



BRIEF

ON

BILL 107

"EDUCATION ACT"

PRESENTED TO

THE NATIONAL ASSEMBLY  
STANDING COMMITTEE ON EDUCATION

BY

QUEBEC FEDERATION OF HOME AND SCHOOL ASSOCIATIONS

May  
1988

2535 Cavendish Blvd.  
Suite 212  
Montreal, Quebec  
H4B 2Y5

## ADDENDUM

Addendum to the Brief of Quebec Federation of Home & School Associations on Bill 107 "Education Act", presented to the National Assembly Standing Committee on Education, May 1988.

Please insert this addendum in place of Section F - RECOMMENDATION (p.21)

### F. RECOMMENDATIONS

- (1) As a first step, QFHSA recommends the abrogation by the National Assembly of Section 59 of the Constitution Act, 1982, which would allow Section 23 (1)(a) of the Constitution to come into force in Quebec and thereby establish an equality of minimum minority official language educational rights for all the provinces of Canada.
  
- (2) As a second step, in the light of the uncertainties of the intent of Bill 107 and the presence of constitutional constraints, QFHSA recommends that the Bill be referred, in its entirety, to the Quebec Court of Appeal after second reading, for a ruling on its constitutionality.

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## A. INTRODUCTION

The Quebec Federation of Home & School Associations (QFHSA) is pleased to have the opportunity to make this submission to the Standing Committee on Education of the National Assembly. This submission is the eighth presentation QFHSA has made to a Parliamentary Committee on school reorganization. It reflects the enduring concern of our family members that they be active and responsible participants in the setting of the framework in which their children are educated.

### 1. The Organization

The membership of QFHSA is composed of approximately 5,000 families within fifty-three local Home & School Associations throughout the Province of Quebec. Associations are active from the Gaspé peninsula in the East to Aylmer in Western Quebec, from the Eastern Townships on the South Shore to Baie Comeau on the North Shore. Because its internal organization is designed to reflect that provincial coverage, the policies of QFHSA are the summation of the concerns and preferences of its local associations and its individual members spread across Quebec. Further information concerning the history, structure and goals of QFHSA may be found in "It's About Us" (Appendix I).

In addition to local Home & School Associations we have approximately 80 Group Affiliates. These are School Committees, school boards, independent private schools, teachers' associations and other groups interested in children -- their welfare and education. While, by a large majority, Home & School Associations are within the Protestant School system, we, as a

Federation, are non-sectarian. Although the majority of local associations are in English Protestant schools, the families in Federation represent a cross section of parents -- Protestant and Catholic, English and French.

QFHSA is a constituent member of the Canadian Home & School and Parent-Teacher Federation, the largest voluntary, independent, parental organization in Canada.

## 2. The Aims of Home & School

While there have been active Home & School Associations in the Province since 1919, the Quebec Federation of Home & School Associations was founded in 1944, and eventually was incorporated by Letters Patent issued under the Quebec Companies Act in 1959. The Federation's stated objects and purposes are the following:

To provide facilities for the bringing together of the members of Home & School Associations for discussion of matters of general interest and to stimulate cooperative effort.

To assist in forming public opinion favourable to reform and advancement of the education of the child.

To develop between educators and the general public such united effort as shall secure for every child the highest advantage in physical, mental, moral and spiritual education.

To raise the standard of home and national life.

To maintain a non-partisan, non-commercial, non-racial and non-sectarian organization.<sup>1</sup>

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<sup>1</sup> QFHSA, Constitution, Article II, p. 1.



Quebec Federation of Home & School Associations, as a volunteer organization, has an impressive record of responding to the issues in education, particularly in the last 25 years. During that time QFHSA has submitted numerous briefs to various governmental authorities on relevant educational issues (Appendix II).

### 3. QFHSA and Bill 107

In keeping with its long tradition of involvement in the reform and advancement of education, QFHSA, in 1981 formed a committee to study and respond to the issue of school reorganization. The surveys we have conducted over the past five years indicate a much greater concern for quality education than for restructuring per se. In detail these concerns are: student services -clearly the greatest concern - plus curriculum, quality French language instruction, special education, specialist teachers, class size. A major overhaul of education structures or changes in the role of parents in school life, as described in Bill 107, was never suggested in responses as a means of achieving quality education. In our report to the Superior Council of Education we concluded, on the basis of our surveys, that the solution to the issue of quality education was not structures but funds.

The solution to most of the problems involve spending more funds.... The future state of education in Quebec must rest on a sound and equitable financial base, thus assuring our children a sound and equitable education.<sup>2</sup>

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<sup>2</sup> A Report to the Superior Council of Education on the State and Needs of Education in 1985, (Montreal: QFHSA), pp. 15-16.

Given the concerns of our parents, the aspects of Bill 107 which we will address are: quality education, parental participation, representative democracy and the constitutionally protected school rights. The comments we will be quoting are from parents involved in Home & School Associations and School Committees, responding to our questionnaire on Bill 107.

## B. QUALITY EDUCATION - A PRIME PARENTAL CONCERN

### 1. The Development of Quality Education

In 1962, the principal theme of the brief which QFHSA submitted to the Parent Royal Commission was "equality of opportunity for all Quebec children". Up to that time there were startling differences in the quality of education available to children throughout Quebec.

For example, children in the urban areas of Montreal and Quebec City benefitted from a much higher per capita expenditure than elsewhere in the province. Better physical facilities, better educational equipment and high salaries attracted the most highly qualified teachers, resulting in a superior educational offering here than was to be found in the poorer rural segments of Quebec.

The newly created Ministry of Education picked up the challenge. Huge sums of money were spent in creating a network of new schools across the province, with school bus service extending improved educational opportunities to isolated communities.

We are proud to have played a part as the very first volunteer parent



organization in bringing about this much needed reform which was accomplished by the school boards of Quebec's two traditional confessional systems working in cooperation with the new Ministry of Education. The Ministry and the Government provided the central authority and funding, the role to which they are ideally suited, and the elected school boards were able to ensure that local traditions and values were respected and local needs considered in setting up the new structures. Of all the layers of government, our elected school boards are closest to their constituents and most sensitive to their needs and wishes.

More equitable educational services having been provided to children throughout Quebec, it appeared that the next important task was to upgrade the quality of education.

During the coming years our efforts will be concentrated on the constant improvement of the quality of education offered in our public schools.<sup>3</sup>

## 2. Defining Quality

What are the factors which determine the quality of education? They are many and they are complex. A selective list includes:-

- a) through the support of the student by his family, his teachers, his peers and the rest of the community the student is motivated and perceives his participation in the educational process as important and worthwhile.
- b) quality instruction by dedicated and qualified teachers.

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<sup>3</sup> The Schools of Québec: Policy Statement and Plan of Action, (Québec: Ministère de l'éducation, 1979), p. 12.



- c) a course of study designed to provide children at the primary and elementary level with basic communication skills in the first and second language, the fundamentals of mathematics and some basic knowledge of history, geography, literature, religion and/or ethics to provide a system of values for making valid judgements about the world they live in.
- d) special help for those students with learning disabilities as well as for those who are gifted.
- e) the best physical plant and educational equipment the community can afford.

### 3. Who is to Judge Quality?

Quality, like beauty, is in the eyes of the beholder and is a very subjective concept. The ultimate test of the quality of education is the quality of life experienced by the students when, eventually, they are mature adults. One of the chief concerns of the educational system is to see that the curricula reflect the needs of the user community and some boards address this concern through continuing liaison with industry. Parents, in concert with educators, have the responsibility of charting the students' progress through continuing, constructive comment to see that quality performance is maintained.

Ultimately our aim is that our graduates take their places as happy, well-adjusted members of society possessing the attitude and skills appropriate for worthy citizenship as we approach the 21st century. In this context, parent influence is most effective when it bears on the policy makers at the local school board level.

### 4. The Educational Turmoil: Effects on Students

Quality education will be severely affected by the educational instability

accompanying the structural changes proposed in Bill 107. Bill 107 proposes to literally uproot the existing school system involving approximately:

1,200,000	students
65,000	teachers
29,000	auxiliary personnel
800,000	parents
247	school boards
3,500	schools
3,000	school commissioners

It means that pupils and teachers will be transferred, many en masse; unions will change, property will change hands, jurisdictions will change, school programs and school orientations will change, the role of the school commissioner will change, school committees, parent committees will change or be dissolved.\* While all of this is taking place, what will happen to:-

- the educational services provided to the students while the new school board decides the nature of these services?
- the student whose learning is affected by the educational policies being changed? e.g. changes in the teaching of French as a second language. Different school boards already have different policies.
- the education in the classroom while all the groups are establishing their relationships and lines of communication?
- the student being mainstreamed while the new school board decides its policy and practices regarding handicapped pupils?

Can teachers cope with further change as they continue to work on the implementation and evaluation of the new curriculum? All the local agreements between teachers and board employers will have to be

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\* Lionel Groome, Bill 40: Quebec's School Restructurization (A Personal Study and Review of this Bill), (Montreal: n.p.), 1983.



renegotiated, employee/employer relationships re-established for all staffs. Our children cannot afford another era of teacher discontent.

#### 5. The Financial Uncertainty: A Major Question

The Minister has yet to provide a single cost projection for his plan. It is inevitable that the costs will be high. Can the residents of Quebec afford the costs involved in a project of this magnitude? No, in the opinion of many of our members.

No mention is made of the proposed budget to administer Bill 107. Such an administrative upheaval will surely be costly. Where the parents and school officials have indicated they prefer linguistic boards or other changes, so be it. For those who prefer the status quo, it is alarming to imagine the waste of energy and funds that should be better spent on our children's education.  
(Beacon Hill School Committee, Lakeshore School Board)

### C. PARENTAL PARTICIPATION IN EDUCATION

#### 1. Parents as Volunteers: Participative role

The role of members of QFHSA is a supportive one, one of volunteering time, talent, energy and resources to enhance and enrich the quality of education at the local school level. We value our consultative role and we support the consultative process developed for school committees and parent committees.

QFHSA's experience has shown that most parents prefer to choose the topics which are of interest to them within their own school setting. They are loathe to spend time discussing and debating government legislation and

regulations over which they have little or no control. Bill 107 offers no improvements.

The Orientation Committee wasn't supported by our School Committee. We as parents feel that it gives too much power and responsibility to a few people. Also we seriously doubt that parents with the knowledge, experience, expertise and time to perform in an adequate and responsible manner could be found. All this on a volunteer basis.  
(Cecil Newman School Committee, Protestant School Board of Greater Montreal)

We cannot see how setting up an Orientation Committee will improve the quality of education. School Committees and Home & School [Associations] represent parents well.  
(Seigniory Home & School Association, Lakeshore School Board)

## 2. The Changing Pattern of Volunteerism

At the present time there are noticeable changes in volunteerism in both the school and the community at large. The changing pattern of family life where both parents work full-time outside the home, the increasing number of single parent families, the declining birth rate and, in the off-island areas, a declining English-speaking population -- all these reasons are making it increasingly difficult to recruit volunteers.

For many families time is at a premium. Not so long ago the strength of the volunteer movement was derived from the number of potential volunteers and the flexibility of the time that each one could give to his/her school.

Orientation Committee -- we cannot foresee parents being able to fulfill all the duties laid out without substantial reimbursement. Also, in a small rural community there are not many people willing or able to devote their time and energies to yet another committee.  
(New Carlisle High Home & School Association and Hopetown, Shigawake, Port Daniel Home & School Association, Regional School Board of Gaspesia)



It [School Committee] works now -- why change a good thing?  
Also there is a limit, which grows smaller each year, in  
the amount of time parents have available to 'give' to the  
school gratis.

(Christmas Park School, Lakeshore School Board)

### 3. Proposed Orientation Committees: Bill 107

Most parents consider a well functioning School Committee, together with a local Home & School Association, provides all the influence on the daily life of the school that they require. The proposed Orientation Committee's role may be mainly consultative, but the tasks assigned to it are monumental. Not only must it give advice and make recommendations on numerous items ranging from the organization of services provided by the school board to the criteria determined for the selection of text books, but it is to receive 15 days notice of every proposed by-law of the school board in order that it may have the opportunity to react.

This bill creates the illusion that parents will have more power and more say in Orientation Committees. Compare Article 81(4) where parents shall recommend criteria for the selection of textbooks, to Article 212 where no other text than those approved by the Minister shall be approved.

(Valois Park Home & School Association, Lakeshore School Board)

We believe that it is far too much responsibility to ask of a few parents to make rules and regulations which will influence the entire orientation of a school. In many cases parents do not even want that type of responsibility.  
(St. Veronica School, Baldwin Cartier School Commission)

This very much depends on who is elected to the committee and how serious a commitment they are willing to make. Each school's quality of education could be different.  
(Beechwood School, Protestant School Board of Greater Montreal)

More red tape to pass through to reach the top.  
(C.E. Pouliot Polyvalent, Regional School Board of Gaspesia)

Furthermore, the Orientation Committee is entrusted with giving advice to the school board regarding the confessionality of the school. That it or the local community in whole or in part should determine the confessionality of the school is completely unacceptable.

Linguistic schools, each choosing its confessional status is guaranteeing chaos. Parents will confront each other on the basis of religious philosophy.

(Christmas Park School, Lakeshore School Board)

It would be okay to have either a Catholic or Protestant [school] but whichever, the representation should be at the School Board level.

(C.E. Pouliot Polyvalent, Regional School Board of Gaspesia)

On paper these [orientation] committees look like they will have a lot of power. Discussion over religious orientation, missions, etc., could result in huge arguments within the community.

(Beacon Hill School, Lakeshore School Board)

Thus it can be seen that parents have little faith that the introduction of Orientation Committees will improve the quality of education.

#### 4. Representative Democracy

Bill 107 has not caused QFHSA to alter its position, as stated in Resolution 83/1 passed by delegates to our 39th Annual General Meeting, May 6, 1983.

THEREFORE BE IT RESOLVED that Quebec Federation of Home & School Associations strongly urge the Government of Quebec to ensure that responsibility for education at the local level be kept in the hands of School Commissioners democratically elected by universal suffrage to serve on confessional school boards representing a broad community of schools, and

BE IT FURTHER RESOLVED that the Ministry of Education be asked to transfer to the local school boards powers of taxation, control of



curriculum and hiring of personnel so that school boards may meet their priorities and obligations to the communities they serve.<sup>5</sup>

Parents prefer that responsibility for far reaching decision making affecting children's education be delegated to school board commissioners representing schools in a ward system and democratically elected by all taxpayers. These commissioners then represent the interests of the entire electorate and they are accountable to them. Parents are thus able to influence the education system through the democratic process at a level to which they can relate. Parents are able to have direct and personal contact with their School Commissioner.

#### D. CONSTITUTIONAL PROTECTION OF SCHOOL RIGHTS

Many feel the Protestant school system represents the 'public' school system in Quebec because it is open to all, pluralistic and non-sectarian. It is a belief that the Protestant system cultivates individual potential and growth, promotes democratic participation and has a deep respect for parental rights in education. It is a system which has a rich tradition of openness which allows it to serve the needs of all.

##### 1. Majority/Minority Educational Systems

Before Confederation, parents in the then Province of Canada whether citizens or aliens were recognized as having the right to declare their

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<sup>5</sup> The Brossard decision of June, 1985, has since established that Protestant Boards are entitled to retain their property and assets and all those rights of management and control which the law in force in 1867 conferred on school commissioners or trustees.

child's interest in terms of religious faith, and as a Catholic or Protestant minority (dependent upon status in the district) organize the schools and school system which would aid them in their task of educating their children. This right of dissent from the local majority to preserve a freedom of conscience in relation to religion preceded the 'Charter of Rights and Freedoms' by 140 years -- it goes back to the legislation that re-established in 1841 a legal framework for the public school system in what is now Quebec. The original advocates and beneficiaries of that right were Bishop Bourget and his followers. With the extension in the early 1840's of the Catholic parish system to the Eastern Townships -- which at that time was significantly majority English speaking -- the exercise of this right of dissent ensured that French speaking settlers could send their children to schools that reflected their culture, used their language, and were staffed from their community.

A generation later (as Confederation became imminent), English-speaking residents of Quebec were faced with the prospect of being a linguistic and religious minority in a province that would permanently have a French majority. Alexander Tillock Galt and his followers sought to protect the educational autonomy of the minority community by having the right of dissent in education entrenched in the Constitution of Canada, 1867, as Section 93 of that document.

With the right to dissent went the entitlement to retain property and assets and all those rights of management and control which the law in force in 1867 conferred upon school commissioners or trustees. These latter were



responsible for the school systems of the English Protestant communities wherever such communities were found across the province. Where the parents wanted schools and were willing to pay for them, the commissioners established schools, levied the taxes to build and operate them, hired the staff to animate them, and regulated the course of study of the children who attended them. These were the rights and privileges which the Protestant and Catholic minorities in both Canadas (Upper and Lower) possessed in law as to their denominational schools at the time of Confederation. The Courts, over the years, have ruled that these rights and privileges are protected on the basis of the fundamental compromise of Confederation contained in section 93 of the Constitution, 1867. It is that compromise--described by Judge Wilson in the Ontario Separate Schools Funding Case judgement of June 1987, as a fundamental compromise of Confederation in relation to denominational schools -- that the Quebec Government has been intent on modifying by school reorganization to facilitate imposition of its language regulations.

## 2. Educational Official Language Minority Rights

The federal Charter of Rights and Freedoms, 1982, addressed the matter of language rights in education. Its section 23 gives to Canadian citizens--whose first language learned and still understood is either of the official languages -- the right to have their children educated in that maternal language when it is the minority official language of the province. Thus the principle of minority dissent in education has been extended to include the explicit right of parents to dissent from the use of the language of the

official language majority in the province as the language of instruction for their child.

But the minority official language right is so hedged around by requirements (in deference to Quebec's Law 101) of citizenship, maternal language or Canadian schooling, and sufficient numbers, that all parents do not have unhindered freedom to choose from the official languages for instruction of the child. Naturalized Canadians and aliens whose mother tongue is neither English nor French are denied constitutional protection of the right of choice. In Quebec, further, Section 59 of the Constitution excludes Quebec from the scope of Section 23 (1)(a) until such time as the Legislative Assembly or the Government of Quebec chooses that it come into force. Consequently, in Quebec minority official language educational rights do not apply to naturalized Canadians and aliens whose mother tongue is neither English nor French, and also do not apply to naturalized Canadians and aliens whose mother tongue is English.

### 3. Bill 107 - the Proposed Language Boards

The majority of our members come from English schools and when we are told that a law setting up French and English school boards is sufficient guarantee for the continuance of English education in Quebec we are plainly skeptical. A proposal for change of this magnitude must surely have the potential for the maintenance and growth of the English language system well into the 21st century. It must promote quality education.



Will the proposed new English language boards have clearly defined constitutional guarantees for the control and management of their schools?

We cannot accept the principle of language boards because there is no constitutional guarantee that our rights as an English-speaking minority would be upheld by future governments. We must rely on the rights granted to Protestant and dissentient school boards in the B.N.A. Act to ensure the continuity of English education for our children and grandchildren. We cannot surrender our present educational system without guarantees that its replacement will not be legislated away at some future date.  
(Valois Park Home & School Association and School Committee, Lakeshore School Board)

Will the proposed new English language boards curb the declining enrollment in English schools due to the restrictions of Law 101? Will the new Education Act allow all children eligible for English schooling under Articles 23 (1)(a) and (b) of the Charter to attend English schools?

We demand that the provincial government of M. Robert Bourassa ease the restrictions of Law 101 on the use of the English language such that:

Access to English language education must be granted to all English-speaking Quebecers, including English-speaking newcomers, whether they have come from another part of Canada or from abroad.\*

C.A.R.E. (Consensus for Anglophone Rights in Education) is a group of anglophone immigrants who received their education in English outside Quebec. At the present time their children are being educated in a French

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\* Open letter to M. Robert Bourassa, Premier of Quebec, dated March 7, 1988, from Howard Miller, President, Gaspesia Teachers Association; Sharon McCully, President, Committee for Anglophone Social Action; Ferne Howatson, Chairperson, Regional School Board of Gaspesia.

school administered by the Richelieu Valley School Board. They are gravely concerned about the implications of Bill 107 creating a language board system (Appendix III).

Will the proposed new English language boards have guaranteed provincial funding for French second language, especially immersion programs, province-wide? Since all students educated in English schools must pass French to qualify for a high school leaving certificate, it is absolutely essential that quality French second language instruction be provided. The loss of French language schools in Protestant Boards will mean the obvious loss of French language education services, normally shared by all Protestant boards in its network.

The Lakeshore School Board will be abolished. All school buildings will be redistributed among the new boards. At this time there are no new maps or boundaries of the new boards, so we have no idea where our children's school will be. There could be new teachers, a changed curriculum (e.g. no partial French immersion), and a new mix of pupils.

(Valois Park School Committee letter to parents)

Will the proposed new English language boards be able to guarantee better education services to small English schools in rural areas? Bill 142, guaranteeing social services in English, was adopted in 1986, but in rural areas few of these services are available to date.

The Protestant and Roman Catholic communities differ from each other in basic philosophy, yet we live together in harmony and respect. In places where populations have declined, agreements may be entered into whereby the needs and rights of both groups are preserved [our underlining]. An example of this is my own School Board, the Eastern Quebec Regional School Board, where agreements exist in 6 separate communities to educate both



Roman Catholic and Protestant children together. This sort of arrangement has resulted in the enrichment of both confessional groups with salutary results for all concerned.<sup>7</sup>

Our present school is Protestant and we feel it does respond to the needs and desires of the community -- Protestant, Catholic or "other".  
(Ayer's Cliff School, Eastern Townships School Board)

[We are] a peripheral school in our school board. We have all advantages -- the flexibility of existence with different religious preferences. We like our small school and close community relationship. We enjoy our freedom.  
(St. Patrick School, Greater Quebec School Board)

Will the proposed new English language boards be consulted and subsequently financed as required under the criteria of the federal government grants for minority language education and second language instruction?

It is our contention that Quebec society will not be best served by language boards. Much of the strength of the Protestant system of public education has been its ability to adapt to meet the needs of its clientele, both English and French. Having two distinct language systems of education widens the gap between the majority language, French, and minority language, English, populations in this province. English speaking immigrants who choose to send their children to French Protestant schools are able to provide their children with a non-threatening means of integrating into Quebec society. There is no guarantee that Quebec will be able to attract the expertise it needs if immigrant children are forced into a French

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<sup>7</sup> Les Actes des Etats généraux sur la qualité de l'éducation - Objectif 100%: Exposés des personnes-ressources, "English education in Quebec: future directions", by Graham Jackson, ([Québec]: Comité des Etats généraux, 1986), p. 234.

language system from which many of their parents will feel alienated. A recent letter from the Home & School Association of Ecole Primaire Pierrefonds illustrates the satisfaction of the parents with the quality of French language education within their cultural milieu.

Our Home & School Association will not be completing the questionnaire re Bill 107, since we cannot accept the introduction of Bills 106 or 107 in principal.

As a very new, yet flourishing, French school within the Lakeshore School Board, the passing of Bill 107 will mean the demise of what we have been working so hard to build for our children: a school adapted to Quebec today, with a family atmosphere where they are learning to study effectively both alone and co-operatively, where intellectual and social development go hand in hand in an understanding, flexible and caring environment, where teachers and parents together determine the direction the school community will take under the guidance of a School Commission with high standards and a caring attitude.

What we as a Home & School Association wish to do is to KEEP OUR SCHOOL - its working beautifully now. Why in the name of "progress" do we have to throw out that which is EXCELLENT?

#### 4. What is the Real Intent of Bill 107?

The first proposal for reorganizing the education structures, the White Paper "The Quebec School" intimates that the ultimate goal is to facilitate the imposition of unilingualism on Quebec schools. Indeed, The Quebec School: A Responsible Force in the Community, set the tone:

Because of its significant influence on the rules for designating which schools may or may not be attended, the Charte de la langue française (Bill 101) also marked a major turning point in the evolution of the problem of educational structuring, particularly on the Montreal Island. By limiting the right to English-language instruction to children with at least one parent whose primary education was acquired in English in Québec, Bill 101 modified the widespread tendency of immigrants to be integrated into the English-speaking community. By



requiring all public institutions, thereby including school boards, to function in French, and by guaranteeing that English-speaking pupils of Québec origin would be entitled to instruction in English, Bill 101 was destined to accelerate the integration of English-speaking institutions into the life and work of the French-speaking Québec society. Thanks to this new and powerful instrument for controlling linguistic development, the problem of the linguistic unification of structures could henceforth be stated in quite different terms. (page 11)

The ultimate objective is forecast by Article 72 of Bill 101:

Instruction in the kindergarten classes and in the elementary and secondary schools shall be in French, except where this chapter allows otherwise.

The confessional system of education is the fundamental compromise of Confederation and has served this province well by allowing two contrasting concepts of the school to co-exist: that of the Protestant school with its pluralistic philosophy and that of the Catholic denominational school. Confessional school boards elected by universal suffrage have thus ensured the democratic expression of all Quebecers within their respective communities. The present confessional system allows for the administration of Protestant schools by those who subscribe to the principles of the Protestant tradition.

The intent of the removal of the right of the Protestant community to its own elected school boards is unacceptable and will undoubtedly be constitutionally challenged.

#### E. CONCLUSION

QFHSA has always supported reforms in the educational system that are aimed at improving the educational, economic or social welfare of the child. We will continue to support all sincere efforts at real educational reform; reform whose chief goals are the enhancement of the quality of education and the rationalization of educational services. However, we will oppose with the utmost vigour any attempts by any group to manipulate the educational system to further its own political or ideological visions.

It is up to this Standing Committee and the National Assembly to protect the tradition of tolerance in this province and to restore tranquility, continuity and a sense of unity and common purpose in education.

#### F. RECOMMENDATION

In light of the uncertainties of the intent of Bill 107 and the presence of constitutional constraints, QFHSA recommends that the Bill be referred, in its entirety, to the Quebec Court of Appeal after second reading, for a ruling on its constitutionality.



## QUEBEC FEDERATION OF HOME AND SCHOOL ASSOCIATIONS HISTORY

### Our beginnings

The first Home and School group in Quebec was organized by Dr. W. P. Percival and others at Macdonald College High School in 1919. However, the first association of which there is a record was that formed at MacVicar School in Montreal in 1930 under the leadership of the principal, Miss Helen Guiton.

When more Home and School Associations came into being it was found that they had numerous common problems. Larger groups could pursue their common aims more effectively and could make themselves better heard at levels of authority and by the general public. Thus in 1940 Mr. Leslie N. Buzzell, then President of Roslyn Home and School Association, undertook to organize the known local groups into a provincial council.

On June 27, 1940, under the chairmanship of Dr. W. H. Brittain, then Vice-Principal of Macdonald College, representatives of the following sixteen associations met at Ste. Anne de Bellevue to organize THE QUEBEC PROVINCIAL COUNCIL.

Asbestos	Maisonneuve
Beauharnois	Montreal West
Bourlamaque	Pointe Claire/Beaconsfield
Chateauguay	Riverbend
Hampstead	Roslyn
Hemmingford	St. Lambert
Kings-Westmount	Sutton
MacVicar	Westmount High

During 1941-1942 this group issued pamphlets on such subjects as nutrition, school guidance, financing of education and the history and development of education in the province of Quebec.

### A Federation of Home & Schools

On May 26, 1944, the inaugural meeting was held to form THE QUEBEC FEDERATION OF HOME AND SCHOOL ASSOCIATIONS. Since then Quebec Federation has developed into an important factor on the Quebec educational scene. It is recognized and consulted by the provincial government and all organizations in the province connected with education.

In order to give the Federation a more official legal standing it was decided to apply for a PROVINCIAL CHARTER and, on August 27, 1959, Quebec Federation was incorporated by Letters Patent under the Quebec Companies Act. Aside from promoting, encouraging and assisting Home and School Associations, the Letters Patent show the following aims:

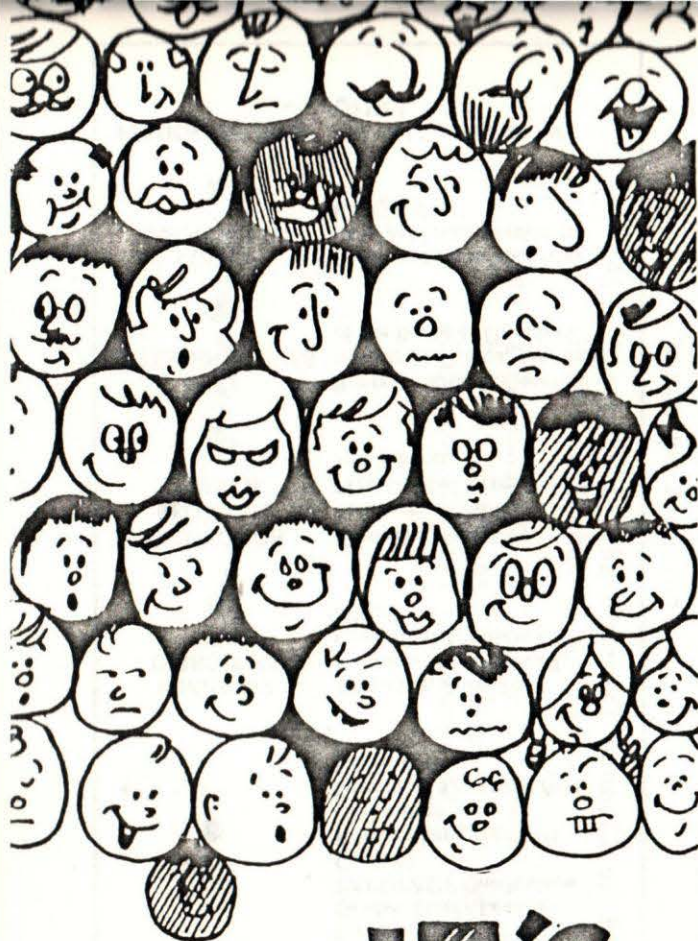
*To provide facilities for the bringing together of the members of Home and School Associations for discussion of matters of general interest and to stimulate cooperative effort.*

*To assist in forming public opinion favorable to reform and advancement of the education of the child.*

*To develop between educators and the general public such united effort as shall secure for every child the highest advantage in physical, mental, moral and spiritual education.*

*To raise the standard of home and national life.*

*To maintain a non-partisan, non-commercial, non-racial and non-sectarian organization.*



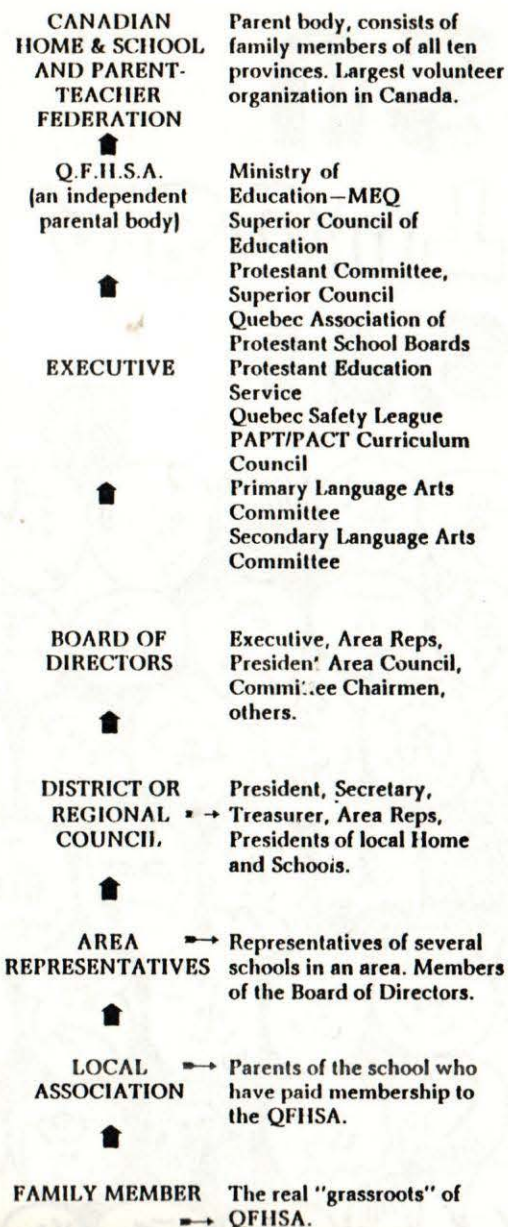
# IT'S ABOUT US



**QUEBEC FEDERATION  
OF HOME AND SCHOOL  
ASSOCIATIONS**



## STRUCTURE



Quebec Federation of Home and School Associations is involved with:

- 1) **Ministry of Education, Quebec.** Educational concerns expressed by QFHSA are channeled to MEQ through the Associate Deputy Minister of Education (Protestant). As well, briefs and position papers on educational issues are presented to the Ministry.
- 2) **Superior Council of Education.** The advisory body to the provincial government. QFHSA is asked to make representations and present briefs to the Council.
- 3) **Protestant Committee of Superior Council.** Represents the concerns of parents in the Protestant sector in education. QFHSA is asked to share parental concerns with this body and to recommend names of parents for a position on the Protestant Committee.
- 4) **Quebec Association of Protestant School Boards.** QFHSA is the only parental group which regularly attends meetings of the Board of Directors.
- 5) **Protestant Education Service.** Responsible for the formation of moral and religious education programs for Protestant schools. The only parental involvement—QFHSA.
- 6) **PAPT/PACT Curriculum Council.** QFHSA provides the only parental input to this council. Its mandate is to study and monitor curricula for the English language school system.
- 7) **Primary and Secondary Language Arts Committees.** These MEQ committees are responsible for devising language arts programs for English schools. QFHSA provides a parent liaison to both committees.
- 8) **Federation of Parents Committees of the Province of Quebec.** Communication links are maintained through a liaison between the Boards.
- 9) **Provincial Association of Protestant Teachers.** A close liaison is maintained. A member of the PAPT Board sits on QFHSA Board of Directors as liaison.

## HOW TO INFLUENCE GOVERNMENT:

An important function for Home and School is to persuade elected representatives to act promptly in any course of action which would improve the education and welfare of children and youth.

Working as a unit, the Home and School can often bring about positive changes in the educational system, in the health and welfare departments of government, in social services which affect young people, and in improved safety for our youth.

*"There is a tendency for governments, and their bureaucracies, to exercise greater powers over the lives of its citizens. It is therefore essential that Home and School Associations be very active to give parents a greater degree of control over the decisions affecting the future of their children."*

**John Ciaccia**  
MNA, Mount Royal

*"Home and School has a unique and important place in public education in Quebec. Not only does Home and School contribute in a tangible way to the promotion of education at the school level, it is also in a position to comment independently on general developments in education, a role it has played with dignity and enlightenment over the years. Home and School deserves the support of everyone in public education in Quebec."*

**Robert Lavery**  
Director General  
Dawson College

**QUEBEC FEDERATION OF HOME & SCHOOL ASSOCIATIONS**  
2535 Cavendish Blvd., Suite 212  
Montreal, Quebec H4B 2Y5  
(514) 481-5619



## APPENDIX II

- 1962 A brief to the Royal Commission on Education in Quebec.
- 1966 A brief to The Superior Council of Education on Volumes 4 and 5 of Report of the Royal Commission on Inquiry on Education.
- 1970 Brief on Bill 62 to the Education Committee of the National Assembly of the Province of Quebec.
- 1971 Brief prepared for submission to the Education Committee of the National Assembly of the Province of Quebec re Bill 28.
- 1974 A Position Statement regarding Bill 22.
- 1975 A brief on School Board Reorganization presented to the School Board Reorganization Committee, School Council of the Island of Montreal.
- 1976 A response to the Report of the School Board Reorganization Committee, School Council of the Island of Montreal.
- 1977 A Policy Statement to the Parliamentary Committee respecting Bill 101.
- 1981 An ad hoc Statement to The Superior Council of Education concerning School Confessionality.
- 1982 A brief to The Superior Council of Education in response to The Québec School: A Responsible Force in the Community.
- 1983 A brief presented to the National Assembly Standing Committee on Education on Bill 40 - "The Act Respecting Public Elementary and Secondary Education".
- 1984 A statement to The Superior Council of Education on Second Language Teaching.
- 1985 A report to The Superior Council of Education on The State and Needs of Education in 1985.
- 1986 A response to the question: "What is the Nature of the Protestant School System at this Time?" for the Protestant Committee, Superior Council of Education.

File: EdBriefs

MAR 22 1988

C.A.R.E. (CONSENSUS FOR ANGLOPHONE RIGHTS IN EDUCATION)

18 March, 1988

Robert Bourassa, M.P.  
Quebec

Dear Sir,

C.A.R.E. is a group of Anglophone immigrants who received our education in English outside Canada. As we arrived in Quebec after 1977, we do not have a choice of language for the instruction of our children.

Our children being classed, incorrectly, as mother tongue French, presents the following problems:

1. Children who have been here for more than five years, such as those born here, do not have access to classe d'accueil. They must enter a school system designed for and catering to mother tongue Francophones. They are therefore at an immediate disadvantage in their education.
2. Our children do not receive any English instruction until Grade 4, when it is taught as a second language. For mother tongue English children, this does not meet their needs or allow them to fulfill their potential.
3. Quality education requires parental participation. While encouragement is given, effective support is not always possible.

These problems mean that, at the very least, our children's abilities in English are being under utilized. At worst, lack of success in French can breed low self-esteem and a vicious circle of failure.

On arrival in Quebec, we saw the chance, for our children and ourselves, to become bilingual as a great advantage. We still do.

Francophones outside Quebec have the right to demand French education for their children, and if numbers warrant, it has to be provided. We are asking for the same right - appropriate instruction in our mother tongue as guaranteed in the Canadian Charter of Rights and Freedoms:

Section 23.(1)(a): Citizens of Canada whose first language learned and still understood is that of the English or French linguistic minority population of the province in which they reside have the right to have their children receive Primary and Secondary school instruction in that language in that Province.



R. Bourassa, M.P. 18 March, 1988

To quote your own words, Mr. Bourassa, in the Canadian Charter of Rights and Freedoms - A Guide for Canadians:

"I think that the question of linguistic rights.....to guarantee minority language educational rights across Canada is something we must do and do fast." (Radio Quebec November 02, 1980).

We therefore respectfully request that the National Assembly exercise their prerogative to implement Section 23(1)(a) of the Bill of Rights.

Yours faithfully,

*C Weatherall*

Catherine Weatherall  
Chairman C.A.R.E.

2147 Lorraine  
ST BRUNO  
Quebec  
J3V 5E6  
(514)461-1867