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An Educational Survey OF Antigonish County Nova Scotia

Made in August, 1938

By

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INTRODUCTION

EXACTLY one hundred years ago a Committee of the General Assembly of Nova Scotia presented to the Lieutenant Governor a report on Education. The list of signatories was headed by the name of Joseph Howe. The report recommended the organization of a system of free schools to cover the Province based upon general and equal assessment.

Although this report was not implemented by legislation until 1864, its proposals were the basis of Nova Scotian educational organization for the century that followed, and which, once put into effect, have continued without appreciable change until today.

The essential unit in the system is the small School District, collecting and disbursing the major part of school finance; appointing and dismissing teachers; controlling in large measure all educational policy. A similar system, modified in Ontario by the Township unit and in Quebec by the Municipal unit, has also operated for nearly a century in all the provinces of Canada.

This system was particularly well adapted to the conditions of life in Canada in the nineteenth century. The boundaries of schools districts had to be defined by "the legs of little children." Communities were widely scattered so that communications were difficult at all times and impossible in winter. A simple education of literacy was the only burden to be placed on the small section. There was a fair measure of equality of wealth between sections. The result of placing the responsibility for education upon the sections themselves meant that a standard of education was maintained that would not have been possible by any more centralised system.

In the last decade, there has grown up, in every province of Canada, an increasing volume of opinion that recognises the inadequacy of a system, formulated in 1838, to meet the needs of 1938. The century that has elapsed since 1838 has been a century of greater change than any other century in the history of mankind.

The system formulated in 1838, with its aim of placing a school within walking distance of every child was a bold step

forward in the history of the equalisation of educational opportunity. It was designed to give the tools of education to a people living in scattered units. Since then education has grown to mean much more than literacy. It is envisaged as a continuous and comprehensive process. It would have been foolish in 1838 to plan for any larger conception of education or any wider unit. Today no serious planning is possible except on the basis of larger units.

The conditions of pioneer existence in 1838 left little leisure time for the pursuit of cultural subjects. What secondary education existed was organised for a minority outside the school section system. The small unit system can never provide anything but a travesty of secondary education, yet this is the burden it shoulders today.

In 1838 the field of occupations was limited almost to farming, fishing, lumbering, mining and trapping. Today, the change from a self-sufficient agriculture to industrial and large-scale production has created the demand for a wide variety of occupational training. Vocational education as an integrated part of secondary education cannot be organised except in terms of the larger unit.

When there were no compulsory attendance laws and when less than six years schooling was fairly common, it was possible for the families living within walking distance of the school-house to support their school. Today, Canada is committed to a program of twelve years of free public education for all of its citizens; to the provision of competent, professionally-trained teachers; to a curriculum that educates not just a limited part of the mind but that develops body, mind, imagination, emotions and will, preparing for civic and economic citizenship; and to the erection of a school plant with modern teaching equipment. This places an impossible burden upon a simple and inefficient financial system.

Since 1838 a great change in school population has taken place. Elementary school enrollment has increased by 50% and secondary school enrollment by more than 500%. At the same time a change has taken place in the distribution of wealth. School districts vary tremendously in their financial ability to support a modern educational program. Real estate, upon which the school districts rely for educational revenue, now represents only a fraction of the real wealth of a country.

Shifts in population and wealth have accentuated this grow-

ing inequality between district and district. Some school sections in Nova Scotia are spending today on education \$40 per child per year and others only \$3. Intelligent children are penalised because their parents have to live in a particular locality. A district with a high tax rate may be giving its children a meagre education, in a school building that is a mere shack, with a poorly trained teacher and no proper equipment. A neighbouring section, with a low tax rate, may be providing a modern educational program, with well trained teachers, high school instruction, modern school buildings and ample instructional materials. Every year such inequalities grow less tolerable to a people committed to the democratic principle of equalised educational opportunity.

In many directions in Canada, the essential process of reorganisation has begun.

In Prince Edward Island there is a system of Provincial Grants by which the provincial government bears as high a proportion of educational costs as 69%. In Ontario two townships have experimented with a scheme of school consolidation. In Manitoba, ten municipal units have been organised. In Saskatchewan the consolidation of rural school units has proceeded further than in other provinces and now the government is experimenting with a centralised Education Tax. In Alberta eleven new large Divisions have been organised and eleven more are to be established this year. In British Columbia two areas have been reorganised as experimental large units, with a greater centralisation of administration than in the case of the Alberta Divisions.

The method of reorganisation that has been followed in Canada has been that of piecemeal reform rather than province-wide change. And it may be argued that change is bound to create problems and to need constant adaptation to circumstance particularly during the first few years of the establishment of a new system. For this reason it may be best to minimise the difficulties created by limiting the area within which the new forms of administration are applied. In such an area, problems may be solved, or possibly small mistakes made, that can be quickly rectified, so that after a period of two or three years a rapid and sure extension of the reorganisation can be effected. This is the experimental method of procedure and has much to commend it.

One advantage of this experimental method is that it is

possible to base reorganisation on a careful preliminary survey of a selected area. Such a survey will reveal a typical cross-section of the educational activities of the province. The absence of much confusing detail and the fact that the quantities dealt with are small makes it possible to formulate one or more plans of reorganisation in bold outline and then to apply these plans to the restricted area. The probable results of each scheme or reorganisation can then be estimated in a way that would be difficult or confusing if applied to a larger mass of statistical detail.

These were the considerations which, in the summer of 1938, prompted the undertaking of an educational survey of Antigonish County, Nova Scotia.

THE GENERAL METHOD OF THE SURVEY

The county of Antigonish was selected for survey purposes in August 1938, because it is a small compact county and because much preliminary work has already been done under the initiative of the Inspector for the county, Mr. H. M. MacDonald. In addition an economic survey of the county has recently been made by the provincial Department of Agriculture. The people of the county are very much alive to educational issues and generally favourable to the idea of administrative reform. The Municipal Council has passed a resolution expressing in a general way its approval of reform through the creation of larger units of administration.

The method followed in the survey was the method used by the author in an earlier survey of Carleton County, New Brunswick, made at the request of the Department of Education of New Brunswick. For a fuller account of the development of this method of survey the reader is referred to the book, "The Next Step in Canadian Education" published by the Institute of Public Affairs.

The first part of the survey consists in the collection together and arrangement in convenient form of all the factors that bear upon education in the area. This material is arranged under the following general headings.

Geographic factors.

Economic factors.

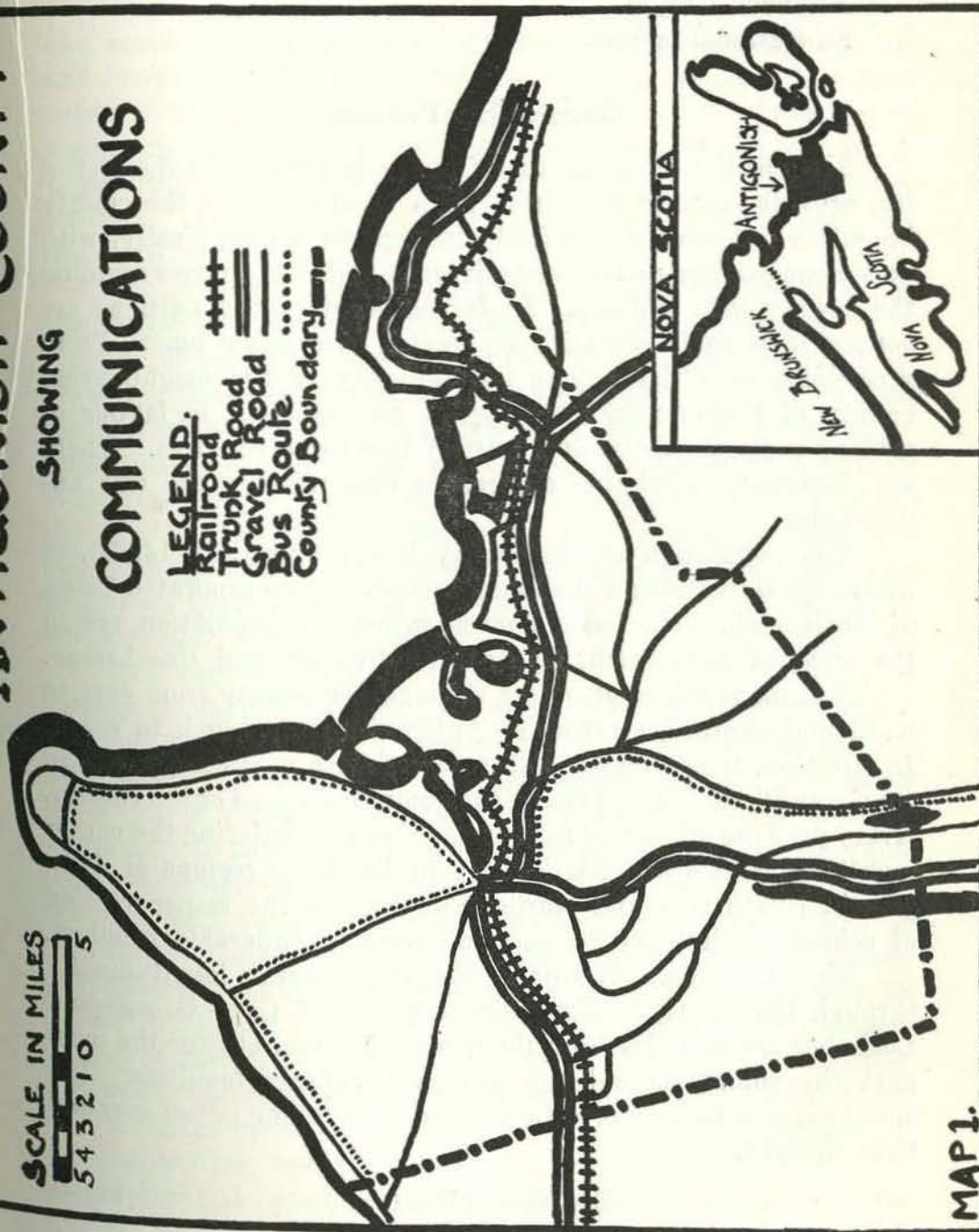
ANTIGONISH COUNTY

SHOWING

COMMUNICATIONS

- LEGEND:**
Railroad +++++
Trunk Road |||||
Gravel Road ||||
Bus Route
County Boundary ———

SCALE IN MILES
5
4
3
2
1
0



MAP 1.

Civic administration.
Valuation and Assessment.
Financial factors.
Educational factors.

Geographic Factors

The position of Antigonish County in relation to the rest of the province can be seen from Map 1, which gives the county boundary. The county is fairly homogeneous geographically, with no serious barriers such as wide rivers or high land masses dividing the county into sections. So far as geographic conditions are concerned it could certainly be treated as a single unit. From geographic conditions alone its similarity to the neighbouring county of Pictou might be used as an argument in favour of making a single educational unit of these two counties. There are, however, population differences that might make this undesirable.

The population of the county is approximately 14,000, of whom 3,300 live within the boundaries of the Incorporated Town of Antigonish. The main concentrations of population are in the areas of Antigonish, Harbour au Bouche, and Heatherton.

A main trunk road passes through the county from east to west, and another, starting at Antigonish from north to south. In addition, the county is well supplied with subsidiary roads in good condition. Map 1 shows the communications of the county. Every year the mileage of road surface kept open during the winter months increases and particularly in the three regions of Antigonish, Heatherton and Harbour au Bouche the transportation of school children would not present an insuperable problem.

The Canadian National Railway passes longitudinally through the county. The extreme points of Cape George and Lochaber are 20 miles from the nearest station, but for the most part the county is well provided with railway facilities. The county is also well covered by mail carriers taking passengers and light freight.

Economic Factors

One reason already mentioned for the choice of Antigonish for survey purposes was the fact that a very detailed economic survey had been made in 1935 and the report entitled "A Study of Land Utilisation, Farm Production and Rural Living in Anti-

gonish County" published by the Department of Agriculture gives a complete picture of the economic conditions of the county.

There is a large economic group engaged in live stock farming and smaller groups engaged in mixed farming, poultry farming and fox-ranching. The coastal population is engaged in inshore fishing. The fishermen have gone into lobster canning very vigorously through the formation of co-operative canneries. Lumbering is carried on as a farm enterprise and also by contractors. Apart from the seventeen sawmills there are very few local industries.

The economic survey indicates several directions in which the wealth produced by the county might be augmented. The creation of conditions that would favour the growth of a tourist industry; the development of poultry and dairy farming to meet the market of the industrial area of Sydney close at hand; the reforestation of abandoned farm lands; the development of local industries such as weaving or furniture making, would all increase the wealth of the county. But before this development will take place money must be invested in education of a kind likely to produce a generation with the initiative and the inclination to develop new sources of wealth within the county.

This economic survey indicates that a county Board of Education should be given freedom to modify the provincial curriculum of education in such a way as to produce those adults able to develop the resources of the county. This would mean the giving of a much more practical education at the high school stage than an education based almost solely on text-books. The school workshop, craft room, garden, model farm plot, and area of forest land would become as essential pieces of equipment as text-books in a new network of Rural High Schools. Nor need it be feared that such practical education would necessarily be narrow or illiberal. All of these vocational subjects, agriculture, poultry farming, weaving, home-nursing, child welfare, wood and metal construction and many other skills of this kind can be the means for the exercise of the tool subjects of education, reading, writing, and arithmetic; they can lead on to historical, geographical and civic studies; and they can be the avenues for creative expression that such subjects as French, Latin, English Grammar, Geometry and others do not, under present teaching conditions in the rural schools, provide.

The modification of the curriculum in this way might lead to an increase in the amount of project activity carried on in

schools. The project method is essentially the co-operative technique of studying, planning, acting, and then studying again, worked out at the school level. In a county such as Antigonish where this technique has been developed among the adults by the Extension Department of St. Francis Xavier University, this type of education would be likely to lead to a further growth of co-operative production in the country.

Civic Administration

The two units of civic administration are the Municipal units of Antigonish County and the Incorporated Town of Antigonish.

The Incorporated Town is governed by a town council consisting of a mayor and not less than six councillors who are "ex officio" justices of the peace. The mayor is the chief executive officer of the town. The mayor holds office for one year and the councillors for two years. The important town officers are the town solicitor and deputy solicitor, the chief assessor and assistant assessors, the town clerk, the town stipendiary magistrate, and deputy magistrate.

The town council has complete jurisdiction over the finances and control of all the schools of the town. This control is vested in a Board of School Commissioners consisting of three appointees of the town council, two of whom must be members of that council, and two others appointed by the Governor-in-Council. At the time of every annual reappointment, one of the council members of the board must be reappointed. The members appointed by the Governor General are appointed for a period of three years. The Town Clerk is clerk and treasurer to this Board. The Board estimates its financial requirements for the year and fixes a school rate sufficient to provide the necessary revenue.

The Municipality

The municipal council consists of a Warden and councillors. The councillors are returned, one from each of the polling districts. There are two regular meetings of the council each year. The chief officers of the municipality are the Clerk, the Treasurer, the local board of health, health officer and sanitary inspectors.

The municipal council has power to borrow money up to

the aggregate sum of \$12,000 or 1% of the total assessment of the previous year. In addition to such a sum, a municipality may borrow, with the approval of the Governor in Council, in any one year the sum of \$2,000.

The municipal officers form a group well able to undertake an extension of powers and duties that might follow upon the introduction of a county unit of administration. Moreover the linkage of Health and Education Boards that would result through their mutual relationship to the Municipal Council would be a benefit both medically and educationally.

The educational work of the municipal officers consists in the collecting of a Municipal School Fund formed by levying on the property of a municipality an amount equal to one dollar per head of the population. The municipal officers have no voice in the disbursement of this fund. After certain first charges on the fund have been met it is distributed to the separate local boards of school trustees at the order of the Superintendent of Education. On the ground that whenever possible in taxation arrangements, collection and disbursement should be in the hands of the same body, in any scheme of reorganisation an attempt should be made to give the municipality some jurisdiction over this education fund.

In a county such as Antigonish where the town population is small, and a Board of five School Commissioners has charge of the administration of only 500 children, it would be advisable from the start to include the town of Antigonish in any new county unit as an integral part of the new administrative machinery. In this case the town council might expect that its own two members of the town Board of School Commissioners should be appointed to the new County Board of Education. Since such a Board would be administering provincial monies it would be reasonable to include two appointees of the Governor-in-Council. This would lead to the conclusion that the remaining members of the Board should be appointees of the Municipal Council, and in a small county like Antigonish, three members appointed by the Municipal Council, chosen from different parts of the county would make up a representative and efficient board of seven members.

In considering a small county such as Antigonish the consideration recurs to the mind of the possibility of making any new educational unit of larger size than the county. An educational unit comprising 68 school sections should certainly be

regarded as the minimum size of unit justifying the existence of an administrative board of 7 members and a full time Director of Education. The possibility of the incorporation of the county in a larger unit should therefore be remembered when a scheme of reorganisation is devised.

One principle should in any case be kept intact in any reorganisation and that is the creation of a new Board of Education separate from the Municipal Council. In Antigonish County the municipal collection of taxes is as efficiently carried out as the collection of school taxes by the local Boards. It does not follow that in this respect Antigonish is typical of all the counties of Nova Scotia. It may happen, in a particular county, that municipal taxes are badly in arrear, whilst local school taxes are fully paid up. This is not necessarily an argument for retaining the local unit as a tax collecting unit, but it does mean that in any scheme of reform the possibility should be considered of making the tax collecting unit as wide as the province itself.

Valuation and Assessment

In Antigonish local assessors are appointed, although under the Assessment Act of 1923 a municipality has the power to appoint only one municipal assessor for the whole municipality. By the same act real property is supposed to be assessed at its actual cash value, though in practice in Antigonish this is never the case. Income is assessed according to the Act at its actual amount. \$1,000 of income are exempt for an unmarried man, \$2,000 for a married man with an additional \$500 exemption for each child. In practice no income is assessed in the municipality of Antigonish and only \$8,450 of income in the Incorporated Town of Antigonish.

A certain measure of inequality in assessments is levelled by the Board of Revision and Appeal appointed by the municipal council. This Board examines the assessment rolls of the different districts and without reducing the aggregate valuation for the municipality makes such adjustments between the districts as it considers necessary to produce an equal assessment. In practice this Board does not produce equality of assessment and until the application of a uniform flat county tax rate makes equality of assessment a vital necessity, this Board can only hope to mitigate the evil of unequal assessment.

The totals for the Assessment, School Vote and Tax Rate of the school districts are shown in the table below.

Rural Assessment	\$ 954,832	Vote \$20,249	Tax Rate 20.5 mills
Urban Assessment	\$ 674,424	Vote \$13,000	Tax Rate 20.0 mills
Total Assessment	\$1,629,256	Vote \$33,249	Tax Rate 20.4 mills

The maximum tax rate is 52.6 mills

The minimum tax rate is 9 mills

The following Table shows the great inequalities in the distribution of mill rates.

1 district	had mill rate	under 10
8 districts	" " "	10-14.9
25	" " "	15-19.9
13	" " "	20-24.9
11	" " "	25-29.9
7	" " "	over 30

In some cases the mill rate is higher because of payments on indebtedness on buildings recently put up. In other cases it may be due to a low valuation level.

In addition to the \$954,832 of rural assessment there is \$140,000 of property assessed for county taxes but not for school taxes. If the machinery for the collection of all taxes were centralised in one authority this discrepancy would disappear.

A county tax commission could also examine the possibility of extending the income taxation that at present applies only to the town of Antigonish to the municipal area. The economic survey of Antigonish county shows that such an extension would affect only one or two wealthy individuals or corporations.

Another problem that such a tax commission could examine would be the question of the feasibility of the taxation of forest areas owned by lumber companies or private individuals.

An objection raised to the taxation of timber areas is that bad taxation would lead to the destruction of the tax base. Timber is a slow growing product. If the assessment or rate of taxation is too high the owner will come to the conclusion that before the proper time of cutting, taxes will have consumed the value of the timber. Consequently he can only realize a profit on his original investment by cutting immature trees and abandoning the land, thus leading to the wanton destruction of natural resources. That unwise property taxation tends to impair the values upon which it is based is an evil characteristic of all forms of property taxes. This fact, however, does not imply that timber land owners should be completely immune from making some contribution to school support. Nevertheless, it must be

remembered that whatever tax is levied, it should be no greater than they can comfortably bear.

On numerous occasions under our present system of administration attempts have been made to include untaxed areas of forest land within section boundaries. Under our present system any move in this direction is beset with difficulties. Firstly there is no reasonable method of determining under which one of many sections a timber area should be placed for assessment. Secondly there is the danger that taxation levied by local authorities would be excessive and destruction of the tax base would result.

If education in Nova Scotia were organized with the municipality as the unit for taxation, the question could at any rate be examined. Under a small school section system the possibility of securing educational revenue from this source is negligible.

The statistics of tax collection show that the method of employing local secretaries as tax collectors is far from efficient. It is much more difficult for local collectors to collect from their neighbours than a collector from outside. In 1935, \$19,675 was voted for school purposes but at the end of the 1936 school year only \$10,875 had been collected. At the end of the 1937 school year the collectable arrears of the county amounted to almost \$12,000 or \$200 per school section. These conditions would be improved if school taxes were collected with other county taxes.

The reason for this large measure of tax default is the absence of any practical legal machinery for the enforcement of tax payment. In this respect education taxes are given a secondary position to all other tax payments. If a taxpayer is in default for both municipal and school taxes and the municipality holds a tax sale, the proceeds of the sale are used, not pro rata, to meet school and municipal taxes, but, after the payment of municipal taxes, the residue, if any, is used for school tax debts. If a school secretary of trustees wished to secure legal authority for the holding of a tax sale, the legal costs to the section would in most cases be more than the tax arrears. In effect, therefore, there exists no machinery for the enforcement of the payment of school taxes. This situation would automatically disappear if school taxes were collected with all other taxes by the municipality.

The most difficult problem of assessment is one which does not show itself in the course of a county survey. There are great inequalities of assessment as between county and county. It would not be an insuperable technical problem to remove these

differences but the resistance of public opinion might make it extremely difficult. For this reason it might be more practicable to level inequalities of assessment within a county and then to require the county to raise as much money for school support as it raises at present. In this case a county that had assessed itself at a low valuation compared with other counties would pay a high average tax rate. This is however, a very unscientific method of producing an equalisation of tax burden. Another solution would be to make the province the taxing unit and to lower the tax rate below the lowest tax rate of any county. This would greatly weaken the opposition to a provincial scheme of assessment. It would, of course, leave a considerable sum of money to be raised by other forms of taxation than property taxation, such as sales or income taxation but this would be regarded by taxation experts as a desirable change.

Financial Factors

Revenue.

There are three sources of revenue for the support of education.

1. There is first the *General Revenue* of the Province. It has not been the practice to set aside a special fund to be used solely for educational purposes. The sum allocated for education appears each year as an item in the general provincial budget.
2. There is next the *Municipal Fund* formed by levying on the property of the municipality an amount equal to one dollar per head of the population, based on the figures of the previous decennial census.

This fund was originally intended as a kind of equalisation fund for teachers salaries. It hardly serves this purpose now and in some ways tends to increase inequalities. This is due to three causes. (1.) The fixed charges on the fund have steadily increased. (2.) The population in all but four counties has declined. (3.) The number of teachers has increased. The result is that the amount available for distribution now shows wide variations as between counties, ranging from \$78.61 in Victoria County to \$160.54 in Halifax County. In

Victoria County the fund has decreased by 60% since 1923. Antigonish County falls midway between these extremes. The amount available per classroom is \$114.26 and the fund has declined by 13%.

3. There is finally the *Section Vote*, a sum voted by the ratepayers of a school section to be levied in the form of a property tax upon a district assessment. The average school vote for the rural sections of the county is \$290, and for the village sections \$800.

There are great inequalities in the amounts of the school vote in the rural sections, the sums ranging from \$106 to \$770 per annum. This represents a ratio of approximately 6 to 1 in amounts voted. Since the same ratio represents the range in tax rate (from 9 mills at the lowest to 52.6 at the highest) it may be regarded as a measure of the serious inequality in the incidence of tax burdens. The lack of efficiency in the local collection of taxes can be measured relatively in terms of the amount of salary arrears for the county. This is \$6,444 for the rural sections or \$105 per section. There is no doubt at all that the local collector of taxes is too close to the people from whom he collects to be efficient. The collector from outside can be more impartial without necessarily being inhuman.

Expenditure

Provincial Expenditure.

The proportion of total educational expenditure deriving from the provincial revenues is, if expenditure on text books be included, 30% of the total expenditure. This is a relatively high proportion of education costs and is only exceeded in one other province in Canada. It still falls short, however, of what would be regarded as ideal by taxation experts in Great Britain, where from 50 to 60% is thought to be the best proportion.

This money reaches the county in the form of grants for certain specific purposes.

There is first the provincial aid to teachers salaries.

The grants paid depend upon the certification and experience of the teacher as follows:

- (a) For Academic Class: for the first five years of teaching service, \$230.00; after five and up to the end of ten years of teaching service,

\$260.00; after ten and up to the end of twenty years of teaching service, \$280.00; after twenty years of teaching service, \$340.00; provided however, that no teacher of the academic class who is principal of a high school in a section having at least three departments and also principal of all the schools of such section shall receive less than he was receiving previously to the passing of this Act.

(b) For Superior First Class: for the first five years of teaching service, \$190.00; after five years and up to the end of ten years of teaching service, \$200.00; after ten and up to the end of twenty years of teaching service, \$220.00; after twenty years of teaching service, \$265.00.

(c) For First Class: for the first five years of teaching service, \$155.00; after five years and up to the end of ten years of teaching service \$160.00; after ten and up to the end of twenty years of teaching service, \$175.00; after twenty years of teaching service, \$210.00;

(d) For Second Class; for the first five years of teaching service, \$115.00; after five years and up to the end of ten years of teaching service, \$120.00; after ten and up to the end of twenty years of teaching service, \$130.00; after twenty years of teaching service, \$160.00;

(e) For Third Class: for the first five years of teaching service, \$75.00; after five and up to the end of ten years of teaching service, \$80.00; after ten years and up to the end of twenty years of teaching service, \$90.00; after twenty years of teaching service, \$105.00.

These grants amount to a total of \$11,315 for the county of Antigonish. The average grant paid to a rural teacher is \$141, to a village teacher \$183 and to an urban teacher \$185.

In addition to these salary grants the province pays sums into a teachers Pension Fund amounting to \$112,069 per annum.

The second type of grant paid is the High School Grant paid for salaries and under certain conditions for help towards equipment. The conditions under which these grants are paid are defined by the following section of the Education Act.

98. (1) For the purposes of this section a high school department or departments shall mean a department or departments in which are taught the subjects of the high school grades from IX to XII inclusive but not the subjects of the elementary grades I to VIII inclusive; but in school sections where the subjects of Grade XII are not taught the grant under this section may be paid on account of instruction given in the high school grades up to and including Grade XI. 1933, c.24, s. 11

(2) When the trustees or commissioners of any school section provide such high school department or departments and employ full-time teachers for such departments holding a university degree and either an Academic, or Superior First Class license, and cause instruction in the subjects of the high school grades to be given free to the residents of the section and also admit to free tuition in such department or departments any qualified pupils from any other section in the Province, then the Council may pay out of the Provincial Treasury to such

trustees or commissioners in semi-annual instalments or otherwise a sum not to exceed Twelve Hundred Dollars per annum and according to the following scale; provided, however, that no section heretofore participating in the grant provided for county academies shall receive less than it received as the academic grant for the school year ended July, 1930;

(a) where one such teacher is employed, the sum of Three Hundred and Twenty Five Dollars;

(b) where two such teachers are employed, the sum of Six Hundred Fifty Dollars;

(c) where three such teachers are employed, the sum of Nine Hundred and Fifty Dollars;

(d) where four or more such teachers are employed, the sum of Twelve Hundred Dollars; 1930, c.22, s. 13.

There are also special grants payable where teachers of household science, mechanic science, or special teachers of retarded children or of music or art are employed.

The third type of grant is paid to what are termed Assisted Sections. These are defined by the Education Act as follows:—

65. (1) Every assisted section determined to be such under the provisions of this Chapter, which,—

(a) is so isolated that it cannot be united with or absorbed into another school section or other school sections; and

(b) is rated for sectional school rates on property assessed at a value of not more than \$4,000; and

(c) votes and collects for current school expenses at a rate of not less than two per cent on the property ratable for sectional school rates shall be known as a special assisted section.

(2) There may from time to time be paid to any special assisted section out of the Provincial Treasury, upon the recommendation of the inspector, and the authorization of the Council, such grant in addition to the extra aid provided for assisted sections by this Chapter as may be recommended by the inspector; provided, however, that in no case shall the said grant exceed the amount voted and collected by the section as sectional school rates, nor in any case the sum of sixty dollars. 1918, c. 9, s. 65.

(3) Whenever, in judgement of the District Board of School Commissioners the moral, social, and educational conditions of a school section or part thereof or of any territory not forming part of a school section, can be improved by annexation to an urban section, the District Board may with the consent of the section, annex such section, part of section, or territory to said urban section for school purposes. The School Board of such urban section shall be entitled to receive, on account of additional teachers employed because of such annexation, all grants authorized under this Chapter to be paid to assisted sections and special assisted sections. 1930, c. 22, s. 6.

The fourth type of grant is that paid to encourage the setting up of libraries in rural schools. This grant is of either 10 or 15 dollars according to the value of the books in the library.

The fifth type of grant is a grant for the conveyance of children who live more than two miles from a school house, on the recommendation of an inspector.

The total sum expended on these special grants amounts to \$3,376 for Antigonish County or 6% of the total expenditure for the schools of the county. In this respect Antigonish County is not typical of several other counties where a much larger number of schools have come to rely on this cumbersome grant system for the bulk of their support.

Even in Antigonish County, however, the "patch-work quilt" quality of this grant system is evident. Its complexity and its emergency character is a measure of the degree of breakdown of the small section system of school finance. It shows clearly that the time is ripe for a thorough-going reorganisation of the system of provincial aid in education.

School Textbooks.

The Provincial Department of Education distributes textbooks free to all pupils in the first eight grades. The average annual expenditure on this account is \$130,000 for the province as a whole. The expenditure of such a large sum from the central treasury at a time when other important educational services are completely lacking in support indicates a lack of proportion in the contributions of the province towards educational expenditure. This rather lavish expenditure in a single direction contrasts with the more economical policy followed by the Scottish educational authorities. In Scotland, school texts are rented to pupils at a small charge annually, that, over a period of years is sufficient to cover the capital cost of the books. Pupils genuinely unable to rent the books secure their use freely, and many parents prefer to buy the texts outright. As a piece of detailed work in organisation the Scottish authorities refund to pupils at the end of the year a small portion of the rental fee if a book is returned in an exceptionally clean condition. This system of book rental is combined with great freedom in the choice of texts by the school principal.

(b) *Municipal Expenditure.*

Nova Scotia is one of the three provinces of Canada where the municipality contributes to the cost of education. Each

school section is supposed to receive \$120 a year from the Municipal Fund and the remainder is distributed on a basis of average daily attendance after certain first charges, such as municipal contributions to the Schools for the Deaf and the Blind, have been met. Unfortunately, in Antigonish, as a result of the existence of a large number of schools with very small enrollments the maximum grants available to schools from this fund is only \$105.60. As a result of arbitration the town of Antigonish is allotted 25% of the fund. In the first instance this fund was intended to equalise somewhat educational burdens, but in practice its influence is slight. That portion of the fund which is allocated on the basis of daily attendance naturally goes to urban sections with a larger and more regular attendance and in this sense even increases inequalities.

(c) *Section Expenditure.*

Local school sections are named as follows:—

Rural Sections, which maintain a one room school with one teacher.

Village Sections, which maintain more than one teacher.

Urban Sections, which are incorporated towns or cities.

The following tables give the details of educational expenditure in Antigonish County in the different types of school.

School Expenditure in the County of Antigonish

<i>A. Receipts.</i>	Rural	Urban	Total
Cash in Hand.....	\$ 1,215	\$ 951	\$ 2,166
Section Rates.....	16,223	13,000	29,223
Municipal Fund.....	7,188	1,844	9,032
Provincial Fund.....	838	2,539	3,377
Fees, fines and donations.....	813	nil	813
Proceeds on debentures.....	77	"	77
Proceeds on notes.....	3,043	"	3,043
Totals.....	\$29,780	\$17,383	\$47,163
<i>B. Expenditure.</i>	Rural	Urban	Total
Teachers salaries.....	\$21,352	\$11,230	\$32,582
Janitors salaries.....	1,388	1,658	3,046
Equipment etc.....	3,055	2,452	5,497
Insurance fees.....	508	129	637
Conveyance.....	333		333
Sites and buildings.....	805		805
Principal of debentures.....	4,769	300	5,069
Interest on Notes.....	366	369	735
Totals.....	\$32,573	\$16,138	\$48,711

C. Arrears.

Arrears of Taxes.....	\$11,369	nil	\$11,369
Arrears of salaries.....	7,771	nil	7,771

D. Allocation of Municipal Fund.

Teachers.....	\$ 8,755
High Schools.....	247
Conveyance.....	89
Assisted sections.....	133
School for Blind and Deaf.....	800
	10,024

E. Assets.

Insurance on Buildings.....	\$56,750
Value of Sites.....	18,150
Value of buildings etc.....	93,931
Value of library books.....	3,225
Value of equipment.....	2,945
Value of apparatus.....	1,659

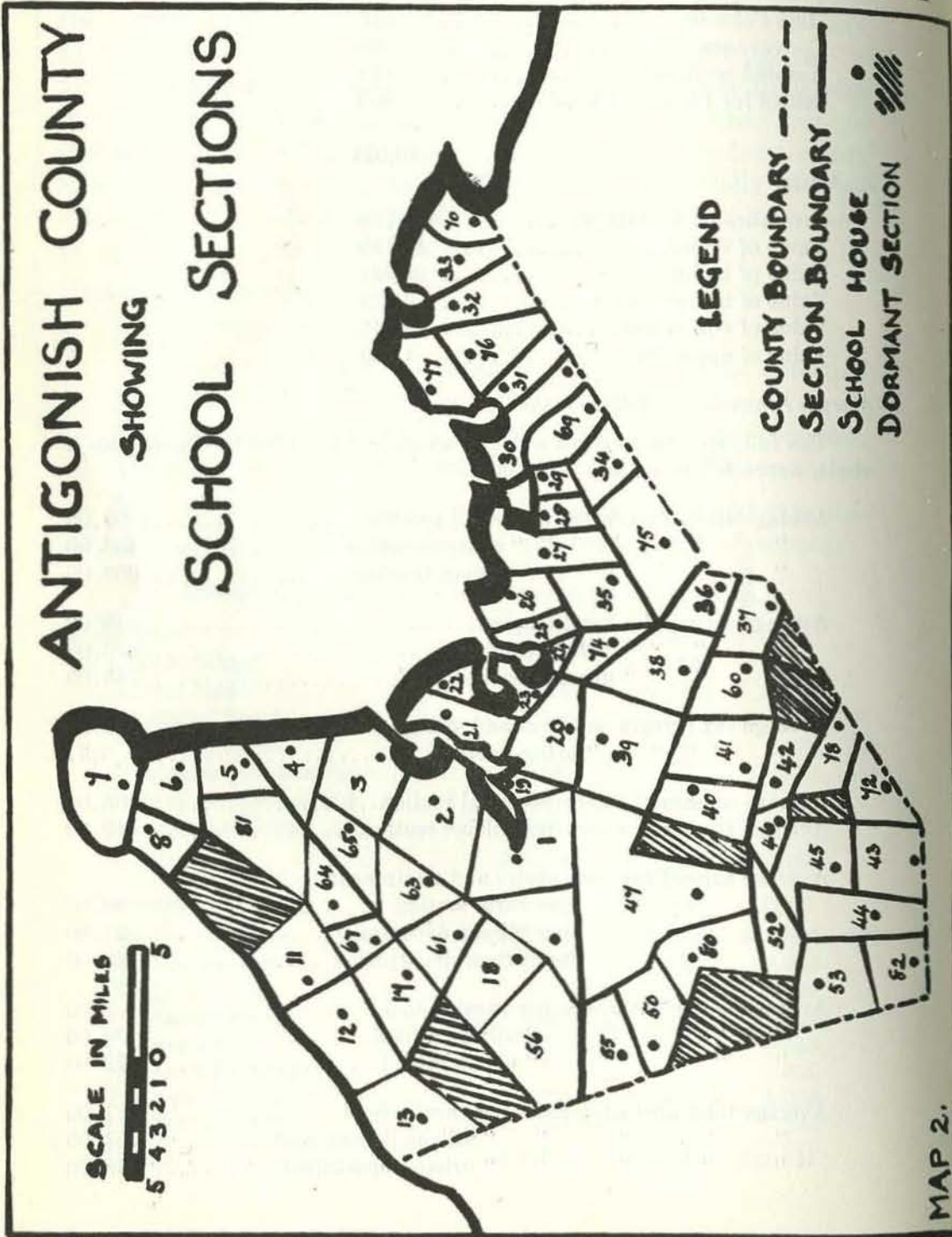
Average Financial Statistics for the County.

The following table gives a list of average figures for the county as a whole, expressed in dollars per year.

Average section payment to a rural teacher.....	\$292.00
“ “ “ “ “ village teacher.....	488.00
“ “ “ “ “ urban teacher.....	602.00
Average salary of a rural teacher.....	440.00
“ “ “ “ “ village teacher.....	670.00
“ “ “ “ “ urban teacher.....	745.00
Average tax arrears per rural and village section.....	179.00
“ “ “ “ “ urban section.....	nil.
Average arrears of salary per rural section.....	105.00
Average arrears of salary per village section.....	442.00
Average expenditure on repairs and equipment	
per rural section.....	40.00
per village department.....	91.00
per urban department.....	43.00
Average fee for insurance per rural school.....	7.00
“ “ “ “ “ village school.....	29.00
“ “ “ “ “ urban school.....	129.00
Average total operating costs per rural school.....	71.00
“ “ “ “ “ village department.....	134.00
“ “ “ “ “ urban department.....	148.00

Distribution of Pupils by Grades.

Grade.....	1a	1b	2	3	4	5	6	7	8	9	10	11	12
Pupils.....	179	137	185	215	207	191	188	225	145	145	124	116	38
%.....	8.5	6.5	8.8	10.0	9.9	9.3	9.0	10.7	4.0	6.9	5.9	5.5	1.8



Educational Factors

Pupil Enrollment.

The following table gives the number of school sections in the county.

Number of rural sections.....	60
Number of village sections.....	3
Number of urban sections.....	1
Number of village departments.....	7
Number of urban departments.....	17

The Map 2. shows the location of the school houses. These are distributed very uniformly over the county and the overlapping is not great. Only along the northern shore and the east to west line of road and railway would it appear to be possible to contemplate much consolidation of school sections.

The table below gives the particulars of school enrollment.

Pupils enrolled in rural sections.....	1427
Pupils enrolled in village sections.....	183
Pupils enrolled in urban section.....	495
Total of pupils enrolled.....	2105

The classification of pupils according to grades is given in the table below:

Classification of Pupils According to Grade.

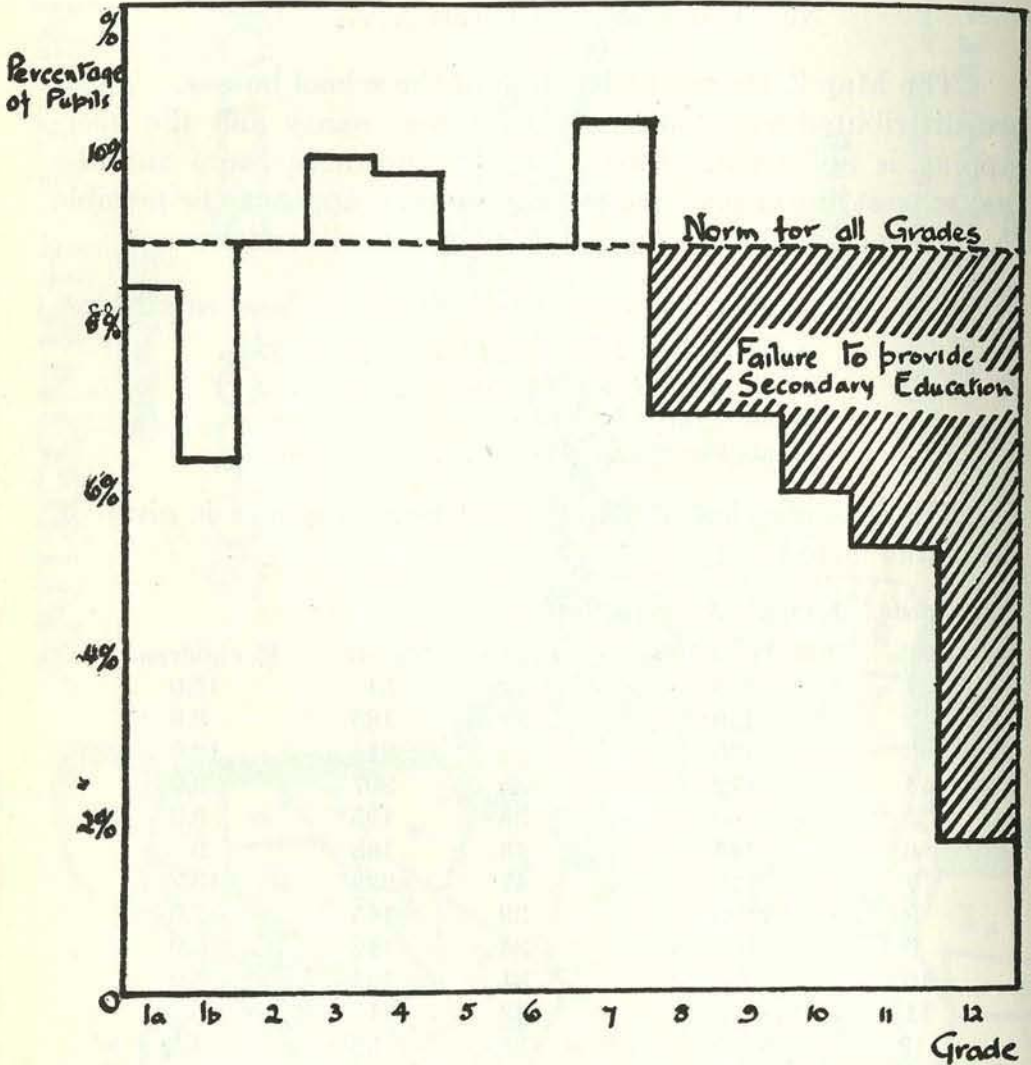
Grade	Rural and Village	Urban	Totals	% children
1	244	72	31	15.0
2	148	37	185	8.8
3	180	35	21	10.0
4	172	35	207	9.9
5	160	35	195	9.3
6	145	43	188	9
7	178	47	225	10.7
8	106	39	145	7.0
9	108	34	142	6.9
10	93	31	124	5.9
11	73	43	116	5.5
12	3	35	38	1.8

The diagram that illustrates these figures shows that the falling away in attendance begins at the end of grade 7 and is very great for grades above 9. A high percentage of children are failing to secure any kind of secondary education. These figures show the great need for a system of rural High Schools

placed at pivotal points throughout the county providing a liberal and yet practical education.

The comparative enrollment figures for rural schools are as follows:

3	Rural schools have an enrollment of less than 10 pupils
22	" " " " " " " " from 10 to 19 pupils
29	" " " " " " " " from 20 to 29 pupils
6	" " " " " " " " more than 40



The lack of economy in these arrangements is obvious at once. And quite apart from a lack of economy, children in a small school suffer considerably in the social aspects of education from the lack of a reasonable number of children of their own age. All group and project work is of an impoverished kind. Mentally

the lack of the stimulus of mental contact and association is likely to act as a drag on progress. A minority of schools have an enrollment of what can be regarded as the minimum for satisfactory work.

Teaching Personnel.

The table below gives the particulars of the certification of teachers.

Certification of Teachers.

	Male	Female
Teachers with academic licence.....		
Teachers with A licence.....	4	9
Teachers with B licence.....	1	26
Teachers with C licence.....	1	33
Teachers with D licence.....		2
Teachers with permissive licence.....		1
	<hr/>	<hr/>
Totals.....	6	91

The table shows a very great preponderance of female teachers. The opinion of modern educational psychologists would be that a much larger percentage of women than men is desirable in the first six grades but that for all grades above VI the larger percentage should be men. In addition when the percentage of men is larger the teaching personnel is of a more stable character and the average length of service is longer. This also makes for better teaching. The data concerning the annual change in personnel is given below.

Number of new teachers entering the profession.....	10
Number of teachers new to the county.....	50
Teachers not changing section.....	37
	<hr/>
Percentage annual personnel change.....	61

The effect of this high percentage of change will be to render difficult the growth of the conception of education as the development of the whole personality and the school as a centre of community enlightenment. It takes a teacher about a year before she has begun to understand the individualities of her pupils and before she can begin to be of any assistance in the development of character. It takes at least as long for the teacher to make those personal contacts in the community which must form the basis of any successful work in such important educational work as is done for school and community by Home and School

Associations, Womens' Institutes, I.O.D.E., Co-operative Study Groups and similar bodies.

The period of service of the teachers of the county is shown in the table below:

Teachers with 1 year service or less.....	15
Teachers with more than 1 but less than 2 yrs. service.....	4
“ “ “ “ 2 “ “ “ 5 “ “	31
“ “ “ “ 5 “ “ “ 10 “ “	30
“ “ “ “ 10 “ “ “ 15 “ “	8
“ “ “ “ 15 “ “ “ 20 “ “	7
“ “ “ “ 20 “ “ “ 25 “ “	1
“ “ “ “ 25 “ “ “ 30 “ “	1

The average period of service of teachers in the county is higher than the average for the province. This, in spite of the low average salaries paid in the county, must reflect the attractions of educational work in a community that values education and that makes up in other ways for the lack of material benefits.

An essential part of the present machinery of educational administration is the District Board of School Commissioners, a Board now mainly concerned with the alteration of boundaries between school sections and the uniting or sub-dividing of sections. This Board of at least seven members is appointed by the Council of Public Instruction and meets annually. The membership of this Board in the county is composed of citizens of a high sense of public service and a lively sense of the importance of education. For this reason it seems a pity that the duties of the Board are of so restricted a kind. The constitution of the Board is an indication of the calibre of citizen that would be likely to serve on the Board of Education of a larger unit and such a Board could unquestionably discharge the duties at present performed by the District Board.

Although this survey is concerned mainly with administration mention must be made of certain matters that are related indirectly to the form of school administration.

There is the question of school buildings. In recent years the work of the Rural Directors of Education has done much to secure the adoption of enlightened ideas in the building, remodelling and equipping of school buildings. The older type of school building had many faults and it must be admitted that improvements and repairs have not always kept pace with needs. The inspector is assiduous in suggesting improvements but when school boards are without funds or only concerned to avoid expense, his

suggestions fall on deaf ears. There are not wanting models of what is desirable in school buildings in the county for a few schools approach near to the ideal. In one respect most schools are not equipped to carry out the requirements of the Nova Scotia Course of Studies in the field of Physical Training. Young bodies need exercise and the school is supposed to provide regular periods of bodily activity. For four or five months in the year this cannot be done in the open air. The minimum amount of physical training desirable, three half-hour periods a week, is made difficult or impossible by the provision of desks that are immovable and heavy tables or teachers desks. Every school should be furnished so that with little work it can in a few minutes be transformed into a spacious area, flushed with fresh air and suitable for a period of activity that will break the sedentary routine of the day.

There are many signs in the schools that the old distrust in every form of practical and experimental work and the profound faith in the training that can be given by textbooks is giving way to a more enlightened attitude. This progress is however still held up by two factors. There is first the absence of a work-room; a combination of workshop, laboratory and studio, separate from the main classroom of the one-room school. There is secondly the provision to a meagre degree of equipment for practical work and the lavish expenditure on prescribed textbooks. For their own use teachers need good textbooks in all subjects, but in many subjects the pupil needs only a notebook and some practical apparatus. Some books are necessary tools but the present distribution of expenditure magnifies the printed word beyond all reason. Conning the text tends to become the main way by which the pupil spends his time, whilst the teacher spends hers in going from group to group hearing what has been learned. A course of study based on authorised texts accentuates this conception of learning. The primary school has indeed a need of books, not textbooks, but an abundant supply of supplementary reading material. In those aspects of school subjects where the mechanical element is strong there may conceivably be one best way of doing a thing, in which case uniformity of textbooks may be good; but variety is the law of life and uniformity will be achieved only at the expense of the growing child. In addition the experienced teacher can only do a good job when he is allowed some voice in the choice of his textbooks. The number and size of many of the texts used in Nova Scotia could with

advantage be cut down. The problem of reconciling the responsible selection of texts with freedom can be readily solved. A list of recommended books could be prepared by the Department of Education compiled from a series of texts recommended by teachers of experience. The Education Boards of the larger units and the principals of urban high schools should be given the freedom to select from a list giving fairly wide powers of choice. The tyranny of the text-book and the mechanical type of examination will never be broken until this step forward is taken.

Antigonish County is perhaps outstanding in the strength and activities of three organisations that link the school with the community. There is first the study group movement initiated and guided by the Extension Department of St. Francis Xavier University. There are listed in the county 130 study group leaders and the number meeting regularly in study clubs is approximately 1,000. This means that about a quarter of the families in the county are participating in adult education work through this avenue alone. Then the Home and School Movement is also strongly organised in the county. Thirty four of the sixty four schools have local associations. This is a very high percentage indeed and probably brings another 25% of the adult population of the county into contact with educational work. There is thirdly the Junior Red Cross organisation which has branches in the schools. This organisation succeeds admirably in linking together school and home, and the children of the isolated rural school with children all over the world.

Summary of Improvements to be Expected from the Adoption of Larger Units

A consideration of the chapters in the first part of this survey leads at once to the conviction that many improvements would follow the adoption of some scheme of larger unit organisation. At this point it may be useful to summarise the improvements to pupil, teacher and taxpayer that would result from almost any scheme of reorganisation and then to consider those schemes that the facts of Antigonish county suggest as being most practicable.

A. From the Standpoint of the Pupil the Larger School Unit Tends to Produce Better Results:

1. It promotes the equalization of educational opportunities.
2. Better teachers are provided.

3. More sanitary housing and more sanitary housekeeping of the school plant are generally provided.
4. A larger unit does not as easily tolerate the meager equipment generally found in small districts.
5. The evils of alternation of studies practiced in smaller schools is eliminated in larger units.
6. Better gradation results.
7. Classes become large enough to prove interesting.
8. Socialization rather than isolation marks the education of the child.
9. There results more adequate supervision over instruction.
10. Teachers are not required to attempt to cover all grades in all subjects and can give more time to each class.
11. Transportation can be furnished when schools are centralized, thus promoting better attendance and less exposure to bad weather conditions, providing more safety than when walking on the highways, and providing more constant control by responsible adults.
12. Fewer classroom teachers are required for regular academic work.
13. Curricular enrichment can be more advantageously offered.
14. The larger unit offers opportunities for departmentalizing school work, for better articulation among the units of the school system and for inaugurating the junior high school.
15. The larger unit tends to provide better medical care and attention and a better system of physical education.
16. The larger unit offers better opportunities for extra-curricular activities.
17. It tends to retain pupils to the end of the common school course.

B.—From the Standpoint of the Teacher the Larger Unit Proves Better.

1. It breaks down the professional isolation, loneliness, and stagnation in which the one-room teacher too often finds herself.
2. It promotes more adequate tenure.
3. It permits more equitable and proper assignment among all the teachers of the various phases of the work of the common school course.

4. It tends to provide more adequate salaries and a systematic salary schedule.
5. It tends to provide a longer school term which aside from any idea of additional compensation enables the teacher to adjust better the work to the capacities of the child.
6. It provides better housing and working equipment for the use of the teacher.
7. It provides the young teacher with an opportunity to learn by working with those who are more experienced.

C.—From the Standpoint of General Administration and Supervision the Larger School Unit is Better Than the Small District System.

1. The number of small weak school units is lessened.
2. New buildings can be located sensibly and with vision regarding future developments in education and in the community.
3. It enables the teaching force to be utilized to meet emergency needs.
4. It enables the teaching force to be better assigned for more effective work throughout the common school course.
5. It permits the supervisory force to be organized effectively and yet economically.
6. It attracts a better type of supervisory and teaching ability.
7. It tends to professionalize educational work and retard the haste cityward of progressive teachers and educational leaders.
8. The number of petty school officials will be greatly reduced.
9. School officials of a better type and who have a more genuine interest in education will tend to result.
10. The larger unit lessens the clerical work of the county superintendent.
11. It will produce more accurate reports and statistics.
12. It eliminates much of the petty strife and jealousy between districts and lessens the bickering over boundary adjustments.
13. It eliminates much of the "spirit of localism" that prompts the employment of the secretary's unqualified daughter or niece; hence, there results more consideration of real merit in the employment and retention of teachers.

14. It permits the planning of long term educational policies on account of the more comprehensive scope of the school system, the longer tenure of teaching staff, etc.
15. Larger school units covering the complete common school course will enable the non-high school district with all its defects to be abandoned.

D.—From the Standpoint of Certain Economic Considerations the Larger Unit Tends:

1. To distribute the assessment of railroads in a more equitable manner over the communities served.
2. To enable factories and industrial establishments to be taxed more to the advantage of the entire social and economic community.
3. To reduce the hardships brought upon certain small districts through tax-exempt property utilized for community, county, and provincial purposes.

E.—From the Standpoint of Efficiency and Tax Expenditures:

1. The larger school unit will prevent the needless duplication of schoolhouses and general school equipment.
2. In view of results produced, the larger school unit is more economical simply because a large business can be run more efficiently than a group of tiny business establishments.
3. The larger unit can buy supplies in large quantities and at a saving.
4. The larger unit offers more opportunity for budgetary control over school finances.
5. The larger unit centralizes the school fund balances so that interest can and is more likely to be demanded.
6. The larger unit facilitates the work in levying, extending, and distributing school taxes.
7. The larger unit enables the schools to operate at a smaller per capita cost for equivalent educational service.

F.—From the Standpoint of Other Miscellaneous Considerations.

1. The larger unit means a higher degree of local control; that is, the larger unit is even more democratic than the small unit system because under the present small unit system many people have no real representation in the operation of the schools, being mere taxpayers of high school tuition and being taxed without due representation.

2. The larger unit enables the social, economic, and educational interests of a community to be organized from a community viewpoint.
3. Larger school units covering the complete public school course enable a much more adequate, and yet a simpler and more efficient, system of provincial school aid to be inaugurated and supported.

PART II.

REORGANISATION

Introduction.

The positive aspect of an educational survey consists in the review of the data collected and the attempt to discover the results likely to follow when one or more schemes of reorganisation are applied within a limited area.

A. *In Valuation and Assessment.*

1. The system of appointment of local assessors should be discontinued and a County Board of Assessors, sitting regularly under a permanent official, should be appointed for the purpose of equalising the assessments within the county.
2. The County Board of Assessors should investigate all property at present untaxed for school purposes and prepare a scheme for its inclusion in school taxation.
3. A Provincial Tax Commission should be appointed to define the principles of assessment to be used by the County Boards of Assessors, and to investigate the possibility of replacing a certain proportion of property taxation by central income or sales taxes.

B. *In Taxation.*

1. Under any scheme of larger units of administration the tax rate on assessed property and income should be uniform throughout the unit and should be such that the unit produces no more income from this form of taxation than at present.
2. The Municipal Fund for school income should continue to be raised as at present, unless Antigonish Town is included in the new unit, in which case the sums due could be added to the general tax bill.

3. School taxes should be collected by a county tax collector. In the event of tax default, the results of tax sales should be divided "pro rata" between school and county revenue.

C. *In Finance.*

1. A minimum salary scale should be drawn up for the County, taking account of the following factors:
 - a. The first year of teaching life should be regarded as a probationary year at small salary to be followed by appointment, if satisfactory, to a permanent salary scale.
 - b. There should be a basic minimum salary for all teachers in rural schools, additions to this being provided by local boards of trustees.
 - c. There should be a graded scale of salaries for principals of village schools according to the number of departments in the school.
 - d. There should be a special scale for teachers in urban schools sufficient to allow for the difference in the cost of living in towns as compared with the country.
 - e. There should be a special salary scale for teachers in rural and urban high schools, with annual increments and special allowances for certification or special responsibilities, rising to maxima sufficiently high to lead to the creation of a stable and well qualified personnel.
2. In computing educational costs an operating allowance of \$100 should be regarded as an average allowance per classroom for all elementary grades, and \$150 for high school grades.
3. The cost of a Minimum Programme based on the salary scale and operating allowances quoted in 2. should be computed.

The Unit Board would levy a uniform tax over the unit, devised so as to produce a sum about equal to that at present raised by the totality of the sections. This could be just less than the median tax rate for the county if all land at present taxed for county purposes were included in the assessment for school taxes. In Antigonish a tax rate of 18 mills on assessed property of \$1,769,256 would produce an income of \$31,846. To this sum must be added the sum of \$9,032 from the Municipal Fund and

\$3,376 from the provincial Department of Education for special grants. Thus the income of the county available to support a Minimum Programme is \$44,254.

It is possible to work out the approximate cost of a Minimum Programme for Antigonish County if the following salary scale is taken as a basis of calculation:

For a rural teacher in her first year of service	\$ 400
For a rural teacher in her second or subsequent year	500
For the principal of a two-department village school	700
For the principal of a three-department village school	900
For the principal of a four-department village school	1,100
For an urban teacher in a common school grade	600
For an urban teacher of a high school grade	1,100

The operating allowance for schools is calculated upon the basis of \$100 per rural classroom and \$150 per village and urban classroom.

Total salary costs per year	\$ 45,000
Total operating costs per year	9,400
Total costs per year of a Minimum Programme	54,900
Costs raised within Antigonish County	44,250
Sum required from a Provincial Equalisation Fund	\$ 10,646

This sum required for Antigonish County is a measure of its relative poverty compared with richer counties in the province.

The tax rate of 18 mills would inflict no hardship for it would mean that 29 sections would have a larger tax rate of in no case more than 7 mills, and 36 sections would have a reduced rate of any amount up to 34 mills.

D. In Administration.

1. In any scheme of larger unit administration the central Department of Education and the local Boards of Trustees should be retained with certain alterations of powers, but a new administrative body should be created to administer defined parts of the educational system over an area at least as large as a county. This new Unit Board would take over all the duties and responsibilities of the present Boards of School Commissioners and in addition have certain new powers.
2. In the case of Antigonish county, the Incorporated Town of Antigonish should form an integral part of the larger unit. In the case of counties with larger urban centres inclusion in the larger unit might be optional.

3. The Unit Board should consist of members appointed partly by the Governor-in-Council, partly by the Municipal Council or Councils and partly by any Incorporated Town Councils included in the unit.
4. The new Board should appoint as its executive officer a Unit Director of Education who in the first instance would be the present Inspector of Schools, unless a unit were large enough to support both a Director of Education and Inspector of Schools.
5. The local Boards of Trustees should be retained as a vital part of the new organisation and their educational functions widened. They should supervise expenditure on school grounds, buildings, equipment and janitor service. They should be responsible for any capital expenditures necessary in this work. They should appoint a representative to meet once annually with the Unit Board. They should have the right to recommend a teacher themselves or from a list of candidates prepared by the Unit Board, and to recommend the dismissal of a teacher on grounds of incompetence or misconduct.
6. During the initial period or reorganisation and until the new unit is able to afford both a Director of Education and an Inspector of Schools, the county Director should be appointed and paid by the provincial Department of Education, subject to approval by the county Board. In making this appointment there should be no restrictions of race, religion, residence or sex. The major duties of the Director would be as follows:
 - a. To be chief executive officer of the county Board; to attend all its meetings and to recommend policies to its members.
 - b. To appoint any personal assistants with the approval of the county Board.
 - c. To have supervisory control over all schools under the jurisdiction of the county Board, to visit them and to give suggestions for their improvement.
 - d. To organise and direct county institutes for teachers and citizens.
 - e. To require and approve educational and financial reports from each school district.

- f. To approve of all arrangements for the transportation of school children or of their lodging in approved lodgings.
- g. To prepare an annual report for submission to the county Board, and any reports required by the provincial Superintendent.
- h. To prepare a list of suitable candidates for possible teaching vacancies in the unit for submission to the local Boards of Trustees.
- j. To approve the selection of the personnel of the health service.
- k. To recommend to a local Board of trustees the dismissal of an incompetent teacher.
- l. To adapt the curriculum to meet the special needs of the unit, particularly so as to utilise the rich educational background in the countryside, and having in mind the future prosperity of the county.
- m. To select school text-books from a list of recommended texts provided by the Provincial Department of Education and in some cases to delegate this power of selection to school principals of long experience.

E.—In Educational Conditions.

1. The new Unit Board should control a system of Rural High Schools to be set up at pivotal points throughout the unit. These schools should offer both academic and vocational courses. They should house both Junior and Senior High School grades. Districts unable to secure the new high school advantages during the preliminary period of reorganisation should be provided with correspondence courses to be administered under the supervision of the teacher of the elementary grades, or the service of travelling specialist teachers, or special grants for the retention of a suitable teacher.
2. The present free provision of text-books should be discontinued and replaced by a scheme of book rental adequate to cover expenditure on this count. Pupils whose parents are unable to pay the rental fee should be provided with books free of rental.

3. The Unit Board should organise an adequate school health service.
4. After a scheme for the provision of rural high schools is well under way, a scheme of consolidation of primary schools should be drawn up. There are only a few groups of schools in Antigonish county where such consolidation would be advantageous, for the school houses are scattered fairly uniformly over the county. Included in both the scheme of high school and elementary school consolidation should be the provision for transportation or lodging allowances.

F.—The Retention of Local Boards of Trustees.

It is often assumed that a county scheme of reorganisation leads to considerable loss of power to the local Boards of trustees and to decay of their interest in their school. This is the contrary of the aim of the scheme. Its purpose is to revive an interest in education in sections where that interest has already decayed by providing a relief from financial responsibilities and a widening of educational powers. It may be as well therefore to recapitulate the functions of the local Board under the county unit of administration.

1. The local Board should erect all new buildings, and be responsible for raising such money as is required for this purpose as well as to provide any salary or equipment above that per classroom already described.
2. The local Board should be responsible for the supervision and upkeep of the school plant, for the appointment of janitor service and for the annual requisition for necessary equipment from the county Board, within the operating allowances allowed for all the schools of the county.
3. The local Board might authorise emergency expenditures, if necessary for the operation of the school, up to the sum of \$25 or such amount as would be decided upon by the county Board. These emergency expenditures would be met from the operating grant of \$100 per classroom and might therefore reduce the amount of grant available in the subsequent year to \$75.
4. A district which before the adoption of the county unit had contracted a debt should continue to tax itself in order to liquidate the debt.

5. A representative of each local Board should meet once annually with the county Board at a special meeting called for this purpose, in order to present special local problems or recommendations.
6. The local Board should have the right of recommending the appointment of its teacher chosen by itself or from a list of candidates submitted by the county Director of Education. Dismissal, except at the end of the first probationary year, should only be recommended on the grounds of inefficiency or misconduct and should be subject to the right of appeal of the teacher to the county Board.

G.—A Provincial Financial Unit.

The scheme of reorganisation outlined in this survey has been necessarily limited to Antigonish County. In course of time as more counties became reorganised, it might be possible to extend and modify the county scheme of administration so as to make the province itself the unit for the financial part of the scheme.

The province itself should be the unit to provide the greater part of school revenues. A good tax system should be adequate to meet the revenue required. The cost of collection should be low. The tax revenue should be stable and dependable and should tap all sources of wealth. The burden of taxation should be fairly distributed. These conditions are only met when the province is taken as the financial unit. The province might raise sufficient revenue from a small tax rate on all assessed property in the province and from an extension of sales and income taxation. A salary scale could then be made uniform over the whole province and salaries met from the provincial funds. Such a scheme would lead to a modification of the financial and executive powers of the new unit Boards, but it would still leave them as the main administrative and planning unit in the scheme, whilst the duties and powers of the local Boards would remain unchanged.

This step of the creation of a financial unit as large as the province would only be undertaken after most of the counties had had some experience of the new county administration, but the scheme here outlined is sufficiently elastic to allow of development in this direction.

Improvements Over a Five Year period.

At the conclusion of a tentative plan of school reorganisation such as that sketched in this chapter it is possible, and perhaps permissible, to lift the eyes a little above the details of finance, in order to visualise the educational picture as it might be presented in a single county after 5 years of reorganisation.

At the end of a five year period, no school should be overcrowded and no school under-equipped. High school and vocational education would be available to the majority of children in the county instead of to only 10% as at present. The quality of teaching would be greatly improved as a result of the elimination of weak teachers, the adjustment of teachers to more suitable positions and the more progressive outlook stimulated by higher salaries, promotion and security of tenure. Health inspection and treatments would be closely linked up with the new educational organisation. The burden of school support would be evenly distributed upon the shoulders of every citizen in the county in proportion to his ability to pay. Equality of educational opportunity would be in process of transformation from a shadowy ideal to a fact of external realisation. Side by side with the programme of adult education that is already so well developed in Antigonish County, educational investments would have begun to produce rich returns. Some would have begun to reap the rewards that a generation with the courage and the unselfishness to spend and to be active in the field of education always passes on to those that come after.