell out the central goal of education which is citizenship. Consequently, those activities that are participated in by the greatest possible number of citizens and citizens representatives, as for example, the C.P.A.C., should enjoy the greatest possible measure of national support. Furthermore, in this era of world growth and development, increased emphasis is being placed on values inherent in citizenship and freedom and the rule of law.

For continued national survival, ideological considerations may even surpass in importance those directed towards maintaining conventional standing armies. While in no way should Canada's defences be weakened, it is possible that those defences may best be strengthened by giving citizenship the importance it deserves. Conclusion 6. As an urgent

national necessity, adult education must receive immediate and direct financial assistance from governments on all levels. For its part, the Federal Government can best assure that this goal is achieved by giving large direct grants to support this cause.

It has already been seen that three of the four provisions of Section 93 of the B.N.A. Act mention such things as denominational schools, separate schools, and school trustees. By inference, it is reasonable to assume that the Fathers of Confederation entertained not the slightest intention of providing education for adults in 1867. Only those inchoate formalized institutions organized to accommodate the youth of Canada were considered. Formalized compulsory school attendance had not even been developed by that time. Why then is it assumed that Section 93 should inhibit the informal educational activities of the Federal Government? Furthermore, it has already been shown that the B.N.A. Act was invoked so that the Government might provide for technical and university education. Conclusion 7. It is an unwarranted assumption that that which was contemplated by Section 93 of the B.N.A. Act was meant to stifle the future growth of this country in those fields that concern themselves with 'education for adults'.

From these Conclusions the two major recommendations<sub>x</sub>

of this study are drawn.

RECOMMENDATION 1.

Amendments should be made to this ambiguous Section designating clearly that (a) provincial authority over those formal institutions to provide education for the young should strictly remain within the competence of provincial authorities; and (b) that in those areas involving the education of adults, no such limiting restrictions were designated.

RECOMMENDATION 2.

It is recommended that a 50¢ 'per capita' grant be requested from the Canadian Government for the purpose of providing organized 'informal education for adults'. Half of the moneys so raised should go to provincial committees composed of representatives from the Departments of Education, college and university heads, as well as a few Federal members holding 'watching or consulting briefs'. These moneys should then be distributed to all recognized bodies promoting 'university extension'. The remainder of the grant should be allocated to a wide and representative group of voluntary associations with the Canadian Association for Adult Education acting as the co-ordinating agency to administer the moneys. The voluntary organizations would then be ensured continuity, enabling them to engage in long-range planning, and to make

their maximum contribution to the education of Canadian adults.

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