

A DUAL LANGUAGE EDUCATIONAL SYSTEM  
FOR ELEMENTARY AND SECONDARY SCHOOLS  
IN QUEBEC

A B R I E F

presented to

THE HONOURABLE J.J. BERTRAND

Premier of Quebec

by

THE DUAL LANGUAGE EDUCATION COMMITTEE

October 1968

The Honourable Jean-Jacques Bertrand  
Premier of Quebec

Dear Mr. Prime Minister,

Since the beginning of the year a conference of members of the English-speaking community in the Province of Quebec has met from time to time to consider a Brief which was being prepared by a writing sub-committee on their behalf. I now have the honour to present to you the final and agreed version.

As you will see from the list of the names of individuals and organizations which have signed this Brief, the conference is widely representative of the English-speaking community of the Province. It must be a matter of pride for you, Mr. Prime Minister, to be at the head of a Government which is responsible not only for the largest French-speaking community in North America but also for the fourth largest English-speaking community in Canada. It is probable that only the Provinces of Ontario, British Columbia and Alberta include within their borders more Canadians whose daily language is English than are to be found in the Province of Quebec. This Brief conveys to you convictions which are very strongly held in this numerous and important community and which, we submit, are therefore worthy of very careful consideration.

We ask that you should receive this Brief and not only give it your own most careful attention but also commend it to your Ministers for their serious study, in order that the arguments it presents may be reflected in the policies of your Government with regard to that matter which so closely concerns us all: the provisions for education throughout the Province.

On behalf of the conference, I am

Yours sincerely,



H. Roche Robertson, M.D.

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INTRODUCTION

For the past twenty or more years, the radical changes in educational methods and subject-content, the increasing industrialization and urbanization of society and a new awareness of the importance of education, have made Quebec educators, both French and English, conscious of the need for a re-thinking and re-organization of the Quebec educational system. This need found partial expression in the work of the Royal Commission of Inquiry on Education (Parent Commission) and the subsequent creation of the Department of Education in 1964. However, conflicting forces and demands have prevented this re-organization from being completed. On the one hand, there are constitutional protections which exist in law and are the basis of the confessional nature of the schools. On the other hand, there is an increasing demand for a nationwide recognition of both the French and English languages for use in education, business and culture. Not only in Quebec, but throughout Canada, there is the need for an educational system which will make possible the evolution of a Canadian society which is bilingual and bicultural. It is the conviction of many citizens of Quebec, both English and French, that a bilingual Canada can be best achieved by the establishment of a dual-language educational system.

The following Brief offers an explanation of and an argument for a dual language educational system in Quebec and suggests

some basic guidelines which could assist in the organization of such a system. The subject will be discussed under five major topics:

- 1) The historical background.
- 2) The need for change in the educational structure.
- 3) The argument for a Dual Language System.
- 4) The character of a Dual Language System - The nature of such a system and how it might be organized.
- 5) A method of implementing the proposals of this Brief.

## PART I

### HISTORICAL BACKGROUND

The official recognition and practice of educational diversity in Quebec dates back to 1763 and to the Peace of Paris which guaranteed the freedom of the Roman Catholic clergy to carry out all of their duties. Since many of the clergy were engaged in teaching in schools and seminaries and since practically all of them were French-speaking, this ensured the continuation of French Roman Catholic schools along side of the schools established for the English-speaking Protestants who gradually filtered into the colony. The Quebec Act of 1774 and the Constitutional Act of 1791 confirmed these arrangements. There followed, in 1841, the Act of Union and the first Education Act, both of which sharply reasserted the rights of confessional education. Any group professing a religion different from that of the majority in a defined area had the right to withdraw from the common school and form a dissentient one. No prejudice, financial or otherwise, was attached to this right. Quebec and Montreal

thus witnessed the existence of separate confessional schools sanctioned by statute in the 1840's. Upper Canada enjoyed similar legislation after 1863. Since, at that time, there were virtually no English-speaking Catholics or French-speaking Protestants, it was reasonably accurate to equate Catholic with French education and Protestant with English education.

This equation was continued as a basic assumption in the British North America Act of 1867 in which Section 93 guaranteed protection for the Protestant and Catholic dissentient schools of Quebec and the Catholic separate schools of Ontario. However, the assumption was not clearly enunciated, with the result that the educational system of Quebec since Confederation has been based on the concept of "confessionality" - Protestant and Roman Catholic. Until amended in 1964, the Council of Education, the chief administrative body of the educational system, consisted of a Protestant and a Roman Catholic committee which held no joint meetings from 1908 to 1960. Hence, two parallel systems of education emerged in this Province under the direction of the two committees - the one Roman Catholic and predominantly French, the other Protestant and predominantly English. Within these two main divisions, however, subdivisions on a language basis have in fact occurred - for example, the Montreal Catholic School Commission has provided for English-language Catholic Schools and the Protestant School Board of Greater Montreal has done the same for the French-language Protestants. Protestant School Boards have also provided educational facilities for Jewish children and those of other faiths.

Following upon this confessional division, there has evolved

further legislation, the latest being Bill 60 and the Superior Council of Education Act passed in 1964. None of these Acts, however, has sought as yet to eradicate the confessional division and the taxation structure therefore continues to observe this feature of the education system. Similarly, teachers have organized themselves into three main professional Associations, which also in large measure reflect the confessional division: The Provincial Association of Catholic Teachers (PACT), The Provincial Association of Protestant Teachers (PAPT) and the Corporation des Enseignants de Québec (CEQ).

Historically, then, there has been a dual system of education in Quebec since 1760. By law, this division has been based on religious differences: in fact, this confessional division has largely covered a linguistic division. Since 1960, it has become increasingly apparent to many people that certain fundamental changes are needed in the educational system of Quebec, if it is to be kept consistent with modern needs. The reasons for such changes, and the nature of the changes themselves, will be discussed in further sections of this Brief.

## PART II

### THE NEED FOR EDUCATIONAL CHANGE

Since the Second World War, vast social and economic changes have occurred in the Province of Quebec. What had been predominantly a rural, agricultural community became increasingly urbanized and industrialized. Increased national prosperity brought to Quebec, as well as to the rest of Canada, greater employment opportunities, more money and a higher standard of living. Rural electrification combined with better

roads, more cars and television brought the rural population into every day contact with the life of the whole North American continent. Such profound socio-economic changes were bound to have a radical and rapid effect on the education system. A basic pedagogical principle is that education must be preparation for life. If that life changes drastically, then the educational system must recognize that change and adjust to it rapidly.

Sensing the need to up-date the Quebec educational system and bring it into harmony with the demands of the times, the Quebec Government in 1960 appointed a Royal Commission of Inquiry on Education under the chairmanship of the Right Reverend A. M. Parent. The five-volume Report of this Commission has provided a vast store of radical ideas with respect to the re-organization of the educational system. From the Parent Report and from subsequent surveys and briefs there has emerged the obvious fact that a dual system of education based solely on confessionality no longer meets the needs of modern Quebec. We submit that there are two clear and distinct reasons for this fact.

1) The Cultural and Religious Diversity of Modern Quebec

While about eighty percent of Quebec's population are of the French language and culture, the remaining twenty percent come from many cultural backgrounds. Most of the latter use English as their principal language of day-to-day communication; about half of them are Roman Catholic, and the remainder are of many different faiths. Within the French-speaking community itself, although the vast majority is Roman Catholic, there is now a significant number of non-Catholics. This increasing cultural and religious diversity of Quebec's cosmopolitan population, so different from

the situation one hundred years ago, makes it very difficult to satisfy the educational desires of all elements within a system originally designed for Catholics and Protestants alone. On the other hand, Quebec has only two official languages of communication, French and English. A dual language system, therefore, in which adequate provisions were made for religious education, would more accurately reflect the composition and educational requirements of contemporary Quebec society.

2) The Changed Economic Situation

In the pre-war era, many School Boards financed their schools and paid their teachers almost entirely from school taxes and school fees, without government assistance. The introduction of free education at both elementary and secondary levels in 1956, plus the increased emphasis on scientific and technical education have contributed to the acceleration of costs and have obliged the Government of Quebec to pay heavy financial subsidies to all but the wealthiest School Boards. This has, in turn, caused the government to become more deeply and directly involved with the details of the educational system. It was certainly an important factor in the promotion of "Operation 55", the Government project by which a multitude of small School Boards were encouraged to combine into larger Regional School Boards. Apart from the pedagogical advantages of the bigger schools which the Regional Boards can provide, (advantages which are not however always undisputed) the obvious argument in their favour is the economy of the larger operation. In order to achieve such economy, it has become more and more obvious that it was desirable for English-speaking Protestant and English-speaking Catholic students to share the same educational facilities. Already this is being done in Bedford, Chateauguay, Lennoxville, Lachute and Gaspé. Since it seems reasonable to assume that the economic

pressures on the Government will continue and even increase in the future, it is fairly obvious that these bi-confessional or even multi-confessional English-language schools are likely to increase in many areas throughout the Province.

Thus, it seems clear to many that a school system divided along the lines of confessionality is neither socially appropriate nor economically desirable in Quebec today. But what are the viable alternatives? It appears that there are two: a complete unification of the educational system, or a dual-language system up to and including the level of the Regional School Board. For the reasons which follow we urge most strongly that the second is the alternative which the Government should adopt.

### PART III

#### THE ARGUMENT FOR A DUAL LANGUAGE SYSTEM

Following the recommendations of the Parent Commission that the Protestant Committee and the Catholic Committee, as they had existed since Confederation, should be abolished, the Government of Quebec passed Bill 60 which created in 1964 a Department of Education, unified with respect to its own administrative personnel. The Parent Commission also recommended a systematic unification of the entire school system. This proposal has given rise to great concern among many English-speaking citizens, particularly to English educationalists and parents of Quebec. It is felt by many that a unified system might become increasingly unilingual - i.e. French - to the point at which the English-speaking culture in Quebec might be at a serious disadvantage. We hope for a truly bilingual society. We believe

that this may best be accomplished by the establishment of an English-language system of schools and administration within the totality of the provincial educational system. We believe that such an English-language system is highly desirable both from the cultural and the practical points of view.

A) CULTURAL CONSIDERATIONS

1) Human Rights

It is widely recognized as a basic human right that a child, if possible, should received his education in his mother tongue. This principle has been recognized and practised with regard to the French and English speaking communities in Quebec since 1760. Moreover, it is widely regarded as a basic human right that parents should have the opportunity to select the language in which they wish their children to be educated. This has certainly been recognized for many years in Quebec by the provision of English Roman Catholic and French Protestant schools for the linguistic minorities within the religious majority groups.

2) International Practice

This basic human right is recognized internationally in the Charter of the United Nations Educational, Scientific and Cultural Organization. It is practised by many bilingual countries of the Western World. Belgium, the Netherlands, Switzerland, Ireland, South Africa all provide, in different ways, public education in their own language for major linguistic groups.

3) Cultural Rights

It is a fact that language is an important vehicle of culture; from language there spring poetry, drama and literature. The French-speaking Canadians have themselves recognized the importance of retaining their language in order to preserve their culture. In the past, "La Survivance"

for the French-speaking Canadian has depended largely on the preservation of the French language through the educational system and today a revitalized French education system is everywhere recognized as the key to building a progressive modern society in Quebec. In exactly the same way, cultural progress for the English in Quebec depends upon the preservation of a dynamic English-language educational system.

4) Historical Acquired Rights

The English fact in Quebec is not of recent origin. In the 18th century, United Empire Loyalists settled in large numbers along the south shore of the Gaspé Peninsular and in many parts of the Eastern Townships. In Montreal itself, the English-speaking population dates back to the days of the Nor'Westers and of men like Molson, McTavish, McGill and Frobisher. These men and their descendants have contributed very notably to the clearing of the forests, the development of farms and the beginning of manufacturing in the Province. During this long period of their cohabitation in the Province with their French-speaking neighbours, stretching over more than two centuries, the right of the English-speaking population to be served by a school system in their own language has never been questioned. Indeed, the Public Education Act as set forth in Chapter XV, The Consolidated Statutes of Lower Canada, 1861, reads at Section 21, sub-section 4, as follows:

"4. To select or cause to be published, with such approval as aforesaid, books, maps and globes, to be used to the exclusion of others, in the Academies, Model and Elementary Schools under the control of School Commissioners or Trustees, due regard being had in such selection to schools wherein tuition is given in French and to those wherein tuition is given in English....."

Clearly tuition in both languages was a right established by law in Lower Canada before Confederation, and despite the view taken

by the Privy Council in 1917 that Section 93 of the British North America Act protected only denominational rights, there may be for the English-speaking community in Quebec not only historically acquired rights but also, as for the French-speaking community, constitutional rights, since the Privy Council ruling concerned itself with Ontario only.

We submit, therefore, that on the basis of the present understanding of what is due to a community as a basic human right; in view of what is now widely recognized as the just practice in other advanced bilingual societies; in recognition of the rights which inhere in a lively and creative culture; and on the grounds of historically acquired rights and prerogatives, the English-speaking inhabitants of the Province of Quebec should be allowed to continue to enjoy the benefit of a system of education exercised and administered in their own language and inspired by the ideals of their own tradition.

B) PRACTICAL CONSIDERATIONS

It is our conviction that the total unification of the educational system at this stage in the Province's development would not be compatible with the ideas expressed above. It would also be highly impractical for the following reasons:

1) Differences in English and French Language Systems

The Parent Report makes it quite clear that the English and French language educational systems in this Province have developed in different ways over the past century. In general, the English-language system has followed educational trends elsewhere in North America, whereas the French-language system has been more influenced by the European model. To put them under the same Regional School Board would create problems for both especially in pedagogical areas such as subject promotion; individualized time-tabling; modular time-tabling; departmentalization.

2) Curriculum Development and Supervision

It is highly desirable that the curriculum for each subject in English and French language schools should approximate closely in educational value. But it would be most undesirable for the curriculum or textbooks of one language to be little more than translations of those of the other language. The subjects and teaching techniques necessary to preserve the English and French cultures are very different. Hence, both the curriculum taught in each subject-area and the total programme of studies will inevitably differ markedly in French and English language regional school systems.

Further, subject supervisors who are chosen by the Department of Education for their competence and familiarity with the French curriculum are unlikely to have the same qualifications with regard to an English curriculum. This has already been illustrated in the areas of English Literature, History, Mathematics, Geography, Commerce and Science. Therefore, subject supervisors need to be appointed in each of the two language systems.

3) Participation in Educational Administration and Research

The Protestant system of education in Quebec evolved over a hundred year period largely because of experiments and research done by its teachers and administrators. Many English-speaking teachers of Quebec are long accustomed to serving on educational committees and to presenting their ideas on educational changes. On the French side, this active participation of teachers in educational committees is developing, but it has not yet become widespread. Yet the increase of educational committees in a unified system would only lead in this respect to further problems, for under such a system the attitudes, practices and rationale of the majority would predominate. Moreover, only a small number of English-speaking educators are sufficiently bilingual at this time to serve effectively on such

committees and the services of many experienced and talented teachers would be largely lost to educational research and experimentation.

The suggestion has been made that the English Protestant educators of Quebec are reluctant to share their ideas and experience with their French confrères. This is not consistent with the facts. The number of joint educational committees either at the level of the Provincial Teachers' Associations or at that of the Department of Education, has been steadily increasing and has made possible the dissemination of many ideas by both language groups. But new plans and methods have to be worked out initially in one's own language before they can be translated with any degree of accuracy into another. Moreover, if the relatively small number of English-speaking teachers, administrators and School Board members in the Province were spread out among sixty-odd unified School Boards their contributions would be scarcely noticeable. In order for the ten thousand English-speaking teachers to serve the total educational field of Quebec with effectiveness, they should be permitted to concentrate their work within ten or twelve English Regional School Boards and to do their research and experimental projects in English. Only in a Dual Language system will they be able to make their best contributions to the educational resources of the Province as a whole.

4) Population Mobility

The English-language population of Quebec is a relatively mobile one. English-speaking families move easily from Province to Province, from Canada to the United States and back again. Therefore, it is essential that the English-language school system of Quebec should remain in close contact with other English-language school systems in North America. Since the majority of the population of North America is English-speaking, most

of the educational research in North America is done in the English language. It is most important that the educational system of Quebec should be able to take advantage of such research and that students in Quebec should be able to move easily into schools and colleges elsewhere in Canada and the United States. Conversely, national and international companies with plants in Quebec will experience very great difficulty in bringing skilled employees into the Province, unless there are to be found in Quebec good schools, closely related to the general North American educational system.

5) Timing

The idea of a completely unified system is naturally one which appeals to many people. Co-operation and ecumenicalism are rightly popular philosophies today. No one now would advocate or desire a return to the "two solitudes" era in Quebec education. Unquestionably English-speaking students in Quebec would profit immeasurably from greater contacts and closer understanding with the French-speaking community, and the reverse is equally true. A distinction must be made, however, between "unity" in its general idealistic sense and "unification" in its practical form. It would seem quite possible - and proper - for English-speaking and French-speaking teachers, students and parents to achieve a unity of educational goals, an equality of educational projects without being forced into the rigid mold of a unified educational system. It may be that within a generation or two the new unity may lead gradually to a truly flexible unification. But this evolution towards a truly bi-cultural population must be a gradual one. An artificial unification of the two educational systems at this time would merely arouse much antagonism on both sides and would tend to produce a dull uniformity. It would in our opinion delay

unnecessarily the actual realization of a bilingual society.

For all the above reasons, therefore, both cultural and practical, we submit that the total unification of the Quebec educational system within the immediate future would be unwise and prejudicial to the cause of Quebec education.

The other alternative appears to many to be a much more acceptable solution of the problem - namely, the formation by law of a dual language education system.

#### PART IV

##### THE CHARACTER OF A DUAL LANGUAGE SYSTEM

It is the considered opinion of a large number of English-speaking people in the Province of Quebec that the present dual-confessional education system should be transformed by law into a dual language system up to and including the level of the Regional School Board. This suggestion is supported by many of the observations and conclusions found in the first volume of the Report of the Royal Commission on Bilingualism and Biculturalism. It is noteworthy that this Commission speaks with approval of the Quebec educational system where:

"both languages were placed on an equal footing and the principle of establishing the right of both English-speaking and French-speaking children to be taught in their mother tongue was enshrined in the educational system of the Province....."

It was also the Report of this Commission which pointed out with much clarity the importance of this dual language education being more than merely the provision of individual English or French schools:

"In Quebec, Anglophones have access to a complete education in English through the public schools of the province - elementary, secondary and university. ....As a result, their language has never been in danger and they have been able to concentrate on improving curriculum and administration".

Outside of Quebec, however, the contrast has been marked:

"In general, French language education outside Quebec has suffered principally from two weaknesses. First, it has been largely achieved through the struggles of French-speaking Canadians despite the resistance of the English-speaking majority..... Second, it has not constituted a system."

It seems clear, then, that the unification of the entire school system in Quebec would run the risk of placing the English-speaking population in this Province in much the same position as that deplored by the Commission with respect to the French-speaking minority in other Provinces. In such a case, English-language education in Quebec would no longer "constitute a system" and the basic agency for the preservation of language and culture would be lost.

It is also becoming painfully clear that in the present situation it is very difficult for a School Commission dominated by one language group to guarantee adequate provision for the education of students of the other language.

For those who accept the desirability of a dual language educational system, there still remains, however, the task of demonstrating the feasibility of such a system. It would appear that this subject must be considered under four headings:

- (a) The structure of such a dual language system, its administration and curriculum.
- (b) The taxation provisions for financing such a system.
- (c) The confessional guarantees which must be built into such a system.

- (d) The provisions which must be made to ensure that a dual-language system becomes increasingly a bilingual and bicultural system, protecting both languages and cultures but also increasing their interchange.

It is not the intent of this Brief to present a blue-print in detail as to how the Dual Language system can be organized and administered. Such detailed proposals may well be provided by the representations of School Boards, teachers, parents, the business community, and others who are vitally concerned with some particular aspect. However, it appears to us necessary to offer some general guidelines in order to demonstrate the practicality of the idea.

A. STRUCTURE

By the term "structure" is meant the various organizations which are responsible at different levels for determining educational policy and administering the educational system. Clearly, if a Dual Language system of education is to be set up in the Province of Quebec, it is very important to determine at what level duality should be established. It is equally vital to decide the means by which the English and French language systems could each have direct communications with the Department of Education.

Beginning at the top, therefore, we would recommend the following educational structure for a Dual Language school system.

(1) The Department of Education

The Department of Education established by Bill 60 has demonstrated already that it has a very valuable potential. However, it has also become evident that over-centralization leads to delays and complications which have, at times, affected the progress of education.

It is, therefore, highly desirable to effect a modification whereby the Department of Education would appoint a Deputy Minister to supervise and maintain direct contact with English Regional Boards. It is also desirable for the Department of Education to assign English senior officials who would oversee the English Regional School Commissions with respect to curriculum. Such an arrangement would provide direct channels of communication and authority from the Department of Education to the English-language Regional School Boards.

(2) The Council of School Development

The provincial government has, for purposes of economic development, divided the Province of Quebec into ten major economic areas. Likewise, the Department of Education plans to establish Councils of School Development. When such action occurs, it could easily be adapted to the dual language system of education. If such a Council were composed of representatives from each Regional School Commission within the economic region, then this bilingual body might well serve a useful purpose as an advisory body to assist in providing the overall educational planning for the district. It might also be directly responsible for "special" schools operated for handicapped children where numbers did not warrant such schools being operated by individual School Commissions. Further, the Council of School Development should recommend an equitable taxation basis to the Regional School Boards within its economic area; and it might be responsible where practical for taking the school census. In addition, the Council might provide special technical and professional services (e.g. architectural, engineering, etc.) where these were not available elsewhere to the Regional School Commission.

To sum up, the Council of School Development should respect the essential freedom of Regional School Commissions in matters which are purely educational and yet ensure an appropriate degree of co-ordination between Regional School Commissions.

(3) Regional School Commissions

It is at the level of the Regional School Commissions that the Dual Language Educational system should become a reality. Within most economic areas, there would probably be several French-language Regional School Commissions and at least one English-language Regional School Commission. The Regional School Commission should be the primary financial, administrative and pedagogical authority within the educational system.

As a financial authority, the Regional School Commission would receive revenues and government grants and spend them; would submit a budget to the Director of Finance and the Department of Education, with a copy to the Council of School Development, and would defend this budget. Money should be made available to the Regional Boards according to the type of education dispensed, the number of pupils taught, and other criteria. As an administrative body, the Regional School Commission would employ teachers and other personnel; it would own school property and administer it. As a pedagogical authority, the Regional School Commission should control all pedagogy and establish, subject to Department of Education guidelines, appropriate directorates (such as those of curriculum and confessionality); it would conduct educational experiments and research projects; it would implement arrangements regarding confessionality; and it would provide, where required, the necessary medical, social and psychological services to its students.

It is hoped that the Regional School Commission would accept

the teachers and parents as full partners in the educational process and that teachers would participate in all pedagogical decisions.

(4) Area School Committees

Area School Committees would be established in heavily populated areas by the Regional School Commission on request from the School Committees, in the interest of good administration. The members of the Area School Committee should be determined by the School Committees of the schools within the area. The Area School Committee would serve as an intermediary body in those areas that are too large to be served efficiently by School Committees alone.

(5) School Committees

For every school, elementary and secondary, there should be a School Committee elected by parents of students attending that school in a given year. The principal and a representative of the staff of the school should also be members of this committee. The chief functions of this School Committee would be to ensure that pupils received religious and moral instruction corresponding to their parents' wishes; to keep parents informed on developments within the school programme; to present to Area School Committees and the Regional School Commissions recommendations concerning financial and administrative problems, and, in general, to provide a liaison between the parents and the schools in all matters concerning the educational needs of the community.

(6) Associations

Given the structure outlined in the preceding sections, the right to form associations of different sorts must be retained by parents, teachers, principals and educational administrators at appropriate levels.

B. TAXATION

Obviously no structure however good can survive unless it can be financed. However, since ways and means of securing school funds is a highly complex and vital problem, it is suggested that a detailed study of the whole school financing system is necessary to ensure equitable and adequate decisions. Whatever those decisions the funds thus secured should be made available to the Regional School Boards according to the type of education dispersed, the number of pupils and other criteria. It should be possible to implement the principle that 'the money follows the child'. In other words, individual children should be able to transfer easily from French-language to English-language schools and vice-versa after following the proper notification procedures.

C. CONFESSIONALITY

In transferring the basis of the educational system from a confessional to a linguistic one, it must be remembered that despite the increasing secularization of society, many parents are still vitally concerned with the religious education of their children. Freedom of religion is one of the most important basic freedoms of a democratic society. Recognized in the Province of Quebec as early as 1760, it has been reaffirmed in every major constitutional document since that day, including the Atlantic Charter, the United Nations Charter and the Canadian Bill of Rights.

By this term 'Freedom of Religion' is implied the right of all adults to select the religious faith of their choice, to worship according to its doctrine and to train their children in that faith and form of worship. However, much variation exists in the processes and techniques by which this is ensured. Some parents feel strongly that all

religious education is the responsibility of the church or the synagogue and the home; while others are equally convinced that the school has definite responsibility in this regard. Those who do not wish to avail themselves or their children of any religious instruction in school must nevertheless accept the fact that in Quebec, the parent who wishes his child to be educated in a religious environment with specific religious instruction must have the right to obtain that kind of education.

In recommending the transformation of a dual-confessional system into a dual language system, we recognize that certain basic guarantees must be written into the new system with respect to confessional education. It must be further emphasized that in suggesting a change from a confessional basis to a language division for the school system, we do not envision one segment of the community being absorbed by any other. Rather the English-language system of schools would be an entirely new organization which would provide full facilities as required to meet the needs of various groups. It has already been stated that one of the prime functions of the School Committee would be to make certain that pupils receive religious or moral instruction corresponding to their parents' wishes.

It is undoubtedly the democratic right of parents, pupils and teachers to select or reject religious education and to have schools which express and support that choice. This choice, therefore, must be at the level of the individual school. Accepting this premise, it would be the duty of the Regional School Commission to make adequate provision for its implementation. This would include the engagement of properly qualified teachers. The Regional School Commission would also be responsible for a

basic curriculum, including religious education where desired, so as to provide the best possible educational facilities and to guarantee the highest possible educational standards to all students within the English-language system.

Because of the importance of this subject, we attach an Appendix B in which some of the further implications of these confessional provisions are more fully explored.

D. BILINGUALISM

The unique nature of Quebec as a truly bilingual province is one which is cherished, we believe, by the great majority of English-speaking citizens of this province. While we wish to preserve our English language and culture through an English-language educational system, we also wish to be equipped with at least a working knowledge of the French language so that all the people of Quebec may share their ideas, discuss their problems and achieve genuine Canadian unity within a bilingual framework.

Therefore, it is essential that a Dual Language Educational System should make provision for the maximum amount of contact between English and French schools. It is hoped that teachers within the two systems could move easily from one to another; that extracurricular activities and exchange visits could be arranged whereby the students of the two systems could get to know each other outside the classroom; and particularly that educational experiments and curriculum studies might produce in the near future a radical improvement in the teaching of the French language within the English schools. It might also be anticipated that an increasing number of bilingual committees at all levels of the school systems would make possible a wide exchange of ideas and information. Thus in time, by natural means, without any undue pressure or resentment, the "two solitudes"

would disappear and be replaced by a new atmosphere of understanding and co-operation which would make possible a better educational system for both language groups.

PART V

THE IMPLEMENTATION OF THIS BRIEF

(a) Community Support

Since this new approach to Quebec education involves the whole area of Canadian unity and policy, and is, in a sense, a radical break with tradition, it requires a wide base of popular support. To obtain such support a committee was organized in April, 1968, to which were invited representatives from a large number of organizations interested in education. A writing committee was then established to discuss and prepare this brief which would set forth to the Provincial Government of Quebec the views of a large number of citizens and organizations regarding the future of Quebec education.

The names of those individuals and organizations who have assisted in the preparation of this Brief, and who have signed it as an indication of their support of its major contentions, are affixed to this document in Appendix A.

(b) Legislation

Since the formation of a Dual Language System must have a legal basis, it is understood that certain specific steps are needed, including amendments to the Education Act and the Superior Council of Education Act of Quebec as well as to other Acts relating to Education. An amendment of Section 93 of the British North America Act, guaranteeing

protection for English education in Quebec and French education elsewhere in Canada, as recommended by the Report of the Royal Commission on Bilingualism and Biculturalism, is in our opinion desirable but is not, or course, required for the implementation of the policy we are proposing to the Government of Quebec.

#### CONCLUSION

The above Brief has attempted to demonstrate that a change is necessary in the organization of education in Quebec from the existing division along confessional lines and that any such a change should establish throughout the Province a Dual Language Educational System. The imposition of a unified system of education, such as is proposed by the Parent Commission, would at this time seriously curb the intellectual and cultural growth of the English-speaking population of Quebec. This would be extremely undesirable, not only because of its direct impact on the English-language community in this Province, but also because of its obvious implications for the future of French-language culture in the rest of Canada. Every Province in Canada will look upon the experiences of the English-speaking minority in Quebec as the criterion to be used in assessing their respective systems and in implementing the recommendations of the Royal Commission on Bilingualism and Biculturalism. In establishing a Dual Language System of Education in Quebec, this province may well influence all provincial educational systems to accord specific rights, guaranteed by statute, to French-speaking minorities.

To conclude, on the basis of human rights, of acquired historical rights, of practical considerations and of traditional interpretations

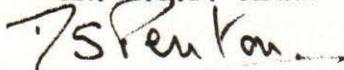
of constitutional guarantees, we, the undersigned, petition the Government of the Province of Quebec for juridical protection of English-language and French-language educational autonomy in a Dual Language Educational System.

A List of the Individuals and Organizations who have signed this Brief, thereby indicating their support of its major contentions:

Organizations

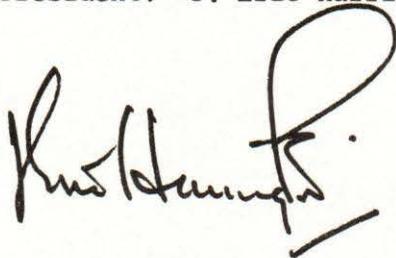
Quebec Association of Protestant School Administrators (Q.A.P.S.A.) signed for the President

MR. L. J. B. CLARK

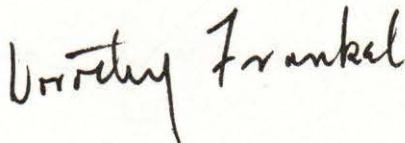


D.S. Penton, M.A.  
Secretary, Q.A.P.S.A.

The Montreal Board of Trade  
President: J. Eric Harrington



Quebec Federation of Protestant Home and School Associations  
President: Dorothy Frankel

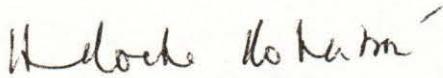


Quebec Association of Protestant School Boards  
(Q.A.P.S.B.)

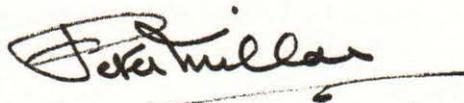
President: R. S. McLaren



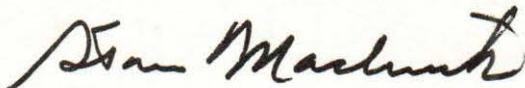
Individuals



H. Roche Robertson, M.D.  
Principal, McGill University



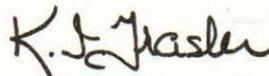
Peter Millar, Chairman  
The Protestant School Board of  
Greater Montreal



Stan Machnik  
Director of Professional Development  
Federation of English Catholic Teachers



Peter G. White  
Lawyer, Knowlton, Quebec



Provincial Association of Protestant Teachers of Quebec  
Past President: K. I. Trasler



Donald J. Johnston  
Lawyer, Montreal, Quebec

Organizations

Provincial Association of Protestant  
Teachers of Quebec  
President:  
Allana Reid Smith, Ph.D.

Allana Reid Smith.



Mr. R. C. Smith  
Chairman  
Associated Non-Operating Railway  
Unions

Harvey Golden  
Canadian Jewish Congress

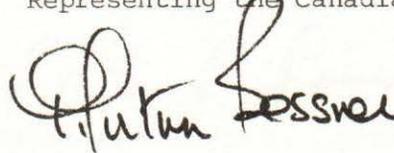


Individuals

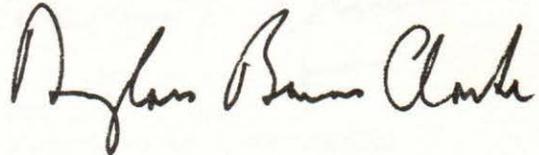
C. Wayne Hall  
Dean of Education  
McGill University

C. Wayne Hall

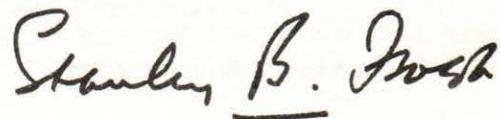
Morton Bessner  
Lawyer, Montreal, Quebec  
Representing the Canadian Jewish Congress



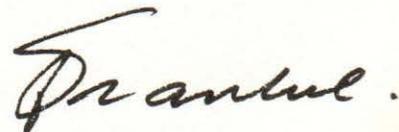
Professor Douglass Burns Clarke  
Vice-Principal  
Sir George Williams University



Stanley B. Frost  
Dean, Faculty of Graduate Studies  
McGill University

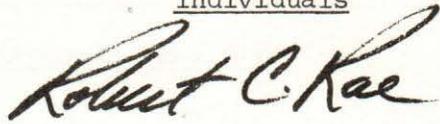


S. J. Frankel  
Vice-Dean, Social Sciences Division  
McGill University



Organizations

Individuals



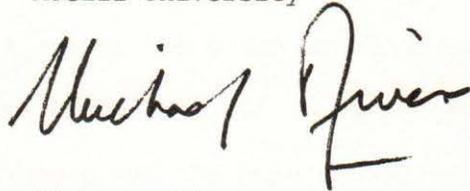
Robert C. Rae  
Principal  
Sir George Williams University



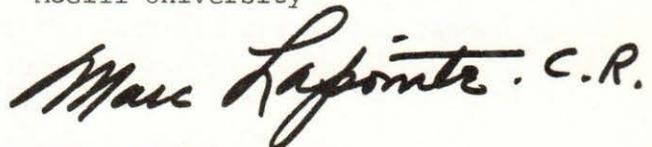
Norman W. Wood  
Past President  
Quebec Association of Protestant  
School Administrators (Q.A.P.S.A.)



Professor Elton R. Pounder  
McGill University



Michael Oliver  
Vice-Principal (Academic)  
McGill University



Marc Lapointe, C.R.  
Attorney for the Provincial Association  
of Protestant Teachers of Quebec

THE IMPLICATIONS OF CONFSSIONAL PROVISIONS

WITHIN A DUAL-LANGUAGE STRUCTURE

The options envisioned in the systems and structures based on linguistic division will enhance the freedom of choice but will also increase the responsibility of decision. Parents will be able to choose a confessional option clearly and deliberately.

Many parents who desire confessional education for their children feel that our present systems, structured within confessional options, have tended to provide for religious learning in a manner too often lacking in quality and wanting in depth.

In the schools of the Protestant Board the very diversity of the convictions which the Protestant system has tried to accommodate, has led to a situation wherein many have urged that all religious studies be dropped, and that the church or synagogue and the home should provide for these needs.

Some Catholics feel that the Catholic system has tended to reflect the effects of cloistered segregation, and that the teaching of religion could benefit greatly from this century's searching studies in biblical and theological scholarship, in learning theory and from analytic studies of developmental psychology in relation to symbolic expression.

Many parents of all faiths believe that the learning of a sense of the sacred and a concern for values in the light of what is held sacred should be a normal part of school activity. Moreover, they recognize that education tends to communicate not only knowledge but also attitudes, and that these attitudes relate not only to that which is within the horizons of the presently known, but also to what is beyond the present limits.

Two attitudes which perhaps best characterize religious faith are a sense of reverence and a sense of mystery. If these attitudes of faith, often expressed in symbolic forms, are to be a part of learning activities, then they should be taught in such a manner that the mind remains open to inquiry and to reflection.

In response to this need, the quality of teaching and of curriculum must receive special attention, which will require both assigned funds and supervisory personnel. The course structures and programmes should provide adequate options for those adhering to a religious faith if the number of students can warrant that provision. Schedules should, for example, incorporate religion as a basic subject, and provision should also be made, in an area possibly called 'ethics' or 'social studies', for those who dissent from confessional teachings. Specialization in this type of teaching, whether 'religious' or 'ethical' should have no less priority than specialization for other basic subjects. Provision should also be made for in-service studies designed to improve the qualifications of the teaching staff in this as in other subjects. It may well be that at the Provincial level there would remain a function for confessional and non-confessional committees which would oversee the quality of materials and curricula for their respective courses.

In asking that the establishment of a dual language system, administered by Regional School Boards under unified Councils for School Development, should be accepted, we do so with the understanding that agreements can be reached between the large confessional and non-confessional groups as to how to safeguard their special concerns. These agreements should, we believe, be clear and precise as to the manner in which religious or ethical education should be provided. The agreements should particularly

include provisions for continued reassessment and research in religious and ethical education with the aim of continually improving the quality of the education offered in these subjects.