



SUBMISSION

TO

COMMISSION ON THE CONSTITUTION

[QUEBEC]

Submitted by

QUEBEC FEDERATION OF HOME & SCHOOL ASSOCIATIONS

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## ABSTRACT

The mandate of Quebec's Commission on the Constitution is to canvas public opinion around the province, and subsequently to make proposals to the National Assembly for a new constitutional programme. Premier Robert Bourassa excluded from the options the status quo and annexation to the United States. Quebec Federation of Home & School Associations (QFHSA) would also exclude the model 'national' Sovereignty/Association, i.e., one where there is a common currency and free trade between the provinces but, in sensitive areas where jurisdiction is shared by the federal and provincial governments, such as immigration, manpower, education, communications and the environment, Quebec acquires exclusive political control by a transfer of jurisdictions from the federal level.

From its beginning in 1867 Canadian federalism has in fact been a version of sovereignty/association. Sections of the Constitution 1867 tabulate the powers of the federal and provincial government, and within those jurisdictions each is supreme. Education is a good example, because two fundamental Canadian compromises entrenched in the Constitution 1867 and 1982 were in this area. In the Constitution education is a provincial responsibility and the provinces are sovereign in that domain, except for parental rights and associated conditions that were agreed to in the Confederation Debates and entrenched in Section 93, Constitution 1867. This latter granted dissentient minority rights to parents and provided for remedial measures by the federal government.

Over the years the flexibility of the federal system Canada had adopted has provided its citizens with a reasonably stable equilibrium in governance. In recent years however the federal system has shown signs of disequilibrium as the system of checks and balances became eroded by the passage of time and the transfer of powers. To correct this institutional malaise Parliament in the past decade has legislated another fundamental compromise in education between provincial and federal governments - Section 23 of the Charter of Rights and Freedoms, 1982. This section was a political compromise designed to correct on a national scale the progressive erosion of minority official language groups. Despite the initial intention of Section 23 its achievement has been partially obstructed by the presence of Section 59 in the Constitution (1982). This section facilitates Quebec's denying to naturalized Canadians of English mother tongue the right to have their children's school instruction be in that tongue. The justification for the denial is the fear in Quebec that the linguistic minority school system would be swamped by new Canadians of English mother tongue. But the demolinguistic profile of Quebec shows that such fears are totally unfounded and the notion of asymmetric linguistic rights in education is absurd in the context of the statistics. Whatever form of governance the Commission ultimately recommends it should ensure the repeal of Section 59, or its new equivalence.

A. INTRODUCTION

The Quebec Federation of Home & School Associations (QFHSA) welcomes the opportunity to present this submission to the Commission on the Constitution established by the National Assembly of Quebec. Our intervention is a reflection of the concerned interest of our members in playing an active and responsible role in defining the future social and economic framework within which their children will be raised and educated.

1. The Organization

The membership of QFHSA is drawn from families and individuals within local Home & School Associations throughout the Province of Quebec. These associations are active from the Gaspé peninsula in the East to Aylmer in Western Quebec, from the Eastern Townships in the South to Baie Comeau on the North Shore. The policies of QFHSA reflect the concerns and aspirations of its local associations and individual members across Quebec. Although the Federation originated with and still consists largely of local Home and School Associations within English schools of the Protestant school system, Quebec Federation is non-sectarian and includes groups of both official languages. The membership of Quebec Federation thus represents a cross section of Quebec parents - Protestant and Catholic, English and French. In addition to the local Home & School Associations, the

Federation includes about 100 Group Affiliates. These include School Committees, Parents' Committees, School Boards, private schools, Teachers' Associations, Indian Education Centers and other groups interested in the education and welfare of children. QFHSA itself is a constituent member of the Canadian Home & School and Parent-Teacher Federation, the largest voluntary, independent, parental organization in Canada. Further information concerning the history, structure and goals of QFHSA may be found in the brochure "It's About Us" (Appendix I).

The preparation of this Brief and of its thrust were approved by the 34 member QFHSA Board of Directors on September 28, 1990, and the Brief itself was approved by the Executive Committee on October 16, 1990.

## 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>

Quebec Federation of Home & School Associations, as an independent 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).

B. THE MANDATE OF THE COMMISSION ON THE CONSTITUTION

Within one (1) week of the failure of all the provinces to ratify the Meech Lake Accord by the June 23, 1990 deadline, Premier Robert Bourassa announced the Government's intention to strike a Constitutional Commission composed of members from the Government, the Opposition and non-parliamentary representatives of the diverse interests and communities in Quebec. The Commission's mandate is to hold hearings around the Province and, subsequently, make proposals to the National Assembly for a new constitutional programme.

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

'National' Sovereignty/Association

We fully understand the great importance of the Constitution for a linguistic minority. We can appreciate that, in this Province where eighty-three percent (83%) of the population have as a mother tongue the minority official language of Canada, the members of the Provincial Legislature are frustrated by the compromises entailed in being a minority. There is a temptation to assert the right to self-determination and national sovereignty, and to attempt to wrest from the federal level exclusive political control of shared sensitive social areas such as immigration, manpower, education and communication. At the same time there is an understandable desire to preserve the clear economic benefits of federalism, such as economies of scale, diversified investment opportunities and lower costs of capital, to mention a few. Canadians outside Quebec, however, are disturbed by such transfers of exclusive control to Quebec. Their reaction is particularly strong when Quebec 'nationalists' adopt the implicit assumption that Quebecers will continue to participate fully in the federal Cabinet and in the federal Parliament despite the Province's exclusive control in the sensitive sectors. Thereby Quebec would fully participate in the federal management and control of the above-mentioned sensitive areas in regard to the other provinces, but such would not be the case vice versa. We share this concern about asymmetrical evolution whereby Quebec would have a say in the choices and control of other provinces, but they, in turn, would have no say

in Quebec's choices. We believe such models of 'national' sovereignty/association should be ruled out at the start because they violate a fundamental value of Canadians - namely, the principle of equality.

However, other than ruling out 'national' sovereignty/association, we do not wish at this stage of the process to present a catalogue of options to the Commission. Rather, we want to explore the benefits of Federalism in the context of Quebec's plurality and explain the concern of the parents represented by QFHS. Survival as a minority community is critically linked to the federal constitutional guarantees for minority educational institutions in regard to their access, management and control, and these guarantees have to be strengthened and clarified to withstand continual subversion by politicians through court reinterpretations.

Quebec is a Pluralistic Society

Quebec is, and has long been, a manifestly pluralistic society composed of people of many diverse cultures, religious faiths, and two principal linguistic groups: the majority French, and the minority English. At the time of Confederation the existence and importance of this social diversity was clearly recognized. Constitutional provisions were made to ensure that such healthy diversity was protected and fostered in Quebec and in the rest of Canada by a federal system of institutional checks and balances



that for one hundred and twenty (120) years has kept this country in a reasonable state of stable equilibrium as it progressed from the status of colony to that of an independent and fully sovereign nation.

#### The Benefits of Pluralism

There can be little doubt that over the years, Quebec society as a whole has benefitted greatly in many important ways from its pluralism and from the presence of dynamic minorities. The province's English minority has over the years served as an important link to the rest of English speaking North America. And nobody can deny the vital role that this community has played, and continues to play, in the economic development of Quebec. The English speaking community has served as a catalyst for many important developments in Quebec society. For example, direct parental involvement in the education system has had a long tradition within the English community as evidenced by the strength and history of the volunteer and independent Home and School movement in this province. The benefits of such parental involvement have been recognized by the Ministry of Education both by the financial aid it has extended us and by the legislation it has originated to ensure that schools throughout Quebec provide for parental input into their operations. The province clearly benefits from the existence of vibrant, confident minority cultures who are secure and proud of their contributions to the broader society. On the other hand the

social peace of the province will inevitably be destabilized by the presence of alienated, defensive and distrustful minorities whose rights and contributions are neither recognized nor respected by the majority.

In order for diversity to flourish it is essential that significant minorities have control over their key cultural institutions, particularly their school systems. Only by this means can the minority community's vigour be maintained and its continuing renewal ensured. The crucial importance of education to this survival was recognized at the time of confederation and important guarantees were enshrined in the constitution.

#### Federalism and Rights for Three Minorities

From its introduction in 1867, the federal structure of Canada was intended to confer rights and to accommodate the growth of three politically critical minorities that were distinctive in their linguistic and religious characteristics. Two were at the local or provincial level: Roman Catholics (majority Anglo-Irish), who wished separate schools in Ontario, and the British in Quebec (majority Anglo-Protestant), who wanted a general system of education similar to that in Ontario. At the national federal level was another minority, the French-Canadians (who were a provincial linguistic majority only in Quebec). Rights for all three minorities were conferred by the constitutional arrangements of 1867. Henri Bourassa, the founder, publisher and

editor of the French nationalist newspaper Le Devoir, thought the original arrangement intelligent and generous. In 1916, he wrote:

In the minds of the Fathers of Confederation, the federal pact and the constitution which defines the terms of its approval were to end racial and religious conflict and to assure all, Catholics and Protestants, French and English, complete equality of rights throughout the whole of the Canadian Confederation. The Manitoba Act, passed the Imperial Parliament in 1870, and the Northwest Territories Act, passed by the Ottawa government in 1875, bear the fleeting imprint of the same intelligent and generous thought. Those were our last victories.

(Quoted by Ramsay Cook, in Provincial Autonomy, Minority Rights and the Compact Theory, 1867-1929. Queen's Printer for Canada, 1969, p.57)

#### Federalism and Provincial Sovereignty

If Henri Bourassa were alive today he would likely still support the choice of the Fathers of Confederation - federalism - because he recognized the element of genius in this concept. At the time of Confederation, the Provinces were still British colonies for which sovereignty - the recognized authority to choose and control on behalf of the colony - resided, in the ultimate sense, with the Imperial Parliament in London. But, with the exception of the military and foreign affairs, the authority to choose and control in the B.N.A. Act, 1867, was delegated to the new Dominion, subject to the right of appeal to the Privy Council. Thus, in the B.N.A. Act, jurisdictions were divided up between the federal government and provincial governments. The sponsor of the legislation - the British Colonial office - was well aware of the cultural mosaic and linguistic tensions in the new Canada.

Lord Durham a generation earlier had described what he found upon his mission to Canada to enquire into the cause of the rebellion - "two nations warring in the bosom of a single state". Cultural relations had improved since that time as parliamentary recognition of the French language was recovered, but the demolinguistic fact still remained: that linguistically Canada would be a dual duality - the French-speaking a minority in Canada and a majority in Quebec, while the English-speaking would be a majority in Canada and a British (as they thought of themselves) minority in Quebec. The intelligence and generosity that Henri Bourassa perceived in this context was how the legislators took into account the demographics in the assignment of jurisdictions to the federal and provincial governments and of rights for collectivities. With the jurisdiction went a degree of sovereignty - so that the federal government could not tell the provinces what to do in their areas of authority and vice versa - but the federal government had a time limited power of disallowance in regard to provincial legislation, and for the constitutional provisions regarding the sensitive cultural areas of 'language' and 'education' neither the federal government nor the provincial governments had final authority in regard to new legislation.

As a result, the French majority in Quebec could establish their own school laws. They thereby were assured of receiving an education in schools of their own design and in their own

language, supported by taxes levied by a legislature in which French-speaking Quebecers would be a permanent majority.

Federalism and its Benefits

The Fathers of Confederation, in their design of the structure of governance for Canada, provided for a sharing of sovereignty by their assignment of jurisdictions. Education, for example, was placed in the exclusive jurisdiction of the provinces by the B.N.A. Act, 1867, with the exception of the protective provision in section 93(4) which authorises remedial legislation by the federal government. Thus, although the French-speaking were a linguistic minority in Canada with limited leverage to choose and control in national affairs, in Quebec, because education was a provincial jurisdiction, they could protect and promote their own culture; and they could establish their own school laws and pay for education as their legislature saw fit. French-speaking Quebecers were thereby assured of receiving an education in schools of their own design and in their own language, supported by taxes levied in a legislature in which they would be a permanent majority. What more could 'national' sovereignty give them in regard to improving their own welfare? Nothing, except the satisfaction of control over minority cultures.

The plight of the French-speaking Canadians outside Quebec was a clear contrast. They were the linguistic minority at both the federal and provincial levels, and in the 1867 round of

negotiations lacked the political leverage to protect themselves and lacked a mentor to see they were protected.

The status of the other linguistic minority at the provincial level - the English-speaking in Quebec - was also a contrast. In the largest city, Montreal, they were slightly under fifty percent of the total population, and in the Ottawa Valley and the Eastern Townships they constituted local majorities. But overall they were twenty-five percent of the province's population. As Confederation approached, they realized they would be severed from the linguistic majority in Canada and cast as a permanent linguistic minority in Quebec. But this minority did not need a mentor to protect its culture at the national level. Its elected representatives - such as Alexander T. Galt and D'Arcy McGee - were already key players in the Confederation process at what would be the national level, and they were closely identified with the private wealth and business development in their community and were adept at using such identification for political leverage. In education, for example, in anticipation of Confederation, they tried to establish two parallel but independent structures for education in the province, one for the Roman Catholics and the other for Protestants, so that, in effect, the provincial sovereignty in education would be shared by the Catholic and Protestant communities. The legislation was brought down by Lower Canada before Confederation, but it failed to be passed because some members from Upper Canada objected that

the same privilege was not being extended to Ontario's Catholics. Having failed to acquire an autonomous educational system, the minority community then focused on protecting its culture, in sensitive areas such as language, education, government and law they insisted that rights be clarified before Confederation and be guaranteed by the prospective federal government in the new Constitution as section 93.

Majority and Minority felt better off with new Equilibrium

With the Confederation agreement a new equilibrium was established between the majorities and minorities of the dual duality. In the jurisdiction of Education, for example, the school administrators of both the elements of the then linguistic duality in Quebec - the majority French Roman Catholics, and the minority British Protestants - found that the decentralized structure of federalism and its guarantee of rights enabled them to achieve a better fit of their preferences. An illustration of the Roman Catholic clergy's interpretation, for instance, is provided by a letter<sup>2</sup> written to the Vatican by the Bishop of Chicoutimi, in 1885, concerning an article in the Journal des 3 Rivières. He refers to the law on Public Instruction and comments:

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<sup>2</sup> The letter was signed by six distinguished individuals who were either past or present members of the Council of Public Instruction. One of them was P.J.O. Chauveau. He had been the first Superintendent of the Council when it was established in 1858. Later he became the first Premier of Quebec after Confederation and at one time was President of the Senate of Canada.

Or, vous connaissez cette loi, déjà, et la position qu'elle fait au clergé dans notre pays. Nos législateurs ont voulu que la Religion est la base du l'enseignement, et c'est pourquoi ils ont favorisé à régler les minorités catholiques, ou les minorités protestants, suivant le cas, qui peut avoir des écoles séparées, et ils ont divisé le Conseil de l'Instruction Publique en deux sections..., dont l'une composée des Ministres et des laïques protestants, et dont l'autre, composée comme il est dit ci-après, a le contrôle des écoles catholiques. L'indépendance de ces deux comités [our underlining] est telle que depuis l'établissement de ce système, il n'y a eu qu'une seule réunion du Conseil de l'Instruction Publique proprement dit, conseil dans lequel cependant les catholiques sont en grande majorité.

Sous ce système, et lorsque l'on considère la composition du Comité catholique, il est difficile de voir quelles craintes on peut raisonnablement entretenir pour nos intérêts religieux.

(Minutes of the Council of Public Instruction, Quebec archives, p. 121.)

The author went on to explain that the Roman Catholic bishops in Quebec were all ex officio members of the Catholic Committee, and since they had the right to send an alternate (which right the lay members did not have) the bishops always outnumbered the laymen in attendance at the Committee meetings. Further, he pointed out, the bishops were appointed by the Church, without any interference from the State, and the Superintendent who was in charge of the operation of the Department of Education reported to them as members of the Committee. In effect, the Province had transferred its sovereignty in education to the religious bodies. The Roman Catholic clergy used the Catholic Committee to establish a system of separate schools wherein the religious faith permeated all aspects - using Catholic



principals, Catholic teachers and Catholic administrators, and following a curriculum set by the Catholic Committee.

The Protestants, on the other hand, used their control of the Protestant Committee to develop a public secular school system which while not irreligious, nevertheless did not proselytise - something equivalent to the national schools in Ontario.

With the dismantling of the Ministry of Education in 1875, and in the absence of meetings of the Council of Public Instruction, both Christian communities were free to design school systems that best fitted their preferences.

#### Unstable Equilibrium and Protective Legislation

Although the changes in legislation after 1867 affecting schools may have improved the quality and delivery of educational services, nevertheless there was an element of uncertainty. The post 1867 changes were not constitutionally protected and it was recognized that the dynamics of political jockeying would inevitably leave the provincial linguistic minority vulnerable. The M.P. from the Eastern Townships, Christopher Duncan, had explained why in the Confederation Debates:

They [the French] will find themselves a minority in the General Legislature, and their power in the General Government will depend upon their power within their own Province and over their provincial delegations in the Federal Parliament. They will thus be compelled to be practically aggressive, to secure and retain that power. They may not, perhaps, wish to be; they may not, perhaps, be aggressive in the worst sense of the

term -- I do not say they certainly will be; but whether they are or not, there will certainly be in this system the very strongest tendencies to make them practically aggressive upon the rights of the minority in language and faith, and at the same time to make the minority [Irish-Catholics and British-Protestants] most suspicious and resentful of aggression.

(P.B. Waite, The Confederation Debates in the Province of Canada/1865. McClelland and Stewart, 1963, pp. 119-120)

If the minority was to flourish, it would have to be protected by legislation. The protection provided was at the provincial and federal levels. The drafting of the articles in 1865-1867, for example, made Quebec the only Province with an upper house -- legislative council. In it, the English-speaking Quebecers were to be over-represented so they could block any anti-English legislation coming from the Assembly.

Again, under Section 80 of the 1867 Act, twelve of the then sixty-five provincial electoral districts in Quebec (nine in the Eastern Townships and three in the Ottawa Valley) were designated and their boundaries could not be altered by the provincial legislature without the concurrence of the majority of the members representing those electoral districts. The effect of this provision, which no longer has effect, was to prevent the Quebec Government from joining part of an overwhelming French riding to a largely English one.

Similarly, at the federal level, there were provisions to protect the minority in Quebec. Unlike the provision for other

provinces, for example, the Senators from Quebec were to be designated as representing specific ridings. This provision was intended to assure the appointment of English-speaking representatives from regions such as the Eastern Townships and the Ottawa Valley. Then, in addition, Section 133 of the 1867 Act protected language rights in Quebec by decreeing parity for English and French in the provincial legislature and in the Courts. Section 93 of that Act constrained the complete control over education by the provinces by protecting and guaranteeing "the rights and privileges which the Protestant or Catholic minority in both Canadas possess as to their denominational schools at the time when the Union came into operation." The Section provides for a right of appeal to the Cabinet and authority for federal remedial legislation should it be necessary.

To reinforce the above scheme of protection within the constitutional system were further provisions. The Federal Government, for example, had the power of disallowance in relation to provincial legislation. Neither the provincial nor the federal legislatures, however, could alone alter or change rights or privileges granted with respect to schools or the use of English or French. Such changes had to be approved by the Parliament of the United Kingdom -- a disinterested body. In the words of Abbé Lionel Groulx, "the English Protestant minority in Quebec had received full security".

C. THE CURRENT SETTING

The checks and balances of the federal system were originally intended to protect minorities. But now, in the 1990's, they are in serious disequilibrium. Patriation of the Constitution removed the function of the United Kingdom regarding the sensitive issues of linguistic and educational rights. The most recent decision of the Supreme Court on Section 93 has narrowed the interpretation of denominational rights to the right to dissent, but not necessarily the right to a system of dissentient schools. And while protection for minorities outside Quebec is being strengthened by Section 23 of the Charter and by Bill C-72, it is being circumscribed and diminished in Quebec by Law 101, Bill 107 and Law 178.

As a result of the foregoing, the English community in Quebec and its educational system have steadily diminished. The community's constitutional rights and guarantees for control of its important institutions have been steadily eroded. The community's right to manage its educational system has been continuously threatened. The growth of the educational system - key to the stability and renewal of a community - has been seriously undermined by imposition of restrictive language laws. Let us examine some of these important issues more closely.

Parental Rights and the National Compromise

Education is a provincial responsibility and the provinces are

sovereign in that domain, except for parental rights and associated conditions that are guaranteed by the Constitution. Section 23 of the Charter of Rights and Freedoms pertains to one of those guarantees. It was a political compromise designed to correct, on a national scale, the progressive erosion of minority official language groups and to give effect to the concept of the 'equal partnership' of the two official language groups in the context of education. [Judgement, Supreme Court of Canada, Mahé et al case, rendered March 15, 1990, p.3.] It was intended to establish uniform national standards for the eligibility of the child to receive educational services in the tongue of the Provincial minority official language. Article 23 (1)(a) defined the criteria for eligibility in terms of citizenship and 'mother' tongue. Article 23 (1)(b) defined the criteria as 1) citizenship and 2) that one of the child's parents must have received his/her elementary schooling in English in Canada. Section 59 of the Constitution, 1982, however, exempts the Province of Quebec from the standards of 23 (1)(a) until such time as the National Assembly authorizes a proclamation to be issued by the Queen declaring Section 23 (1)(a) in effect in Quebec and that Article 59 has been repealed. Citizens of Canada whose first language learned is English and who did not receive their primary school instruction in Canada in English will, only then, have a constitutional right to choose English as the language of instruction for their child in Quebec.

Section 59, Constitution, 1982

Section 59 grants the Government of Quebec exclusive control over the choice of whether parents, who are naturalized citizens of Canada, residing in Quebec, and have English as their maternal language, have the right to have their children receive primary and secondary instruction in English. Quebec's Law 101 restricts such rights to citizens of Canada who had received their primary school instruction in Quebec in English. But, the Supreme Court of Canada has ruled that Section 23 (1)(b) overrides Section 73 of Quebec's Law 101. Such, however, is not the case for Section 23 (1)(a) of the Constitution, since Quebec is exempted from its application, as long as Section 59 is in the Constitution.

The Antecedents to Section 59

Given the above context, it is relevant to recount the antecedents of Section 59, Constitution, 1982. When, before Patriation, the First Ministers met in early November, 1981, nine of the provinces signed the Provincial Accord. Quebec did not. The draft of the Constitutional Amendments, as initially tabled on November 5, 1981, included a political compromise on language in education rights in the form of Article 23. There was no Section 59. So Section 23 applied fully on a national scale. Its purpose, as pointed out by the then Chief Justice Brian Dickson of the Supreme Court, (see Jean Claude Mahé et al vs. Province of Alberta, 1990, p.14.) was to remedy an existing problem in Canada and hence to alter the status quo. The Chief

Justice quoted approvingly from an earlier Judgement of the Court:

This set of constitutional provisions was not enacted by the framers in a vacuum. When it was adopted, the framers knew and clearly had in mind the regimes governing the Anglophone and Francophone linguistic minorities in various provinces in Canada so far as the language of instruction was concerned. They also had in mind the history of these regimes, both earlier ones such as Regulation 17, which for a time limited instruction in French in the separate schools of Ontario... as well as more recent ones such as Law 101 and the legislation which preceded it in Quebec - rightly or wrongly - and it is not for the courts to decide - the framers of the Constitution manifestly regarded as inadequate some - and perhaps all - of the regimes in force at the time the Charter was enacted, and their intention was to remedy the perceived defects of these regimes by uniform corrective measures, namely those contained in Section 23 of the Charter, which were at the same time given the status of a constitutional guarantee. [Chief Justice's emphasis added.]

But something happened "betwixt the cup and the lip". In the interval between November 5 and November 18, newspaper columnists in their dispatches from Ottawa, hinted there were changes afoot as negotiations continued to induce Quebec to sign the Accord and that there was dissent in the Liberal Quebec Caucus regarding the 'mother tongue clause'. Quietly, and without commentary, debate, or even singling out by the largest English daily newspaper in Quebec, Section 59 surreptitiously appeared amongst the constitutional amendments. Quebec was thereby removed from the full scope of Article 23 until such time as the Legislative Assembly or the Government of Quebec chooses that the Section comes into full force in the Province - a situation which is the equivalent of making an accused the judge of his/her crime.

Federal Politicians and Political Expedience

When English-speaking Quebecers discovered what the Quebec Liberal Caucus had sponsored, twelve Members of Parliament, representing constituencies with significant concentrations of the minority official language groups, issued a joint statement to calm the concerns of their English constituents. The third paragraph of their House of Commons News Release, December 3, 1981, read as follows:

It is important to understand why this change was made. Mr. Lévesque has already raised the spectre of Quebec being swamped by naturalized Canadians of English-speaking origin from all parts of the world, from the United States, the Commonwealth countries and elsewhere no matter that this flies in the face of economic and social reality. It is widely believed by federalists in Quebec that the imposition of the mother tongue clause would provide unnecessary ammunition to the separatist movement at this time.

Section 23 was intended to remedy an existing problem in Canada by changing the status quo in Quebec. Instead, 'federalists' traded off the educational right of a segment of Quebec's linguistic minority - the protection of a national standard of minority official language rights in education - against the 'federalists' desire to pacify a vociferous segment within Quebec's linguistic majority. Indeed, it was not even a trade-off. It was a gratuitous surrender of a collective right of the linguistic minority by its Members of Parliament. The Government of Quebec neither asked for the concession, nor provided a 'quid pro quo' for it in the form of a signature.



Demolinguistic Profile in Quebec

The extract, above, from the House of Commons News Release, alleges that the then Premier of Quebec had already in 1981 raised the spectre of Quebec being swamped by New Canadians who met the criteria of Section 23 (1)(a) of the Constitution - Canadian citizens of English mother tongue. So, it is pertinent to examine the demolinguistic profile of Quebec, which is actually the title of a 1990 publication of the Department of the Secretary of State of Canada. [See Table 1 on following page.]

Table 1  
Linguistic Composition of International Immigration  
Quebec, 1971 - 1986

Mother Tongue

<u>PERIOD</u>	<u>ENGLISH</u>		<u>FRENCH</u>		<u>OTHER</u>	
	<u>Outside Quebec</u>	<u>Quebec</u>	<u>Outside Quebec</u>	<u>Quebec</u>	<u>Outside Quebec</u>	<u>Quebec</u>
	(1)	(2)	(3)	(4)	(5)	(6)
1971-76	364,168	33,832	13,624	39,676	233,709	34,691
	91.5%	8.5%	25.6%	74.4%	87.1%	12.9%
1976-81	235,765	15,435	9,435	30,065	226,300	39,200
	93.9%	6.1%	23.9%	76.1%	85.2%	14.8%
1981-86	173,205	12,295	7,795	22,205	210,468	37,940
	93.4%	6.6%	26.0%	74.0%	84.7%	15.3%

2

(2) + (4) + (6)

1971-76      31.3%

1976-81      18.2%

1981-86      16.9%

Source: Department of the Secretary of State of Canada,  
Demolinguistic Profile, Quebec, 1990, p. 7.  
[percentages added]

Table 1 classifies, by mother tongue, the linguistic composition of international immigrants, who settled in Quebec, by three 5-year intervals, thus covering 15 years. Those with the potential

to eventually fulfill the criteria of Section 23 (1)(a) - citizenship and English or French mother tongue - are in columns 2 and 3. The proportion of international immigrants settled in Quebec (the ratio of columns 2/2 + 4 + 6) who are English-speaking drops from 31.3% (1971-1976) to 16.9% (1981-1986). This last ratio exactly corresponds to the non-francophone ratio of the total population in Quebec. There is no evidence there that the application of Section 23 (1)(a) on a national scale would swamp Quebec with English-speaking immigrants. Before Law 101 Quebec drew 8.5% of the total English-speaking immigrants to Canada. After its passage, English-speaking immigrants to Canada who settled in Quebec dropped from 8.5% to 6.6% of the total immigrants. Mr. Lévesque's fears were more rhetorical than factual. But then, Mr. Lévesque was not defending the federalist cause. Yet, those who do 'defend' the federalist cause vary widely in their definition of what minority rights should consist of in Quebec.

#### Asymmetrical 'Rights' in Education

Senator Lowell Murray, we assume, is a federalist. We were in correspondence with him in 1989 about the desirability of an equality of minority official language rights in education across Canada. His view of the purpose of Section 23 (1)(a) is very different from that of the former Chief Justice Brian Dickson. In the latter's Court Judgement, he emphasized that the "intention was to remedy the perceived defects of these regimes

[including Quebec's] by uniform corrective measures, namely, those contained in Section 23 of the Charter of Human Rights.

Senator Murray sees it differently. In his letter to us of August 8, 1989, he stated:

Thus, the asymmetry of minority language education rights in the Charter reflects the differing states of minority language education opportunities prior to patriation.

The expanded rights for the francophone minorities outside Quebec could be claimed by prospective immigrants whose mother tongue was French, but the other provinces had no fear that French-speaking immigrants would flood the minority language schools and significantly alter the linguistic balance of the provincial population. However, the application of Section 23 (1)(a) to Quebec could have precisely these consequences and frustrate the provincial government's policy of integrating new immigrants into the francophone milieu.

#### The Issue of Principle

Senator Murray is advancing the view that the Charter has entrenched in the Constitution minority language education rights on an asymmetric basis. That is, Section 23 (1)(a) expands the rights of the francophone immigrants outside Quebec, thereby allowing the minority communities to renew and refresh from new blood. On the other hand, Section 59 accommodates, in Quebec, the denial of an education right to naturalized Canadians of English mother tongue, thereby crippling the minority community's ability to renew and refresh. How can the operation of that principle of asymmetric rights be reconciled with the assertion in the Supreme Court decision?

It says:

Section 23 is also designed to correct, on a national scale, the progressive erosion of minority official language groups in the context of education.  
[Ibid. p.3.]

#### The Issue of Facts

Would English-speaking immigrants flood the minority language schools if Section 59 were repealed and Section 23 (1)(a) thereby be allowed to apply in Quebec? Referring back to Table 1, only immigrants in columns 2 and 3 of that Table have characteristics that could eventually qualify their children for the parent's mother tongue to be the child's language of instruction. But only column 2 pertains to Quebec. The status quo is: all immigrants, except those who apply for and receive a certificate of temporary sojourn, go into the French stream. Senator Murray says the application of Section 23 (1)(a) to Quebec "would flood the minority language schools and significantly alter the linguistic balance of the provincial population." The fact is, as indicated in Table 1, if all the English-speaking immigrants between 1981 - 1986 had gone into the English stream, it would have made little difference for the linguistic balance of the Province. The proportion of English-speaking to the total international immigration is 16.7%; the identical proportion of the non-francophones in the population of Quebec. But to the international migration we should add the interprovincial net flow, shown in Table 2.

Table 2

**Linguistic Composition of Interprovincial Migration  
Quebec, 1971 - 1986**

Mother Tongue

	<u>ENGLISH</u>	<u>FRENCH</u>	<u>OTHER</u>
<u>Interprovincial In-migrants</u>			
1971 - 1976	39,841	35,497	4,356
1976 - 1981	25,225	31,875	4,215
1981 - 1986	28,988	32,946	4,981
<u>Interprovincial Out-migrants</u>			
1971 - 1976	90,238	39,385	9,845
1976 - 1981	131,525	49,940	21,560
1981 - 1986	70,588	45,893	13,725
<u>Interprovincial Balance</u>			
1971 - 1976	-50,394	-3,888	-5,489
1976 - 1981	-106,300	-18,065	-17,345
1981 - 1986	-41,600	-12,947	-8,744

Source: Demolinguistic Profile, Quebec, 1990.

Thus, in Table 1, in the interval 1976 - 1981, 15,433 English-speaking immigrants arrived in Quebec. In that same interval for Table 2, 25,225 migrants came into Quebec from other provinces and 131,525 left Quebec for other provinces. Thus, the net balance of international and interprovincial migration for the five years preceding the passage of Section 23, Constitution, 1982, was an exodus of English-speaking Quebecers -- 90,677

migrants. That exodus, using the total mother tongues for English, English and French, and 'other' for 1986 as the base, amounted to 11.5 percent of the total possible English-speaking population. The community was hemorrhaging and its parliamentary representatives responded by bleeding it some more. It is apparent where constitutional reform is needed most - protection of minorities by providing for minority representation in Parliament.

Relevant Statistics for the Future

To anyone familiar with the dwindling enrollments and school closures in the Protestant School system in Quebec, the alarm about prospective flooding of minority language schools seems absurd and to border on perfidy. The school statistics released last year by the School Council of the Island of Montreal illustrate why.

In 1970, 77.85% of the Catholic sector was French-speaking.

In 1988, 82.25%.

In 1994, 83.42% of the Catholic sector will be French-speaking.

In 1970, 98.52% of the Protestant sector was English-speaking.

In 1988, 70.28%.

In 1994, 63.39% of the Protestant sector will be English-speaking.

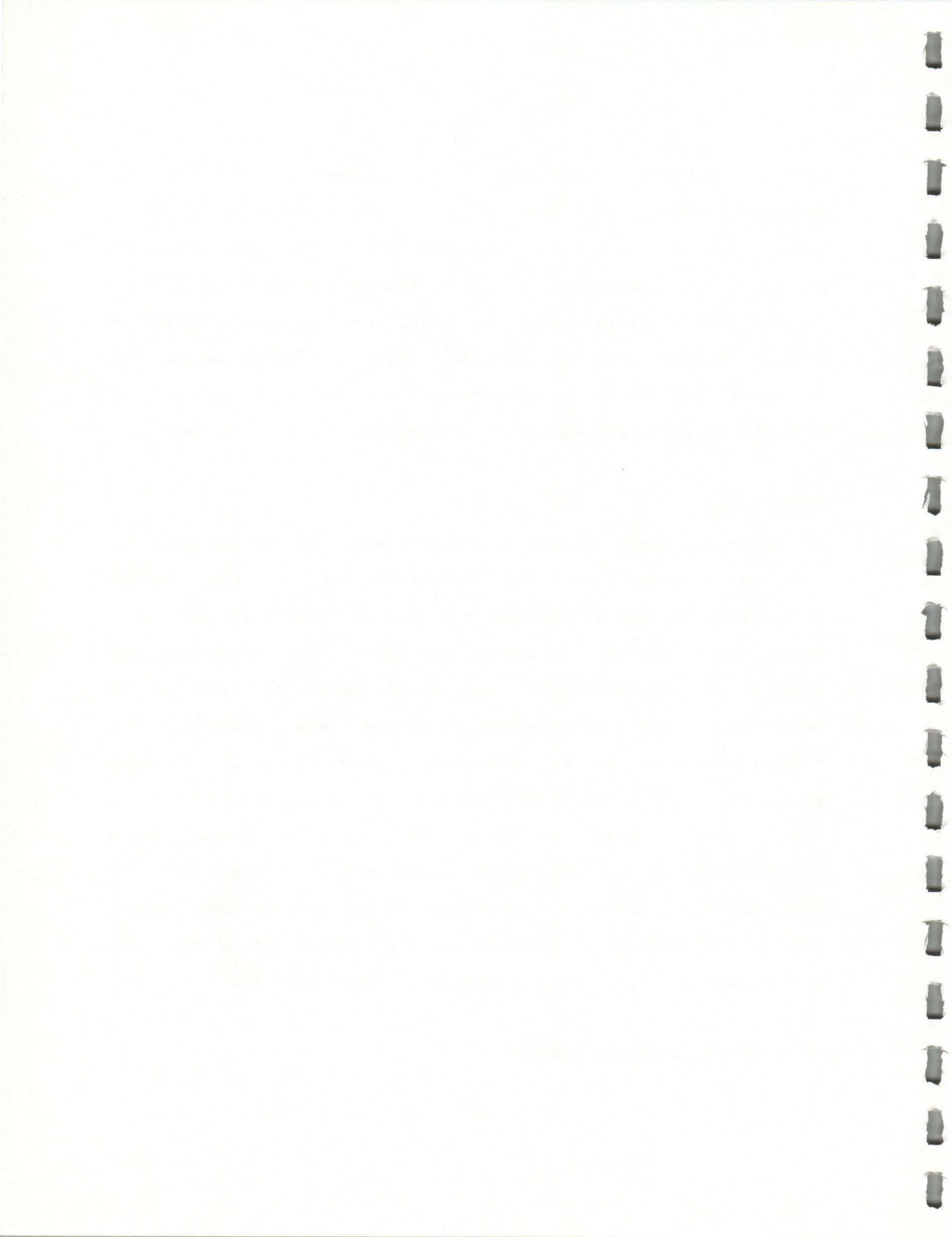
Whether Catholic or Protestant, the members of the English-speaking community will face difficult adjustments in the coming years. It will be even more dependent for its continued existence upon Section 23, or comparable guarantees, than it was in the past. A prerequisite for this, however, is the repeal of Section 59 of the Constitution, 1982, so that Canada can implement its still sought-after ideal of a uniformity of minority official language rights in education across Canada.

C. CONCLUSION

In order to enjoy a secure future, and thus to be able to contribute effectively and constructively to the further development of Quebec society, the English community must have, among other things, iron-clad guarantees for management and control of its educational system and the elimination of the restrictive access provisions that are now strangling its schools. Although we, as an English community have, in recent years, felt abandoned by our federal parliamentarians we still firmly believe that a strong and confident Quebec in a multicultural and united Canada offers the best hope, and the best guarantee, for the preservation of our institutions and for our continuation as a vigorous and flourishing community. And the prerequisite for this is the repeal of Section 59.

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# 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/<br>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:

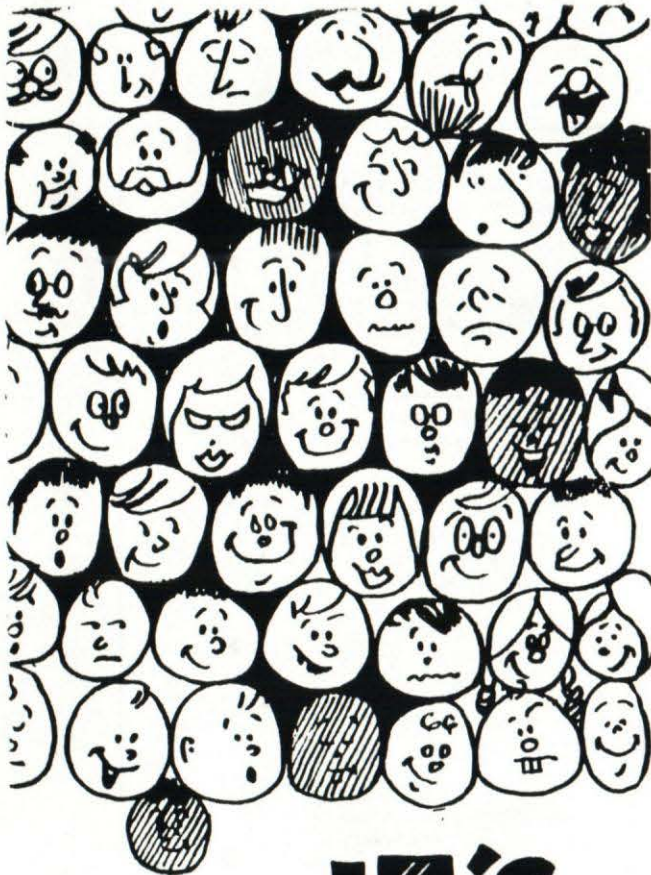
*To provide facilities for the bringing together of the members of Home and School Associations for discussion of matters of general interest and to stimulate cooperative effort.*

*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.*

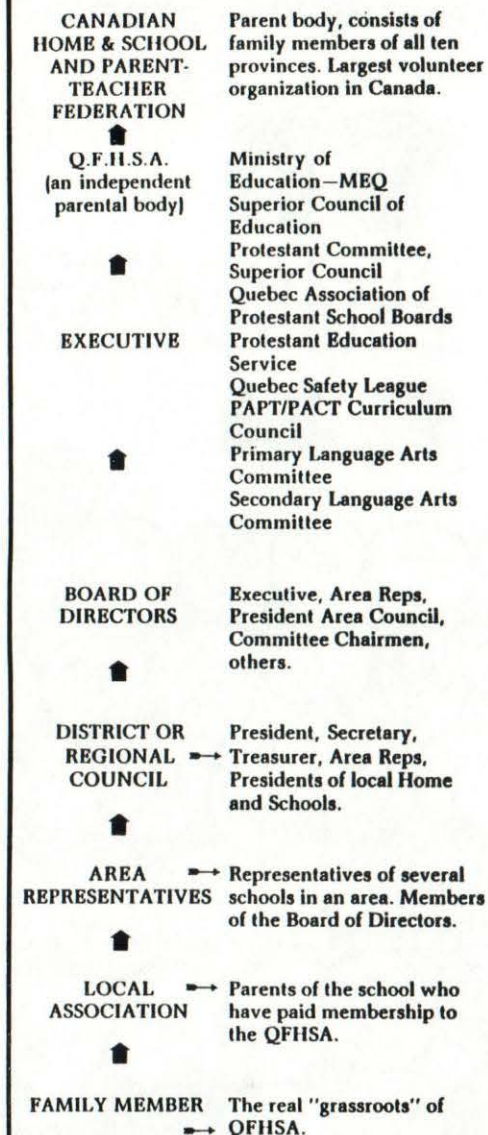


# IT'S ABOUT US



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. A member of the Protestant Committee sits at QFHSA Board meetings as liaison.
- 4) **Quebec Association of Protestant School Boards.** QFHSA is the only *parental* group which regularly attends meetings of the Board of Directors.
- 5) **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.
- 6) **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.
- 7) **Federation of Parents Committees of the Province of Quebec.** Communication links are maintained through a liaison between the Boards.
- 8) **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

The Quebec Federation of Home & School Associations has earned the admiration of all sectors of the educational community. At Lakeshore, we recognize the contribution which the Federation continues to make to the high quality of education which all of our boards deliver. It is one of the best examples of community involvement, by parents and teachers, with both long term and daily projects in the schools. Because of the Federation, many activities take place which otherwise would not have seen the light of day. The Federation has been one of the strongest proponents of local control in education. Its social commitment, as well as its legacy to our schools and to the children, merits our solid support and appreciation.

**Joel Hartt**  
Chairman, Lakeshore School Board  
Vice-Chairman, School Council of the  
Island of Montreal  
(father of nine children)

QUEBEC FEDERATION OF  
HOME & SCHOOL ASSOCIATIONS

3285 Cavendish Blvd., Suite 562  
Montreal, Quebec H4B 2L9  
(514) 481-5619

## APPENDIX II

### LIST OF BRIEFS SUBMITTED BY QFHSA ON EDUCATION

- 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 of Inquiry on Education in the Province of Quebec.
- 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.
- 1987 A brief on Health Services in the School.

APPENDIX II (cont.)

- 1987 A submission to the Special Joint Committee on the 1987 Constitutional Accord.
- 1988 A submission to the New Brunswick Select Committee on the 1987 Constitutional Accord.
- 1988 A brief on Bill 107 "Education Act" presented to the National Assembly Standing Committee on Education.

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ANNEXE II (suite)

- 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.
- 1987 A brief on Health Services in the School.
- 1987 A submission to the Special Joint Committee on the 1987 Constitutional Accord.
- 1988 A submission to the New Brunswick Select Committee on the 1987 Constitutional Accord.
- 1988 A brief on Bill 107 "Education Act" presented to the National Assembly Standing Committee on Education.
- Mémoire présenté à la Commission permanente sur l'éducation de l'Assemblée nationale sur le projet de loi 107 intitulé "Loi sur l'instruction publique".

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ANNEXE II

**LISTE DE MEMOIRES PRESENTES PAR LA FQAFE EN MATIERE D'EDUCATION**

- 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 of Inquiry on Education in the Province of Quebec.
- 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.  
Une prise de position concernant le projet de Loi 22 à soumettre à la Commission parlementaire de l'éducation.
- 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.  
Exposé de principe concernant le projet de loi 1 [101] présenté à la Commission parlementaire.
- 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".  
Mémoire présenté au Comité permanent de l'Assemblée nationale sur l'éducation - Projet de loi 40 - Loi sur l'enseignement primaire et secondaire public.
- 1984 A statement to The Superior Council of Education on Second Language Teaching.

## STRUCTURE

FÉDÉRATION CANADIENNE DES ASSOCIATIONS FOYERS-ÉCOLES ET PARENTS-MÂÎRES - Organisme parental; membres se recrutent dans les dix provinces. Organisme bénévole le plus important au Canada.

F.Q.A.F.É. (organisme parental indépendant) - Ministère de l'Éducation — MEQ  
Conseil supérieur de l'éducation

### DIRECTION

Comité protestant, Conseil supérieur  
Association des commissions scolaires protestantes du Québec  
Direction de l'enseignement protestant  
Ligue de sécurité du Québec  
Conseil sur les programmes d'étude de l'APPP et de l'APPC  
Comité des langues maternelles au primaire  
Comité des langues maternelles au secondaire

### CONSEIL D'ADMINISTRATION

Direction, représentants de secteurs, président du conseil de secteurs, présidents de comités, autres.

### CONSEIL RÉGIONAL OU CONSEIL DE DISTRICT

Président, secrétaire, trésorier, représentants de secteurs, présidents des associations foyers-écoles locales

### REPRÉSENTANTS DE SECTEURS

Représentants de plusieurs écoles d'un secteur donné. Font partie du conseil d'administration.

### ASSOCIATION LOCALE

Parents de l'école qui ont payé leur cotisation à la F.Q.A.F.É.

### PARENT

Véritable base de la F.Q.A.F.É.

La Fédération québécoise des associations foyers-écoles est en contact avec:

- 1) Le Ministère de l'Éducation du Québec. Les questions concernant l'éducation formulées par la FQAFÉ sont transmises au MEQ par l'intermédiaire du sous-ministre adjoint. En plus, des mémoires sur le sujet de l'éducation sont acheminés au Ministre.
- 2) Le Conseil supérieur de l'éducation. Corps consultatif du gouvernement provincial. La FQAFÉ est appelée à présenter au Conseil ses opinions et brefs consultatifs au sujet d'éducation.
- 3) Le Comité protestant du Conseil supérieur. Représente les intérêts des parents du secteur protestant. La FQAFÉ est chargée de faire part à ce comité des questions soulevées par les parents et de recommander des noms de parents pour des postes dans le Comité protestant.  
Un membre du Comité protestant assiste régulièrement aux réunions de la FQAFÉ au titre d'officier de liaison.
- 4) L'Association des commissions scolaires protestantes du Québec. La FQAFÉ est le seul groupe parental qui assiste régulièrement aux réunions du conseil d'administration.
- 5) Le Conseil sur les programmes d'étude de l'APPP et de l'APPC. La FQAFÉ est la seule voix parentale à ce conseil dont le mandat est d'étudier et de diriger les programmes d'étude pour le réseau scolaire anglophone.
- 6) Les Comités de langue maternelle au primaire et au secondaire. Ces comités du MEQ ont pour tâche de mettre sur pied les programmes de langue maternelle pour les écoles anglaises. La FQAFÉ a permis une participation précieuse des parents aux deux comités.
- 7) La Fédération des comités de parents de la province de Québec. Les Conseils des deux Fédérations se tiennent au courant des activités de l'un et de l'autre et se relient par communications assez fréquentes.
- 8) L'association provinciale des enseignants protestants du Québec. Un directeur de l'APPP assiste régulièrement aux réunions de la FQAFÉ au titre d'officier de liaison.

## COMMENT INFLUENCER LE GOUVERNEMENT:

L'association foyers-école a l'importante fonction de persuader les représentants élus d'agir rapidement dans tout ce qui peut améliorer l'éducation et le bien-être des enfants et de la jeunesse en général.

L'association foyers-école est une entité; à ce titre elle peut souvent apporter des changements valables au système d'éducation, aux services publics de santé et de bien-être, aux services sociaux qui touchent les jeunes; elle peut agir très concrètement en matière de sécurité de la jeunesse.

*"Les gouvernements et leurs bureaucraties ont tendance à exercer des pouvoirs de plus en plus grands sur la vie de leurs citoyens. Il est donc primordial que les associations foyers-écoles soient très actives afin de permettre aux parents de participer de façon plus prépondérante aux décisions qui touchent l'avenir de leurs enfants".*

**John Ciaccia  
MAN, Mont-Royal**

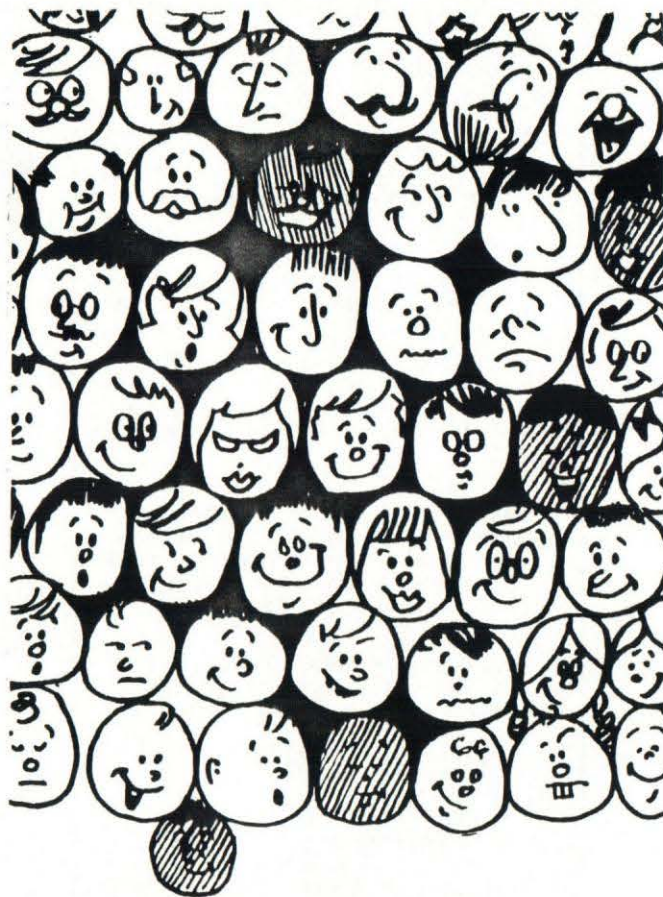
*La Fédération québécoise des associations foyers-écoles a réussi à faire l'admiration de tous les secteurs du monde de l'éducation. La Commission scolaire Lakeshore est précisément l'un de ces secteurs et, en tant que tel, il reconnaît la contribution que la Fédération continue à apporter à la haute qualité de l'enseignement assurée par chacune de nos commissions. Voilà l'un des meilleurs exemples d'un engagement de la communauté entière, c'est-à-dire à la fois des parents et des maîtres d'école, lequel engagement se traduit concrètement par des projets (tant à long terme que quotidiens) à réaliser dans les écoles. Ce n'est en effet que grâce à la Fédération que de nombreux projets d'activités ont pu éclore. Cet organisme a toujours été l'un des partisans les plus ardents du principe de l'exercice d'un contrôle local sur l'activité éducation. Nous devons ainsi un solide appui à la Fédération en témoignage de notre reconnaissance de ses engagements sociaux, et de tout ce qu'elle laisse en héritage à nos écoles et aux enfants qui les fréquentent.*

*Le président de la Commission scolaire Lakeshore et vice-président du Conseil scolaire de l'île de Montréal  
(père de neuf enfants)*

**Joel Hartt**

LA FÉDÉRATION QUÉBÉCOISE DES  
ASSOCIATIONS FOYERS-ÉCOLES  
3285, boul. Cavendish — suite 562  
Montréal, (Québec) H4B 2L9  
(514) 481-5619





# C'EST DE NOUS QU'IL S'AGIT



LA FÉDÉRATION QUÉBÉCOISE  
DES ASSOCIATIONS  
FOYERS-ÉCOLES

## ANNEXE I

# LA FÉDÉRATION QUÉBÉCOISE DES ASSOCIATIONS FOYERS-ÉCOLES HISTORIQUE

### Nos débuts

Au Québec, le premier groupe foyers-école remonte à 1919; il avait été créé notamment par M. W.P. Percival, à l'école secondaire du collège Macdonald. Cependant, la première association dont il nous reste des archives est celle qui avait été mise sur pied à Montréal, en 1930, à l'école MacVicar, sous l'inspiration du directeur, Mlle Helen Guiton.

La création d'autres associations foyers-écoles permit de découvrir qu'elles avaient de nombreux problèmes analogues. Les groupes plus importants pouvaient poursuivre leurs buts communs d'une manière plus efficace et étaient plus facilement écoutés du public et des diverses instances gouvernementales. C'est pourquoi, en 1940, M. Leslie N. Buzzell, alors président de l'association foyers-école de Roslyn, entreprit de réunir les groupes locaux connus en un conseil provincial.

Le 27 juin 1940, sous la présidence de M. W.H. Brittain, à l'époque directeur adjoint de l'école secondaire du collège Macdonald, des représentants des seize associations suivantes se réunirent à Ste-Anne de Bellevue pour créer LE CONSEIL PROVINCIAL DU QUÉBEC.

Asbestos  
Beauharnois  
Bourlamaque

Châteauguay  
Hampstead  
Hemmingford  
Kings-Westmount  
MacVicar

Maisonneuve  
Montréal Ouest  
Pointe-Claire/  
Beaconsfield

Riverbend  
Roslyn  
St-Lambert  
Sutton  
Westmount High

En 1941-1942, ce groupe publia des brochures sur divers sujets: alimentation, orientation scolaire, financement de l'éducation, historique et évolution de l'éducation au Québec.

### Une fédération des associations foyers-écoles

Le 26 mai 1944, avait lieu la réunion de fondation de la FÉDÉRATION QUÉBÉCOISE DES ASSOCIATIONS FOYERS-ÉCOLES. La fédération s'est développée depuis, et son rôle a pris de l'ampleur sur la scène de l'éducation au Québec. Elle est reconnue et consultée par le gouvernement provincial et par tous les organismes québécois actifs dans le domaine de l'éducation.

Afin de donner à la Fédération un statut plus officiel, on décida de demander une CHARTE PROVINCIALE. Ainsi, le 27 août 1959, la Fédération québécoise obtenait ses lettres patentes en vertu de la Loi sur les compagnies du Québec. En plus de promouvoir, d'encourager et d'aider les associations foyers-écoles, les lettres patentes citent les objectifs suivants:

*Faciliter les rencontres entre les membres des associations foyers-école afin qu'ils discutent des questions d'intérêt public, et stimuler l'effort de coopération.*

*Aider à rendre l'opinion publique favorable à la réforme et à l'avancement de l'éducation de l'enfant.*

*Susciter de la part des éducateurs et du public, un effort commun visant à garantir à chaque enfant les conditions les plus propices à son éducation, physique, mentale, morale et spirituelle.*

*Élever le niveau de vie familial et national.*

*Animer un organisme impartial, qui ne soit ni commercial, ni raciste, ni sectaire.*