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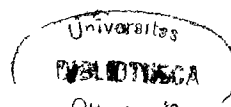
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**THE GROWTH AND DEVELOPMENT OF THE LARGER SCHOOL
ADMINISTRATIVE UNITS IN SASKATCHEWAN (1905-1960)**

by Bernadette M. Gadsella

**A thesis presented to the School of
Psychology and Education, University
of Ottawa, as partial fulfillment of
the requirements for the degree of
Doctor of Philosophy.**

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CURRICULUM STUDIORUM

Bernadette Margaret Gadzella was born on June 10, 1926, at Blaine Lake, Saskatchewan. She received her Bachelor of Education degree at the University of Alberta in 1956 and the Master of Education degree at the University of Ottawa in 1958.

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INTRODUCTION

One of the most significant developments in Saskatchewan's educational system has been the establishment of the larger local school administrative units. This development was not a new experiment, for larger administrative units, in one form or another, operated in other parts of Canada and the world. It was not a sudden change introduced by a few people to meet only their immediate needs. But it was local administration introduced on a large scale, established in various forms over a period of years, which aimed: (1) at providing for a more equal opportunity of a better, broader, and higher education for the children in the Province; (2) at establishing a more equitable tax rate; and (3) at providing a better administrative setup.

This study attempts to trace the growth and development of the larger local school administrative units (or areas) in Saskatchewan from 1905 to 1960. The contents is treated in six chapters and, wherever it seemed appropriate, considered in two 20-years and one 15-years periods, viz., (1) 1905 to 1926, (2) 1926 to 1945, and (3) 1945 to 1960. This division of periods was

determined from the study which indicated: (1) from 1905 to 1926, the establishment and development of the high school districts and consolidated school districts; (2) from 1926 to 1945, the preparation and the establishment of the Larger School Units; and (3) from 1945 to 1960, the development of the Larger School Units and the growth and development of the Northern Administrative Area.

To assist in the greater understanding of this study, in Chapter I, the problem is discussed under six headings: (1) the statement of the problem, (2) the hypothesis, (3) the definition of terms, (4) the setting, (5) the delimitation, and (6) the method and sources.

In Chapter II, an attempt is made to indicate the surveys which were undertaken and reports submitted which treated various aspects of the establishment and development of the larger administrative units. This chapter is divided into three parts discussing the significant surveys and reports in each period: (1) 1905 to 1926, (2) 1926 to 1945, and (3) 1945 to 1960.

Since Provincial Legislature makes the laws concerning education, in Chapter III, consideration is given to the attempts made by the Legislature in providing for and establishing the larger administrative

areas. This chapter is divided into two sections with attention given to the period: (1) prior to 1905 and (2) from 1905 to 1960.

In Chapter IV, an attempt is made to trace the establishment and development of the different types of larger administrative units. For the sake of greater clarity, this chapter is divided into three parts with consideration given to the larger administrative units in each period: (1) 1905 to 1926, (2) 1926 to 1945, and (3) 1945 to 1960.

Some factors had assisted while others had impeded this establishment and development. In Chapter V, the more significant factors which assisted the establishment and development of the larger administrative units are pointed out; whereas, in Chapter VI, consideration is given to the more significant factors which impeded this establishment and development. Since some factors were more significant in one period than in another, the contents of Chapters V and VI are considered in each of the three periods: (1) 1905 to 1926, (2) 1926 to 1945, and (3) 1945 to 1960.

In the Conclusion, an attempt is made to summarize the contents of the study, to restate the

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hypothesis, and to suggest other studies which could be undertaken related to this investigation.

CHAPTER I

THE PROBLEM

To assist in a better understanding of this study of the growth and development of the larger local school administrative units, this chapter treats extensively different aspects of the problem.

1. Statement of the Problem.

The present large school administrative system in Saskatchewan is deeply rooted in the past circumstances and conditions. To obtain a clearer picture of this system, it is essential to understand the factors which had influenced its establishment and development.

The purpose of this study is to trace the growth and development of the larger school administrative units (or areas) in Saskatchewan from 1905 to 1960. More specifically, it will attempt to answer five questions, namely:

1. What types of local administrative units were in existence during this period?
2. What surveys were undertaken and what reports published concerning the establishment and development of the larger administrative units?
3. What attempts had been made by the Legislature in providing for and establishing the larger administrative units?

4. What factors had assisted in the establishment and development of the larger administrative units? and
5. What factors had impeded the establishment and development of the larger administrative units?

2. Hypothesis.

The hypothesis is that the growth and development of the larger administrative units in Saskatchewan, during the period from 1905 to 1960, had been sporadic. This sporadic growth and development was influenced by two types of factors: (1) the social, economic, and technological conditions and (2) the types of provincial and local leaderships.

3. Definition of Terms.

In order to understand more fully the contents of the succeeding chapters, it is essential that the reader be acquainted with the terminology used. Twelve terms used in the study are defined: Provincial Legislature, administrative unit or area, larger administrative unit or area, public school district, separate school district, consolidated school district, centralized school area, secondary school district, Larger School Unit, Northern Administrative Area, larger attendance area, and continuation school.

The Provincial Legislature is the law-making body. It has the responsibility to make laws in education which would be the minimum essentials for the province as a whole. It delegates powers to the Minister of Education and to the local school board. The Minister, through the Department of Education, has the power to enforce laws and regulations on the local school board¹.

An administrative unit or area is a geographic unit comprising all the area under a single system of school administration usually controlled by a school board.

A larger administrative unit or area in Saskatchewan and in this study may mean either one of the following:

1. A geographic unit comprising a number of small districts, formerly controlled by the local school boards, which have been combined and placed under a single system of school administration and controlled by a larger unit authority; or
2. A geographic unit comprising an area of thirty-six square miles or more and controlled by a central school board.

¹ Government of Saskatchewan, The School Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 169, Sections 3, 4, and 5.

A public school district is an organized portion of the province which does not exceed twenty square miles and its length nor its breadth exceeds five miles. There must be at least four persons actually residing within the proposed area and it must have at least ten children of school age between five and sixteen inclusive. The supporters comprise the majority group of ratepayers².

A separate school district is an organized portion of the province, within the area of the public school district, supported by a minority group of ratepayers, whether Protestant or Roman Catholic³.

A consolidated school district in this study and in Saskatchewan is referred to as a large district organized since 1913 to include an area of thirty-six square miles or more of territory⁴.

A centralized school area is a group of two or more contiguous districts which had agreed to convey their children to a central school for a period of time, which

2 Government of Saskatchewan, ibid., Section 12(1).

3 Ibid., Section 39.

4 Department of Education, Consolidation of School Districts in Saskatchewan, Special Report, Regina, King's Printer, 1920, p. 1.

had been approved by the Minister of Education, and is controlled by a central board of trustees⁵.

A secondary school district in Saskatchewan is a public school district organized within the town or city municipality⁶, established independently of the elementary public and separate school districts, and controlled by a high school board of five members⁷.

A Larger School Unit in Saskatchewan is a geographic area consisting of approximately eighty small school districts⁸. This area has been divided into five or six subunits and is under the control of the Larger School Unit board⁹. In this study, whenever Larger School Units will be referred to capital letters will be used.

5 Government of Saskatchewan, op. cit., Sections 233, 234, and 240.

6 ———, The Secondary Education Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 168, Section 8.

7 Ibid., Section 11.

8 Government of Saskatchewan, The Larger School Units Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 170, Section 3(1).

9 Ibid., Sections 4(b) and 11.

The Northern Administrative Area is a geographic area comprising all the schools in the territory north of the agricultural settlement in Saskatchewan. This area is under the administration of an administrator and an educational committee.

A larger attendance area is a territory comprising a number of adjacent school districts, within the larger School Units, where students are conveyed to a central operating school¹⁰.

A continuation school means a room or department maintained exclusively for grade eight and one or more high school grades.

4. Setting.

To gain a greater understanding of the contents of this study, it is essential to have an adequate knowledge of the administrative organization in Saskatchewan. This calls for an understanding of the provincial and local powers in education and their relationship. The Provincial Legislature has the responsibility of making

¹⁰ Government of Saskatchewan, The School Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 169, Section 237.

laws in education. It also delegates powers to the Minister of Education and to the local school boards. The Minister, through the Department of Education, has the power to enforce laws and regulations on the local school boards. The local school boards administer both the laws passed by the Provincial Legislature and the regulations of the Department of Education.

This study deals primarily with the local school districts, or in other words, local administrative areas or units. Within these local administrative units, special attention is given to the larger administrative units.

In this part of the chapter, the aim is to give an insight into the specific area undertaken in this study. It attempts to indicate the types of local administrative units which were in existence during the period from 1905 to 1960.

Seven types of local administrative units (or areas) were in existence during the period from 1905 to 1960 in Saskatchewan: (1) public school districts, (2) separate school districts, (3) consolidated school districts, (4) centralized school areas, (5) secondary school districts, (6) Larger School Units, and (7) the Northern Administrative Area.

This study calls for an understanding not only of types of local administrative units, but also of the subdivisions within them. The public school districts included those of rural, village, and town. The town public school districts were again subdivided as to: (1) those with a population of under 10,000 and (2) those with a population of 10,000 or more. The separate school districts had the same subdivisions as the public school districts. The consolidated school districts were mostly public and these were classified as rural, village, and town. The centralized school areas and the secondary school districts were public; these in turn were village and town. The Larger School Units included approximately eighty teachers of the rural public school districts, village public school districts, and town public school districts with a population of under two thousand¹¹. Provisions¹² were granted for the inclusion into the Larger School Units high school districts, town school districts,

¹¹ Government of Saskatchewan, The Larger School Units Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 170, Section 3(1).

¹² Ibid., Section 60.

consolidated school districts, and separate school districts. The Northern Administrative Area included different types of schools; Indian schools, community schools, private schools, and public schools organized under The School Act¹³. In this study, consideration is given only to the school districts under the administration of the Department of Education.

Of these local administrative units, the public school districts and the separate school districts are referred to in this study as the smaller administrative units or areas; whereas, the other five administrative units or areas - consolidated school districts, centralized school areas, secondary school districts, Larger School Units, and the Northern Administrative Area - are referred to as the larger administrative units.

Knowledge of the above local administrative units is essential, for this study attempts to trace the growth and development of the larger administrative units. The growth of the five larger administrative units was due

¹³ Government of Saskatchewan, The School Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 169.

mainly to the inefficiency and the inadequacy of the smaller administrative units. The progressive development of the larger administrative units will be shown from the numerous reports which were submitted.

Knowledge of these types of local administrative units is also essential to understand the criteria used in selecting the sources.

5. Delimitation.

Studies made on school administration have a tendency to digress into irrelevant material. In this investigation an attempt is made to delimit the contents to study:

1. The larger administrative units in the one Province of Saskatchewan within the period from 1905 to 1960;
2. The various surveys undertaken and the reports published concerning the establishment and development of the larger administrative units;
3. The attempts made by the Legislature in providing for and establishing the larger administrative units; and
4. The more significant factors which had assisted and others which had impeded the establishment and development of the larger administrative units.

The growth and development of the larger administrative units took place in other provinces in Canada and the world. Although a comparative study of the larger

administrative units would provide a clearer insight as to the reasons for the sporadic growth and development in Saskatchewan, this investigation is limited to the one province in order to avoid a too extensive study and to present the contents as a unit.

6. Method and Sources.

This study is a documentary analysis. It attempted to analyze only certain types of sources relevant to the local administrative units in Saskatchewan. These sources, classified into two groups, official documents and theses, have been selected in the light of the following criteria:

1. The administrative policies of the North-west Territories which provided for the establishment of the smaller administrative units and influenced the growth of the larger administrative units;
2. The development of the larger administrative units in kind and number;
3. The Legislative attempts in providing for and establishing the larger administrative units; and
4. The factors which assisted and others which retarded the establishment and development of the larger administrative units.

The official documents consist of: (1) Annual Reports, (2) Statutes of Canada, (3) Statutes of Saskatchewan, (4) Ordinances of the North-west Territories, (5) Journals of the Council of the North-west Territories,

(6) Census of Saskatchewan, (7) Ministerial correspondence, and (8) Reports.

The theses referred to in this study were selected because some of the content in them was relevant to the types of local administrative units in this study.

Up to this point, an attempt was made to provide a clearer insight into the problem. In the following chapter, consideration is given to the surveys and reports which dealt with various aspects of the establishment and development of the larger administrative units.

CHAPTER II

SURVEYS AND REPORTS REGARDING THE ESTABLISHMENT AND DEVELOPMENT OF THE LARGER ADMINISTRATIVE UNITS

During the period from 1905 to 1960, many surveys were conducted and reports published concerning the educational system in the province. These reports pointed out ways of broadening the educational system and indicated means of making it more serviceable and comprehensive. Many references will be made to the significant ones in this study. To provide some insight concerning these reports and their relationship to the present study, an attempt will be made, wherever possible, to point out:

- (1) who conducted the surveys and submitted the reports?
- (2) what were the purposes of these undertakings?
- (3) what methods were used in obtaining the information?
- and (4) what references were made in the reports concerning the larger administrative units?

The period of study, from 1905 to 1960, takes into consideration fifty-five years of the development of the larger administrative units. For the sake of clarity, this period is divided into three parts: (1) 1905 to 1926, (2) 1926 to 1945, and (3) 1945 to 1960. For each period, the significant surveys and reports will be considered.

1. Period from 1905 to 1926.

Five significant Reports, of which two were of surveys, appeared in the period from 1905 to 1926. They are: the three Special Reports on consolidated school districts issued by the Department of Education in the years 1915¹, 1917², and 1920³; the 1915 Report⁴ by the Saskatchewan Educational Commission; and the 1918 Report⁵ by Harold W. Foght.

In 1912, the Saskatchewan Educational Commission, consisting of principals of the Normal Schools and

1 Department of Education, Consolidated Schools in Saskatchewan, Special Report, Regina, Government Printer, 1915, 43 p.

2 -----, Consolidation of School Districts in Saskatchewan, Special Report, Regina, King's Printer, 1917, 33 p.

3 -----, Consolidation of School Districts in Saskatchewan, Special Report, Regina, King's Printer, 1920, 27 p.

4 Saskatchewan Educational Commission, Report of the Saskatchewan Educational Commission on Agricultural and Industrial Education, Consolidation of Schools, Training and Supply of Teachers, Courses of Study, Physical and Moral Education, with Recommendations, Regina, Government Printer, 1915, 208 p.

5 Harold W. Foght, A Survey of Education in the Province of Saskatchewan, Canada, Regina, King's Printer, 1918, 183 p.

Superintendents of Education from Winnipeg and Regina and the Dean of the College of Agriculture from Saskatoon, was asked by the Government of Saskatchewan to make a careful study of the educational matters in the province and elsewhere and report on their investigations. Their aims were: (1) to make inquiries into the educational system with particular references to: (a) agricultural education, (b) technical education, (c) consolidation of schools, (d) training and supply of teachers, (e) courses of study and text books, (f) physical education, and (g) other matters which appeared desirable to investigate; (2) to ascertain to what extent an application of educational practices found elsewhere and deemed advantageous, could be applied to the conditions in Saskatchewan; and (3) to indicate in what respect changes were necessary in the province.

To obtain their information the Commission; (1) visited educational centres in the older provinces in Canada and the United States; (2) interviewed inspectors of schools and other professional people engaged with educational work in the Province; (3) held public sessions at a number of well-distributed centres in the Province; (4) obtained opinions from farmers who were particularly interested in agricultural education by means of a

questionnaire; and (5) studied reports of the history and progress of reform in leading educational centres which were not visited.

In the 1915 Report⁶, the Commission dealt with two types of larger administrative units, mentioned in Chapter I, viz., high school districts and consolidated school districts.

In reference to high school districts, the Commission pointed out the need for including agriculture as a subject in the high school course of study and granting provisions for the establishment of rural high school districts.

At the time, agriculture was recognized only as a subject of instruction in a Special Course designed to meet the needs of students who failed the qualifying examination for admission to high school, but who wished to improve their standing by taking agriculture with other subjects which were regarded essential for general culture. The Commission⁷ pointed out that nearly all high

6 Saskatchewan Educational Commission, op. cit.

7 Ibid., p. 26-27.

schools in Saskatchewan were surrounded by agricultural communities, and as such, agriculture should not be offered as an equivalent to attainment in other branches of study but offered in the high school programme.

The Secondary Education Act⁸ provided for the establishment of only urban high school districts in Saskatchewan. The Commission⁹ pointed out that from the information it obtained a large percentage of pupils, enrolled in urban high schools, were from the country. The Commission suggested that a provision be granted for the establishment of rural high schools, which would provide the same educational opportunities as in the urban high schools, by an amendment to Section 8 of The Secondary Education Act¹⁰.

⁸ Government of Saskatchewan, The Secondary Education Act, in Statutes of the Province of Saskatchewan, 1907, Regina, Government Printer, 1907, Chapter 25, Section 8.

⁹ Saskatchewan Educational Commission, op. cit., p. 27-28.

¹⁰ Government of Saskatchewan, op. cit., Section 8.

The Commission¹¹ also advocated the establishment of consolidated school districts. It described, in detail, the procedure¹² to be taken in the establishment of consolidated districts and discussed the reports of secretary treasurers on the benefits¹³ gained by communities in these larger districts. The Commission¹⁴ recommended that; (1) a careful study be made of the conditions in the province bearing on the establishment of consolidated districts; (2) steps should be taken to inform boards of trustees throughout the country as to the results and progress of consolidation elsewhere; (3) special assistance should be given to rural districts to enable them to consolidate; and (4) districts wishing to consolidate should receive guidance and assistance from the Department of Education.

¹¹ Saskatchewan Educational Commission, op. cit., p. 168-188.

¹² Ibid., p. 175-180.

¹³ Ibid., p. 183-187.

¹⁴ Ibid., p. 187-188.

In 1915, the Department of Education published its first Report¹⁵ concerning consolidated school districts. The purpose of the Report was to remind the people in the province of the provision granted in The School Act¹⁶, in 1912-13, for establishing consolidated districts. The Department¹⁷ reported on the organized consolidated districts and, owing to a number of these districts wishing disorganization, warned trustees and ratepayers of a higher taxation and the difficulty in planning satisfactory van routes¹⁸. It gave an example¹⁹ of a consolidated district, Cupar School District No. 972, which was experiencing benefits due to consolidation. Some of these benefits were: (1) better attendance, (2) punctuality,

¹⁵ Department of Education, Consolidated Schools in Saskatchewan, Special Report, Regina, Government Printer, 1915, 43 p.

¹⁶ Government of Saskatchewan, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1912-13, Regina, Government Printer, 1913, Chapter 35, Section 1.

¹⁷ Department of Education, op. cit., p. 5-6.

¹⁸ Ibid., p. 6-7.

¹⁹ Ibid., p. 8.

(3) better teachers, (4) greater interest among teachers, parents, and pupils, (5) better buildings and grounds, (6) more advanced work (high school course of study, agriculture, etc.), and (7) more opportunities for making the school a centre for social activities of the district.

The 1915 Reports by the Saskatchewan Educational Commission²⁰ and by the Department of Education²¹ had assisted in promoting the establishment of consolidated districts, for the 1917 Annual Report²² prepared by the Department of Education indicated that, two years after the 1915 Reports were published, nineteen consolidated districts were in operation in the province of which ten were established in the two years.

During this time, various communities made inquiries as to the feasibility of consolidated school districts in their areas. In order to inform the public and to provide further guidance in establishing consolidated districts, the Department of Education issued another

20 Saskatchewan Educational Commission, op. cit.

21 Department of Education, op. cit.

22 ———, Annual Report of the Department of Education of the Province of Saskatchewan, 1917, Regina, King's Printer, 1918, p. 47.

Special Report in 1917²³. In it, the Department stated the opinions of boards of trustees²⁴ and reminded the public of the 1917 amendment to The School Act²⁵, which under special circumstances, the Minister of Education allowed the formation of school districts to consist of an area larger than fifty square miles²⁶. To assist the public, the 1917 Report²⁷ gave instructions regarding the organization of a consolidated school district. The people in the province took advantage of the provisions granted by the Legislature and the contents of the 1917 Report²⁸, for in 1918, the Department of Education²⁹ reported that twenty-three consolidated districts were in existence in

23 Department of Education, Consolidation of School Districts in Saskatchewan, Special Report, Regina, King's Printer, 1917, 33 p.

24 Ibid., p. 3.

25 Government of Saskatchewan, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1917, Regina, King's Printer, 1917, Chapter 18, Section 3.

26 Department of Education, op. cit., p. 3.

27 Ibid., p. 33.

28 Ibid.

29 Department of Education, Annual Report of the Department of Education of the Province of Saskatchewan, 1918, Regina, King's Printer, 1919, p. 47.

the province of which four were established in 1918.

In 1915, the Government of Saskatchewan attempted to change the educational system to one which would be of a greater service and utility to the people of the Province. H. W. Foght, Specialist in Rural School Practice, Bureau of Education, Washington, D. C., was asked to conduct a systematic and efficient research and survey on the educational conditions of the Province with special reference to rural schools. In 1918, he submitted his Report³⁰ which was considered as one of the most significant during the period.

To procure the necessary information, the research and survey involved a number of undertakings; (1) a careful study was made of the physical and racial backgrounds of the Province; (2) the Department of Education assisted in collecting the data and permitted the use of their files and records; (3) separate questionnaires were sent to all rural, village, town and city teachers, principals, city superintendents, and provincial inspectors; (4) a careful study was made of the facilities for training the teaching staff; (5) a personal study was made of typical

30 Harold W. Foght, op. cit.

schools including public elementary schools, separate schools, high schools, and collegiate institutes, with particular attention given to rural districts; and (6) data was compared with that of similar conditions in other provinces and countries.

In conducting the survey, Foght not only received assistance from the Department of Education, but also from the Department of Agriculture, the Department of Municipal Affairs, the Provincial Librarian, members of the Saskatchewan Public Education League, medical practitioners, staffs from the Normal Schools, and provincial inspectors.

Foght's aim was not to flatter or find fault, but to point out outstanding weaknesses and excellences in the schools of the Province. His suggestions were directed towards ways of enlargening and redirecting the educational system.

Foght made reference to two types of existing larger administrative units, viz., high school districts and consolidated school districts.

The Secondary Education Act³¹ of 1907 provided for the establishment of high school districts; (1) to be presided by high school boards and (2) to be established in town and city municipalities. Foght³² recommended that: (1) high schools and elementary schools operate under the same board of trustees and (2) rural high schools, as well as urban, be established. He also suggested that: (1) junior high schools be established in each locality; (2) a simplification be made for high school entrance and in the high school programme; and (3) greater effort be made in providing instructions in commercial and agriculture in the high schools.

Foght³³ was in favour of consolidated school districts, but he pointed out that the people in Saskatchewan needed more provincial guidance in establishing them. He stated that consolidation, to be worth while, required careful planning and should be carried out under the

³¹ Government of Saskatchewan, The Secondary Education Act, in Statutes of the Province of Saskatchewan, 1907, Regina, Government Printer, 1907, Chapter 25, Sections 8, 9, and 10.

³² Harold W. Foght, op. cit., p. 88-108.

³³ Ibid., p. 65, 67, and 68.

"right" conditions. He stated:

[...] reorganization should be so thoroughly done that even the patrons living at the end of the transportation routes would have cause to feel that the sacrifice in time and travel was well repaid³⁴.

Although Foght was in favour of consolidated districts, he recommended the establishment of another type of larger administrative unit by:

Dis-establishment of all school districts as now organized outside of the incorporated village and town districts, and the re-establishment instead of all schools lying wholly or in part within each rural municipality as a single municipal school district³⁵.

His plan included the establishment of a Municipal Board of Education to consist of five members. Three members were to be elected by the municipality and two to be appointed by the Minister of Education. The plan would have provided for a more uniform tax rate in a larger area and a greater opportunity for a better and higher education for the children.

Foght's Report³⁶ was directed towards a need of a larger administrative unit in Saskatchewan. Although the

34 Harold W. Foght, ibid., p. 67.

35 Ibid., p. 29.

36 Ibid., p. 26-32, 65-71.

officials of the Department of Education were not prepared to urge the ratepayers to carry out Foght's recommendations of establishing municipal school districts, nor did the idea of disorganizing the small districts to form a municipal school district appeal to the people of the province, but the Report³⁷ did have a tremendous effect on the establishment of consolidated school districts. In the 1920 Annual Report³⁸, the Department of Education designated that, by 31 December 1920, approximately two years after Foght's Report³⁹ had been submitted, fifteen new consolidated school districts were established in the Province.

During this time, many communities unaware of their shortcomings, made hasty decisions in establishing consolidated school districts. As a result, a number of these communities, within a short period of time, desired disorganization. In 1920, the Department of Education

37 Harold W. Foght, ibid.

38 Department of Education, Annual Report of the Department of Education of the Province of Saskatchewan, 1920, Regina, King's Printer, 1921, p. 23.

39 Harold W. Foght, op. cit.

issued another Special Report⁴⁰ with the aim to summarize; (1) the provisions granted for the establishment of consolidated districts and (2) the advantages and the disadvantages of consolidated districts. The Department⁴¹ warned the public that in certain areas in the province, where crop failure was not unknown, consolidated school districts were too costly to operate. It reported on the established consolidated districts⁴² and indicated the essential petition and contracts⁴³ to be made before establishing these larger areas.

One notes that in this period, 1905 to 1926, the five Reports emphasized the establishment of high school districts and consolidated school districts. In the following period, most of the Reports, which will be referred to, indicate the need of some larger type of school administrative unit.

40 Department of Education, Consolidation of School Districts in Saskatchewan, Special Report, Regina, King's Printer, 1920, 27 p.

41 Ibid., p. 11.

42 Ibid., p. 19.

43 Ibid., p. 20-27.

2. Period from 1926 to 1945.

In this period of study, consideration is given to six publications. They are: (1) the 1933 Report⁴⁴ by the Committee on School Finance and School Grants; (2) the 1937 Report⁴⁵ by the Saskatchewan Teachers' Committee; (3) the 1937 Report⁴⁶ by the Research Committee of the Saskatchewan School Trustees' Association; (4) the 1939 Report⁴⁷ by the Committee on School Administration; (5) the 1943 pamphlet⁴⁸ by the Saskatchewan Teachers' Federation; and

44 Committee on School Finance and School Grants, Report of the Committee on School Finance and School Grants, 1933, Regina, King's Printer, 1933, 45 p.

45 Saskatchewan Teachers' Committee, Larger Administrative Units, Saskatoon, Saskatchewan Teachers' Federation, 1937, 45 p.

46 Research Committee of the Saskatchewan School Trustees' Association, "Report of the Research Committee of the Saskatchewan School Trustees' Association", in The School Trustees, Vol. 8, No. 5, January 1937, p. 15-19.

47 Committee on School Administration, Report of the Committee on School Administration to the Minister of Education for Saskatchewan, 1939, Regina, King's Printer, 1940, 75 p.

48 Saskatchewan Teachers' Federation, The Larger Unit of School Administration, Saskatoon, Saskatchewan Teachers' Federation, 1943, 20 p.

(6) the 1944 Report⁴⁹ by the Saskatchewan Reconstruction Council.

In 1932, the Government of Saskatchewan appointed a Committee to study the problem of school finance with special reference to school grants. The Committee consisted of: (1) R. H. Hearne, nominated by the Saskatchewan School Trustees' Association; (2) W. E. Hodge, nominated by the Association of Urban Municipalities; (3) G. M. Hummel, nominated by the Association of Rural Municipalities; (4) J. R. MacKay, nominated by the Saskatchewan Teachers' Alliance; and (5) N. L. Reid, Chairman, from the Department of Education. It submitted its Report⁵⁰ in 1933. The Committee's aim was to evolve a more equitable basis for distribution of Government aid to schools in the Province.

In studying the problem, the Committee kept in mind the cost of education in all its branches, the sources of school support, and a proper apportionment of

⁴⁹ Saskatchewan Reconstruction Council, Report of the Saskatchewan Reconstruction Council, Part III, Education, Regina, (no publisher), 1944, p. 377-418.

⁵⁰ Committee on School Finance and School Grants, op. cit.

the tax burden between the Government and the school districts and among the districts themselves. The Committee held frequent meetings with the purpose of consolidating opinions reached. It assembled a great deal of information, particularly with reference to equalization of school costs, from sources where the same problem had been considered.

In reference to the present study, the Committee approved the establishment of consolidated school districts, but pointed out that, in order to operate more effectively and yet economically, there was a need for a larger unit of school administration. It suggested that the province be divided into administrative and supervisory areas, each to include from sixty to seventy-five teachers⁵¹. The Committee⁵² suggested that, at least, an experiment of two such administrative school areas should be arbitrarily arranged for and the results checked after five years.

⁵¹ Committee on School Finance and School Grants, ibid., p. 23 and 36.

⁵² Ibid., p. 23.

The Committee also drew the attention to centralized high schools. It stated that, at the time of their survey⁵³, no more than ten or twelve high schools had been in operation as a result of the 1923 amendment to The School Act⁵⁴. The Committee⁵⁵ gave an example of a centralized high school, centred at the town of Delisle, where for seven or eight years, seven rural districts agreed to support a central high school.

In 1935, it was resolved at a meeting of the Canadian Teachers' Federation that a committee be appointed to study and report on the larger administrative units. A Committee of Saskatchewan Teachers, consisting of: L. F. Titus, Chairman, A. Hamilton, J. R. MacKay, J. H. Sturdy, F. R. Bolton, and H. Janzen, prepared the Report⁵⁶ and submitted it in 1937. The Committee discussed larger administrative units from the point of view of

⁵³ Committee on School Finance and School Grants, ibid., p. 13.

⁵⁴ Government of Saskatchewan, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1923, Regina, King's Printer, 1923, Chapter 39, Section 204b.

⁵⁵ Committee on School Finance and School Grants, op. cit., p. 13.

⁵⁶ Saskatchewan Teachers' Committee, op. cit.

Saskatchewan where it felt there was a need for reform. It also considered, in detail, the larger administrative units in a few provinces in Canada and other parts of the world. Sources concerning the other provinces in Canada were obtained from: the Ontario Committee of the Secondary Teachers' Federation, M. R. Skinner, Halifax, R. Fletcher, Winnipeg, G. F. McNally, Edmonton, and S. J. Willis and W. A. Plenderleith, Victoria.

In reference to this study, the Committee advocated the establishment of larger units consisting from sixty to seventy-five schools⁵⁷. It pointed out the effects⁵⁸ of the small administrative units, the factors⁵⁹ which retarded the establishment of the larger administrative units, and the possible advantages⁶⁰ of the larger unit system in Saskatchewan. Some larger unit systems incorporated a central control. The Committee⁶¹ suggested,

57 Saskatchewan Teachers' Committee, ibid., p. 22.

58 Ibid., p. 4-5.

59 Ibid., p. 6.

60 Ibid., p. 27-32.

61 Ibid., p. 22.

for Saskatchewan, a larger administrative unit based on a plan which closely resembled the one in Alberta, where Legislation allowed considerable local control. The Committee stated that, like the aims in Alberta, the plan in Saskatchewan would equalize educational opportunities and costs to a much greater extent than was experienced in the Province at that time.

At the 1936 Annual Convention of the Saskatchewan School Trustees' Association, it was resolved that a Research Committee, consisting of: Reverend W. H. Adcock, Chairman, W. F. Goulden, R. H. Heane, G. H. McLeod, and C. E. Little, report with suggestions as to the advisability of a larger unit of school administration and publish its findings. The Report⁶² was published in 1937.

The Research Committee studied reports on larger administrative units published in other provinces in Canada and in the United States but considered only school systems which would be applicable to Saskatchewan with respect to climate, social, and economic conditions. The Report⁶³ stated that the existing larger administrative

⁶² Research Committee of the Saskatchewan School Trustees' Association, op. cit.

⁶³ Ibid., p. 13.

unit in Saskatchewan, referring to consolidated school districts, was unsuitable. It stated that the only type of administrative unit which could be satisfactory would be one which would take into consideration the many factors relating to the history and development of the Province. The Committee⁶⁴ pointed out the possible advantages and disadvantages of the larger units. Since the advantages promised a better educational system, it recommended that the Minister of Education set up at least three large areas in the province on experimental basis⁶⁵. The Committee's opinion was that the areas should be where people had expressed themselves by vote in favour of it. It suggested that the areas should also represent citizens of different nationalities:

[...] one district should be set up on an entirely New Canadian area, one in an English-speaking area, and a third in an area containing a mixed population⁶⁶.

The Committee's reason for making this suggestion was to discover the reaction of the various personalities to this

64 Research Committee of the Saskatchewan School Trustees' Association, ibid., 16.

65 Ibid., p. 18.

66 Ibid., p. 18.

new system of school administration. The Committee strongly stressed that no attempt should be made to extend this system until a fair trial had been made and the operations of the experimental units proved favourable.

The Committee stated:

We are convinced that before any school system can operate successfully, there must be whole-hearted support from the population concerned, as in our opinion, local antagonism or prejudice can effectively ruin any chance of success⁶⁷.

The Trustees' Association expressed the opinion of the people of the Province; that is, they would approve of establishing a larger school unit system only after a fair trial and the population concerned was in favour of it.

Owing to the considerable discussion taken in changing the school administrative system, the Government of Saskatchewan, in 1938, felt that there was a need for further study and investigation. It appointed a Committee on School Administration, consisting of: W. M. Martin, as Chairman, R. H. Heane, W. F. Hargarten, L. F. Titus, and A. Deiren, to inquire into and to report on the subject of school administration.

⁶⁷ Research Committee of the Saskatchewan School Trustees' Association, ibid., p. 19.

The Committee held public hearings, some extended over a period of days, at ten well-distributed centres in the Province. The sessions were well represented by various organizations. For instance, organizations which represented the session held in Regina were: (1) the Saskatchewan Association of Rural Municipalities, (2) the Saskatchewan Association of Urban Municipalities, (3) the Associated Committee of Rural Municipal Secretary Treasurers, (4) the Saskatchewan School Trustees' Association, (5) the Catholics of the City of Regina, (6) L'Association Catholique Franco-Canadienne, and (7) the Knights of Columbus.

The Committee considered the opinions, expressed by the various organizations at the sessions, and the briefs which were within the scope of their inquiry. It also discussed in detail the conditions in the Province. In February 1939, the Committee⁶⁸ stated that it was not yet prepared to report upon the subject of the proposed larger administrative units.

Since, in the various sessions, the teachers and educationalists advocated the change to a larger unit

⁶⁸ Committee on School Administration, op. cit., p. 32.

system while the trustees and ratepayers opposed to it and favoured the retention of the existing small administrative system, the Committee continued its survey and research during 1939. Other sessions were held in Regina, Canora, and Yorkton. The Committee also studied and reported⁶⁹ on larger administrative units in other provinces in Canada. In May 1939, the Committee visited the larger school divisions in Alberta and obtained, at first hand, information as to the success of the larger administrative units in that Province and the attitude of its people to it.

In 1938, the Committee sent a letter to all rural and village school districts. In it, the Committee outlined briefly the proposal for the creation of larger units of school administration, pointed out their advantages and disadvantages, and asked the ratepayers to hold a vote on three questions at the next annual school meeting. The results of the questionnaires were received and reported in 1939⁷⁰. They were; (1) some districts did not hold a vote; (2) some districts lacked sufficient

⁶⁹ Committee on School Administration, ibid., p. 36-46.

⁷⁰ Ibid., p. 46.

information to enable ratepayers to vote intelligently; and (3) other districts reported that ratepayers were un-animously against some of the questions. The Committee reported that from approximately 5000 rural and village school districts 3660 reported on the questionnaires. The three questionnaires indicated: (1) that 5.52 percent of the ratepayers were for and 94.48 percent were against the proposal of larger school unit for administrative, financial, and supervisory purposes; (2) that 5.93 percent of the ratepayers were for and 94.07 percent were against the larger school unit for taxation purposes only; and (3) that 17.1 percent of the ratepayers were for while 82.9 percent were against an increase in the Legislative grants by increasing the Education Tax, the Public Revenue Tax, or by some other form of taxation. From the questionnaires, it was apparent that the people in the Province were not prepared to accept the larger unit of school administration either owing to their lack of understanding or fear of additional taxation.

On the other hand, the Committee pointed out the advantages⁷¹ of the larger units and recommended that

⁷¹ Committee on School Administration, ibid., p. 47-52.

three or more experimental units⁷², consisting from sixty to seventy-five small districts, should be conducted in widely separated sections of the province. It stated that a provision be made for taking a vote prior to the establishment of the experimental units. If the majority of those voting were in favour, the Minister of Education should divide the area into five subunits and arrange for an election of a unit board. The Committee⁷³ drew the attention that the experiment should become permanent unless, within six months after the expiration of the five-year period, fifteen percent of the resident ratepayers petitioned the Minister of Education for a vote on the question of continuing the operation of the unit. In such a case, the vote should be taken to ascertain whether the ratepayers desired to continue the operation of the larger unit or revert to the district system.

The Committee⁷⁴ further suggested that these larger units should not include town public school districts, village public school districts, consolidated

⁷² Committee on School Administration, ibid., p. 57.

⁷³ Ibid., p. 57.

⁷⁴ Ibid., p. 57.

school districts, or separate school districts; but, that a provision be made for their inclusion if they so desired.

One notes that in the four Reports in the years 1933⁷⁵, 1937⁷⁶, 1937⁷⁷, and 1939⁷⁸ recommendations were made for the establishment of experimental units. Although no experimental units were established, these four Reports served as a guide for the Ministers of Education in the establishment of The School Divisions Act⁷⁹ in 1940 and The Larger School Units Act⁸⁰ in 1944.

In 1943, the Saskatchewan Teachers' Federation published a pamphlet⁸¹ at the request of groups of

75 Committee on School Finance and School Grants, op. cit., p. 23 and 36.

76 Saskatchewan Teachers' Committee, op. cit., p. 22.

77 Research Committee of the Saskatchewan School Trustees' Association, op. cit., p. 18.

78 Committee on School Administration, op. cit., p. 57.

79 Government of Saskatchewan, The School Divisions Act, in Statutes of the Province of Saskatchewan, 1940, Regina, King's Printer, 1940, Chapter 76.

80 -----, The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1944, (Second Session), Regina, King's Printer, 1944, Chapter 41.

81 Saskatchewan Teachers' Federation, op. cit.

organizations who were interested in the educational matters in the province. A great deal of the content of the pamphlet referred to Alberta's larger school divisions. The aim of the Teachers' Federation was to present, to those concerned, an example of the actual results of a larger unit of school administration with conditions similar to those in Saskatchewan. The pamphlet⁸² also pointed out the provisions set forth in The School Divisions Act⁸³ and briefly outlined the procedures⁸⁴ to be taken in establishing a school division.

As a first step in formulating a co-ordinated post-war reconstruction and rehabilitation plan, in 1943, after Legislature passed The Saskatchewan Reconstruction Council Act⁸⁵, a Saskatchewan Reconstruction Council was

⁸² Saskatchewan Teachers' Federation, ibid., p. 2.

⁸³ Government of Saskatchewan, The School Divisions Act, in Statutes of the Province of Saskatchewan, 1940, Regina, King's Printer, 1940, Chapter 76, Sections 3, 4, and 6.

⁸⁴ Saskatchewan Teachers' Federation, op. cit., p. 18.

⁸⁵ Government of Saskatchewan, An Act Respecting the Saskatchewan Reconstruction Council, in Statutes of the Province of Saskatchewan, 1943, Regina, King's Printer, 1943, Chapter 68, Sections 2-9.

formed by the Order-in-Council. The Reconstruction Council consisted of the following members: Dean of the University of Saskatchewan, F. C. Cronkite, as Chairman, W. G. Baker, J. G. Cooper, Mrs. W. K. Cruickshank, T. A. McCusker, W. Walker, and J. H. Wesson. The Council's aim was to study and investigate conditions and problems that were likely to arise after the conclusion of the War, and develop and recommend plans, policies, and activities for the purposes of meeting such conditions and problems.

The Council took various means to obtain their information: (1) meetings were held in which the services of specialists in various fields were obtained; (2) a group of younger graduates and students from the University of Saskatchewan were engaged as research readers in different fields; (3) heads of various Departments were asked for plans or projects which might arise in their sections; (4) all possible organizations were asked for suggestions or briefs; and (5) ten public hearings were held where delegates of various organizations expressed their ideas.

The Council accumulated a great deal of information from these public sessions and briefs. In 1944, it submitted its investigations and recommendations, of

which the Report⁸⁶ on Education was one of them.

The Council discussed the problems of rural education and pointed out that the small administrative units had created financial problems which caused considerable agitation in the Province. Although the establishment of the larger administrative units would not be a panacea for all educational difficulties in the province, the Council⁸⁷ stated it would provide a sounder base for financing the educational system. The Council approved of the establishment of consolidated districts⁸⁸, but stated that their successful operation depended on making one larger centrally-located school accessible to all the children in the area. It suggested that the Government study the question of larger units and openly approve or reject them. The Council⁸⁹ felt that if no school divisions were established under The School

⁸⁶ Saskatchewan Reconstruction Council, op. cit.

⁸⁷ Ibid., p. 396.

⁸⁸ Ibid., p. 397.

⁸⁹ Ibid., p. 398.

Divisions Act⁹⁰, the Government should map out the Province into suitable areas and hold a vote in each to determine the wishes of the people regarding the establishment of units on experimental basis.

From the contents of the Reports which were submitted during the period from 1926 to 1945, one notes the desire of various groups to establish experimental units and the need for Government's assistance in organizing them.

3. Period from 1945 to 1960.

Five publications, which treated some aspect of the establishment and development of the larger administrative units, are considered in the period from 1945 to 1960. They are: the three publications by the Department of Education in the years 1945⁹¹, 1947⁹², and 1956⁹³; the

90 Government of Saskatchewan, The School Divisions Act, in Statutes of the Province of Saskatchewan, 1940, Regina, King's Printer, 1940, Chapter 76.

91 Department of Education, Larger School Units in Saskatchewan, Regina, King's Printer, 1943, 23 p.

92 -----, Larger School Units in Saskatchewan, Regina, Bureau of Publications, 1947, 17 p.

93 -----, A Brief Prepared for the Provincial-Local Government Conference, Regina, Queen's Printer, 1956, 69 p.

1956 Report⁹⁴ by the Royal Commission on Agriculture and Rural Life; and the 1959 Brief⁹⁵ by the Catholic Schools Section Saskatchewan School Trustees' Association.

In 1945, shortly after Legislature had passed The Larger School Units Act⁹⁶, the Minister of Education through the Department of Education, published a pamphlet⁹⁷, attempting to give a simple and comprehensive description of the Larger School Units. The Minister urged the public to study the contents of the pamphlet thoroughly and seriously. The pamphlet⁹⁸ discussed some of the important sections of The Larger School Units Act⁹⁹.

94 Royal Commission on Agriculture and Rural Life, Report No. 6, Rural Education, Regina, Queen's Printer, 1956, 438 p.

95 Catholic Schools Section Saskatchewan School Trustees' Association, A Brief on Parental Rights in Education, Regina, Catholic Trustees' Association, 1959, 17 p.

96 Government of Saskatchewan, The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1944. (Second Session), Regina, King's Printer, 1944, Chapter 41.

97 Department of Education, Larger School Units in Saskatchewan, Regina, King's Printer, 1945, 23 p.

98 Ibid., p. 9-19.

99 Government of Saskatchewan, op. cit., Sections 3, 8, 35, 38-44, 51, 60, 65, 71-76, and 80.

It pointed out the advantages¹⁰⁰ gained by other provinces where larger administrative units were in operation.

These advantages were:

1. There was a more equitable distribution of school costs;
2. There was a more equal opportunity for education in rural schools;
3. There were better opportunities in high school education;
4. There was a chance for a more diversified education;
5. There were improvements in library facilities;
6. There were better provisions made for health services;
7. There was an improvement in administration;
8. There was a possibility for better supervision;
9. There was an improvement on the quality of teaching; and
10. There was a more economical method for administration.

In 1947, the Department of Education published another pamphlet¹⁰¹ with the aim to further assist the public in the understanding of the Larger School Units. It pointed out that the purpose in establishing Larger Units was to secure more equality of educational opportunity for the pupils in rural areas. It summarized the duties of the

100 Department of Education, op. cit., p. 20-22.

101 ———, Larger School Units in Saskatchewan, Regina, Bureau of Publications, 1947, 17 p.

district and Unit boards¹⁰² and pointed out the benefits derived in areas where Larger School Units were established¹⁰³.

Another significant publication by the Department of Education appeared in 1956¹⁰⁴. The Department's aim was to examine the educational system and state what improvements could be made in educational administration. The Brief¹⁰⁵ reviewed the roles and responsibilities of the local governments and the Provincial Government, briefly traced the evolution¹⁰⁶ of the Larger School Unit system, and outlined some of the continuous problems¹⁰⁷ of rural and urban education. Although other types of larger administrative units were in existence during this period, the Brief¹⁰⁸ dealt mainly with the Larger School Units.

102 Department of Education, ibid., p. 3.

103 Ibid., p. 5-14.

104 Department of Education, A Brief Prepared for the Provincial-Local Government Conference, Regina, Queen's Printer, 1956, 69 p.

105 Ibid., p. 2-17.

106 Ibid., p. 18-27.

107 Ibid., p. 28-39.

108 Ibid., p. 18-27, 33-34.

One of the most significant reports, concerning the establishment and development of the larger administrative units, in the period from 1945 to 1960, was the 1956 Report¹⁰⁹ submitted by the Royal Commission on Agriculture and Rural Life.

The Royal Commission on Agriculture and Rural Life, under the chairmanship of Professor W. B. Baker of the University of Saskatchewan and a group of well represented local people, was asked by the Government of Saskatchewan to make an extensive survey concerning various matters within the Legislature's jurisdiction. In 1956, the Commission published Report No. 6, Rural Education¹¹⁰ with the aim to: (1) examine the changes in the structure and operation of Saskatchewan's rural education; (2) find ways of equalizing educational opportunities; and (3) suggest ways to raise the level of education. To do so, the Commission analyzed the organization, administration, and resources of education in the light of the social and economic conditions.

¹⁰⁹ Royal Commission on Agriculture and Rural Life, op. cit.

¹¹⁰ Ibid.

In analyzing the problems of rural education, the Commission relied on various sources for its information; community forums, briefs, public hearings, and all available records and reports. The Commission also sent four types of questionnaires to: (1) secretary-treasurers of the Larger Units; (2) Unit superintendents; (3) local school district boards; and (4) teachers.

The Commission's objective in sending the questionnaires to the secretary-treasurers and superintendents in the Larger Units was to secure information with respect to organization, operation, finance, parent participation, teacher supply, student drop-outs, and co-ordination in the Larger School Units. Fifty-five questionnaires were sent to each group, of which 52 were returned from the secretary-treasurers and 53 from superintendents.

The questionnaire sent to the local school boards was an attempt to gain direct information concerning the rural ratepayers' attitudes and opinions with respect to Larger School Units. A random sample of 218 boards were selected based on the length of time in the Units, on geographic location, and open-closed status of schools. In this group, 83 questionnaires were returned.

The fourth questionnaire sent to teachers was to assist the Commission in tracing the careers of teachers who graduated in the years 1948-1950, the causes of changes in location and of leaving the profession, and other pertinent questions. A total of 1,261 tracer cards and questionnaires were mailed of which 786 tracer cards and 485 questionnaires were returned.

Since the Royal Commission on Agriculture and Rural Life had made such an extensive and detailed survey, many references will be made to its report in this study.

In 1959, a Brief¹¹¹ was submitted to the Minister of Education, in which the minorities, the Greek and Roman Catholics, voiced their opinions concerning the educational system in the province.

Since 1950, the Catholic Schools Section of the Saskatchewan School Trustees' Association had been active. It had set up study clubs in each dioceses of the Province, including as many Catholics as possible, to study the rights of parents in education. In 1959, the Catholic

¹¹¹ Catholic Schools Section Saskatchewan School Trustees' Association, op. cit.

Trustees' Association submitted its Brief¹¹² with the aim to protect the natural inalienable rights of parents and the rights accorded to them by The British North America Act¹¹³ of 1867, the School Ordinance¹¹⁴ of 1901, and The Saskatchewan Act¹¹⁵ of 1905. The Catholic Trustees' Association¹¹⁶ pointed out that the best training for citizenship was an education which united the intellectual, moral, and religious elements. The Catholic

112 Catholic Schools Section Saskatchewan School Trustees' Association, ibid., p. 3.

113 Canada, The British North America Act, in Statutes of Canada, 1867, Ottawa, Printer to the Queen's Most Excellent Majesty, 1867, Section 93.

114 Government of the North-West Territories, School Ordinance, in Ordinances of the North-West Territories, 1901, Regina, Government Printer, 1901, Chapter 29, Section 41.

115 Canada, The Saskatchewan Act, in Statutes of the Parliament of Canada, 1905, Regina, Government Printer, 1906, Chapter 42, Section 17.

116 Catholic Schools Section Saskatchewan School Trustees' Association, op. cit., p. 4.

Association further advocated;

To divorce religion from school is to divorce education from the true purpose of life. To deny the parents their rights in education is to rob them of the means to discharge their most sacred obligations¹¹⁷.

The Catholic Trustees' Association pointed out that The Secondary Education Act¹¹⁸ and The Larger School Units Act¹¹⁹ had infringed their rights.

The Association¹²⁰ stated that although The Secondary Education Act¹²¹ did not prevent separate school boards to provide for instructions on the high school level, it prevented them from receiving any taxes levied

117 Catholic Schools Section Saskatchewan School Trustees' Association, ibid., p. 5.

118 Government of Saskatchewan, The Secondary Education Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 168, Sections 8 and 79.

119 -----, The Larger School Units Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 170, Section 51.

120 Catholic Schools Section Saskatchewan School Trustees' Association, op. cit., p. 8-9.

121 Government of Saskatchewan, The Secondary Education Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 168, Sections 8 and 79.

for high school purposes and any right to high school grants.

The Association¹²² stated that it ascribed to the proposals of The Larger School Units Act¹²³ in attaining better and more equal opportunities for the students in the province, but it indicated that the Act¹²⁴ also provided measures of control which were undemocratic. It pointed out that the Unit board had the right to determine to which school the pupils must attend. If the parents desired their children to obtain French and religious instructions, and the centralized school did not provide for these, parents were denied the rights to educate their children. On the other hand, areas have been centralized where the majority were Catholics. In such a case, since the Catholics were the majority, they had no right to establish separate schools.

122 Catholic Schools Section Saskatchewan School Trustees' Association, op. cit., p. 10.

123 Government of Saskatchewan, The Larger School Units Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 170.

124 Ibid., Section 51.

The Catholic Trustees' Association¹²⁵ pointed out that with the loss of local rights, the rights of the minorities and majorities, in many of the larger attendance areas, had become meaningless and nugatory.

From the publications referred to during the period from 1945 to 1960, one notes that references had been made mainly to the Larger School Units, a type of larger administrative unit, which affected the majority of the people in the province during this period.

The reports submitted, from 1905 to 1960, indicated the interest taken throughout the period in establishing larger administrative units by the people, the Government, and various groups who studied the educational system in the Province. The reports in the period: (1) from 1905 to 1926 emphasized the establishment of high school districts and consolidated school districts; (2) from 1926 to 1945 emphasized the need for a larger unit system consisting from sixty to seventy-five small districts; and (3) from 1945 to 1960 emphasized the establishment and development of the Larger School Units.

¹²⁵ Catholic Schools Section Saskatchewan School Trustees' Association, op. cit., p. 12.

Since many references will be made, in the present study, to these surveys and reports submitted during the period from 1905 to 1960, an attempt was made in this chapter to provide, wherever possible, an insight as to: who undertook the surveys and submitted the reports? what were the purposes of these undertakings? what methods were used in obtaining the information? and what references were made in them concerning the establishment and development of the larger administrative units? In the following chapter, consideration is given to the attempts made by the Legislature in providing for and establishing the larger administrative units.

CHAPTER III

LEGISLATIVE ENACTMENTS AND ATTEMPTS REGARDING THE ESTABLISHMENT OF THE LARGER ADMINISTRATIVE UNITS

In the previous chapter, surveys which were undertaken and significant reports which treated some aspect of the establishment and development of the larger administrative units were considered. To gain a deeper understanding and appreciation of the establishment and development of the larger administrative units, it is essential to have some knowledge of the provisions granted for their establishment. The Provincial Legislature has the responsibility of making laws and regulations concerning education, but their administration is left to the local school boards. The aim of the chapter is to point out what laws and regulations had been provided for the establishment of the larger administrative units.

To understand more fully the attempts made by the Legislature in providing for the establishment of the larger administrative units in Saskatchewan during the years from 1905 to 1960, one must have some knowledge of the attempts made and the enactments passed prior to and in existence in 1905. For the purpose of greater understanding this chapter is divided into two sections.

The first section of the chapter briefly indicates how the administrative policies of the North-West Territories provided for the establishment of the smaller administrative units to the year 1905, which later influenced the growth of the larger administrative units. The second section of the chapter traces the attempts made by the Saskatchewan Legislature in providing for and establishing the larger administrative units during the period from 1905 to 1960.

1. Relevant Enactments Prior to and in Existence in 1905.

Prior to 1905, many changes in the administrative level took place in the North-West Territories. Some of these changes had an influence on the formation of the different types of local school administrative units. Attention is drawn to two Acts, The British North America Act¹ of 1867 and The Saskatchewan Act² of 1905, and to

1 Canada, The British North America Act, in Statutes of Canada, 1867, Ottawa, Printer to the Queen's Most Excellent Majesty, 1867, Section 93.

2 -----, The Saskatchewan Act, in Statutes of the Parliament of Canada, 1905, Regina, Government Printer, 1906, Chapter 42, Section 17.

four Ordinances of 1884³, 1885⁴, 1892⁵, and 1901⁶.

The British North America Act⁷ of 1867, section 93, gave to the Legislature in each province in Canada the right to make laws in education subject to the provisions set forth in the Act. It also provided for the establishment of separate schools, and thus, served as a basis for other Acts for the North-West Territories and for the future Province of Saskatchewan.

3 Government of the North-West Territories, An Ordinance Providing for the Organization of Schools in the North-West Territories, in Ordinances of the North-West Territories, 1884, Regina, Printer to the Government of the North-West Territories, 1884, No. 5, Sections 9-11, 13, and 14.

4 -----, An Ordinance to Amend and Consolidate as Amended the School Ordinance of 1884, in Ordinances of the North-West Territories, 1885, Regina, Printer to the Government of the North-West Territories, 1885, No. 3, Sections 1, 5, 6, and 11.

5 -----, Ordinance to Amend and Consolidate as Amended the Ordinances Respecting Schools, in Ordinances of the North-West Territories, 1892, Regina, Printer to the Government of the North-West Territories, 1893, No. 22, Sections 5 and 7.

6 -----, School Ordinance, in Ordinances of the North-West Territories, 1901, Regina, Government Printer, 1901, Chapter 29, Sections 3-5, 8, 10, 11, 39, 41, 51, and 165.

7 Canada, The British North America Act, in Statutes of Canada, 1867, Ottawa, Printer to the Queen's Most Excellent Majesty, 1867, Section 93.

Prior to the year 1884, when Saskatchewan was part of the North-West Territories, there were only a few schools scattered throughout the Territories located mainly at missions. These schools received some grants from the Federal Government at Ottawa.

In 1884, action was taken for making provisions for organizing school districts. The Journals of the Council of the North-West Territories in 1884⁸ indicated that a Select Committee urged that a petition be telegraphed to Ottawa requesting that Section 93 of The British North America Act⁹ be put into force in the Territories. The petition was agreed upon and in that year the Journals¹⁰ indicated that an Ordinance¹¹ was passed by the North-West Council making provisions for the organization of schools in the North-West Territories.

8 Government of the North-West Territories, Journals of the Council of the North-West Territories of Canada, 1884 Session, Regina, Government Printer, 1886, p. 13.

9 Canada, op. cit.

10 Government of the North-West Territories, op. cit., p. 81.

11 -----, An Ordinance Providing for the Organization of Schools in the North-West Territories, in Ordinances of the North-West Territories, 1884, Regina, Printer to the Government of the North-West Territories, 1884, No. 5, Sections 9-11, 13, and 14.

Great changes took place in 1885. The Journals of the Council of the North-West Territories in 1885¹² indicated that the Ordinance¹³ of that year empowered the Lieutenant-Governor-in-Council to appoint and constitute a Board of Education for the North-West Territories. The Board of Education was to consist of five members, two of whom would be Roman Catholic, two Protestant, and the Lieutenant Governor who was to act as Chairman. The Board was assigned definite powers and duties; each group was to deal with the organization and management of schools in its own section. Toombs had made a detailed study of this early period, and in reference to the Ordinance¹⁴

12 Government of the North-West Territories, Journals of the Council of the North-West Territories of Canada, 1885 Session, Regina, Government Printer, 1886, p. 39.

13 -----, An Ordinance to Amend and Consolidate as Amended the School Ordinance of 1884, in Ordinances of the North-West Territories, 1885, Regina, Printer to the Government of the North-West Territories, 1885, No. 3, Sections 1, 5, and 6.

14 Ibid.

of 1885, he stated:

This act envisaged the setting up of a completely dual system of Protestant and Roman Catholic schools with a type of organization similar to the Province of Quebec¹⁵.

After an analysis of the 1885 Ordinance¹⁶, Toombs¹⁷ further reported that the local boards were given quite complete authority but were subject to the requirements of the School Ordinance¹⁸ and the regulations of the Board of Education.

In 1892, another great landmark appeared in the administrative policies of the North-West Territories which influenced the establishment of the local school

15 M. P. Toombs, Some Aspects of the Growth and Development of Educational Administrative Policies in Rupert's Land and in the North-West Territories to 1905, unpublished Master's thesis presented to the University of Saskatchewan, 1941, p. 89.

16 Government of the North-West Territories, op. cit., Sections 1, 5, 6, and 11.

17 M. P. Toombs, op. cit., p. 93.

18 Government of the North-West Territories, op. cit., Sections 5, 6, and 11.

districts. The Ordinance¹⁹ of 1892 indicated that the Board of Education had been replaced by a Council of Public Instruction. By this change, the members of the Executive Committee and four persons, two Protestant and two Roman Catholic, appointed by the Lieutenant-Governor-in-Council, constituted the Council of Public Instruction. Denny, in tracing the changes of the administration of schools in the North-West Territories, stated of the 1892 Ordinance²⁰:

Thus the Council was in complete control of all the schools of the Territories. There was no longer any division of the authority and uniformity in administration was secured²¹.

The changes in 1901 were of great significance, not only for the North-West Territories but also for the

19 Government of the North-West Territories, Ordinance to Amend and Consolidate as Amended the Ordinances Respecting Schools, in Ordinances of the North-West Territories, 1892, Regina, Printer to the Government of the North-West Territories, 1892, No. 22, section 5.

20 Ibid., section 7.

21 James D. Denny, The Organization of Public Education in Saskatchewan, Toronto, Ontario College of Education, 1929, p. 19.

future Province of Saskatchewan. In that year²² the Council of Public Instruction was replaced by the Department of Education, over which a member of the Executive Council, appointed by the Lieutenant-Governor-in-Council, presided and discharged the functions of the Commissioner of Education for the Territories. In the same year, the Ordinance²³ also indicated that there was to be an 'Educational Council' consisting of at least five members of which two were to be Roman Catholic. The Educational Council, an advisory body, was to consider all educational matters in the Territories²⁴.

The School Ordinance²⁵ of 1901 granted other provisions. In it, regulations were set as to the minimum requirements in the establishment of school districts²⁶. It laid the foundation for recognizing the minority

22 Government of the North-West Territories, School Ordinance, in Ordinances of the North-West Territories, 1901, Regina, Government Printer, 1901, Chapter 29, Sections 3-5.

23 Ibid., Section 8.

24 Ibid., Sections 10 and 11.

25 Ibid.

26 Ibid., Section 39.

ratepayers' rights by granting permission for the establishment of separate schools²⁷ and imposing no other tax except that of the separate school districts. In this Ordinance²⁸ the Lieutenant Governor of the Territories was empowered to disorganize any school district if it failed to meet the requirements and was permitted to appoint one or two persons to adjust the assets and liabilities of that district. It also marked the first step in making provisions²⁹ for the establishment of the larger administrative areas by empowering the trustees to provide for the conveyance to the school children residing within the limits of the districts.

One notes that the interest in establishing larger administrative units had arisen even in the Territorial days. In 1903, for the first time in the history of the Department of Education, a section of the Deputy

²⁷ Government of the North-West Territories, ibid., Section 41.

²⁸ Ibid., Section 51.

²⁹ Ibid., Section 165.

Commissioner's report was devoted to it. It read:

The question as to whether two or more of our large districts can advantageously be united for purposes of maintaining a central school is one that has received earnest consideration [...]³⁰

The year 1905, marks the division of the North-West Territories and the formation of the Province of Saskatchewan. Many significant changes took place in that year, but no changes were made in the School Ordinance³¹ of 1901. Denny, in reference to this Ordinance³², stated:

When the Province of Saskatchewan was organized in 1905, the School Ordinances which had so successfully met the requirements of the North-West Territories were continued in force without change during the year 1906³³.

On September 1, 1905, The Saskatchewan Act³⁴ set up the Government of the new Province. Section 17 of the

³⁰ Department of Education, Annual Report of the Department of Education of the North-West Territories, 1903, Regina, Government Printer, 1904, p. 22.

³¹ Government of the North-West Territories, op. cit.

³² Ibid.

³³ James D. Denny, op. cit., p. 22.

³⁴ Canada, The Saskatchewan Act, in Statutes of the Parliament of Canada, 1905, Regina, Government Printer, 1906, Chapter 42.

Act³⁵ is related to education. In it, one notes that the minorities' rights and privileges concerning their own schools were continued.

In the above section of the chapter, an attempt was made to point out the policies of the North-West Territories which provided for the establishment of the public and separate school districts, or simply, the smaller administrative units. These policies influenced the growth of the different sub-types of larger administrative units, mentioned in Chapter I. In the following section of the chapter, consideration is given to the attempts made by Saskatchewan Legislature in providing for and establishing larger administrative units from 1905 to 1960.

2. Attempts Made by Legislature in Establishing Larger Administrative Units from 1905 to 1960.

Provincial Legislature in Saskatchewan had made several attempts to provide for the establishment of larger administrative units during the years from 1905 to 1960. This section of the chapter points out six

35 Canada, ibid., Section 17.

such attempts made by the Legislature in the years 1907³⁶, 1912-13³⁷, 1923³⁸, 1928³⁹, 1940⁴⁰, and 1944⁴¹.

Ten significant amendments to these attempts will also be considered.

36 Government of Saskatchewan, The Secondary Education Act, in Statutes of the Province of Saskatchewan, 1907, Regina, Government Printer, 1907, Chapter 25.

37 -----, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1912-13, Regina, Government Printer, 1913, Chapter 33, Section 1.

38 -----, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1923, Regina, King's Printer, 1923, Chapter 39, Section 204b.

39 -----, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1928-29, Regina, King's Printer, 1929, Chapter 45, section 3, subsection 174k and Section 7, Subsections 206a, 206b, 206c, 206e, 206f, and 206h.

40 -----, The School Divisions Act, in Statutes of the Province of Saskatchewan, 1940, Regina, King's Printer, 1940, Chapter 76.

41 -----, The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1944, (Second Session), Regina, King's Printer, 1944, Chapter 41.

The 1956 Report⁴² indicated that as early as 1891, schools known as Union Schools, offered both elementary and secondary education in the North-West Territories. But with the formation of the Province and the growth of population, there was a greater need for improvement of the educational facilities. To give high school education a special importance and to provide a wider scope in the high school course of study, in 1907, Saskatchewan's Legislature passed The Secondary Education Act⁴³. Under this Act⁴⁴ any town or city in the province could pass a by-law to establish a public high school district coterminous with the urban municipal unit. The high school district was to be under the control of a high school board⁴⁵ consisting of five members. But this did not mean that secondary education in Saskatchewan was limited to only secondary schools organized under The Secondary Education

42 Royal Commission on Agriculture and Rural Life, Report No. 6, Rural Education, Regina, Queen's Printer, 1956, p. 24.

43 Government of Saskatchewan, The Secondary Education Act, in Statutes of the Province of Saskatchewan, 1907, Regina, Government Printer, 1907, Chapter 25.

44 Ibid., Section 8.

45 Ibid., Sections 9 and 10.

Act⁴⁶. The 1956 Report⁴⁷ pointed out that, as early as 1908, secondary classes were also offered in rural elementary schools and in continuation or high school rooms in town, village, and hamlet districts. These secondary classes were in districts under the control of the public school boards or the separate school boards.

Attention is drawn to the fact that The Secondary Education Act⁴⁸ had provided for the establishment of public high school districts. To satisfy the minorities, in 1943, The Secondary Education Act⁴⁹ was amended by permitting the reading or reciting, without comment or explanation, of the Lord's Prayer or a passage from the Bible. This did not satisfy the minorities. Although, secondary classes could have been offered in separate

46 Government of Saskatchewan, ibid.

47 Royal Commission on Agriculture and Rural Life, op. cit., p. 24.

48 Government of Saskatchewan, op. cit., Section 8.

49 ———, An Act to Amend The Secondary Education Act, in Statutes of the Province of Saskatchewan, 1943, Regina, King's Printer, 1943, Chapter 41, Section 68a.

schools, the 1959 Brief⁵⁰ indicated that The Secondary Education Act⁵¹ had infringed the minorities' rights. It prevented the minorities from receiving any taxes levied for high school purposes and any right to high school grants.

The 1907 attempt by the Legislature endeavoured to establish high school districts. In 1912-13, Legislature passed an amendment to The School Act⁵² to provide for the establishment of consolidated school districts.

The interest to establish some form of larger administrative units was present even in the Territorial days, as was indicated in the previous section of this chapter. The need for a larger administrative unit was obvious. Owing to a decreased density of farm population many school districts were too sparsely settled, thus the low average daily attendance was too high per pupil cost

50 Catholic Schools Section Saskatchewan School Trustees' Association, A Brief on Parental Rights in Education, Regina, Catholic Trustees' Association, 1959, p. 8-9.

51 Government of Saskatchewan, The Secondary Education Act, in Statutes of the Province of Saskatchewan, 1907, Regina, Government Printer, 1907, Chapter 25.

52 ———, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1912-13, Regina, Government Printer, 1913, Chapter 35, Section 1.

to operate the school.

Prior to 1912, school districts were organized not to exceed twenty square miles. The 1912-13 amendment to The School Act⁵³ permitted the establishment of school districts of not less than thirty-six square miles and not more than fifty square miles. That is, it provided for the establishment of larger school districts, referred to as consolidated districts, and the consolidation of existing small districts. As a result of this Legislation, the Department of Education indicated in the 1917 Report⁵⁴ that, between the years 1913 and 1916, seventeen consolidated school districts had been organized. Owing to the greater demand for larger school districts, the Government of Saskatchewan felt the need for a further amendment to the one of 1912-13⁵⁵. In 1917⁵⁶, Legislature permitted the Minister of Education, special conditions

⁵³ Government of Saskatchewan, ibid.

⁵⁴ Department of Education, Consolidation of School Districts in Saskatchewan, Special Report, Regina, King's Printer, 1917, p. 4.

⁵⁵ Government of Saskatchewan, op. cit.

⁵⁶ ———, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1917, Regina, King's Printer, 1917, Chapter 18, Section 3.

prevailing, to enlarge or to establish districts consisting of an area larger than fifty square miles. This permission was granted to areas where good roads existed and conveyance of children could be made possible.

The people in Saskatchewan took advantage of the 1912-13⁵⁷ and 1917⁵⁸ amendments, for in 1920⁵⁹, the Department of Education reported that by 31 December 1919, twenty-eight consolidated school districts were in existence in the Province.

The Secondary Education Act⁶⁰ of 1907 provided for the establishment of only urban high school districts. To provide for secondary education in rural areas, in 1923⁶¹,

57 Government of Saskatchewan, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1912-13, Regina, Government Printer, 1913, Chapter 35, Section 1.

58 ———, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1917, Regina, King's Printer, 1917, Chapter 18, Section 3.

59 Department of Education, Consolidation of School Districts in Saskatchewan. Special Report, Regina, King's Printer, 1920, p. 17.

60 Government of Saskatchewan, The Secondary Education Act, in Statutes of the Province of Saskatchewan, 1907, Regina, Government Printer, 1907, Chapter 25, Section 8.

61 ———, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1923, Regina, King's Printer, 1923, Chapter 39, Section 204b.

Legislature provided for the establishment of centralized high school areas. This gave the permission for contiguous districts, to agree for a period of time, to send their children to a central high school. Although this amendment had no permanent effect on the districts, it served the needs of the time by providing high school education to four or more contiguous districts.

It must be noted that the 1923⁶² attempt by the Legislature provided for the establishment of centralized high school areas. In 1925-26, Legislature amended The School Act⁶³ to provide for agreements to be made for centralized school areas for the education of children in elementary grades.

In 1928, the Government of Saskatchewan amended The School Act⁶⁴ so as to provide for the establishment of other types of larger administrative areas. It provided

62 Government of Saskatchewan, ibid.

63 -----, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1925-26, Regina, King's Printer, 1926, Chapter 30, Section 11.

64 -----, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1928-29, Regina, King's Printer, 1929, Chapter 45, Section 3, Subsection 174k and Section 7, Subsections 206a, 206b, 206c, 206e, 206f, and 206h.

for the establishment of community schools and winter high school districts.

To establish community schools, contiguous districts could dissolve and merge into a large union district. The amendment to The School Act⁶⁵ outlined the steps to be taken in establishing Union boards and indicated the duties and powers⁶⁶ of the Union boards. In spite of all the provisions granted, this amendment did not interest the people of the Province. The Department of Education stated in 1929⁶⁷ that there was no serious attempt made on the part of the people anywhere to form a community school. The reasons for this, the Department further indicated, was either there was no desire for such schools or the means provided were not appropriate.

The idea in providing for the establishment of winter high schools was to permit boys and girls, from the farms, to obtain a high school education during the winter

⁶⁵ Government of Saskatchewan, ibid., Section 7, Subsections 206a, 206b, and 206c.

⁶⁶ Ibid., Section 7, Subsections 206e, 206f, 206h.

⁶⁷ Department of Education, Annual Report of the Department of Education of the Province of Saskatchewan, 1928, Regina, King's Printer, 1929, p. 15.

months and to assist in farming during the other seasons of the year. This plan would have permitted only a few subjects in a winter session, thus extending the one-year high school course over a number of winters. In 1929, the Department⁶⁸ pointed out that twelve or fifteen centres considered the plan seriously and in six places the ratepayers voted on the proposed form of high school district; but in each case it was voted down. The Department indicated the reasons for this strong disapproval. Some people: (1) were not interested in high school education; (2) were afraid of an increase in taxation; and (3) believed that high school graduates would not return to the farm. On the other hand, those who favoured education preferred to get through high school sooner and enter into their desired professions.

Although the 1928⁶⁹ amendments indicated Legislature's attempt to promote the establishment of larger administrative units, it also indicated that the provincial leaders lacked foresight and appropriate means to establish these larger areas.

⁶⁸ Department of Education, ibid., p. 15-16.

⁶⁹ Government of Saskatchewan, op. cit.

Concerning the 1928⁷⁰ amendments, the Department of Education in the 1928 Annual Report stated;

Permissive legislation is scarcely sufficient. The department should formulate definite policies [...] and confident in its judgments endeavour to lead the way⁷¹.

Twelve years later, in 1940, Legislature passed The School Divisions Act⁷² which authorized the Minister of Education to establish, at the request of the rate-payers, school divisions consisting of approximately eighty rural public teachers. The Act⁷³ indicated that the school divisions would be divided into five subdivisions; it also permitted the alteration of the boundaries of the school division⁷⁴. The Act⁷⁵ provided for the inclusion of town public school districts, separate school districts, and consolidated school districts to be made by an

70 Government of Saskatchewan, ibid.

71 Department of Education, op. cit., p. 16.

72 Government of Saskatchewan, The School Divisions Act, in Statutes of the Province of Saskatchewan, 1940, Regina, King's Printer, 1940, Chapter 76, Sections 3 and 4.

73 Ibid., Section 5(2)(b).

74 Ibid., Section 6.

75 Ibid., Section 49.

agreement between the district and division boards; it permitted the minorities to establish separate schools if they so desired⁷⁶. The Act⁷⁷ granted provision for disorganization of the school division if not less than fifteen percent of the resident ratepayers sent to the Minister a petition, within six months after the expiration of the five years from the date of establishment, stating their desire to disorganize into small school districts. A vote would be taken to ascertain the wishes of the people.

The 1956 Report⁷⁸ indicated that only in the Swift Current area had any preliminary steps been taken to establish a school division. On the whole, no request was made by the ratepayers; thus no school divisions were established under this 1940 Act⁷⁹ as was stated in the 1956 Brief⁸⁰.

76 Government of Saskatchewan, ibid., Section 75.

77 Ibid., Section 8.

78 Royal Commission on Agriculture and Rural Life, op. cit., p. 100.

79 Government of Saskatchewan, op. cit.

80 Department of Education, A Brief Prepared for the Provincial-Local Government Conference, Regina, Queen's Printer, 1956, p. 20.

The School Divisions Act⁸¹ had provided for the establishment of a type of larger administrative unit. As pointed out in the preceding paragraphs, it took into consideration many important aspects. But the reasons as to why no school divisions were established can be attributed to the lack of active provincial leadership. The people of the province should have been informed concerning the contents of this 1940 Act⁸² and given guidance to establish school divisions. Leadership does not imply only granting provisions; it also implies a setting up of a favourable environment for the growth and development of the provisions and guidance for their development. This type of provincial leadership was lacking in Saskatchewan prior to 1944.

In 1944, following the provincial election, Legislature granted almost the same provisions for the establishment of a larger administrative unit as did the Legislature for The School Divisions Act⁸³ in 1940. But the new Government of Saskatchewan also had its members

81 Government of Saskatchewan, op. cit.

82 Ibid.

83 Ibid.

take an active part in the establishment of the larger administrative areas. It repealed The School Divisions Act⁸⁴ of 1940 and passed The Larger School Units Act⁸⁵. Under this new Act⁸⁶, the Minister of Education was empowered to establish Larger School Units, where it seemed advisable to do so, by including approximately eighty rural public and village public school districts. Provisions⁸⁷ were granted for town public school districts, consolidated school districts, and separate school districts to be included in the Unit by an agreement to be made by the district and Unit boards. The 1944 Act⁸⁸ provided for the disorganization of the Unit if not less than fifteen percent of the resident ratepayers sent a petition to the Minister, within six months after the expiration of five years from the date of establishment,

84 Government of Saskatchewan, ibid.

85 -----, The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1944, (Second Session), Regina, King's Printer, 1944, Chapter 41.

86 Ibid., Section 3.

87 Ibid., Section 51.

88 Ibid., Section 8.

stating their desire to disorganize into small school districts. This provided for a trial period.

Provision⁸⁹ was also granted for the establishment of separate schools by the minority of ratepayers in any district, whether Protestant or Roman Catholic.

The Larger School Units Act⁹⁰ indicated the duties and powers of the district and Unit boards. The Department of Education stated, in the 1945 pamphlet⁹¹, that the principle in establishing Unit boards and the division of the duties and powers was to establish co-operation. A Larger School Unit cannot be controlled satisfactorily by a large group consisting of all the local trustees in the Unit. Therefore, a Unit board of five members⁹² was to be elected, one member from each subunit. The trustees of the districts were to meet and elect their representative to the Unit board.

89 Government of Saskatchewan, ibid., Section 80.

90 Ibid., Sections 38, 42, and 44.

91 Department of Education, Larger School Units in Saskatchewan, Regina, King's Printer, 1945, p. 9-10.

92 Government of Saskatchewan, op. cit., Section 9.

The 1944 Act⁹³ provided for the appointment of teachers, which could be nominated by the local board of trustees, if the nomination was transmitted to the Unit board during the month of May.

The Larger School Units Act⁹⁴ also indicated that upon the establishment of the Larger School Unit the local boards would retain the powers which they held under Sections 201 and 202 of The School Act⁹⁵. Under Section 201, English was still to be the sole language of instruction; whereas, French could be taught as a subject for a period not to exceed one hour a day. Pupils not desiring to receive French instructions were to be profitably employed with other school work. According to Section 202, religious instructions were permitted during the last one-half hour of the day.

93 Government of Saskatchewan, ibid., Section 43.

94 ibid., Section 41.

95 Government of Saskatchewan, The School Act, in The Revised Statutes of Saskatchewan, 1940, Volume II, Regina, King's Printer, 1940, Chapter 165, Sections 201 and 202.

In 1944, after The Larger School Units Act⁹⁶ was passed, the Department of Education took steps in establishing the Larger School Units. It outlined a map of the Larger School Units in the province. In so doing, it had only the one criterion to consider which was set by the 1944 Act⁹⁷, that each Unit should include approximately eighty teachers of the rural public and village public school districts. But the 1956 Report⁹⁸ indicated that the Department also considered other generalisations in defining the Unit boundaries such as: (1) the inclusion of districts whether in operation or not; (2) the inclusion of a reasonable administrative area; (3) the consideration of natural barriers, such as the Qu'Appelle and Saskatchewan Rivers; (4) the consideration of the location of existing railways and highways; and (5) the consideration of local wishes and interests.

⁹⁶ Government of Saskatchewan, The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1944, (Second Session), Regina, King's Printer, 1944, Chapter 41.

⁹⁷ Ibid., Section 3.

⁹⁸ Royal Commission on Agriculture and Rural Life, op. cit., p. 103.

Even after the boundaries were defined, it must be noted, the Act⁹⁹ permitted for further alterations. Provisions were granted for: (1) transfer of a village or rural school district to an adjacent Unit and (2) transfer of certain districts from one subunit to another.

The first map¹⁰⁰ of sixty-six Larger School Units was studied and discussed by superintendents and others interested in it. On the basis of this map, fourteen Units were established. But shortly after the fourteen Units were established, the Department felt that a reduction in the number of Units would be more economical to administer and supervise, and consequently would leave a greater sum of money for other educational purposes. The redraft of the Unit boundaries did not alter the fourteen Units, which were ready to operate, but remapped the remaining fifty-two into forty-six Larger School Units. Thus, by the end of the year 1944, Saskatchewan had sixty Larger School Units mapped out, of which fourteen were ready to operate.

99 Government of Saskatchewan, op. cit., Section 6.

100 Royal Commission on Agriculture and Rural Life, op. cit., p. 103.

The Department of Education, in the Annual Report¹⁰¹, indicated other means which were taken to inform the people in the province concerning the Larger School Units: (1) a series of eight articles were published and sent to every newspaper in the province; (2) fifty thousand copies of forty most frequently asked questions and answers were distributed to school boards, various clubs and organizations; (3) fifty-two meetings were held preparing the areas for Larger School Unit organization; (4) twenty-three thousand copies of the pamphlet Larger School Units in Saskatchewan¹⁰² were distributed; (5) addresses were delivered, seven at the local request and thirteen at different teachers' and trustees' conventions; and (6) three radio addresses were delivered by the Minister of Education.

The above indicates the amount of time and effort which was devoted by various leaders, in 1944-45, to establish Larger School Units in the province. As a

¹⁰¹ Department of Education, Annual Report of the Department of Education of the Province of Saskatchewan, 1944-45, Regina, King's Printer, 1945, p. 48.

¹⁰² -----, Larger School Units in Saskatchewan, Regina, King's Printer, 1945, 23 p.

result, the Department of Education¹⁰³ indicated that on 30 November 1945, twenty-nine Larger Units were in operation, and in the following year¹⁰⁴, forty-five Larger School Units were operating.

In the years following 1944, many changes were made in The Larger School Units Act¹⁰⁵; seven of these amendments will be briefly considered.

Under the original Act¹⁰⁶, the formation of Larger Units was undertaken without vote of the resident rate-payers, although the Minister of Education could recommend that a vote be taken. In 1945, the Act¹⁰⁷ was amended requiring that a vote be held before the establishment of a Unit. If a petition signed by twenty percent

103 Department of Education, Annual Report of the Department of Education of the Province of Saskatchewan, 1944-45, Regina, King's Printer, 1945, p. 38.

104 -----, Annual Report of the Department of Education of the Province of Saskatchewan, 1945-46, Regina, King's Printer, 1947, p. 64.

105 Government of Saskatchewan, op. cit.

106 Ibid., Section 3.

107 Government of Saskatchewan, An Act to Amend The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1945, Regina, King's Printer, 1945, Chapter 67, Section 2.

of the ratepayers in the majority of districts was sent to the Minister of Education within thirty days after filing the notice of intention to establish a Unit, then the Unit was to be organized.

The Department of Education pointed out in the 1956 Brief¹⁰⁸ that, prior to 1956, eleven Units had been established by a favourable vote of the resident ratepayers and two areas, where votes were held, were not in favour of establishing the Larger Unit. The Royal Commission on Agriculture and Rural Life indicated in the 1956 Report¹⁰⁹ that, at the time of their survey, fifty-six of the sixty outlined Units were organized. The four not organized: Melville South, Indian Head, Regina, and Rosthern, the Commission reported, were reluctant to form Larger Units due to social and economic reasons.

108 Department of Education, A Brief Prepared for the Provincial-Local Government Conference, Regina, Queen's Printer, 1956, p. 20.

109 Royal Commission on Agriculture and Rural Life, op. cit., p. 104.

In the original Act¹¹⁰ five subunits were to be established in each Larger Unit. In 1946, the Act¹¹¹ was amended to provide for a sixth subunit. This amendment provided for a greater representation in the Unit board.

In the 1944 Act¹¹² provisions were made for town public school districts, separate school districts, and consolidated school districts to be included in the Unit by an agreement to be made by the district and Unit boards. In 1947, the Act¹¹³ was amended to provide for the inclusion of high school districts in the Units to be made by an agreement of the high school and Unit boards.

110 Government of Saskatchewan, The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1944, (Second Session), Regina, King's Printer, 1944, Chapter 41, Section 4(b).

111 ———, An Act to Amend The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1946, Regina, King's Printer, 1946, Chapter 52, Section 3.

112 ———, The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1944, (Second Session), Regina, King's Printer, 1944, Chapter 41, Section 51.

113 ———, An Act to Amend The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1947, Regina, King's Printer, 1947, Chapter 60, Section 6.

The Larger School Units Act¹¹⁴ of 1944 empowered the Minister of Education to establish Larger Units consisting of approximately eighty teachers of the rural public and village public school districts. The 1949 amendment to the Act¹¹⁵ authorized, the newly established Units, to include not only the rural public and village public school districts but also the town public school districts with a population of under two thousand. The smaller town public school districts were considered to be more of the rural nature.

In 1953, The School Act¹¹⁶ was amended to provide for the organization of a central board of trustees for any two or more contiguous districts in the Unit. Through the central board, the districts included in the larger attendance area would have a greater representation in the

114 Government of Saskatchewan, The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1944, (Second Session), Regina, King's Printer, 1944, Chapter 41, Section 3.

115 ———, An Act to Amend The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1949, Regina, King's Printer, 1949, Chapter 60, Section 2.

116 ———, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1953, Regina, Queen's Printer, 1953, Chapter 65, Section 12.

management of the central school and in the Larger Unit. The 1956 Report¹¹⁷ indicated that, in 1955, out of the 328 established larger attendance areas 60 had organized central boards.

In the 1944 Act¹¹⁸ duties and powers were divided between the district and Unit boards. Section 44 of this Act¹¹⁹ was amended in 1953¹²⁰ granting a provision whereby the Larger Unit board may make an agreement with a district board for purposes of providing better and higher educational facilities. In 1954, this section of the Act¹²¹ was again amended to enable two or more Unit boards to enter an agreement for the purposes of engaging

117 Royal Commission on Agriculture and Rural Life, op. cit., p. 95.

118 Government of Saskatchewan, The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1944, (Second Session), Regina, King's Printer, 1944, Chapter 41, Sections 38, 42, and 44.

119 Ibid., Section 44.

120 Government of Saskatchewan, The Larger School Units Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 170, Section 53.

121 -----, An Act to Amend The Larger School Units Act, in Statutes of the Province of Saskatchewan, 1954, Regina, Queen's Printer, 1954, Chapter 47, Section 9.

services of the architect, engineer, supervisor, or other persons to plan and supervise the construction of a school building and to make appropriate payments for the services. This amendment also enabled two or more Unit boards to call for tenders and to purchase building materials and supplies. As a result, the 1956 Report¹²² indicated that in the west central zone of the province, six Larger Units had organized a joint committee for achieving economy in building programs and the purchase of supplies.

In some ways the Larger School Unit had been too large but for other purposes it proved to be too small. Purchasing supplies and providing services for larger areas is more economical. To provide for a greater co-operation between Unit boards, in 1957, Legislature again amended the Act¹²³. It granted permission to the Unit boards to organize Unit zone committees for the purposes of purchasing larger quantities of supplies and making

¹²² Royal Commission on Agriculture and Rural Life, op. cit., p. 107.

¹²³ Government of Saskatchewan, An Act to Amend The Larger School Units Act, in Statutes of the Province of Saskatchewan, 1957, Regina, Printer to the Queen's Most Excellent Majesty, 1957, Chapter 54, Section 8.

provision for building, planning, and supervising services.

In the second section of the chapter, one notes that in the earlier years of the period of study, 1905 to 1960, Legislature in Saskatchewan made provisions for the establishment of the larger administrative units and left it to the ratepayers to organize these larger areas. In 1944, Legislature took the initiative, mapped out the Larger School Units, established a few of them where it seemed advisable to do so, and took various means to inform the people of the province concerning these larger administrative areas. Since 1944, Legislature made numerous amendments to the original provisions.

The aim of the chapter was to point out what laws and regulations had been provided for the establishment of the larger administrative units. To do so, the first section of the chapter briefly pointed out the administrative policies of the North-West Territories which granted provisions for the establishment of the smaller administrative units. The second section of the chapter, traced the attempts made by the Saskatchewan Legislature in providing for and establishing the larger administrative units from 1905 to 1960. In the following

chapter, an attempt is made to trace the establishment and development of the different types of larger administrative units.

CHAPTER IV

ESTABLISHMENT AND DEVELOPMENT OF THE LARGER ADMINISTRATIVE UNITS

In the previous chapters, an insight was given as to the Legislative enactments which granted provisions for the establishment of the larger administrative units and the significant reports which treated various aspects of the establishment and development of these larger areas. In this chapter, an attempt is made to trace the establishment and development of the five types of larger administrative units, viz., high school districts, consolidated school districts, centralized school areas, Larger School Units, and the Northern Administrative Area, during the period from 1905 to 1960.

The Department of Education in its Annual Reports had indicated the number of high school districts, consolidated school districts, Larger School Units, and districts and operating schools in the Northern Administrative Area. This information has been compiled into tables and is included in the chapter.

The period of study from 1905 to 1960, is divided into three parts, viz., (1) 1905 to 1926, (2) 1926 to

1945, and (3) 1945 to 1960. In each of these periods, the establishment and development of the different types of larger administrative units are considered.

1. Period from 1905 to 1926.

Three types of larger administrative units, viz., high school districts, consolidated school districts, and centralized high school areas, were in existence in Saskatchewan during the period from 1905 to 1926. The reports, submitted during this period, emphasized the establishment of high school districts and consolidated school districts. Centralized high school areas were also established; since they were yearly agreements made by district boards, the number of them in operation was not available. The Annual Reports by the Department of Education indicated the number of high school districts and consolidated school districts which were in operation on 31 December of each year.

Table I indicates the number of high school districts and consolidated districts in the period from 1907 to 1926, as neither of them were in existence prior to 1907.

Table I.- Number of Two Types of Larger Administrative Units from 1907 to 1926.

Year	Districts	
	High School	Consolidated
1907	6	-
1908	6	-
1909	11	-
1910	13	-
1911	15	-
1912	15	-
1913	16	-
1914	18	-
1915	21	9
1916	21	15
1917	22	19
1918	22	23
1919	24	28
1920	24	38
1921	24	39
1922	24	39
1923	24	40
1924	24	40
1925	20	40

Information was obtained from the Annual Reports of the Department of Education of the Province of Saskatchewan on December 31 in each of the years.

One notes, from Table I, that the number of high school districts increased in the first thirteen years after The Secondary Education Act¹ was passed. Six high school districts were established in 1907, five in 1909, two in 1910, two in 1911, one in 1913, two in 1914, three in 1915, one in 1917, and two in 1919. So that in 1919, there were twenty-four high school districts in existence. This was followed by five years of no change in the number of high school districts and with a decrease of four in 1925.

Although, provision was granted for the establishment of consolidated school districts in 1912-13², the Department of Education, in its Annual Reports, did not indicate the number of these districts established in the years 1913 and 1914. Therefore, Table I shows the number of consolidated districts during the period from 1915 to 1926. It must also be noted that consolidated districts were organized and disorganized during the year. Table I

¹ Government of Saskatchewan, The Secondary Education Act, in Statutes of the Province of Saskatchewan, 1907, Regina, Government Printer, 1907, Chapter 25.

² -----, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1912-13, Regina, Government Printer, 1913, Chapter 35, Section 1.

indicates only the number of consolidated districts which were in operation on 31 December of each year.

In Table I, one notes that the number of consolidated school districts increased rapidly from 1915 to 1921. Nine consolidated districts were in operation in 1915 and thirty-eight in 1920. After 1920, there was an increase of one consolidated district in each of the years 1921 and 1923.

One concludes, from Table I, that there was a significant increase in the number of: (1) high school districts from 1907 to 1920 and (2) consolidated school districts from 1915 to 1921.

2. Period from 1926 to 1945.

Four types of larger administrative units, viz., high school districts, consolidated school districts, centralized school areas, and Larger School Units, were in existence in the Province during the period from 1926 to 1945. Centralized school areas were temporary agreements and, as indicated in the previous section of the chapter, the number of them in operation in each year was not available. Table II indicates the number of the other three types of larger administrative units on 31 December

Table II.- Number of Three Types of Larger Administrative Units from 1926 to 1945.

Year	High School Districts	Consolidated Districts	Larger Units
1926	20	40	-
1927	19	40	-
1928	19	40	-
1929	19	40	-
1930	19	41	-
1931	19	41	-
1932	18	40	-
1933	18	40	-
1934	18	40	-
1935	18	40	-
1936	18	41	-
1937	18	41	-
1938	18	41	-
1939	18	41	-
1940	18	41	-
1941	18	41	-
1942	17	41	-
1943	17	41	-
1944	17	42	14

Information was obtained from the Annual Reports of the Department of Education of the Province of Saskatchewan on December 31 in each of the years.

in the years from 1926 to 1945.

Table II shows that the number of high school districts gradually decreased during the period from 1926 to 1945. On 31 December in 1926, there were twenty high school districts in operation. One high school district was disorganized in each of the years 1927, 1932, and 1942. So that in 1944, there were only seventeen high school districts in operation in the Province.

Table II also indicates that there was a very small increase in the number of consolidated school districts during the period from 1926 to 1945. On 31 December 1926, forty consolidated districts were in operation. This was followed by an increase of one consolidated district in 1930, a decrease of one in 1932, and an increase of one in each of the years 1936 and 1944. So that on 31 December in 1944, forty-two consolidated districts were in operation in Saskatchewan.

In 1944, the Government of Saskatchewan, in its final draft, outlined sixty Larger School Units. Table II indicates that fourteen of these Larger School Units were established by 31 December 1944.

From the study of Table II, one concludes that, during the period from 1926 to 1945, there was a decrease

in the number of high school districts, a slight increase in the number of consolidated districts, and a tremendous number of Larger School Units established in the one year, 1944.

3. Period from 1945 to 1960.

Five types of larger administrative units, viz., high school districts, consolidated school districts, centralized school areas, Larger School Units, and the Northern Administrative Area, were in existence in Saskatchewan during the period from 1945 to 1960. Since the 1959 Annual Report by the Department of Education was not published at the time of this study, Table III indicates the number of high school districts, consolidated school districts, and Larger School Units which were in operation on 30 June in each of the years from 1945 to 1959. The number of centralized school areas during this period was not available.

Table III shows a decrease in the number of high school districts during the period from 1945 to 1959. On 30 June 1945, seventeen high school districts were in operation in the Province. There was a decrease of two high school districts in 1948 and one in each of the years

Table III.- Number of Three Types of Larger Administrative Units from 1945 to 1959.

Year	High School Districts	Consolidated Districts	Larger Units
1945	17	42	29
1946	17	42	45
1947	17	42	45
1948	15	42	45
1949	14	42	46
1950	14	42	48
1951	14	43	48
1952	14	42	49
1953	14	42	54
1954	13	42	56
1955	14	42	56
1956	14	42	56
1957	15	42	56
1958	16	42	56

Information was obtained from the Annual Reports of the Department of Education of the Province of Saskatchewan on June 30 in each of the years.

1949 and 1954. This was followed by an increase of one high school district in each of the years 1955, 1957, and 1958. So that in 1958, sixteen high school districts were in operation in Saskatchewan.

Table III also indicates that, on 30 June in each year, the number of consolidated districts, forty-two, remained almost constant throughout the period from 1945 to 1959. There was an increase of one consolidated district in 1951 and a decrease of one in 1952.

In Table III, one notes the increase in the number of Larger School Units during the period from 1945 to 1959. On 30 June 1945, twenty-nine Larger School Units were in operation. There was an increase of sixteen Larger School Units in 1946, one in 1949, two in 1950, one in 1952, five in 1953, and two in 1954. This was followed by four years of no increase in the number of Larger Units. So that in 1958, fifty-six Larger School Units were in operation in Saskatchewan.

In summarizing Table III, the period from 1945 to 1959, indicates that the number of high school districts decreased, consolidated districts remained constant, and Larger School Units increased tremendously in the years

Table IV.- Number of Districts and Schools in Operation
in the Northern Administrative Area from 1946 to 1959^a.

Year	School Districts	Schools Operating
1946	16	16
1947	25	15
1948	25	17
1949	25	17
1950	25	18
1951	25	21
1952	25	23
1953	26	25
1954	26	26
1955	24	21
1956	25	21
1957	26	20
1958	21	21

Information was obtained from the Annual Reports of the Department of Education of the Province of Saskatchewan on June 30 in each of the years.

^a Only those under the administration of the Department of Education.

1945 and 1946 followed by a gradual increase in the years to 1955.

The Northern Administrative Area was organized in 1945. It covered approximately half of Saskatchewan's territory and included all the schools in the remote northern area of the Province. Table IV indicates the number of school districts and schools in operation in the Northern Administrative Area, which were under the administration of the Department of Education, on 30 June of each year from 1946 to 1959. By 30 June 1946, there were sixteen districts established in the Northern Administrative Area. This was followed by an increase of nine districts in 1947 and one in 1953, a decrease of two in 1955, an increase of one in each of the years 1956 and 1957, and a decrease of five in 1958. The number of schools in operation was usually smaller than the number of actual districts owing to the conveyance of children from one district to a school in another district.

In summarizing the period from 1905 to 1960, the four Tables had indicated that there was a significant increase in the number of: (1) high school districts from 1907 to 1920; (2) consolidated school districts from 1915 to 1921; (3) Larger School Units from 1944 to 1947; and

(4) school districts in the Northern Administrative Area from 1946 to 1948. Besides the sporadic development of the different types of larger administrative units, the Tables also indicated that at times the number of these larger areas increased slightly, remained constant, or decreased.

The aim in this chapter was to trace the establishment and development of the different types of larger administrative units during the period of study from 1905 to 1960. In Chapter V, consideration will be given to some of the significant factors which assisted this establishment and development; whereas, in Chapter VI, an attempt will be made to point out the more significant factors which impeded this establishment and development.

CHAPTER V

FACTORS WHICH ASSISTED THE ESTABLISHMENT AND DEVELOPMENT OF THE LARGER ADMINISTRATIVE UNITS

In Chapter IV, the establishment and development of the different types of larger administrative units were traced through the period of study from 1905 to 1960. It was noted from the contents of the Tables in the previous chapter, that at times the number of high school districts, consolidated school districts, Larger School Units, and districts in the Northern Administrative Area had increased tremendously, increased slightly, remained unchanged, or decreased. In this chapter, consideration is given to some of the significant factors which assisted the establishment and development of these different types of larger administrative units.

Some of these factors were more significant in one period than in another. For the sake of greater understanding, consideration is given to each of the three parts of the period of study: (1) 1905 to 1926, (2) 1926 to 1945, and (3) 1945 to 1960.

1. Period from 1905 to 1926.

Even though this was an experimental period for Saskatchewan's educational system, there were a number of factors which promoted the establishment and development of the different types of larger administrative units. The more significant ones were the decreased density in farm population, the lack of teaching personnel, the benefits derived in the organized larger areas, and the interests taken and efforts made by the people of the Province, the Government of Saskatchewan, and the various groups and individuals who studied Saskatchewan's educational system.

The small administrative units, public school districts and separate school districts, consisting of twenty square miles, served the needs of the Territorial and early pioneering days when various groups of people settled in colonies. There were no roads or means of conveyance. But with the expansion of the railways and the growth of towns and villages, the density of farm population decreased. To maintain a sufficient enrollment and to finance the operation of the school, the boundaries of the school districts required readjustments. There was a need of either the establishment of larger school

districts or the consolidation of the existing districts.

During the period from 1905 to 1926, the 1956 Report¹ indicated that the number of teachers and teacher trainees were not sufficient in the province; as a result, a large number of them were imported from abroad and from other provinces. The lack of sufficient teaching personnel, although not favourable in itself, assisted in promoting the establishment of larger administrative areas.

Besides those mentioned, there were other factors which promoted the establishment of larger administrative units. Some people in the province, who were interested in a better, higher, and broader form of education, noted the benefits which were derived by communities in the consolidated school districts. These benefits, as the 1915 Report² by the Department of Education pointed out, were: (1) better attendance, (2) punctuality, (3) better teachers, (4) greater interest among teachers, parents,

1 Royal Commission on Agriculture and Rural Life, Report No. 6. Rural Education, Regina, Queen's Printer, 1956, p. 24.

2 Department of Education, Consolidated Schools in Saskatchewan, Special Report, Regina, Government Printer, 1915, p. 8.

and pupils, (5) better buildings and grounds, (6) more advanced work (high school course of study, agriculture, etc.), and (7) more opportunities for making the school a centre for social activities of the district. To these advantages, the Department of Education added, in the 1920 Report³, that a consolidated school district provided for a better form of administration.

One of the greatest factors which promoted the establishment of consolidated school districts was the interest taken by the people in the province to establish them. The 1917 Annual Report by the Department of Education indicated:

Consolidation was begun in a small way in 1913 [...] there is an increased interest on the part of the people of the province, judging from the inquiries that are constantly being received as to the merits of this scheme⁴.

3 Department of Education, Consolidation of School Districts in Saskatchewan. Special Report, Regina, King's Printer, 1920, p. 8.

4 -----, Annual Report of the Department of Education of the Province of Saskatchewan, 1917, Regina, King's Printer, 1918, p. 14.

Foght, in the 1918 Report⁵, also indicated that the eighteen consolidated districts, which were in operation at the time of his survey, were established mainly due to local initiative.

The Government of Saskatchewan was also interested in larger administrative units, for during the period from 1905 to 1926, it granted a number of provisions for their establishment. In 1907, The Secondary Education Act⁶ was passed to provide for the establishment of high school districts in urban centres. Rural high school students could have attended the urban high schools by paying a small fee. In 1923, Legislature amended The School Act⁷ granting provision for rural districts to obtain secondary education by organizing centralized high school areas.

⁵ Harold W. Foght, A Survey of Education in the Province of Saskatchewan, Canada, Regina, King's Printer, 1918, p. 65.

⁶ Government of Saskatchewan, The Secondary Education Act, in Statutes of the Province of Saskatchewan, 1907, Regina, Government Printer, 1907, Chapter 25, Section 8.

⁷ ———, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1923, Regina, King's Printer, 1923, Chapter 39, Section 204b.

The migration of the farm population to towns and villages left the rural districts with a need for a larger administrative area. In 1912-13, Legislature amended The School Act⁸ granting provision for the establishment of larger or consolidated school districts to consist of an area of thirty-six square miles and not to exceed fifty square miles. Owing to the greater interest of the people, in 1917⁹, Legislature amended the 1913 provision¹⁰ by granting, under special circumstances, the establishment of consolidated school districts to consist of more than fifty square miles.

The Department of Education also published three Special Reports on consolidated school districts in the

8 Government of Saskatchewan, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1912-13, Regina, Government Printer, 1913, Chapter 35, Section 1.

9 -----, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1917, Regina, King's Printer, 1917, Chapter 18, Section 3.

10 -----, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1912-13, Regina, Government Printer, 1913, Chapter 35, Section 1.

years 1915¹¹, 1917¹², and 1920¹³. The aim of these Reports was to assist the public in understanding the provisions granted for the establishment of consolidated districts, to point out the advantages and disadvantages of these larger areas, and to provide instructions regarding the establishment of them.

Besides the interests of the people in the province and the Government, there were groups and individuals who studied Saskatchewan's educational system and in their reports stressed the need for reorganizing the local school district system and improving secondary education. In 1915, the Saskatchewan Educational Commission advocated

11 Department of Education, Consolidated Schools in Saskatchewan, Special Report, Regina, Government Printer, 1915, 43 p.

12 -----, Consolidation of School Districts in Saskatchewan, Special Report, Regina, King's Printer, 1917, 33 p.

13 -----, Consolidation of School Districts in Saskatchewan, Special Report, Regina, King's Printer, 1920, 27 p.

the establishment of consolidated districts¹⁴, suggested broadening the high school course of study¹⁵, and stressed the need of granting provisions for the establishment of rural high school districts¹⁶. Foght, in the 1918 Report¹⁷, approved of establishing consolidated districts but recommended the establishment of the municipal district¹⁸; he also stressed the need for a better, broader, and higher education in Saskatchewan¹⁹. These Reports, submitted by various groups and individuals, were one of the greatest incentives which promoted the people in the province in establishing consolidated districts. One notes from Table I that from 1915 to 31 December 1920, the period when the various reports were submitted,

14 Saskatchewan Educational Commission, Report of the Saskatchewan Educational Commission on Agricultural and Industrial Education, Consolidation of Schools, Training and Supply of Teachers, Courses of Study, Physical and Moral Education, with Recommendations, Regina, Government Printer, 1915, p. 168-169.

15 Ibid., p. 26-28.

16 Ibid., p. 27-28.

17 Harold W. Foght, op. cit.

18 Ibid., p. 29-32.

19 Ibid., p. 88-103.

thirty-eight consolidated school districts were in operation.

By an examination of Table I, one notes that the greatest increase in number of high school districts and consolidated districts occurred: (1) shortly after the provisions were granted for the establishment of the larger administrative units and (2) during the period when the various reports were published concerning these larger areas. During the period from 1907 to 1921, when the increase in the number of high school districts and consolidated districts was greatest, there were: (1) four provisions granted by the Legislature for the establishment of larger administrative units in the years 1907²⁰, 1912-13²¹, 1917²², and 1923²³ and (2) five Reports

20 Government of Saskatchewan, The Secondary Education Act, in Statutes of the Province of Saskatchewan, 1907, Regina, Government Printer, 1907, Chapter 25.

21 -----, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1912-13, Regina, Government Printer, 1913, Chapter 35, Section 1.

22 -----, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1917, Regina, King's Printer, 1917, Chapter 18, Section 3.

23 -----, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1923, Regina, King's Printer, 1923, Chapter 39, Section 204b.

submitted; by the Department of Education in the years 1915²⁴, 1917²⁵, and 1920²⁶; by the Saskatchewan Educational Commission in 1915²⁷; and by Harold W. Foght in 1918²⁸.

During the period from 1905 to 1926, numerous factors were noted which assisted in promoting the progressive development of the larger administrative units. But, the sporadic development of the two types of larger administrative units, viz., high school districts and consolidated districts, can be ascribed to the interests taken and efforts made by the Government of Saskatchewan, the people, and the various groups and individuals who studied the educational system in the province.

24 Department of Education, Consolidated Schools in Saskatchewan, Special Report, Regina, Government Printer, 1915, 43 p.

25 -----, Consolidation of School Districts in Saskatchewan, Special Report, Regina, King's Printer, 1917, 33 p.

26 -----, Consolidation of School Districts in Saskatchewan, Special Report, Regina, King's Printer, 1920, 27 p.

27 Saskatchewan Educational Commission, op. cit.

28 Harold W. Foght, op. cit.

2. Period from 1926 to 1945.

A great part of the period, from 1926 to 1945, was effected by the conditions in the province; drought and depression had a tremendous influence on the establishment of the larger administrative units. On the other hand, there were factors which promoted the establishment of the larger administrative areas. The more significant ones were the decrease in farm population and the interests taken and efforts made by the Government of the Province and the various groups who studied the educational system.

The continuous movement of farm families to urban centres had a great influence on school organization. Consolidated school districts proved to be too expensive; thus, many communities were discouraged in establishing them. Whereas, in the small rural school districts inequalities in financing them were frequently accompanied with inequalities in educational opportunities. To remove these inequalities, it was essential to reorganise the small school district system so as to establish some type of a much larger administrative unit than the consolidated school district.

One of the greatest factors which promoted the establishment of the larger administrative units, during the period from 1926 to 1945, was the numerous reports which were submitted by various committees who undertook the study of the educational system in the province. Most of the reports pointed out the need of a much larger type of school administration than the consolidated district.

Five Reports published: in 1933²⁹ by the Committee on School Finance and School Grants, in 1937³⁰ by the Research Committee of the Saskatchewan School Trustees' Association, in 1937³¹ by the Saskatchewan Teachers' Committee, in 1939³² by the Committee on School

29 Committee on School Finance and School Grants, Report of the Committee on School Finance and School Grants, 1933, Regina, King's Printer, 1933, p. 23 and 36.

30 Research Committee of the Saskatchewan School Trustees' Association, "Report of the Research Committee of the Saskatchewan School Trustees' Association", in The School Trustees, Vol. 8, No. 5, January 1937, p. 18.

31 Saskatchewan Teachers' Committee, Larger Administrative Units, Saskatoon, Saskatchewan Teachers' Federation, 1937, p. 22.

32 Committee on School Administration, Report of the Committee on School Administration to the Minister of Education for Saskatchewan, 1939, Regina, King's Printer, 1940, p. 57.

Administration, and in 1944³³ by the Saskatchewan Reconstruction Council, suggested the establishment of a few large experimental units consisting from sixty to seventy-five small districts. This was to give the people in the province a chance to experience and observe the actual operation of a larger school unit.

The Research Committee of the Saskatchewan School Trustees' Association made a study of the larger administrative units in other parts of Canada and the world and, in its Report³⁴, listed the possible advantages which could be derived from a larger administrative unit system in Saskatchewan. The possible advantages listed were; (1) a saving on purchasing bulk school supplies and equipment; (2) a reduction in cost and an improvement over the method of auditing school accounts; (3) a saving in banking charges; (4) an avoidance of wasting school funds by setting up a proper system of budgeting; (5) an improvement in the efficiency of teaching by standardizing both

³³ Saskatchewan Reconstruction Council, Report of the Saskatchewan Reconstruction Council, Part III, Education, Regina, (no publisher), 1944, p. 398.

³⁴ Research Committee of the Saskatchewan School Trustees' Association, op. cit., p. 16.

instruction and instructional costs; (6) an improvement of the rural secondary education facilities; (7) a provision for a better opportunity for securing music, art, domestic science, and vocational education; (8) a reduction of the friction between the teacher and the trustees or ratepayers; (9) a provision, to some extent, for equalizing the cost of education by levying a uniform tax rate for the area; and (10) the possibility of obtaining a better representation of school districts in the Provincial School Trustees' Association. These possible advantages appealed to people in the province who were interested in improving their educational system.

The Committee on School Administration, in the 1939 Report³⁵, made other suggestions which assisted in promoting the establishment of the larger administrative units. These suggestions were as to what the experimental units should not include and the length of time given to the experiment. The Committee³⁶ suggested that the experimental units should not include village public school districts, town public school districts,

³⁵ Committee on School Administration, op. cit., p. 57.

³⁶ Ibid., p. 57.

consolidated school districts, or separate school districts, but that a provision be made for their inclusion if they so desired. In this way, it gave the people, in other districts, a chance to accept the larger unit of school administration. The Committee³⁷ further suggested that the experimental units should have a trial period of five years. Then, the unit should become permanent unless, within six months after the expiration of the five-year period, fifteen percent of the resident ratepayers sent a petition to the Minister stating their desire to dis-organize.

In 1944, the Saskatchewan Reconstruction Council³⁸ pointed out the need for a larger administrative unit in Saskatchewan. It urged the Government to study the question of larger school units and openly approve or reject them.

The Governments of Saskatchewan were aware and interested to provide for the needs of the people in the province. Prior to 1944, the Government of the Province

³⁷ Committee on School Administration, ibid., p. 57.

³⁸ Saskatchewan Reconstruction Council, op. cit., p. 398.

granted three provisions for the establishment of larger administrative units. As indicated in the previous section of this chapter, in 1923³⁹, Legislature provided for the establishment of centralized high school areas. In 1926, Legislature amended The School Act⁴⁰ providing for the establishment of centralized school areas to include elementary grades. In 1928⁴¹, Legislature provided for the establishment of two other types of larger administrative units, community schools and winter high school districts. Twelve years later, in 1940, Legislature passed The School Divisions Act⁴² which granted provision for the establishment of school divisions, at the local request, including approximately eighty teachers.

39 Government of Saskatchewan, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1923, Regina, King's Printer, 1923, Chapter 39, Section 204b.

40 -----, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1925-26, Regina, King's Printer, 1926, Chapter 30, Section 11.

41 -----, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1928-29, Regina, King's Printer, 1929, Chapter 45, Section 3, Subsection 174k and Section 7, Subsections 206a, 206b, 206c, 206e, 206f, and 206h.

42 -----, The School Divisions Act, in Statutes of the Province of Saskatchewan, 1940, Regina, King's Printer, 1940, Chapter 76, Section 3.

Apparently, granting provisions was not a sufficient means of promoting the establishment of school divisions. It required a more active type of leadership to inform and convince the public and to provide guidance in establishing them.

In 1944, the Government of Saskatchewan repealed The School Divisions Act⁴³ and passed The Larger School Units Act⁴⁴. The new Act⁴⁵ empowered the Minister of Education to establish Larger School Units, where it seemed advisable, consisting of approximately eighty teachers of rural public and village public school districts. But the Government, in 1944, did not only grant provisions for the establishment of the Larger School Units, it took the initiative to establish them. It mapped out the Larger School Units in the province, established a number of them, took various means to inform and convince the people, and provided guidance for their further establishment. The sporadic development of the Larger School

43 Government of Saskatchewan, ibid.

44 ———, The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1944, (Second Session), Regina, King's Printer, 1944, Chapter 41.

45 Ibid., Section 3.

Units, in 1944, is ascribed to the active provincial leadership.

In summarizing the period from 1926 to 1945, one notes that there was a need for a larger type of school administrative unit than the consolidated districts owing to the continuous decrease in the farm population. On the other hand, interests taken and efforts made by the Government and various groups of committees, who studied the educational system in the province, greatly promoted the establishment of the Larger School Units. Whereas, the sporadic development of the Larger School Units, in 1944, can be attributed to the provincial leaders.

3. Period from 1945 to 1960.

In the previous chapter, Table III indicated that there was a tremendous increase in the number of Larger School Units during the years 1945 and 1946 followed by a gradual increase; whereas, Table IV showed the establishment and development of the Northern Administrative Area. A study of the period, 1945 to 1960, indicated that a number of factors assisted in promoting the establishment and development of these larger administrative units. Some of the significant ones were the low density of rural

population, the shortage of qualified teachers, the desire for better and higher education, the advantages derived in the established larger administrative units, and the interests taken and efforts made by the people and the Government of the Province.

Owing to the great variations in yields and prices for wheat and the increased cost of farm equipment, there was a need for large-scale farming. On the other hand, the advanced mechanisms in agriculture simplified farming operations, thus requiring fewer people to operate it. As a result, a large number of rural people migrated to urban centres. With farming limited to grain growing and the improved means of communication, farmers tended to reside in urban centres. This movement of rural people to towns and cities had greatly decreased the actual number of rural dwellers. By 1954, the 1956 Report⁴⁶ indicated that 53.6 percent of the rural schools in the prairie region of the Province and 14.1 percent in the park region had been closed. On the other hand, the Provincial regulations stipulated that when a school enrollment dropped

⁴⁶ Royal Commission on Agriculture and Rural Life, op. cit., p. 79.

below six, the school ceased to earn the full provincial grant. Therefore, the decrease in the rural areas meant the closing of schools and the conveyance of children to centralized schools, or simply, the establishment of some type of larger administrative area.

Besides the low density of population in the rural areas, the shortage of qualified teaching personnel provided a further impetus for reorganization of the small school system. During World War II and the post war years, many rural districts were unable to secure a teacher and were forced to either operate with study supervisors or close. The Royal Commission on Agriculture and Rural Life⁴⁷ indicated that, in 1942, the Department of Education permitted partly trained teachers to staff the classrooms. In spite of this, the Commission⁴⁸ further pointed out that the number of study supervisors rose from 40 in 1946-47 to a high of 609 in 1952-53. To make the best use of the qualified teachers and to maintain the

⁴⁷ Royal Commission on Agriculture and Rural Life, ibid., p. 47.

⁴⁸ Ibid., p. 84.

standard of education, larger units of school administration had to be organized.

With higher farm incomes and better means of communication, there was a greater interrelationship between the rural and urban people and cultures. This led to a demand for broader and higher education. The Royal Commission on Agriculture and Rural Life⁴⁹ indicated that, at the time of their survey, special classes in art, music, and physical education were provided. The Commission⁵⁰ also pointed out that forty composite schools were providing technical courses in the Province; thirty of these schools had been built or enlarged since 1945.

Once the larger administrative units were established, many advantages were noted and these promoted the establishment of other larger areas. The Department of Education, in the 1944-45 Annual Report⁵¹, listed numerous new and expanded services which were carried out

49 Royal Commission on Agriculture and Rural Life, ibid., p. 44.

50 ibid., p. 44.

51 Department of Education, Annual Report of the Department of Education of the Province of Saskatchewan, 1944-45, Regina, King's Printer, 1945, p. 10.

by the Larger Units. These were: public health nurses were provided; sanitary conditions were improved; immunization programmes were introduced; hot noon lunches were provided; medical and dental services were rendered; libraries (rural, central, and circulating) were improved; repair and building programmes were carried out; helping teachers were employed; new high school classrooms were opened; and in one Unit, free text books were supplied.

One of the greatest factors which assisted the development of the larger administrative units was the interest shown by the people in them. High school districts, town public school districts, consolidated school districts, and separate school districts were not included in the Larger School Units, but a provision⁵² was granted for their inclusion if they so desired. The Department of Education, in the 1957-58 Annual Report⁵³, indicated that,

52 Government of Saskatchewan, The Larger School Units Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 170, Section 60.

53 Department of Education, Annual Report of the Department of Education of the Province of Saskatchewan, 1957-58, Regina, Printer to the Queen's Most Excellent Majesty, 1958, p. 11.

by the first of July 1957, forty-two town districts, nineteen consolidated districts, and four separate school districts were included in the Units by agreements made between the districts and Unit boards.

Legislature⁵⁴ had granted greater powers to the Unit boards to form central zones for the purposes of economizing building programmes. The 1956 Report⁵⁵ pointed out that, at the time of their survey, six Larger School Units, in the west central zone of the province, had organized a joint committee for purposes of achieving economy in building programmes.

Owing to local interest and leadership many changes were brought about in the Northern Administrative Area. In the 1948-49 Annual Report⁵⁶, it was reported that leadership by teachers, nurses, field officers, priests,

54 Government of Saskatchewan, An Act to Amend The Larger School Units Act, in Statutes of the Province of Saskatchewan, 1954, Regina, Queen's Printer, 1954, Chapter 47, Section 9.

55 Royal Commission on Agriculture and Rural Life, op. cit., p. 107.

56 Department of Education, Annual Report of the Department of Education of the Province of Saskatchewan, 1948-49, Regina, King's Printer, 1950, p. 33.

ministers, R.C.M.P., and other influential people had contributed to the communities' planning, health and welfare, spirit, and life in general in the Northern Administrative Area. The 1951-52 Annual Report⁵⁷ further indicated that, in 1952, certain areas in the Northern Administrative Area were assuming considerable more local responsibility.

Besides the interests of the people in larger administrative units, the Government, in 1945 and the following years, took greater interest and active part in establishing these larger areas. To further promote the establishment of the Larger School Units the Government, in 1945, issued articles in newspapers concerning the Larger Units, published and distributed pamphlets, conducted various meetings, and delivered radio addresses.

To further assist the public, in 1947, the Department of Education published and distributed a

⁵⁷ Department of Education, Annual Report of the Department of Education of the Province of Saskatchewan, 1951-52, Regina, Queen's Printer, 1953, p. 30.

pamphlet⁵⁸ on Larger School Units. In 1956, the Department of Education prepared a Brief⁵⁹ with the aim to examine the educational system in the province and find ways of improving it. In 1952, the Government of Saskatchewan appointed a Committee to make a careful survey and state recommendations with respect to matters of concern to the Government and the people of the Province. As a result, in 1956, Report No. 6, Rural Education⁶⁰ was published.

During the period from 1945 to 1960, the Government had also made numerous amendments to The Larger School Units Act⁶¹; the aim was to make it more serviceable.

⁵⁸ Department of Education, Larger School Units in Saskatchewan, Regina, Bureau of Publications, 1947, 17 p.

⁵⁹ -----, A Brief Prepared for the Provincial-Local Government Conference, Regina, Queen's Printer, 1956, 69 p.

⁶⁰ Royal Commission on Agriculture and Rural Life, op. cit.

⁶¹ Government of Saskatchewan, The Larger School Units Act, 1944, in Statutes of the Province of Saskatchewan, 1944, (Second Session), Regina, King's Printer, 1944, Chapter 41.

In summarizing the period, from 1945 to 1960, one notes a number of factors which promoted the development of the larger administrative units, viz., the loss of rural population, the lack of qualified teachers, the advantages derived in the established larger administrative areas, the desire for better and higher education, and the interests taken and efforts made by the public and the Government in establishing these larger areas. The tremendous increase in the number of Larger School Units, in the years 1945 and 1946, can be attributed mainly to the interests taken and efforts made by the provincial and local leaders in establishing them.

Throughout the period, from 1905 to 1960, various factors were pointed out which assisted the establishment and development of the larger administrative units. Some of these factors were influenced by the social, economic, and technological conditions, while others were effected by the type of provincial and local leaderships.

In this chapter, the aim was to point out some of the significant factors which assisted the establishment and development of the larger administrative units. In the following chapter, consideration will be given to some factors which impeded this establishment and development.

CHAPTER VI

FACTORS WHICH IMPEDED THE ESTABLISHMENT AND DEVELOPMENT OF THE LARGER ADMINISTRATIVE UNITS

In Chapter IV, the establishment and development of the larger administrative units were traced through the period from 1905 to 1960. In Chapter V, consideration was given to some of the significant factors which assisted this establishment and development. To gain a fuller understanding of this process, some knowledge of the factors which had impeded this establishment and development is essential. In this chapter, an attempt is made to point out some of the significant factors which retarded this process by considering them in each of the periods referred to previously: (1) 1905 to 1926, (2) 1926 to 1945, and (3) 1945 to 1960.

1. Period from 1905 to 1926.

In studying this period, many factors which had caused retardation in the establishment and development of the larger administrative units were revealed. The more significant ones were the conditions in the province, the racial origin of the people and their attitudes

towards education, the problems of conveyance, the fear of higher taxation, the desire to retain the local rights and powers, the type of a course of study offered, the quality of educational leadership, and the effects of World War I.

Saskatchewan is located in the interior of the continent, and thus undergoes the extreme hot and cold weather conditions. Some of the earlier settlers, who were accustomed to a much milder climate, found life very difficult in the province. To add to their hardships, of the extreme weather conditions and pioneer life, there were no roads; thus, travelling was long and wearisome. But during this early period, the abundant crops in the province had drawn a rapid influx of people of many nationalities. Most of these people settled in small groups, or the "colony" system, and adhered closely to the language and customs of their old countries. One of the greatest problems in the period, was to Canadianize this heterogeneous people. It was a problem to make them want to learn a language so as to understand each other and to live together.

Table V indicates the racial origin of the population in Saskatchewan in 1926. Ten groups of people with

Table V.- Racial Composition of Population
in Saskatchewan in 1926.

Racial Origin	Number ^a	Percent
Total	807	100.0
Austrian	19	2.4
British	417	51.7
Dutch	21	2.6
French	47	5.8
German	96	11.9
Hungarian	12	1.5
Polish	14	1.7
Russian	36	4.5
Scandinavian	62	7.7
Ukrainian	51	6.3
All others	31	3.9

Dominion Bureau of Statistics, Census of Prairie Provinces, 1926, Ottawa, Printer to the King's Most Excellent Majesty, 1931, p. 346-347, (material rearranged).
a Expressed to the nearest thousand.

the largest number of population were choosen and all the others were grouped together in one class. The group, British, included all those from the British Isles, viz., English, Irish, Scottish, and Welsh. The number of the various groups, indicated in Table V, were rounded off to the nearest thousand. Percentages of the groups were calculated and expressed to the nearest tenth percent.

In reference to Table V, one notes that 51.7 percent of the population in the Province was of British origin; whereas, 48.3 percent of the population was of mixed European and Asiatic races. In this group of 48.3 percent, some people were willing to learn the English language and were ambitious to adopt to the Canadian customs, while some were strongly opposed to learning the language and adhered to their accustomed way of life. Two groups with the extreme views, in this period, were the Russian Doukhobors and the Mennonites. Denny described the Doukhobors as "[...]illiterate and ignorant of the value of education for their children"¹. They opposed the direct tax for school purposes and looked upon the establishment

¹ James D. Denny, The Organization of Public Education in Saskatchewan, Toronto, Ontario College of Education, 1929, p. 24.

of schools with suspicion. The attitude of this group of people is understandable, for they were accustomed to a type of government which imposed things upon them without questioning. Another group of people with extreme views, the orthodox Mennonites, settled in colonies and opposed to the establishment of public school districts and to allow their children to learn the English language.

Denny² stated that the Mennonites believed that through learning the English language their children would tend to leave the colony.

In addition to the views of the different races of people in the province, Feght³ reported that, at the time of his survey in 1917, 17.99 percent of foreign born population and 15.45 percent of native born population (above six years of age) were illiterate. This meant that, in 1917, 33.44 percent of the people in the province were illiterate. Therefore, Legislative provisions and the reports concerning the establishment of the larger

2 James D. Denny, ibid., p. 25.

3 Harold W. Feght, A Survey of Education in the Province of Saskatchewan, Canada, Regina, King's Printer, 1918, p. 15-16.

administrative units had no significance to one-third of the population in the province.

To the two-thirds of the population in the province who were not illiterate, there were other factors which hindered the establishment of the larger administrative units. In some areas⁴ settlements were too sparse; thus, the people found it difficult to organize and finance consolidated school districts. Besides these, the Department of Education, in its 1915⁵ and 1920⁶ Special Reports, drew attention to other factors which caused disorganization of consolidated school districts in some areas and discouragement in establishing them in other areas. In the 1915 Report⁷, the Department of Education pointed out three such factors: (1) friction had been created between influential ratepayers and boards of

4 Harold W. Foght, ibid., p. 65.

5 Department of Education, Consolidated Schools in Saskatchewan, Special Report, Regina, Government Printer, 1915, p. 6.

6 -----, Consolidation of School Districts in Saskatchewan, Special Report, Regina, King's Printer, 1920, p. 10.

7-----, Consolidated Schools in Saskatchewan, Special Report, Regina, Government Printer, 1915, p. 6.

trustees which prevented the successful administration of the affairs in the districts; (2) the opposition to increased taxation; and (3) the longer distance to be travelled by their children. In the 1920 Report⁸, the Department indicated that factors such as the opposition to increased taxation by the taxpayers who were neither parents or guardians, the difficulty in providing suitable van routes in larger districts, and the occasional trouble caused by the unreliable van drivers tended to hinder the establishment of consolidated districts.

Attention is drawn to another factor which had prevented the establishment of the larger administrative units, viz., the desire of the trustees and ratepayers to retain their local powers. In the 1918 Report⁹, Dr. Foght recommended the establishment of a type of larger administrative unit, the municipal school district. The years following 1918 indicated that the trustees and ratepayers opposed such an establishment. The disorganization of the

⁸ Department of Education, Consolidation of School Districts in Saskatchewan, Special Report, Regina, King's Printer, 1920, p. 10.

⁹ Harold W. Foght, op. cit., p. 29-32.

small districts, to form one large district, meant the loss of educational rights and powers to the trustees and ratepayers.

Other factors which hindered the establishment of the larger administrative units influenced the type of a course of study which was offered in the province. Saskatchewan was overwhelmingly an agricultural and a pastoral province. Foght¹⁰ reported that, in 1916, 72.24 percent of the people in the province were classified as rural dwellers. In reference to the course of study, Foght¹¹ stated that classroom work was valueless unless it was organized to meet the actual needs of the children who attended it. He stated that, in 1917, Saskatchewan offered almost an exclusive traditional course in the high school; whereas, agriculture, the one great industrial interest of the province, had an insignificant role in the high school course of study¹². As a result, fewer pupils were interested in a higher education and thus only a few high

10 Harold W. Foght, ibid., p. 10.

11 Ibid., p. 65-66.

12 Ibid., p. 88.

school districts had been organized in the province.

Foght, in drawing the attention to the slow progress made in establishing consolidated school districts in Saskatchewan, criticized the provincial leaders for their lack of initiative to promote the establishment of consolidated school districts. He stated that, at the time of his survey¹³, Manitoba had 76 consolidated schools, Alberta had 34, North Dakota, south-east of Saskatchewan, had 447, whereas, Saskatchewan had 18 only. These 18 consolidated districts, he indicated, were established mainly due to local initiative. He agreed only partly to statements like: (1) Saskatchewan was not yet ready for consolidation so government officials hesitated to push the matter and (2) conditions in Saskatchewan were different from those in the American states which had been successful with consolidated schools. He pointed out that in Saskatchewan "[...]no provincial policy has yet been adopted extending government grants and guidance to proposed consolidated districts"¹⁴.

¹³ Harold W. Foght, *ibid.*, p. 65 and 68.

¹⁴ *Ibid.*, p. 68.

The retardation of the establishment of the larger administrative units was effected, to some extent, by World War I. The Department of Education¹⁵ reported that, in the latter part of 1914, a considerable number of male teachers and several members of the administrative staff had enlisted in the Canadian Expeditionary Forces. Thus, not only were interests drawn to fields other than the establishment of the larger administrative areas, but there was a loss of experienced teachers and administrators.

In the above section of the chapter, attention was drawn to some factors, viz., the conditions in the province, the racial origin of the people and their attitudes towards education, the problems of conveyance, the fear of higher taxation, the desire to retain the local rights and powers, the type of a course of study offered, the quality of educational leadership, and the effects of World War I, which impeded the establishment and

¹⁵ Department of Education, Annual Report of the Department of Education of the Province of Saskatchewan, 1914, Regina, Government Printer, 1915, p. 9-10.

development of the larger administrative units in the period from 1905 to 1926. Now attention is drawn to factors in the following period.

2. Period from 1926 to 1945.

A study of this period indicated that factors such as the drought and depression, the desire of ratepayers and trustees to retain their local rights, the question of minority rights, the establishment of other types of schools for secondary education, the cost and type of conveyance, the quality of educational leadership, the effects of World War II, and the racial origin of the people and their attitudes towards education had retarded the establishment of the larger administrative units.

Saskatchewan's revenue was derived primarily from farm products, and more specifically, from the production of the one commodity, wheat. During this period, this minimized type of revenue brought many changes in the province and in the attitudes of its people. Even under normal conditions grain growing is subject to wide variations in production and price. But, the effects of the depression, which was intensified by years of drought, had a lasting effect on the people of the province.

In the years prior to 1930, the per capita income in Saskatchewan was as high as anywhere else in the world; but in the succeeding years, income had dropped to a point where the people in the province were unable to meet their obligations. As a result, the Committee on School Administration¹⁶ reported that one-half of the rural population in the province was on relief.

There were three main sources of school revenue during this period; (1) taxes levied in the school districts, (2) fees, and (3) provincial grants. On the whole, the fees were an insignificant amount. The Committee on School Finance and School Grants¹⁷ reported that, in 1930, government grants were slightly less than 18 percent. This meant that a little more than 82 percent of the school revenue was to be obtained from taxes levied in the school districts; and the main source of income, as stated previously, was to be derived from the farm products.

¹⁶ Committee on School Administration, Report of the Committee on School Administration to the Minister of Education for Saskatchewan, 1939, Regina, King's Printer, 1940, p. 15.

¹⁷ Committee on School Finance and School Grants, Report of the Committee on School Finance and School Grants, 1933, Regina, King's Printer, 1933, p. 29.

The Department of Education reported, in 1932¹⁸, that the effect of drought conditions over a large area in the province had increased the difficulties of financing schools. Owing to almost complete crop failures in the years 1935 and 1936, the Department of Education¹⁹ further indicated that the problem of financing schools had been intensified.

The reports submitted by various committees, during this period, also indicated the effects of drought and depression on the school system. The Research Committee of the Saskatchewan School Trustees' Association pointed out on the 1937 Report:

Our school system had suffered greatly from the adverse financial conditions arising from drought and depression which have prevailed in Saskatchewan for the past eight years and are still with us²⁰.

¹⁸ Department of Education, Annual Report of the Department of Education of the Province of Saskatchewan, 1931, Regina, King's Printer, 1932, p. 9.

¹⁹ ———, Annual Report of the Department of Education of the Province of Saskatchewan, 1935, Regina, King's Printer, 1936, p. 8.

²⁰ Research Committee of the Saskatchewan School Trustees' Association, "Report of the Research Committee of the Saskatchewan School Trustees' Association", in The School Trustees, Vol. 8, No. 5, January 1937, p. 14.

In November 1938, the Committee on School Administration sent a questionnaire to all the rural and village school districts asking the trustees and ratepayers for their approval or disapproval in organizing larger units of school administration. The results of the questionnaire²¹ indicated that the trustees and the ratepayers were strongly opposed to the creation of the larger units of school administration. This is understandable, for those who had been embittered and were still affected by the depression would certainly hesitate to approve the establishment of a school system which could demand a higher tax rate. Although the questionnaire did not ask for the ratepayers' reasons for approval or disapproval, there could have been other reasons for their strong disapproval. On the whole, the people were in favour of the type of education which they received under a larger school system, for instance, in the consolidated schools. But, it seemed that the minority and local rights were not to be sacrificed for a better school system. In the previous section of this chapter, the same attitudes of

²¹ Committee on School Administration, op. cit., p. 46.

the trustees and ratepayers were indicated when Dr. Focht recommended the establishment of a type of larger unit of school administration. This desire of the trustees and ratepayers to retain the local rights and powers is also evident in the 1937 Report²². The Research Committee of the Saskatchewan School Trustees' Association recommended the establishment of three units on an experimental basis, but they stressed that the local school boards should be retained and the duties which could best be carried out by the local authorities should be left with them²³.

So far, the rights and privileges of the minority groups, provided for by The British North America Act²⁴ of 1867, had been safeguarded under the School Ordinance²⁵

22 Research Committee of the Saskatchewan School Trustees' Association, op. cit., p. 18-19.

23 Ibid., p. 18-19.

24 Canada, The British North America Act, in Statutes of Canada, 1867, Ottawa, Printer to the Queen's Most Excellent Majesty, 1867, Section 93.

25 Government of the North-west Territories, School Ordinance, in Ordinances of the North-west Territories, 1901, Regina, Government Printer, 1901, Chapter 29, Section 41.

of 1901 and The Saskatchewan Act²⁶ of 1905. The question of establishing larger units of school administration, consisting from sixty to seventy-five small districts, was opposed by many owing to the possibility of losing these rights. The Committee on School Administration stated, in the 1939 Report²⁷, that individuals and representatives of organizations, who appeared before the Committee in the various hearings, expressed the fear that the adoption of any larger unit plan of school administration might result in the discrimination against religious minorities and interfere with the minorities' rights.

A number of factors influenced the establishment of the high school districts. Owing to a greater number of continuation and high school classrooms, established under the control of the public and separate school boards, the number of high school districts decreased. The Committee on School Finance and School Grants, in the

26 Canada, The Saskatchewan Act, in Statutes of the Parliament of Canada, 1905, Regina, Government Printer, 1906, Chapter 42, Section 17.

27 Committee on School Administration, op. cit., p. 52.

1933 Report²⁸, also indicated that a number of private high schools and denominational colleges had been organized in the province; thus, the number of pupils in the rural areas was significantly too small to operate high schools successfully. It might be of interest to draw the attention to one of the reasons for the establishment of the number of private high schools and denominational colleges. The Secondary Education Act²⁹ of 1907 granted a provision for the establishment of only the public high school districts. This had suppressed, to some extent, the minorities' rights and privileges in secondary education.

The Committee on School Administration gave another reason for the decrease in the number of high school districts. It stated that the conditions as they were in 1938-39 in the province, an increase on high school facilities could not be afforded³⁰.

²⁸ Committee on School Finance and School Grants, op.cit., p. 15.

²⁹ Government of Saskatchewan, The Secondary Education Act, in Statutes of the Province of Saskatchewan, 1907, Regina, Government Printer, 1907, Chapter 25, Section 8.

³⁰ Committee on School Administration, op. cit., p. 55.

The 1939³¹ and 1933³² Reports also indicated some factors which retarded the establishment of consolidated school districts and caused disorganization of many of them. The Committee on School Administration, in the 1939 Report³³, stated that consolidated schools had proven to be too expensive chiefly due to the cost of conveyance. It reported that consolidated districts, at that time, were experiencing financial difficulty. The Committee on School Finance and School Grants, in their 1933 Report³⁴, stated that the cost of conveyance added to other expenditures which discouraged areas to organize consolidated districts and even caused the Department of Education to hesitate to urge their establishment. But, there were other factors which caused discouragement; these were the complaints:

31 Committee on School Administration, ibid., p. 55.

32 Committee on School Finance and School Grants, op. cit., p. 16.

33 Committee on School Administration, op. cit., p. 55.

34 Committee on School Finance and School Grants, op. cit., p. 16.

(1) as to the type of conveyance provided and (2) as to the length of time their children had to spend in the vans.

Attention is drawn to the lack of initiative in the educational leaders during this period. They failed to provide for the needs of the time. The Secondary Education Act³⁵ of 1907 provided for the establishment of public high school districts. No provision was granted for the establishment of separate high school districts. Recommendations were made for the establishment of a few large experimental units in 1933³⁶ by the Committee on School Finance and School Grants, in 1937³⁷ by the Saskatchewan Teachers' Committee, in 1937³⁸ by the Research Committee of the Saskatchewan School Trustees' Association, in 1939³⁹ by the Committee on School Administration, and in

35 Government of Saskatchewan, op. cit., Section 8.

36 Committee on School Finance and School Grants, op. cit., p. 23 and 36.

37 Saskatchewan Teachers' Committee, Larger Administrative Units, Saskatoon, Saskatchewan Teachers' Federation, 1937, p. 22.

38 Research Committee of the Saskatchewan School Trustees' Association, op. cit., p. 18.

39 Committee on School Administration, op. cit., p. 57.

1944⁴⁰ by the Saskatchewan Reconstruction Council. This was to give the people in Saskatchewan a chance to experience and evaluate the actual operation of the larger system of school administration. Yet, no experimental units were established.

On the other hand, Legislature provided for the establishment of different types of larger administrative units: (1) in 1928⁴¹ for the establishment of community schools and winter high school districts and (2) in 1940⁴² for the establishment of school divisions consisting of approximately eighty teachers. But granting the provisions was not a sufficient means to establish these larger administrative areas. There was a lack of initiative in the provincial leadership.

40 Saskatchewan Reconstruction Council, Report of the Saskatchewan Reconstruction Council, Part III, Education, Regina, (no publisher), 1944, p. 398.

41 Government of Saskatchewan, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1928-29, Regina, King's Printer, 1929, Chapter 45, Section 3, Subsection 174k and Section 7, Subsections 206a, 206b, 206c, 206e, 206f, and 206h.

42 -----, The School Divisions Act, in Statutes of the Province of Saskatchewan, 1940, Regina, King's Printer, 1940, Chapter 76.

Table VI.- Racial Composition of Population
in Saskatchewan in 1941.

Racial Origin	Number ^a	Percent
Total	896	100.0
Austrian	11	1.3
British	398	44.5
Dutch	36	4.0
French	51	5.7
German	130	14.5
Hungarian	15	1.7
Polish	28	3.1
Russian	26	3.0
Scandinavian	67	7.5
Ukrainian	80	8.7
All others	54	6.0

Dominion Bureau of Statistics, Eighth Census of Canada, 1941, Volume IV, Ottawa, Printer to the King's Most Excellent Majesty, 1946, p. 400-401, (material rearranged).

^a Expressed to the nearest thousand.

World War II, like World War I, drew some of the teachers and administrators into the Armed Forces. The loss of experienced personnel in the educational field was a factor which retarded the establishment of the larger administrative units.

Table VI indicates the racial composition of the population in Saskatchewan in 1941. Ten groups of people with the largest number of population were selected and all the others grouped in a class by itself. The number of people in the various groups was rounded off to the nearest thousand and the percentages expressed to the nearest tenth percent.

In reference to Table VI, one notes that there was a decrease in percent of the British population from 51.7 percent in 1926 to 44.5 percent in 1941. But, the influx of some of the European races, for instance, the German, Ukrainian, and Polish, increased the percent of their population. The racial origin factors, namely, the attitude of the different races towards education and illiteracy, which were indicated in the preceding section of this chapter, had impeded the establishment of the larger administrative units during the period from 1926 to 1945, but to a lesser extent than in the previous period.

In summarizing the period, from 1926 to 1945, a number of factors have been indicated which impeded the establishment and development of the larger administrative units. Some of these factors were effected by the conditions in the province. Educational leaders lacked the initiative in establishing these larger areas, but at times because of the lack of income it was difficult, if not impossible, to take any steps in establishing larger administrative units. The ratepayers and trustees opposed the establishment of the larger school unit system, fearing that the result would be a higher taxation. In the following section of the chapter, attention is drawn to factors which retarded this development in the succeeding period.

3. Period from 1945 to 1960.

A study of this period indicated that the problems of conveyance, the number and types of schools offering secondary education, the curtailment of the local rights and wishes, the lack of initiative in provincial and local leaderships, and the attitudes of the different races of people towards education had impeded the establishment and development of the larger administrative units.

Conveyance of children to centralized schools had been a problem in Saskatchewan from the early times. With the establishment of the Larger School Units, the problems of conveyance increased. It was a matter of providing conveyance for an increasing number of pupils, existence of good roads, and cost of various means of transportation.

In the 1957-58 Annual Report the Department of Education indicated the importance of conveyance on the Larger School Unit system. It stated:

The conveyance of elementary and high school pupils by unit boards has been a vital factor in rural education programme⁴³.

The Department stated that, in the year 1957-58, there was an increase in the conveyance of approximately 4,000 pupils over the total number in the previous academic year.

School bus routes had been set in some areas where roads were poor, thus making conveyance very difficult. In the winter, there was an extra problem of snow clearance. Although snow plows were used, it had proved to be too expensive and gave no assurance of opened roads.

⁴³ Department of Education, Annual Report of the Department of Education of the Province of Saskatchewan, 1957-58, Regina, Printer to the Queen's Most Excellent Majesty, 1958, p. 11.

Centralized schools were of no value unless attendance was made possible.

To provide for the conveyance of children during the long winters in Saskatchewan, many Units and private owners had purchased snowmobiles. It was an extra and expensive type of transportation, but it guaranteed attendance of pupils at schools. It is interesting to note, in 1959, Saskatchewan had approximately 1,100 wheeled vehicles and 317 snowmobiles conveying children to schools⁴⁴.

Owing to the lack of good roads and the tremendous cost of the various and numerous means of transportation, conveyance of children to centralized schools had been a factor which caused great concern in the established Larger Units and discouraged many areas in establishing these larger administrative units.

During this period a number of factors retarded the establishment of the high school districts. Secondary education was offered in schools established in the

⁴⁴ Department of Education, Suggested Highlights of School Conveyance Program in Saskatchewan, Regina, (Mineographed sheets), 1959, p. 1.

districts under The School Act⁴⁵. The Royal Commission on Agriculture and Rural Life⁴⁶ indicated that, in 1951-52, while there were 14 high schools operating under The Secondary Education Act⁴⁷, there were 592 continuation and high school rooms and 1,900 rural schools in districts established under The School Act⁴⁸, offering secondary education. It was also noted that, in the year 1951-52, twenty-two percent of the total high school students in Saskatchewan were taking high school correspondence courses⁴⁹. Since secondary education was offered by correspondence courses and in different types of schools, the impetus for the establishment of high school districts decreased.

45 Government of Saskatchewan, The School Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 169.

46 Royal Commission on Agriculture and Rural Life, op. cit., p. 54.

47 Government of Saskatchewan, The Secondary Education Act, in Statutes of the Province of Saskatchewan, 1907, Regina, Government Printer, 1907, Chapter 25.

48 -----, The School Act, in The Revised Statutes of Saskatchewan, 1953, Volume II, Regina, Queen's Printer, 1953, Chapter 169.

49 Royal Commission on Agriculture and Rural Life, op. cit., p. 49.

The retardation of high school districts, in this period, is ascribed to some extent to the lack of initiative in the provincial leadership. As a result of the survey, the Royal Commission on Agriculture and Rural Life⁵⁰ indicated that schools operating under The Secondary Education Act⁵¹ maintained a substantially higher degree of pupil retention throughout the high school than did the other types of schools. If these high schools retained pupils to a greater degree than did the other types of schools, then their establishment should be encouraged. But The Secondary Education Act⁵² of 1907 had provided for the establishment of only public high school districts. No amendment was made to the Act⁵³ to provide for the establishment of separate high school districts. This had impeded the establishment of separate high school districts.

⁵⁰ Royal Commission on Agriculture and Rural Life, ibid., p. 223.

⁵¹ Government of Saskatchewan, The Secondary Education Act, in Statutes of the Province of Saskatchewan, 1907, Regina, Government Printer, 1907, Chapter 25.

⁵² Ibid., Section 8.

⁵³ Ibid.

The establishment of the Larger School Units had provided for many advantages, but the grouping of a large number of school districts also had its disadvantages. The Catholic School Trustees' Association⁵⁴, which according to the 1951 census⁵⁵ represented approximately 28.45 per cent of the people in the province, stated that parents were deprived of the right to educate their children in the larger attendance areas. Unit boards had the right to determine to which school children must attend. Whereas, some parents desired their children to receive religious and French instructions, but these were not offered in a number of the centralized schools. The Catholic Trustees' Association⁵⁶ also pointed out that some areas were centralized in which the majority were Catholics; being the majority, they had no right to establish separate schools. As a result, the rights of the minorities and

54 Catholic Schools Section Saskatchewan School Trustees' Association, A Brief on Parental Rights in Education, Regina, Catholic Trustees' Association, 1959, 17 p.

55 Dominion Bureau of Statistics, Ninth Census of Canada, 1951, Volume I, Ottawa, Queen's Printer, 1953, Table 39.

56 Catholic Schools Section Saskatchewan School Trustees' Association, op. cit., p. 12.

majorities in a number of the larger attendance areas had become meaningless.

On the other hand, Legislature⁵⁷ had provided for the establishment of central boards of trustees. This was to provide for a greater representation of the people in the management of the central schools. As indicated in the 1956 Report⁵⁸, in 1955, about 60 central boards had been established in the 328 larger attendance areas. This meant that a greater majority of people included in these larger attendance areas had no say in the affairs of the school their children attended. This indicated that there was a need of active local leadership to establish these central boards.

If the administration of school affairs is left with the school boards, then active leadership is also essential in the Larger School Unit boards. Although, there were a number of limitations for the Unit boards to maintain and develop interest and activity of local

57 Government of Saskatchewan, An Act to Amend The School Act, in Statutes of the Province of Saskatchewan, 1953, Regina, Queen's Printer, 1953, Chapter 65, Section 12.

58 Royal Commission on Agriculture and Rural Life, op. cit., p. 95.

Table VII.- Racial Composition of Population
in Saskatchewan in 1951.

Racial Origin	Number ^a	Percent
Total	832	100.0
Austrian	7	.8
British	352	42.3
Dutch	30	3.6
French	52	6.3
German	136	16.4
Hungarian	12	1.4
Polish	26	3.1
Russian	19	2.3
Scandinavian	62	7.5
Ukrainian	78	9.4
All others	58	6.9

Dominion Bureau of Statistics, Ninth Census of Canada, 1951, Volume I, Ottawa, Queen's Printer, 1953, Table 33, (material rearranged).

a Expressed to the nearest thousand.

boards, such as: the lack of time, the qualifications of some trustees, and the attitudes of some district boards to the Unit system, the 1956 Report⁵⁹ indicated that some members in the Unit boards had limited experience in school administration or lack of leadership.

Table VII indicates the racial composition of the population in Saskatchewan in 1951. The 1951 census was the last racial origin census taken in Saskatchewan during this period. As indicated in the previous sections of the chapter for Tables V and VI, the ten largest numbers of groups of population were selected and all the others grouped in one class. The number of the various groups was expressed to the nearest thousand and the percentages calculated to the nearest tenth percent.

By an examination of Table VII, one notes a decrease in Saskatchewan's population. In 1941, there were approximately 896 thousand people in the province whereas, in 1951, there were approximately 832 thousand. In spite of the decrease in population, there was an increase in the German population from 14.5 percent in 1941 to 16.4

⁵⁹ Royal Commission on Agriculture and Rural Life, ibid., p. 118.

percent in 1951. The racial origin factors, namely, the attitudes of the different groups of people towards education and illiteracy, had impeded the establishment of the larger administrative units in this period, but to a lesser degree than in the previous periods referred to in this study.

The significant factors which impeded the establishment of the larger administrative areas during the period, from 1945 to 1960, were the problems of conveyance, the establishment of other types of schools offering secondary education, the loss of local rights, the lack of initiative in provincial and local leaderships, and the attitudes of the different races of people towards the larger school unit system of administration.

In this chapter, a number of factors have been pointed out which impeded the establishment and development of the larger administrative units during the period of study from 1905 to 1960. It can be stated that a great number of them were effected by the social and economic conditions and by the lack of initiative in the provincial and local leaderships.

CONCLUSION

This study of the growth and development of the larger school administrative units in Saskatchewan, from 1905 to 1960, is detailed and specific. To assist in a greater understanding of this investigation, five questions were formulated, which are listed in Chapter I, and answered in the chapters of this study. Question one, "What types of local administrative units were in existence during this period?" was answered in the fourth part of Chapter I. It gave an insight into the specific area which was undertaken in this study. Numerous reports were submitted during the period which gave an insight into the growth and development of the larger administrative units. In Chapter II, an answer was given to the second question, "What surveys were undertaken and reports published concerning the establishment and development of the larger administrative units?" It is essential to have some knowledge of the provisions granted for the establishment of the larger administrative units. This information was given in Chapter III by answering the third question, "What attempts had been made by the Legislature in providing for and establishing the larger

administrative units?" In Chapter IV, the establishment and development of the different types of larger administrative units were traced through the period from 1905 to 1960. Some factors had assisted while others had impeded this establishment and development. In Chapter V, the fourth question, "What factors had assisted the establishment and development of the larger administrative units?" was discussed. Whereas, in Chapter VI, consideration was given to the fifth question, "What factors had impeded the establishment and development of the larger administrative units?"

Two types of primary sources have been used, official documents and theses; these sources were selected in the light of the following criteria:

1. The administrative policies of the North-West Territories which provided for the establishment of the smaller administrative units and influenced the growth of the larger administrative units;
2. The development of the larger administrative units in kind and number;
3. The Legislative attempts in providing for and establishing the larger administrative units; and
4. The factors which assisted and others which retarded the establishment and development of the larger administrative units.

The hypothesis was that the growth and development of the larger administrative units in Saskatchewan,

during the period from 1905 to 1960, was sporadic. This sporadic growth and development was ascribed to the influence of two types of factors: (1) the social, economic, and technological conditions and (2) the types of provincial and local leaderships.

The social and economic conditions in the province brought about many hardships. The Province was formed in 1905 and the establishment of the larger administrative system in this early period was difficult. A heterogeneous group of people settled the province. This was followed by drought and depression which deprived the province from the necessary income. The lack of satisfactory conditions were factors which could not be overlooked. These conditions made it difficult, and at times impossible, to establish any type of larger administrative units. On the other hand, there were times when the establishment of the larger administrative areas was retarded owing to the lack of initiative in the provincial and local leaderships. Recommendations were made by various committees, who studied the educational system in the province, to establish a few experimental units. But no experimental units were established. In 1907, provision was granted for the establishment of public

high school districts, but this provision was not amended to provide for the establishment of separate high school districts. Provision was granted for the establishment of central boards so as to provide for a greater representation in the management of the central schools in the larger attendance areas; but only a small percentage of these boards were established owing to the lack of initiative in local leadership. These were some of the factors which retarded the establishment and development of the larger administrative areas.

On the other hand, the sporadic development of the various types of larger administrative units was influenced by the technological changes and by the interests taken and efforts made by the provincial and local leaders.

With technological advances farming became more mechanized, thus reducing the number of people required for its operation. This decreased the rural population bringing about the need for the establishment of the larger administrative units.

During the period, from 1915 to 1921, provisions were granted and a number of reports submitted concerning the establishment of consolidated districts. As a result,

the number of consolidated districts established had increased. In 1944, after the provision was granted for the establishment of Larger School Units, the provincial leaders took the initiative, established a number of Larger Units, and provided further information and guidance concerning these larger administrative areas.

Interesting studies related to this investigation of the growth and development of the larger administrative units in Saskatchewan, could deal with:

1. A comparative study of the growth and development of the larger administrative units in Alberta and Saskatchewan since 1905;
2. The growth and development of the Northern Administrative Area in Saskatchewan;
3. The advantages and disadvantages of the Larger School Units in Saskatchewan; and
4. A study of the separate school system in Saskatchewan.

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Ministerial correspondence, in the years 1918 to 1921 inclusive.

It gave insight concerning the establishment of the consolidated school districts.

ABSTRACT OF

THE GROWTH AND DEVELOPMENT OF THE LARGER SCHOOL- ADMINISTRATIVE UNITS IN SASKATCHEWAN (1905-1960)¹

The purpose of this study was to trace the growth and development of the larger school administrative units (areas) in Saskatchewan from 1905 to 1960.

The report of this investigation was considered in six chapters. In Chapter I, the problem was discussed under six headings: (1) the statement of the problem, (2) the hypothesis, (3) the definition of terms, (4) the setting, which gave insight as to the types of local administrative units in existence during the period, (5) the delimitation and scope, and (6) the method and sources.

A second chapter studied the surveys which were undertaken and reports published concerning the establishment and development of the larger administrative units during each of the following periods: (1) 1905 to 1926, (2) 1926 to 1945, and (3) 1945 to 1960.

To gain a greater understanding of the establishment and development of the larger administrative units,

¹ Bernadette Gadzella, Ph.D. thesis presented to the School of Psychology and Education at the University of Ottawa, Ontario, 1960, x-183 p.

knowledge of the provisions granted for their establishment is essential. Chapter III provides this information by dealing with the attempts made by Legislature in providing for and establishing the larger administrative units in the period preceding 1905 and from 1905 to 1960.

In Chapter IV, the establishment and development of the different types of larger administrative units were traced through the period of study. For the sake of greater clarity, these different types of larger administrative units were considered in each of the periods: (1) 1905 to 1926, (2) 1926 to 1945, and (3) 1945 to 1960.

Many factors had been noted which assisted and others which retarded this establishment and development. Those factors which contributed favourably, such as: the benefits derived in the established larger administrative areas, the decrease in rural population, the active educational leadership, etc., were discussed in Chapter V. The negative factors, such as: the racial origin of the people and their attitudes towards education, the drought and depression, the lack of initiative in leadership, etc., were discussed in Chapter VI. Since some of these factors were more significant in one period than in another, the contents of Chapters V and VI were considered in each of

the periods: (1) 1905 to 1926, (2) 1926 to 1945, and (3) 1945 to 1960.

Through an analysis of the sources, it was assumed that the growth and development of the larger school administrative units in Saskatchewan, during the period from 1905 to 1960, was sporadic. This sporadic growth and development was ascribed to the influence of two types of factors: (1) the social, economic, and technological conditions and (2) the types of provincial and local leaderships.