



Report

of the

COMMITTEE *on* EDUCATION

for the

Yukon Territory



1960



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MEMBERS OF THE COMMITTEE ON EDUCATION
FOR THE YUKON TERRITORY

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To the Commissioner of the Yukon Territory, Mr. F. H. Collins
and to the Speaker and Members of the Legislative Council
for the Yukon Territory.

26 August, 1960.

Sirs:

We, the members of the Committee on Education for the Yukon Territory appointed on April 14, 1960, by Commissioner F. H. Collins, under and by virtue of the powers vested in him as Commissioner of the Yukon Territory by the School Ordinance, Chapter 99 of the Revised Ordinances of the Yukon Territory, 1958, have the honour to submit our report, concurred in by all members.

In addition to, but not forming part of the Report, the following supplementary information is attached:

1. One complete file of the briefs submitted to the Committee.
2. A transcript of the hearing of each brief.
3. A folio of resource materials used in the preparation of the report.

Respectfully submitted,

Yours sincerely,

J. C. JONASON, M.A., Ed.D.
Chairman.

J. P. MILLER, B.A., B.Paed.

F. P. LEVIRS, M.A., M.S. (Ed.)

ACKNOWLEDGMENT

The Committee as originally constituted consisted of:

Chairman: Mr. Glifton G. Brown,
Formerly Municipal Inspector of Schools,
Burnaby, B.C.

Members: Dr. J. C. Jonason,
Inspector of High Schools,
Edmonton, Alberta.

Mr. J. P. Miller,
Formerly Superintendent of Schools in
Saskatchewan and Superintendent of
Separate Schools in Regina,
Regina, Saskatchewan.

It is with deep regret and a sense of great loss that I record the death of Mr. Brown on June 20, 1960. Mr. Brown had been selected for the responsible duty of heading the Committee because of his long and varied experience in education and because of the outstanding work done by him as chairman of a royal commission that in 1956 made a very thorough nation-wide survey for the Indian Affairs Branch and the Department of Citizenship and Immigration of the Federal Government of the facilities and requirements for Indian education in all parts of Canada. The experience he gained in this study proved most valuable in planning and in carrying forward the work of the Committee on Education for the Yukon through its initial stages. Under his direction the long-range planning, field survey work, and the receiving of briefs and the holding of public hearings were done most efficiently. It was unfortunate that the Committee was denied Mr. Brown's sound judgment in assessing the data that was assembled and in formulating the Committee's report. Whatever success attends the work of the Committee will in large measure be the result of the efficient and conscientious work done by Mr. Brown in planning the whole project.

Upon the death of Mr. Brown, I was designated Chairman of the Committee. In seeking a third member for the Committee we were fortunate in enlisting the services of Mr. F. P. Levirs, Assistant Superintendent of Education (Instructional Services), Department of Education, Victoria, B.C. We are grateful to Mr. Levirs for coming to our assistance and to the Hon. L. R. Peterson, Minister of Education, for making it possible for Mr. Levirs to serve on the Committee. We take this opportunity of thanking Dr. J. F. K. English, Deputy Minister of Education, for his good offices in making it possible for Mr. Levirs, at a time when the central administrative staff of the Department of Education was very busy, to accept the invitation to serve on the Committee.

Mr. Levirs has had extensive teaching and school administrative experience in British Columbia and has intimate knowledge of the educational problems of Northern B.C., problems which are

quite similar to those of the Yukon. In addition to contributing richly to all phases of the Committee's deliberations in compiling its report, Mr. Levirs, because he has general supervision of instruction in all schools of the province, and because the Yukon is following the B.C. program of studies, was able to assist in appraising the implementation of the B.C. program in the schools of the Yukon.

In making acknowledgment of services well rendered by the late Mr. Brown and by his replacement, Mr. Levirs, I wish to make mention of the high quality of exacting work done by Mr. J. P. Miller, who as the Committee's statistician was mainly responsible for obtaining and tabulating a wealth of statistical data used by the Committee. As a member of the Committee he also made valuable contributions to all phases of its endeavors.

The Committee is indeed grateful for all the help that it received from individuals and organizations, not only in the Yukon but in Ottawa, the Northwest Territories, and in Saskatchewan, Alberta and British Columbia. Special mention must be made of the generous assistance that was forthcoming at all times from Commissioner F. H. Collins, and from the Speaker, Mr. J. O. Livesey, and the Members of the Legislative Council, Mr. G. O. Shaw, Dawson City, Mr. R. McKamey, Mayo, Mr. James Smith, Whitehorse and Mr. Charles D. Taylor, Whitehorse. Acknowledgment is also made to Mr. Harry Thompson, Superintendent of Schools for the Yukon, and the many other Territorial officials who were most helpful in supplying information and to all who co-operated through the preparation and presentation of briefs and in the making of oral representations to the Committee. The personal thanks of the Committee Members go to all the people of the Yukon who, individually and collectively, extended such warm, gracious hospitality.

Three people whose work was of the utmost value to the Committee deserve special mention. Mrs. Flora Gilbert, nee Allan, was a most efficient Office Secretary. The speed and thoroughness with which she performed the numerous duties assigned to her and the courteous and pleasant manner she displayed at all times contributed greatly to the effective implementation of the Committee's plans. Special mention must be made of the expert services rendered by Mrs. June Geisler who was responsible for the typing of the report and who attended to the numerous organizational details in its mechanical structuring. The sincere thanks of the Committee go to Mr. Gordon Cameron, Inspector of Health for the Yukon Territory, who acted as a public relations officer for the Committee in making all arrangements for the tour of the whole territory, and in supervising the tour. Mr. Cameron's thorough acquaintance with the people and the territory enabled the Committee to gain many insights into local conditions which were of the utmost importance.

No list of acknowledgments would be complete without due recognition being accorded the local press and radio. Through the publicity given by these agencies wide interest was aroused and maintained in the survey. People were stimulated to discuss the educational problems of the Yukon and to make representations to

the Committee in the proper manner and at the appropriate times and places. The goodly attendance at all the public hearings can be attributed, in large measure, to the excellent news coverage of the radio and press.

Without assistance so freely given by so many individuals, organizations and agencies, it would have been impossible to complete the survey as thoroughly and speedily as it was accomplished. It is the sincere hope of the Committee that worthwhile and lasting benefits will result from its work and that those who have helped so generously may derive satisfaction from knowing that through their efforts substantial progress has been made.

PREFACE

Public Interest

While visiting the schools and holding public meetings throughout the Yukon Territory, the Committee on Education was greatly impressed and encouraged by the keen interest evidenced by a large number of people, representative of every section of the Yukon population. One expected to find this interest in the larger communities but the lively, enlightened participation by the citizens of practically every one of the smaller communities, those served only by one-room schools, was quite surprising and most gratifying. Care was taken in holding the public hearings to observe the recognized rules for conducting business meetings. The Committee strove at all times to create in each meeting an atmosphere that would encourage those in attendance to speak freely and to give the Committee the full benefit of their individual and collective thinking with regard to matters set forth in the Terms of Reference. Naturally, in most communities the residents were primarily concerned with purely local problems. However, it was extremely gratifying to receive a number of carefully considered representations, not only from the larger centres, but also from several of the smaller centres, dealing with such wider issues as philosophy of education, theories of school administration, and racial integration.

Committee's Insistence on Fact, not Hearsay

In holding public hearings the Committee was mainly concerned with obtaining a good cross-section of views held by the public with respect to the adequacy or inadequacy of the Yukon School System. At times the Committee members found it necessary to ask questions to elicit from those making submissions additional information that would clarify or amplify certain statements. Although the Committee members tried to refrain from airing their own views on ideas expressed in the briefs, there were times when they felt impelled to question the validity of certain statements that were made or to make comments to correct erroneous impressions which might become current through their public presentation in the hearings. The following serves to illustrate such a situation:

At one meeting, a very sincere individual was greatly concerned on reading in a number of current magazines that bizarre

teaching methods, advocated by "so-called" progressive teachers in the United States, were being widely practised in Canadian schools to the serious detriment of large numbers of children who were subjected to them. The fact that these statements appeared in print was taken as proof positive that they were true. In this instance and in other similar instances, the Committee asked for more specific proof than unsubstantiated statements in a magazine that questionable instruction methods were being used. More specifically, the Committee wanted to know whether such methods were being used in the schools of the Yukon and if so it wanted to know where they were being practised. It had not occurred to the person who was exercised by the articles referred to, to make inquiries as to whether or not the methods to which they took exception were being employed in the local school. The Committee requested proof regarding unorthodox methods being used in the schools of the Yukon. To date no positive proof has been received that questionable teaching methods are being employed. However, incidents of this kind enabled the Committee to stress how vitally important it is for parents to establish and maintain close contacts with the school so that they can be properly informed as to the work the school is doing. Only by being well informed regarding the school's operation can the parents help to improve the conditions under which the schools operate. Challenging the public to judge the work of the schools on the basis of facts rather than on hearsay evidence may well be one of the most important services rendered by the committee through its holding of public hearings.

Time Limit for Survey

In appraising the Committee's report the public should be aware that from the outset a time limit of approximately 100 days had been specified for making the survey and completing the report. Work commenced on May 2nd, so the target date for completing the report was August 10th. With the loss of the Chairman, the Committee's work suffered a serious setback, necessitating setting forward the completion date by at least another two weeks.

It is important to note the effects which this severe limitation of time had on the Committee's work:

1. The terms of reference for the Yukon Education Committee were practically as wide in scope as were those of the Royal Commission on Education in Alberta. Granted the population involved in the Alberta study was much greater than that in the Yukon, yet the major problems—and perhaps the most complex ones—before both bodies were almost identical. In two years' time the Alberta Commission with the help of a large corps of trained research workers, was able to make an intensive study of most of the major problems referred to it. Fortunately, many of the Alberta Commission's research findings had significance for education in the Yukon and these findings were taken into consideration by the Yukon Committee in formulating some of its recommendations. It is important to note, however, that limited time, together with lack of funds and lack of trained research personnel, precluded the Yukon Committee from initiating major studies. However, relatively

small studies were made through the use of questionnaires. This enabled the Committee to obtain quickly and accurately considerable data which proved very valuable in assessing such things as program offerings, factors affecting the recruitment and retention of teachers, and so forth.

2. It will be noted that in the main the Committee's recommendations outline broad, general principles which should be observed in effecting changes in the organization or operation of the school system. No attempt has been made to spell out in detail the manner in which these principles should be applied in revising school administration or teaching practices. To attempt to do so, would, in the opinion of the Committee, be unwise. Even were such a procedure desirable, lack of time would have made its realization impossible. However, there were certain matters where the terms of reference required that recommendations for specific action be made, such as the selection of a particular site for a school. In making such a recommendation the general principles to be observed in choosing school sites were enunciated and the various details in the local situation considered in the light of the general principles.
3. Although, in studying the specific problems allocated to him for intensive study, each member of the Committee did as much library research work as possible, time was not available for reading the vast amount of literature that exists on all major problems under review. The Committee members found it imperative, in order to round out their private research, to consult experts who had a thorough knowledge in specialized areas. Time was set aside and was employed to good advantage in consulting experts in the Northwest Territories and in the three western provinces as to the methods employed in these areas in dealing with problems in their regions similar to those of the Yukon.

There was one compensating factor that should be noted in commenting upon the time limitation imposed on the Committee's survey. Nature, in a sense, intervened and lengthened the available working time very considerably. While in the Yukon, during May and June, the days were so long that the Committee was enabled to visit the widely dispersed communities in the Territory in a relatively short time. It was possible to make on-the-ground observations at practically any hour of the day and the holding of evening meetings presented no difficulties.

Brevity of the Report

Mention has been made of the keen interest in this survey which has been so widely manifested throughout the Yukon. The Committee was aware that a ponderous report would not be read widely and therefore endeavoured to make it as brief and readable as possible. In writing the report every effort has been made to avoid technical language. The citing of authorities, by quoting from extracts from their writings, has been kept to a minimum. Should, however, anyone wish to read source material used by the Committee in studying any major problem, such material has been listed in the bibliography.

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CHAPTER I

ORIGIN AND OPERATION OF THE COMMITTEE

Universal Interest in Education

The world today is in a state of turmoil. As one reads the newspapers or listens to the news broadcasts he is made keenly aware that he is living in a second Renaissance Period. In every land "the Old Order" is changing. Ancient customs and traditions are being questioned and the foundation institutions of society, the home, the school, the church and the state, are being subjected to searching analysis and careful appraisal. The recent spectacular achievements of science have caused man to seek in education a panacea for all the ills that beset humanity.

At one time the main responsibility of publicly-supported schools was to teach the fundamental subjects of reading, writing and arithmetic. Gradually the academic program was widened to include history, geography, ancient and modern languages and cultural subjects such as music, drama and art. More recently schools have been expected, through their curricular and extra-curricular activities, to provide for the proper physical development of each child, to teach home-making skills, to provide pre-vocational and vocational training and to assume more and more responsibility for each child's moral and even spiritual growth. Today many schools are being urged to widen their citizenship training by giving special courses in automobile driving and safety education. Until quite recently most people considered the child's physical well-being, his development of good manners and his choice of career to be primarily the responsibility of the home. It was also the responsibility of the home, which it shared with the church, to provide proper training for the child's moral and spiritual development.

In the light of these ever-increasing demands that are being made upon the public school, thoughtful people are beginning to realize that the school in assuming a multitude of tasks, will reach, if it has not already done so, a point of diminishing returns in the performance of its most important functions. These people realize that the time has come for careful stock-taking and that there is need for clear definition of the primary functions of publicly-supported schools.

In Canada, subject only to provision of Federal Government safeguarding of the rights of religious minorities, the provincial and territorial governments have full responsibility for assuring adequate educational facilities to meet the needs of the people in their respective domains. Since 1950 many of the provinces have appointed royal commissions to inquire into all phases of public education, including the proper functions of publicly-supported schools, and to suggest how these functions can be best performed.

The Yukon Situation

In view of what has happened elsewhere in Canada, it is not surprising that in the Yukon there has been a steadily growing

demand for a comprehensive survey of its educational system. What is the reason for his demand? It is to be found largely in the socio-economic situation which is in the main the result of the Territory's unique history. Many of the educational problems in Yukon are similar to those in other parts of Canada but here they exist in aggravated form because of the peculiar socio-economic situation which has given rise to them.

What is this situation? The Committee found it to be substantially as stated in the following excerpt from an essay written by Mr. Harry Thompson, Superintendent of Schools for the Yukon Territory:

"The population of the Yukon Territory is approximately 13,000 people of whom 1,500 are of Indian status, and an additional 1,500 are of mixed Indian and white blood. The Indians and the mixed bloods are almost without exception of a very low socio-economic status with a cultural pattern radically different from the rest of the population. Originally the Indians earned a livelihood by hunting, fishing and trapping. World fur prices, however, have been in a period of decline during the last several years with consequent disastrous results in the income of the natives. Some Indians have turned to jobs on road crews, ferries, and as hunting and fishing guides. Very few, if any, have been absorbed into either the mining or service industries, with the exception of native or part-native girls who are frequently found as waitresses or kitchen help in many of the roadhouses scattered throughout the Territory.

The second large segment of the population is the Department of National Defence personnel, both service and civilian categories. In all, these people and their families total approximately 3,000.

The Canadian Army and Air Force have large residential communities on the outskirts of Whitehorse which is the headquarters of the Northwest Highway System. From this nerve-centre, the 1,229 miles of Alaska Highway within our country is operated. Pin-pointed along the 600 miles of the Highway within the Yukon are six Maintenance Camps in which are located Army civilian personnel concerned with the task of maintaining the road.

The third large segment of the population is involved in the mining industries, particularly in the Dawson-Mayo Elsa-Keno areas. Here one finds the livelihood of some 2,000 people concerned with the minerals to be extracted from the ground, principally gold, lead, silver, and zinc.

The fourth segment of the population are the Federal and Territorial government civil servants found in very large numbers in the capital city of Whitehorse with a few located in the centres of Dawson, Mayo, Watson Lake, Haines Junction and Beaver Creek.

A fifth segment of the population is found engaged in the service industries: stores, garages, hotels, and roadhouses. A sixth group is found in the transportation and community services,

principally with the Department of Transport, Canadian National Telegraphs, Canadian Pacific Airlines, Pan-American Airways, the White Pass and Yukon Route, Territorial Supply (which operates all trucking for Cassiar Asbestos and United Keno Hill Mines), and several smaller companies. The seventh, and final, segment of the population is found to be engaged in building, road and bridge construction, all of which have been going on at an accelerated pace during the past five years.

Two great upheavals have occurred in the Territory within the space of the last sixty years, both of which aroused false hopes of high prosperity and left behind many social and economic scars.

The first of these was the world-famous Klondike Rush of 1898 in which thousands upon thousands of gold-hungry prospectors scampered by devious routes to the Dawson area. This was not pioneering in the Canadian tradition where people developed vast areas of our country initially by homesteading and then by the establishment of secondary industries. Here in the Klondike some 30,000 gold-seekers arrived one summer consumed by greed, lust or adventure. Within a decade most of them had left, leaving behind economic and social scars and memories of dance-halls, wideopen gambling, painted ladies, pokes full of gold dust, and a false sense of social values.

The second great upheaval occurred nearly a half-century later in 1942 when the Canadian and American governments in a joint effort rushed the construction of the Alaska Highway as a military route. Once again, the Yukon was filled with thousands of transients with no lasting interest in the Territory. Conceived in war with no immediate aim beyond the containment of the enemy, the hurried construction of the Highway made, for a time, quick and easy money available in a raw undeveloped area. The consequence was unduly heavy drinking, gambling and social disintegration as evidenced by the increased rate of illegitimate births among Indian women.

Today, the economy of the Territory is on a more or less even keel. Concerted, well-organized attempts are going forward to develop tourism; two large mining concerns have been in profitable operation for a number of years; major companies are engaged in numerous prospecting and oilwell drilling operations; and substantial roads, bridges, public buildings, and homes have been constructed. Nonetheless, a good portion of the population is still transient: army and airforce servicemen are here for three-year tours of duty; bank personnel, teachers, civil servants, miners, and construction workers often remain for lesser periods." (1)

(1) Harry Thompson, *Two Major Adjustments That Yukon School Should Make in Their Curriculum in an Effort to Take into Account Changes in Home, Community, and Occupational Life, and Alterations in the Beliefs, Expectations, and Attitudes of the Schools' Publics*. (Unpublished Essay, University of Alberta, Edmonton, Alberta, May 24, 1960).

Committee on Education Established

Instability is the most striking feature of the socio-economic situation in the Yukon. It is the prime cause of its major educational problems. The mining industry which provides the only significant revenue from the development of natural resources cannot be depended upon to remain a constant, stable source of revenue. Its income is dependent upon the fluctuating world market for minerals. Any major fall in the price of gold or lead could have disastrous effects upon the economy of the Yukon. As the past has shown, changes in production methods can have serious consequences. In the hey-day of the gold rush when mining was carried on largely by manual labor, each miner developing his own small claim, there was a large population in the area adjacent to Dawson City supporting many people in the town who were chiefly engaged in supplying essential goods and services. Today, large-scale dredging has replaced individual enterprise. The need for man-power has been greatly reduced and, as a consequence, the population of Dawson City has steadily dwindled. The overall decrease in population in Dawson City caused by automation in the gold-mining industry has been slightly counteracted by a general movement of native people from the hinterland to the settled areas. Both these movements have tended to complicate the problem of providing adequate school accommodation at this place.

Throughout the whole Territory, because of the general nature of employment, there is a large number of both white and native transients. The schools are faced not only with the problem of preparing the young native people to take their places in the white man's economy but also with that of preparing the white youth to fit into an unpredictable Yukon economy or a changing Canadian economy. Changes in school administration, school accommodation, curriculum and teaching required to meet the needs of its youth engaged the attention of the Yukon Legislative Council in its Second Session in 1959. At this time a motion designed to crystallize the opinion of the Council was moved by the Speaker of the Legislative Council, Mr. J. O. Livesey. This motion recommended that steps be taken to establish a commission to study the educational system of the Yukon Territory and to submit a report of its findings, with recommendations based on its findings, to the 1960 Spring Session of the Council. The motion was seconded by Councillor J. Smith and carried unanimously. ⁽¹⁾

The Commissioner of the Yukon Territory, Mr. F. H. Collins, acting on the suggestion of Council and in consultation with the Honourable Alvin Hamilton, Minister of Northern Affairs, took steps to establish a Committee on Education for the Yukon Territory and to set forth the Committee's terms of reference. This action was completed on April 14, 1960 in accordance with the provisions of Section 4 of the School Ordinance, Chapter 99 of the Revised Ordinances of the Yukon Territory, 1958. The expenses of the Committee were to be borne jointly by the Yukon Territory and the Federal Department of Northern Affairs. By

⁽¹⁾ *Journals of the Yukon Legislative Council* (p. 36, Motion No. 14, Second Session, 1959).

a vote of funds the Yukon Legislative Council, at the Spring Session, 1960, confirmed the Commissioner's action in establishing the Committee.

TERMS OF REFERENCE

The terms of reference were as follows:

Terms of Reference

COMMITTEE ON YUKON EDUCATION

The Committee shall:

- A. Travel to all settled communities in Yukon in which schools are in operation, including Old Crow, for the purpose of assessing and making recommendations on existing facilities.
- B. Under advance notice hold hearings for the purpose of hearing evidence and representations from all interested groups and individuals in respect of local and general education problems.
- C. Prepare and file a full report, including recommendations, on or before April 30th, 1960, relative to:
 1. The School Ordinance:
 - (a) To inquire into and make recommendations on all phases of school administration in Yukon, having regard, among other things, to
 - (i) the function and responsibility of the office of Commissioner, and
 - (ii) the function and responsibility of the office of Superintendent of Schools,
 all in the light of the provisions of the Yukon School Ordinance and to make recommendations as to the desirability and the nature of any legislative changes;
 - (b) To make recommendations concerning establishment of school districts in the light of the provisions of Part II of the Ordinance, and specifically to make recommendations with regard to this matter as it may apply to the municipality and environs of the City of Whitehorse;
 - (c) To make recommendations concerning the advisability of establishing separate schools for religious minorities under present conditions of pupil population, and having particular regard to the existing Christ the King Separate School, make recommendations on the desirability and/or feasibility of further Territorial Government financial participation in same.
 2. School Facilities, Elementary and Secondary:
 - (a) Grounds, including recommendations respecting size, location, fencing, parking area, division for sports, gymnastics, hard surface, grass area, reservation of suitable areas in Yukon for future expansion and probable cost;

- (b) **Buildings**—make recommendations concerning the size, type, location, standard of construction, number and style of classrooms, washrooms for male and female students, lunchroom facilities or cafeteria, physics lab, chemistry lab, arts and crafts, dramatics, public speaking, and rooms for other activities that may be deemed to be both necessary and expedient. In addition, they shall assess all areas with a view to ascertaining the probable future of residential areas in present municipalities as against those that may become industrial sites, and choose locations for new schools that favour the economy of the Territory by reason of their availability and accessibility and make recommendations respecting additions to schools presently established;
 - (c) **Instructional equipment and facilities**—without restricting the generality thereof, to make recommendations concerning physical fitness facilities and equipment, new and up-to-date school desks for schools, especially in rural areas, and the provision of school books, particularly as it concerns responsibility for payment of same;
 - (d) **Libraries**;
 - (e) **Recreational facilities**;
 - (f) **The desirability and/or feasibility of proceeding with the construction of the proposed Junior Trade School in the City of Whitehorse in preference to proceeding with a composite high school.**
3. **Curriculum**—to include:
- (a) **Program of studies**;
 - (b) **Text books**;
 - (c) **Length of school day**;
 - (d) **Teaching days for school year**;
 - (e) **Advisability of providing religious education**;
 - (f) **A general assessment of the content, adequacy and degree of success of present curriculum**;
 - (g) **Advisability of adopting any or all of the new recommendations of the various Royal Commissions in other provinces and especially the changes advocated by the Commission on Education for British Columbia**;
 - (h) **Advisability of retaining or rejecting the present trend toward progressive education**;
 - (i) **Advisability of separation of students of varying academic achievement**;
 - (j) **Advisability of system of passing from grade to grade by recommendation rather than by examination qualifications in**
 - (k) **elementary school,**
 - (l) **secondary school,**
 - (m) **vocational school, particularly as the course provided**

therein may apply to the needs of employers in the Territory.

4. Pupils:

- (a) Attendance;
- (b) Dormitory accommodation as it could apply to out of town students;
- (c) Integration of Indian pupils of Whitehorse Indian Agency in Territorial schools;
- (d) School bus system;
- (e) Student behaviour and in particular the advisability of authorizing teachers to administer punishment in a like manner as might be meted out by a firm and judicious parent;
- (f) Personal guidance in the form of providing counselling service in respect of any and all matters pertaining to education, vocation or personal problems;
- (g) The need for truant officers, their duties and responsibilities;
- (h) Scholarships;
- (i) Supervision of students in rural areas who take correspondence courses in high school subjects until such time as they are able to attend a regular high school class;
- (j) Homework and summer courses.

5. Teachers:

- (a) Certification and academic qualifications of principals, teachers, and departmental administrators;
- (b) Method of selection of same;
- (c) In-service training;
- (d) Living accommodation;
- (e) Adequacy of wage scales;
- (f) Pension and medical plans, sabbatical leave;
- (g) Teacher turnover and reason for same.

6. Adult Education:

- (a) Night schools;
- (b) Vocational training.

7. Advisability of Territorial supervision of Old Crow School and Mission schools.

8. Advisability of having both Territorial and Mission schools, e.g. Choooutla Indian Residential School, Carcross, and generally to make recommendations concerning the integration of the functions and responsibilities of the Indian Affairs Branch and the Territorial Government relating to the education of Indian students.

9. Cost Analysis:

- (a) To analyze and make recommendations on the adequacy, method of raising and distribution of

revenues required for the support of Yukon educational needs;

- (b) To attempt a cost analysis for the provision of plant facilities and personnel required to support educational needs in the Yukon over the next ten years and to make recommendations on the capacity of anticipated future Territorial revenues to absorb such costs; and further to make recommendations concerning any proportionate sharing of such costs by Federal Government Departments.
10. School Administration:
 (a) Staff;
 (b) Other requirements;
11. Generally the Committee is empowered to examine and inquire into all such matters and things pertaining to education as it may deem advisable or expedient and for that purpose to take and receive evidence from any person and to request the production of relevant papers and records.

Summary of Committee's Activities

The Committee arrived in Whitehorse on May 2nd and held its first meeting on the following day. The first week was devoted to routine organizational work, studying the terms of reference, making long-range plans for the whole survey and familiarizing itself with conditions in the Whitehorse area. The following over-all program was drafted and except for a few minor changes served as a blue-print for the whole project.

COMMITTEE ON EDUCATION

YUKON TERRITORY

SCHEDULE

- May 2- 7 Organizational Work.
 Conference with Y.T.A., Friday, May 6, 4:00 p.m.
 (Office).
- May 8-14 Administration of Questionnaires to Grades X and XII.
 Meeting with Teachers—Tuesday, May 10, 4:00 p.m.
 (Auditorium).
 Meeting with P.T.A.—Tuesday, May 10, 8:00 p.m.
 (Office).
 Distribution of Questionnaire.
 Visits to Schools of Whitehorse.
- May 15-23 Complete visits of Whitehorse Schools.
 Visit Carcross Public and Carcross Indian Residential Schools.
- May 24 Fly to Watson Lake. Visit Airport and Wye School buildings. Receive submissions at Wye building in evening. Stay overnight at Watson Lake Hotel.

- May 25 Travel to Swift River (Mile 733) in morning. Visit School. Receive submissions at Hall at 1:30 p.m. Travel to Teslin in late afternoon. Stay overnight at Teslin Lake Motel.
- May 26 Visit Teslin School in morning. Receive submissions at school at 10:30 a.m. Travel to Brooks' Brook (Mile 830) after lunch. Visit School. Receive submissions in Rec Hall at 2:30 p.m. Leave for Whitehorse.
- May 27 Leave for Haines Junction (Mile 1016). Visit School. Receive submissions at School in evening at 8:00 p.m. Stay overnight at Brewster's Lodge.
- May 28 Leave for Destruction Bay (Mile 1083). Visit School in morning. Receive submissions at school at 11:00 a.m. Leave for Beaver Creek (Mile 1202) after lunch. Visit School and receive submissions at school in evening, 8:00 p.m. Stay overnight at Beaver Creek Lodge.
- May 29 Call on Mr. John Livesey, Speaker of Territorial Council, in morning. Leave for Whitehorse.
- May 30 In Whitehorse.
- May 31 Leave by plane for Dawson City. Visit Schools. Receive submissions in Elementary High School Auditorium in evening, 8:00 p.m. Stay overnight at Occidental Hotel.
- June 1 Visit Schools in Dawson and Granville. Visit Mr. George Shaw, Territorial Councillor. Meet Mayor and Council. Stay overnight at Occidental Hotel.
- June 2 Fly to Mayo. Visit School. Visit Mr. Ray McKamey, Territorial Councillor. Receive submissions in School Auditorium in evening.
- June 3 Leave for Elsa in morning. Visit School. Receive submissions at School at 10:30 a.m. Travel to Keno after lunch. Visit School. Receive submissions at School at 2:00 p.m. Return to Mayo. Stay overnight at Chateau Mayo.
- June 4 Leave Mayo by car for Whitehorse. Visit Carmacks School en route. Receive submissions, 2:00 p.m. at Carmacks School.
- June 5-11 Complete Public Hearings in Whitehorse.
- June 12-25 Survey Studies outside the Territory.
- June 26-
- July 2 Complete field survey in Yukon.
- July 3- 9 Conference in Edmonton for preparation of Report.
- July 31-
- August 6 Review and Consolidation of Report at Edmonton.
- August 7 Editing and printing of Report.

Solicitation of Briefs

During the first week, with the help of the local press and radio and through sending by mail copies of the Committee's itinerary to a large number of individuals and organizations throughout the Yukon, the public was made aware of the Committee's plans for receiving briefs and for holding public meetings. All persons and organizations wishing to submit briefs to the committee were cordially invited to do so. A set of directions for the preparation and presentation of briefs was mimeographed and distributed widely. In addition, during the first two weeks, the Committee made itself available, on appointment, to any individual or group wishing to receive further assistance in preparing a brief. Several made such appointments. Those submitting briefs were asked to do so in quadruplicate, so that one copy would be available for each Committee member and one for the office files.

Field Survey and Hearing of Briefs

The first three weeks were devoted to the organizational work referred to above, to visiting the schools in the Whitehorse area and to research work. The period May 23rd to June 4th was spent in visiting all other communities in the Territory in which there were schools. ⁽¹⁾

The field survey of the communities outside the Whitehorse area proved to be very rewarding. During this phase of the work the Committee was practically in continuous conference appraising the school facilities in each community and in evaluating the data gathered about each place through observation and through written and verbal presentations. Full advantage was taken of the travelling time to hold committee conferences. On leaving one point on the itinerary and while travelling to the next point, the Committee Members consolidated their impressions of the place that had just been visited. This procedure had decided advantages because it enabled the Committee to discuss the needs of each community while the facts which had been gleaned about each place were fresh in mind.

During the tour of communities outside of Whitehorse, eleven briefs were received. Carefully prepared submissions were presented by civic-minded groups at Watson Lake, Haines Junction and Dawson City. These groups dealt not only with purely local matters. They were conscious of the fact that with the growth of the Yukon their communities will undoubtedly play important roles in providing an improved educational program. This made them concerned with the broad aspects of school administration, curriculum, teaching practices and vocational education. There was marked interest shown in Elsa in improving the school library service and very practical suggestions were made at Carmacks for the furthering of racial integration. Although written briefs were

(1) Although Old Crow, according to the terms of reference was to have been visited, it was later decided to delete it. At present it operates under the supervision of the Superintendent of Schools for the Northwest Territory. This appears to be the most feasible plan for operating this extremely isolated school. Therefore, there was no need to include it in the survey.

not presented at all the places which were visited, oral submissions were received from interested people at every place on the itinerary.

From June 5th to 10th inclusive, public hearings were held in Whitehorse. Ten briefs, a number of them very comprehensive, were received from individuals and organizations. During this period, because strong requests had been made for recommendations as to the most suitable site for the elementary school to serve the Army and Air Force camps at Whitehorse and for the selection of suitable school building sites at Kluane Lake and Beaver Creek, the Committee prepared and presented a report to the Legislative Council, making definite recommendations with regard to these matters. These recommendations have been incorporated in a later chapter of this report dealing with school building needs throughout the Territory.

On May 11th, in accordance with the general plan, the Committee Members returned to their homes to engage in research in their respective provinces. The death of the Chairman, Mr. Clifton Brown, necessitated a reorganization of the Committee. By July 12th this was completed and the reorganized committee consisting of Dr. J. C. Jonason as Chairman and Messrs. Miller and Lavirs met on that date in Edmonton to draft a new plan for the completion of the survey and the report. The Committee in the period July 12th to 15th inclusive oriented the new member by reviewing the course of the survey up to that time, and by studying with him the Terms of Reference, the briefs and the minutes of the public meetings which had been held throughout the Territory.

On July 15th, the Committee flew to Watson Lake and spent that evening reviewing the educational requirements of that community. The following day in travelling from Watson Lake via Carcross to Whitehorse, the new member gained acquaintance with the problem of providing schools at the smaller settlements along the Alaska Highway and also saw the type of accommodation provided for Indian children at the Anglican Indian Residential School near Carcross. July 17th to 19th was spent in on-the-ground study of school accommodation problems in Whitehorse, in getting more data to supplement that gathered by the Committee during the first visit to the Yukon and in making final plans for the writing of the report. By this time consensus had been achieved by the Committee Members with respect to certain conditions that exist and general principles to be observed in writing the survey report. Various phases of the report were assigned for preliminary drafting to each member of the Committee. The preliminary drafts were to be studied and revised as deemed necessary by the whole Committee and then assembled in the final report. It was agreed that in writing the report the Committee would have due regard for the following facts:

1. The Commissioner and Council of the Yukon Territory have jurisdiction over all education in the Yukon Territory in accordance with the terms of the Yukon Act.
2. The Committee has been commissioned by the Commissioner of the Yukon Territory, in accordance with the provisions of Section 4 of the School Ordinance, Chapter 99 of

the Revised Ordinances of the Yukon Territory, 1958, to study all phases of education in the Yukon and to prepare a report of findings and recommendations and to file it with the Commissioner. The purpose of the report will be to advise the Commissioner and the Yukon Legislative Council with respect to the adequacy of present educational facilities and practices in the Yukon Territory and to recommend modifications or innovations in the Yukon educational system which the committee deems to be advisable and feasible.

3. Any recommendation made by the Committee must have regard for the law as set forth in the Yukon Act and the Ordinances of the Yukon Territorial Council.

Further it was agreed that each member would be guided in his deliberations and in his writing by the following principles :

1. Insofar as possible recommendations will be based on facts which the Committee has been able to obtain at first-hand or from sources which the Committee deems reliable.
2. The natural as well as legal rights of all people in the Yukon, regardless of racial origin or creed, must be respected.
3. In making recommendations for the operation of all schools, they should be restricted to the enunciation of general principles. However, typical local situations may be used to illustrate the application of the general principles.
4. In all matters requiring judgments based on experience in educational practice, the Committee is in duty bound to make such judgments.
5. In legal matters affecting education, where the intent of the provisions of the Yukon Act or of the Ordinances of the Yukon Territory appear to be ambiguous the Committee will recommend that proper legal steps be taken to achieve necessary clarification. Wherever the Committee deems that revision of existing legislation or the enacting of new legislation is necessary in order to effect improvements in the educational system the Committee will make recommendations to the Commissioner and Council with regard to necessary legislative action.

On July 20th the Committee Members returned to their homes to write the first draft of the report. On August 10th the Committee reconvened in Edmonton to review and revise the first draft. Working in close collaboration, the members of the Committee completed the report in its present form on August 26th, 1960.

CHAPTER II

Areas of Public Concern

Classification of the directives contained in the Committee's Terms of Reference and of the requests for changes or improve-

ments contained in the briefs and oral submissions presented to the Committee, revealed several areas of public concern. These are set forth below. In preparing the report the Committee dealt with these broad issues.

Major Areas of Public Concern

1. *A desire by the people for more voice in the operation of the local schools.*

There was no evidence that the people of the Territory desired the same measure of local autonomy in the operation of schools as is enjoyed in the provinces of Canada where the Departments of Education have established school districts. In many of these, elected school boards vested with relatively wide legislative and executive powers direct the operation of the district school or schools. Many citizens of the Yukon expressed the hope that ultimately conditions would permit the establishment of school districts and the granting of local autonomy but that in the transition period provision might be made for a measure of local participation in school administration. This it was believed could be achieved by establishing local advisory education committees that should be consulted by the central authorities and which should be the recognized channels for bringing the views of local residents on educational matters to the attention of the proper authorities.

2. *A desire for an over-all assessment of the present system of school administration in the Yukon.*

The Yukon is today undergoing a major adjustment following the almost chaotic period during which large numbers of transients, engaged in constructing the Alaska Highway swarmed into the Territory, moved from place to place in accordance with the changing demands of construction and finally, when the Highway was completed, left the Yukon in large numbers. A few remained in the small communities established along the Highway to maintain and service it.

The people of the Yukon, both those who have come from the various provinces of Canada and expect to return to those provinces after brief periods of posting and those who plan to make the Yukon their permanent home, feel that the educational opportunities in the Yukon should be comparable to those in the provinces. Through the directives of the Terms of Reference and through the suggestions made by the public, the Committee was asked to study the following aspects of school administration and instruction and to make such recommendations for changes or innovations that would place the Yukon educational system on a par with others in Canada:

(a) *General Administration*

There is need for major revision of the provisions for school administration as set forth in the Yukon School Ordinance.

(b) *School Facilities*

There is need for drafting a school building policy

to ensure sound long-range planning for well-built and well-equipped schools, located on suitable sites, so that they will meet the foreseeable needs of the community each will serve.

(c) *Curriculum*

There is need to appraise the present program of studies and to make such changes that every child in the Yukon who is educable will have the opportunity of developing as fully as possible his natural potential.

(d) *Teaching Practices*

There is need to make a careful assessment of teaching practices in the Yukon schools. Insofar as possible the teaching practices must be designed to implement the curriculum effectively.

(e) *Teacher Recruitment and Retention*

There is need to enlist the services of good teachers and to retain their services as long as possible.

(f) *Financial Support of Education*

There is need to provide adequate financial support for education, and to weigh expenditures carefully to ensure worthwhile returns.

3. *A desire for clarification of the Status of Separate Schools.*

There is need for clarification of certain sections of the School Ordinance to determine: the conditions that warrant the establishment of Separate Schools, the procedures to be followed in establishing them, the measure of public support they should receive and the government regulations that should be prescribed for all publicly-supported schools.

4. *A desire for more effective integration of Indian and Metis with the white population.*

There is need to study the factors underlying the problem of racial integration.

5. *A desire for specialized education.*

There is need for discovering means of providing vocational training for students and adults which will enable them to acquire economically valuable, saleable skills.

6. *A desire for varied cultural training.*

There is need for providing, not only through the schools but through adult education, opportunities for fostering cultural activities which will enable people to enjoy their leisure time more fully.

CHAPTER III

School Administration

General Review of Territorial Powers

When the Yukon Territory was established the framers of the Yukon Act undoubtedly contemplated that in the course of time the Territory would attain provincial status. The two booms mentioned by Mr. Thompson, ⁽¹⁾ which caused marked increase of population, kindled hope that provincial status might be realized speedily; however, the decided decline in population which followed each boom quenched that hope in no uncertain manner. Today, the sparsity of population, 13,000 people in an area of 205,000 square miles, the composition of the population, a large number being transients, and the fact that there is no assurance of a substantial steady income from the development of natural resources are factors that militate against the Yukon obtaining provincial status in the near future. Furthermore, very few people think that it is desirable or feasible to require the people of the Yukon to assume the responsibilities of full provincial autonomy. At the present time, the Government of Canada provides a number of services that normally are the obligation of a province and, at the same time, contributes heavily to other services maintained by the Territorial Government. In addition, it pays a substantial annual subsidy to the Territory. ⁽²⁾ It is therefore improbable that the resources of the Yukon will be able to support full provincial status in the near future.

Although this is the case at present there is no reason to believe that this will continue to be true indefinitely. There is a healthy desire on the part of a small but optimistic group that, in preparation for the day when the Yukon will become a province, there should be a gradual curtailment of the power of the federally appointed government officials with a concomitant granting of increased responsibility to locally elected representatives of the people.

At the present time the Legislative Council for the Yukon Territory consists of five elected members. In the main it acts as an advisory body to assist the Commissioner of the Territory, who is the Executive representative of the Federal Government responsible for the maintenance of government in the Territory. The Legislative Council can exercise some control over the Executive Branch of the Territorial Government by withholding supply but of necessity uses this power sparingly.

The Committee understands that, following the next election of the Territorial Council, the membership of the Council will be increased from five to seven. With the enlargement of the Council it should be possible for it to create sub-committees within itself, each of which would concern itself with the operation of one department of the Territorial Government. In this way the Council as a whole would be better informed regarding problems confront-

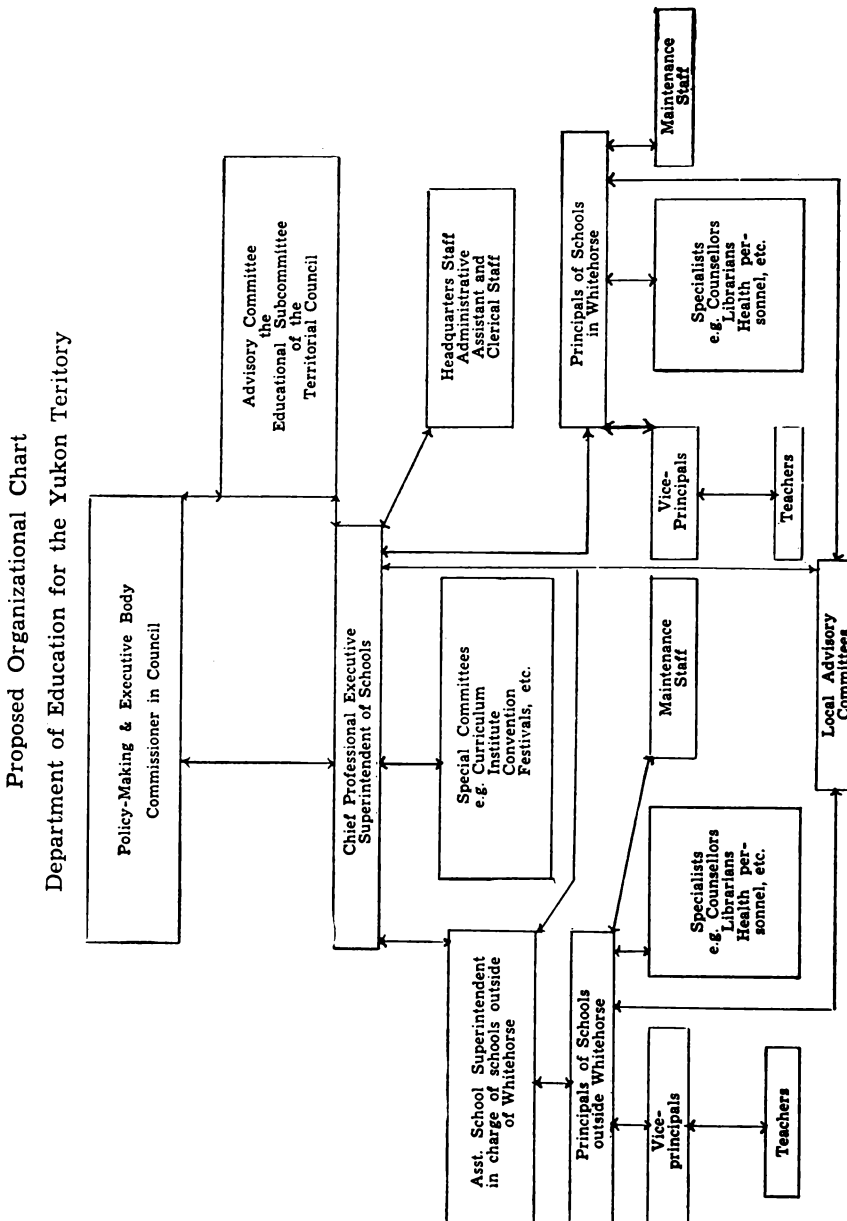
(1) Harry Thompson, *op. cit.*

(2) Interdepartmental Committee on Federal-Territorial Financial Relations, *Report on the Yukon Territory, 1957.* (Mimeographed. 56p.)

ing the Government and could advise the Commissioner more effectively on measures to be taken in dealing with them. Such sub-committees would be able to keep in closer touch with the needs of the public than is possible for the Council to do at the present time.

Department of Education

The following chart sets forth a proposed reorganization:



The foregoing chart indicates a type of organization which should meet the needs of the Yukon Territory at its present stage of development. Among other things it makes provision for the establishment of an Educational sub-committee of the Territorial Council to advise at the policy-making level of Territorial school administration. It also provides for locally elected advisory committees through which the local people in each community would be given a voice in the operation of the local school.

Local Advisory Committee

In order to give the people of each area, served by a publicly-supported school, some voice in the operation of that school, the Superintendent of Schools shall designate the area served by each school and shall, in accordance with the provisions of the School Ordinance, take steps to establish an Advisory Committee for each school. The Local Advisory Committee will be the recognized official channel through which the people can make representations to the Superintendent of Schools, or the Assistant Superintendent of Schools, for the betterment or for the extension of the educational facilities of the Community. It will also provide liaison between the teaching staff and the community. It will co-operate with the principal of the school and advise him in the care, management and supervision of school property and in the promotion of effective, harmonious relations between parents or children and the teacher.

Policy-Making and Executive Body

The Commissioner in Council

The proposed plan for reorganization of the Department of Education specifies that the policy-making and executive body shall be the Commissioner in Council. This arrangement will lighten the existing load of the Commissioner and will place on the Legislative Council a measure of responsibility in the making of executive decisions at the Departmental policy level in the light of legislation contained in the Yukon Act and the School Ordinance. The Commissioner and the Council should not be burdened with routine administrative decisions which can be and should be made by its paid officials. Nevertheless, when a petitioner has a grievance on some matter not specifically covered by the School Ordinance and feels that the decision made at a lower level is unjust, he may appeal to the Commissioner in Council.

Administrative and Supervisory Personnel

1. Superintendent of Schools

The Superintendent of Schools shall be responsible for the proper and efficient operation of the Department of Education in accordance with the regulations of the School Ordinance. He will be responsible for providing professional educational leadership throughout the whole Territory. He shall have specific responsibility for providing general supervision of all publicly-supported schools in the Whitehorse area. Through the Assistant Superintendent he shall exercise general supervision over all phases of operations of the Schools in the communities outside the Whitehorse area.

2. *Assistant Superintendent*

Under the direction of the Superintendent of Schools, the Assistant Superintendent of Schools shall exercise general supervision of all publicly-supported schools in all communities in the Yukon with the exception of Whitehorse. He shall provide continuous instructional supervision in all the classrooms in the schools in the area assigned to him and shall assist the Superintendent in the performance of the duties which the Superintendent is required to perform as set forth in the School Ordinance.

3. *Administrative Assistant to the Superintendent*

The Administrative Assistant to the Superintendent of Schools shall be responsible to the Superintendent of Schools for the efficient operation of the central office of the Department of Education.

Supervisory and Teaching Personnel

1. *Principal*

In every school which is staffed by two or more teachers, the Superintendent shall designate one person to be the principal of the school. The principal of each school shall be responsible directly, or through the Assistant Superintendent, to the Superintendent of Schools for the proper and efficient operation of the school in accordance with the requirements of the School Ordinance. In all schools the principal shall devote part-time to teaching in accordance with a graduated scale, to be prepared by the School Superintendent, designating the proportion of time to be spent by principals in varying types of schools, to teaching, instructional supervision and school administration. When a school has an enrolment of 250 pupils or more, the Superintendent of Schools shall designate one teacher as vice-principal to assist the principal with instructional supervision and administrative work. The principal shall be responsible for maintenance or proper discipline and the enforcement of attendance regulations. He shall be responsible for the proper care and maintenance of all school property. In short, the principal shall have the necessary authority to discharge his responsibility for the organization, administration and supervision of his school. ⁽¹⁾

2. *Vice-principal*

Subject to the approval of the Superintendent, the principal shall assign administrative and supervisory duties to the vice-

(1) The Committee felt that the appointment of a truant officer would be neither justified nor in the best interests of education. Chronic truancy is a symptom rather than a cause of juvenile delinquency. To bring the child forcibly back to school is not solving the problem of why he is absent nor correcting the conditions causing his absence. It is felt that normal absence can be and should be handled by the principal of the school, and that the money that would have to be spent to employ a truant officer could be better used in adding to the social welfare services of the Territory. The Committee is of the opinion that cases of chronic truancy should be reported to the social welfare worker, not for action in regard to truancy, but for investigation and removal of the cause.

principal and make due allowance in his teaching schedule for their discharge.

3. *Counsellors*

All counsellors shall devote at least half-time to class-room teaching. The remaining time shall be devoted to pupil-counselling under the direction of the principal.

4. *Teachers*

The duties and powers of teachers shall be set forth in detail in the School Ordinance.

Recommendations:

1. That the policy making and executive head of the Department of Education for the Yukon Territory be the Commissioner in Council.

2. That an Educational Sub-Committee of the Legislative Council be established to maintain through the Superintendent of Schools close liaison between the Council and the Department of Education.

3. That the Educational Sub-Committee hold regular monthly meetings with the Superintendent of Schools present.

4. That provision be made in the School Ordinance for the establishment of a locally elected Advisory Committee for each publicly-supported school and the powers and duties of these committees be defined.

5. That the minimum qualifications for the Superintendent of Schools be:

- (a) He shall hold the equivalent of a Professional Advanced Teaching Certificate for the Province of British Columbia.
- (b) He must have had a minimum of five years' teaching experience, preferably including both elementary and secondary school experience.
- (c) He must have had a minimum of two years' school administrative experience, preferably as a principal.
- (d) He should hold a Master's degree from a university recognized by the National Conference of Canadian Universities.

6. That an Assistant Superintendent of Schools be appointed to assist the Superintendent of Schools in the performance of his duties.

7. That the minimum qualifications of the Assistant Superintendent be the same as those for the superintendent.

8. That the Superintendent and Assistant Superintendent be required to submit to the Commissioner in Council a written report on the work of each teacher during the first year of his employment in the Yukon and thereafter at least once every three years. In addition, the Superintendent shall submit a special report on any teacher when requested by the Commissioner in Council to do so.

9. That a written annual report on the operation of each school be submitted by either the Superintendent or Assistant Superintendent, depending on whether the school is within or without the Whitehorse area, to the Commissioner in Council.

10. That the School Ordinance be revised to place the primary responsibility for the maintenance of proper discipline upon the principal of the school.

11. That the principal of each school be responsible for the enforcement of the attendance regulations of the Department of Education.

12. That all principals be required to do some actual classroom teaching in an amount approved by the Superintendent of Schools.

13. That, in all schools with an enrolment of 250 pupils or more, a vice-principal be appointed to assist the principal.

CHAPTER IV

The School Plant

The school plant consists of the site, the building and the equipment. These constitute the physical environment within which the activities of the pupils can find expression in terms of achievement and growth. It is important that the school environment be hygienic, stimulating, elevating and functional.

For purposes of this report it is sufficient to refer only to the major aspects of the school sites, the school buildings and the equipment, since detailed manuals and bulletins on school plants are available from the Departments of Education in the western provinces. One of these manuals should be consulted whenever a new school site, building, or an addition to a building is contemplated. Let us consider school sites, buildings and equipment.

School Sites

No specific criteria which find universal application can be set out for a school site because the economy of the district, size and type of the school and the nature of the educational program to be offered vary greatly from school to school. However, the following factors should be carefully considered by those responsible for selecting school sites: location, physical features, water supply, sewage disposal, size and development.

Location: School sites should be located away from hazards of heavy traffic, railroads, air fields; they should be centrally located, preferably in residential areas and readily accessible to the pupils; they should be planned with a view to future expansion and in relationship to other schools that may have to be built to serve the needs of a growing community. The ideal school site has the following characteristics: convenience, safety, cleanliness, plenty of sunshine, clean air and freedom from noise.

Physical Features: The school site should be well drained, reasonably level and free from rocks so that its play areas can be

developed with a minimum of expense. Sandy loam soils offer the best conditions for surface-water seepage, for the beautification of the environment and for the utilization of the play areas. The elevation of the site should be slightly above the level of the street or road on which it borders to make economical construction of the building possible.

Water Supply: The importance of an adequate water supply cannot be over-emphasized. The available water supply should meet the requirements prescribed by the Northern Health Services of the Department of National Health and Welfare and be tested periodically to assure freedom from contamination. School wells should be covered for the safety of the children; they should be well curbed and surface waters should be drained away from the well. Every school well should be equipped with a pump.

Sewage Disposal: The health of the pupils is of paramount importance and the sewage disposal must not create health hazards. The disposal field must be designed to prevent odor nuisances, to render it inaccessible to rodents and flies, to handle the needs of the maximum enrolment of the school, and to be maintained easily.

Size: The school site should be large enough for the building, the playgrounds, the approaches and the needs for future expansion. The ultimate enrolment and the type of school should determine the area. Rectangular shapes, with sides in proportion of three to five, are most desirable. Long narrow strips should be avoided wherever possible because they present difficulties with respect to development and usually involve greater costs.

Development: A master plan, prepared prior to the purchase of the site, is desirable to the development of it. Such a plan should indicate the location of the school, the play areas, the approaches, the lawns and the parking space places. It will ensure an orderly, progressive development of the play areas.

School Buildings

School buildings should be planned in relation to the communities which they are to serve and the educational facilities they are expected to offer. A small isolated community may require a one-room school while larger communities may require multi-room schools. Schools differ in types, depending on the needs they are expected to serve. The essential feature of any school is the standard classroom but schools also require special rooms for many other purposes.

The erection of a school in a community should be preceded by an intensive study of present and future needs. The enrolment must be projected for six to ten years. This will make possible a school that will take care of present needs and will also provide for future expansion while at the same time retaining architectural units at minimum cost.

The western provinces have had considerable experience over the past fifty years in school planning. Each province has compiled its findings relative to these matters in a booklet or manual for the guidance of school boards, architects and school administrators.

In Alberta this manual is entitled, *Alberta School Handbook*⁽¹⁾, in British Columbia, *School Building Manual*⁽²⁾, in Saskatchewan, *A Guide to School Plant Planning with Regulations*.⁽³⁾ These manuals may be obtained from the respective department of education. They deal in considerable detail with the various aspects of school sites, school buildings and school equipment.

However, there are certain obvious and essential features of school construction which this Committee feels have been neglected in some instances in the past and should be carefully observed in all future school buildings. The standard classroom should be thirty to thirty-two feet in depth and twenty-two to twenty-four feet in width, providing at least twenty square feet of floor space per pupil. Natural light should come into the classroom over the left shoulder of the pupil seated at his desk, while artificial light should be free from glare. Heating and the ventilation installations should be adequate for climatic conditions in the Yukon. The safety of the pupils in the school and on the playground is of utmost importance. Fire regulations are designed to eliminate as far as possible any conditions which might prove a menace to human life and property; therefore every school plan should conform to the fire and safety regulations of the Yukon Territory.

For obvious reasons, building manuals do not deal with costs of sites, school construction and school equipment. Costs are contingent upon so many variables that no one can give a reliable estimate of costs for any given time or place. Costs vary from time to time and from place to place; they depend on the type of construction, the kind of heating and ventilation installations, the windows, the light fixtures, the extent of the plumbing, the floor covering, the hardware and an endless number of other facts. However, the most recent approximations on school construction costs per square foot are:

Saskatchewan—\$11.00

Alberta—\$13.00 (ranging from a low of \$9.50 frame to a high of \$20.00 heavy masonry)

British Columbia—\$9.00-\$9.50 frame (plus 8 to 10% for concrete)

Actual costs in school districts of Northern British Columbia were as follows:

In Fort Nelson, a ten-division elementary-senior high school, built in 1957, \$13.00 per square foot, including extras caused by the nature of the site; in Fort St. John, for two elementary schools built in 1959, \$10.32 per square foot; in Dawson Creek, for two elementary schools built in 1959, \$10.70 per square foot.

(1) Department of Education, Province of Alberta, *Alberta School Building Handbook*, 1959. (Mimeographed, 35 pp.)

(2) Province of British Columbia, Department of Education, School Planning Division, *School Building Manual*. (141 pp.)

(3) Government of the Province of Saskatchewan, Department of Education, *A Guide to School Plant Planning with Regulations*. (Mimeographed, 53 pp.)

Equipment

(a) Desks

The elementary schools in the Yukon are satisfactorily equipped with geographical tools, scientific apparatus, audio-visual aids and sports equipment. Pupils' desks for the most part are of the unadjustable chair-desk type, in various sizes to suit the pupils. These are standard. More precautions should be taken to provide the proper desk for each pupil. Generally the pupils were comfortably seated, but occasionally a pupil sat in a desk too large for him.

(b) Library Facilities

Libraries in most Yukon schools are somewhat below desirable standards in respect to numbers and variety of books. This is particularly unfortunate in an area where public library resources are also limited. Tribute should be paid to the excellent administration of the Whitehorse Elementary-Senior High School, where a professionally-trained librarian had set up the organization. Its book collection of 2,500 books is inadequate but details of classification, arrangement and cataloguing were effective. In some other cases, there was also evidence that the library had been given special attention by using the means provided. The average teacher inside Whitehorse considered library facilities only fair. Outside Whitehorse opinions varied sharply in individual schools. Opinions of individuals are shown in the following table:

TABLE I

Teacher Opinion of Library Facilities ⁽¹⁾

No. of Teachers Responding	Very Good	Satisfactory	Fair	Poor
Inside Whitehorse	1	19	34	3
Outside Whitehorse	2	8	7	0

Strangely enough, opinion as to the use of library books was markedly different. Inside Whitehorse, over half the teachers felt the use of the library by pupils was inadequate; outside, most felt it satisfactory. A commentary might be that effective use of facilities available depends somewhat on assignments involving library use by the teacher and instruction of the pupils by teacher or librarian.

The annual appropriation for library books in the Yukon has been recently raised from \$1.50 to \$2.00 per pupil. Even this latter figure is probably insufficient under present conditions to maintain an up-to-date library, since costs of books have risen sharply. Although the Committee does not agree with the suggested \$4.50 to \$6.00 of recent studies by the American Library Association, it does feel a further increase is necessary.

⁽¹⁾ Committee on Education, Yukon Territory, *Teacher and Principal Questionnaire*. (Mimeographed, 6 pp.)

New schools or established schools without libraries also require an initial capital expenditure to set up a basic book collection, even as they require desks, cupboards, laboratory equipment and school supplies.

In larger schools, trained teacher-librarians are needed. In the smaller schools, the central library should be the concern of one teacher. Preferably that teacher should have some library training, but at least should have an interest and knowledge of children's books.

All provinces issue some directives in regard to book selection and to operation of school libraries. The authorized list of library books for British Columbia⁽¹⁾ and its supplementary lists issued quarterly, are available to all Yukon schools. They should prove sufficient in most cases as bases of selection. The accompanying *Library Manual*⁽²⁾ suggests means of organizing and utilizing the library and should be in all Yukon Schools. If not, it can be ordered from the Text-Book Branch.

(c) *Science Facilities*

Provision of science equipment in the larger schools, namely Whitehorse, Dawson City, Mayo and Watson Lake, where high school science instruction was being offered was reasonably good. The Whitehorse high school was the only school offering a full scale high school science program. The laboratory in this school was large enough to accommodate the classes being served by it. The equipment for physical science was good. The chemistry apparatus appeared to be suitable and the materials were in adequate supply. One thing, however, was lacking, namely a properly constructed fume cabinet. The fume cabinet should be equipped with exhaust fan to ensure dangerous and unpleasant gases are not set free in the instructional area. The storage space for laboratory supplies and equipment was not sufficient.

The biology teaching facilities were somewhat limited. It is well to create a classroom situation in which practical experiments can be carried out under the most favorable conditions. This calls for a separate biology laboratory if the best results are to be obtained.

In all science teaching the emphasis should be on learning through experimentation insofar as possible. In order to ensure the best use of laboratory and to realize the maximum return from the high investment in establishing it, there must be careful scheduling of its use. An up-to-date inventory of apparatus and materials should be kept and all the science teachers in the school should be aware

(1) Department of Education, Division of Curriculum, *Library Books Authorized for Use in the Public Schools of British Columbia, Kindergarten, Grades I-XII*. (Victoria, 1955, 215 pp.)

(2) Province of British Columbia, Department of Education, Division of Curriculum, *Library Manual for the Public Schools of British Columbia*. (Issued by authority of the Minister of Education, Victoria, 1955, 103 pp.)

of the state of the inventory, so that the best possible use is made of all the science facilities. The science laboratory should be kept "ship-shape" and there should be careful observations of all the safety precautions at all times.

(d) *Other Secondary School Equipment*

With the exception of the Whitehorse Elementary High School, physical education equipment is very limited. Other special equipment in home economics, commercial subjects, and industrial arts will be treated under the discussion of vocational training.

Auxiliary Services

The terms of reference ask for recommendations on dormitory accommodation for pupils compelled to live away from home to pursue their education. The Committee deems it advisable to associate transportation of pupils and boarding facilities with dormitories as all three problems are related.

(a) *Dormitories*

A central school at Whitehorse will normally attract those students who lack high school facilities in their home communities or wish to pursue studies available only in the larger school. Hostels have already been provided by the Indian Affairs Branch and other boarding facilities are available in other institutions or in private homes. No one knows as yet if these available accommodations will be overtaxed. If there is unused accommodation in the hostels that can be made available through arrangements between the Territorial Government and the Indian Affairs Branch, then this should be done before a dormitory is established.

(b) *Transportation of Pupils*

At the present time, the Territorial Government is not providing a bus service for conveyance of children to school but does make an allowance in lieu of transportation to parents of children living more than three miles from school by the nearest passable road. These parents convey their children to school. This allowance amounts to 5c per pupil-mile travelled beyond the limits to a maximum of \$1.00 per school day per child.

The Committee feels that the minimum distance is rather far for the severe climatic conditions encountered and that it is not reasonable to deduct the minimum distance from the distance for which travel is paid.

(c) *Boarding Allowance*

Some children must board away from home if they are to receive teaching in a school. At present, parents of such children are receiving no allowance towards the very considerable additional expense involved. The Committee feels that these parents should receive equal con-

sideration with those who are transporting their children to school. In every case, boarding allowance should be paid only if the child is attending the school concerned with the approval of the Educational Sub-Committee of the Legislative Council and the place providing him with boarding accommodation is also approved by the same body.

Recommendations:

14. That, when it is necessary to select a school site, or enlarge an existing school site, or reserve a site for future school purposes, a committee be appointed by the Commissioner in Council to make recommendations for consideration by the Commissioner in Council in reaching a decision. The Committee should consist of a representative of the Educational Sub-Committee, a representative of the Department of Education, a representative of the Department of Public Work, and such local representation as the Commissioner in Council may decide.

15. That, in planning and building schools, recommendations of the *British Columbia School Building Manual* be used as a standard, with such alterations as local conditions in the Yukon may require. These alterations should be made only with the approval of the Commissioner in Council, acting with the advice of the Departments of Education and Public Works.

16. That the Educational Sub-Committee of the Legislative Council, together with representatives of the Departments of Education and Public Works, make a study of the use in the provinces of standard plans for small and expandable schools.

17. That the annual library appropriation per pupil be increased to \$3.00 per pupil in secondary schools and \$2.50 per pupil in elementary schools, with a minimum of \$100 per year in any single school.

18. That, in any new school to be established, a capital sum be included in the costs of equipment sufficient to provide all starred books (books for first purchase) listed for the appropriate grade levels in the list of *Library Books Authorized for Use in the Public Schools of British Columbia*.

19. That a trained teacher-librarian be appointed for both the Whitehorse Secondary School and the Whitehorse Elementary School, each to be included in the suggested teacher entitlement for those schools and that a teacher-librarian be appointed in future in any school enrolling 500 pupils or more.

20. That in all other schools one teacher, preferably with some library training, be in charge of the central library.

21. That the Assistant Superintendent of Schools give special attention to supervising school libraries in areas outside Whitehorse and that he recommend to the Educational Sub-Committee after a year's experience with them any steps he considers desirable and feasible in the further improvement of library services.

22. That, in centres where gymnasias are provided, physical education equipment necessary to implement the physical fitness

programme should be supplied. In all other centres, agility and games equipment of a type suited to the grade levels taught and the space available should be provided.

23. That, the Superintendent of Schools set up a committee of teachers for the purpose of compiling for his approval a basic list of physical education equipment needed in the Yukon.

24. That the Territorial Department of Education approach the Indian Affairs Branch to determine if arrangements can be made for boarding non-Indian children in the two hostels recently erected in Whitehorse and, if arrangements are possible, to conclude an agreement.

25. That, if no such arrangements can be made, and there is a need to provide additional living accommodation for secondary school students from outside points, that a non-denominational dormitory be established and operated by the Department of Education.

26. That, in either case, as set forth in recommendations 24 and 25, the parents of the pupils concerned must be held responsible for a reasonable share of the costs per pupil involved.

27. That, in cases where a child is compelled to board away from his home in order to attend school and this action is approved by the Educational Sub-Committee of the Legislative Council, an amount not to exceed \$20.00 per month may be paid to his parents in partial compensation for the additional expense involved. A written agreement on a form supplied by the Department of Education should cover each case.

28. That, in cases where a pupil lives two or more miles by the nearest passable road from the school he must attend, and the parent undertakes to have him conveyed to school, a transportation allowance of 5c per pupil-mile travelled be paid the parents, but the total amount paid must not exceed \$1.00 per child for each day the child is in attendance at school. A written agreement on a form supplied by the Department of Education should cover each case.

CHAPTER V

Publicly-supported Schools

Before the Committee could make any recommendations as to the type of educational program to be offered in any community or in any particular school in the Yukon Territory, it was necessary to reach agreement on the type or types of school that should be permitted to operate. Once this was done the Committee could decide upon the general principles which should govern the organization and operation of each type of school and could, in the light of existing conditions in each community, recommend the type or types of program best fitted to meet its needs.

As has been previously stated the Yukon Territorial Government, subject only to the safe-guarding by the Federal Government of the rights of religious minorities, has the responsibility of assur-

ing adequate educational opportunities for the people of the Yukon. The people, both children and adults, can receive education in a variety of ways. It may be made available through on-the-job learning programs, as is the case of many apprenticeship training schemes. It may be made available through adult education activities, employing formal classroom instruction or less formal instruction through public lectures, the showing of educational films or the holding of public forums. In all education, the primary concern of government should be that the *aims* are worthy aims.

In a democratic country the basic assumption in establishing a government is the ensuring of the well-being of the people under its jurisdiction. If any individual or group of individuals engages in any activity that is detrimental to the well-being of the state it is the duty of the government to cause the immediate cessation of that activity and to take steps to prevent its recurrence. For example, in the field of education, if any individual or group of individuals is engaged in the teaching of doctrines subversive of the state, the government should take speedy and effective action to cause such teaching to cease.

The role of Government is not merely a negative one. It should be concerned not only with preventing the forces of evil from harming the people but also definitely concerned with assisting the forces of good in safe-guarding and promoting their well-being.

In the area of education, the State, within its jurisdiction, can do this in three ways:

1. It can grant individuals or organizations the privilege of engaging in educational activities without any government assistance.
2. It can give any individual or organization subsidization in providing any educational service.
3. It can assume full responsibility—organizational, operative and financial—in providing any educational service.

Definition of "School"

The Committee, in considering the term "school" in its broadest sense, takes it to mean "an educational institution". In this sense it is more than a mere school building or a group of children. Clause (c) of Section 2 of Part I of the Yukon School Ordinance defines "school" as "a school which is supported by or receives any financial assistance from the Government of the Yukon Territory".⁽¹⁾ In order to make a distinction between a school receiving *partial* public financial support and one receiving *full* public financial support, the latter will be referred to in this work as a *publicly-supported school*. A school operating with government permission but with no governmental financial support should be classified as a private school. At the present time, this Committee is not aware of any private school operating in the Yukon.

Sub-sections (1) and (2) of section 16 of Part I of the School Ordinance are as follows:

⁽¹⁾ Ordinances of the Yukon Territory Canada, Chapter 99, *An Ordinance Respecting Schools*. (1958—second Session) P.1102.

(1) Every parent, guardian or other person having charge of any child or children between the ages of seven and fourteen years inclusive resident in an area in which there is a school shall send such child or children to school for the whole school year.

(2) Every parent, guardian or other person having care or control of a child between the ages of seven and fourteen years, who fails to provide that such child shall attend school or be educated otherwise is guilty of an offence and liable on summary conviction before a justice of the peace to a fine not exceeding five dollars, and in default of payment, to imprisonment for not more than five days, with or without hard labour.⁽¹⁾

From the foregoing, it is plain that every parent, except under certain extenuating circumstances must keep his child in regular attendance at school from the time the child attains the age of seven years until he attains the age of fourteen years, unless the child is receiving adequate schooling through some other means. Since the Government makes it practically mandatory for each child to attend school, and since a school, within the meaning of the School Ordinance, is a school receiving public support, the onus is upon the Government to assure the existence of a school to which each parent can send his child or, alternatively, to provide other means of schooling that would enable the parent to comply with the requirements of the School Ordinance. It is the considered opinion of the Committee that the interests of the public can be served best by the establishment and maintenance of publicly-supported schools for all children of school age.

In establishing a publicly-supported school, the Government must be concerned with *the aims* of the school, its *efficiency of operation* and its *cost of operation*. The aims of the school must take cognizance of what the public expects the school to do but they must above all be designed to ensure that the ultimate best interests of both society and the individual are served. The efficiency of operation can only be achieved through careful planning of curriculum, through the staffing of the schools with well-trained teachers, through the providing of suitable instructional texts, materials and equipment and through the use of effective methods of instruction. The cost of operation is another important factor. The Government must strive to provide the best possible instruction at reasonable cost to the public. For purposes of illustration, it would be unjustifiable expenditure of public funds to provide each biology student with a \$500.00 microscope when the aims of the high school biology courses could be realized fully with much less expensive equipment. Similarly, in the building of a school, common sense dictates that the type of building built and the cost of building it should be in keeping with the values to be derived from it.

The Role of the Publicly-supported School

In considering the role of the publicly-supported school the Committee finds itself in agreement with the following expression of opinion by the Alberta Royal Commission on Education as to the role of the public school:

⁽¹⁾ Ibid, p. 1107.

“It seems to be a perennial trend of civilized people to look to their schools for many things. Are morals lax in our “modern” generation? The schools should offer character education. Does religious interests wane? Let the schools introduce more religion. Is there an increase in juvenile delinquency? The schools should exercise stricter discipline.

It has become indelibly clear that numerous individuals, groups and organizations seek to further their legitimate and commendable ends through the capture of the public schools. The public school is only one of many institutions in society, not the least of which are the home and the church. Each has its own unique potential and primary purpose; their failure or general decline cannot be corrected by the superficial transfer of responsibility to the public schools. This is not to say that the public school system can be oblivious to the ends of other institutions. In its every action it must respect and support those things sacred and privileged to the home. Further, its whole operation and conduct must respect and even reinforce the basic intellectual, social, moral and spiritual values of society. But the school does not set these values—they are set by society. However, values spiritual and temporal, historic and contemporary, come into focus in a manner appropriate to the curriculum and operation of the public school. Thereafter, the individual pupil together with his home and his church must establish his own values and weave them into a pattern to govern his life. In this context, the primary function of the public school is one of secular nature. . . .”⁽¹⁾

Aims of Education

The Yukon Territory has adopted the British Columbia School Curriculum. The Committee endorses the following statement of aims of education formulated by the British Columbia Department of Education:

“The people of this Province have established schools for the primary purposes of developing the character of our young people, training them to be good citizens, and teaching them the fundamental skills of learning necessary for further education and adult life.

The school, however, is not the only agency responsible for the education of children. Worthy influences of the home, the church, and the community must also be considered since these are a vital part of the child’s environment. The school must add to and strengthen the influence of these agencies, but it should not attempt to take their place. The home, the church, the community, and school should work together to provide strong and worthy guidance for our children.

The education given in the school, unlike other forms of education, can be readily planned and directed. For this reason it is possible for the school to bring together all those educational forces that will contribute to the best development of the child. The school should support influences that are good and oppose those which are

⁽¹⁾ *Report of the Royal Commission on Education in Alberta, 1959* (Edmonton: Queen’s Printer) pp.42-43.

harmful. Above all, it should do its own special task so well that it earns the confidence and respect of the people of the Province.

A good school programme develops children in two ways—as individual persons and as citizens. Since this development begins long before the child comes to school, the programme must build upon a foundation already defined. It should be so planned that it helps the child to become an individual who has confidence in himself because of what he is and what he knows. At the same time it should guide him into becoming a person who is respected and trusted by his fellow-man. A school programme which neglects the child in either of these respects fails to fulfill its responsibilities.”⁽¹⁾

In the three most westerly provinces, the official statements of educational aims are similar in the principles enunciated.

In order to achieve these very worthy general aims the schools must perform many specific tasks. The Alberta Royal Commission has summarized these very succinctly.

“The following tasks reflect the Commission’s estimate of the main job of the public schools:

1. To develop the communication skills—speaking, listening, reading, writing and the art of expressing ideas clearly through composition.

2. To develop understanding and mastery of the basic computational skills and the application of arithmetical processes.

3. To develop knowledge, skills and appreciation regarding that part of the cultural heritage selected for inclusion in the curriculum—for the purposes of continuing education, and to prepare for employment and contribution to society.

4. To foster physical fitness and mental health.

5. To focus consciously, but not artificially, every suitable aspect of curriculum and operation upon the development of good citizenship through channels such as the following: exemplary form of government and its origin, appreciation of freedoms and school and classroom conduct, pupil behavior, knowledge of our responsibilities, demonstrated respect for the individual, and the overt support of basic social values including honesty, truthfulness, integrity, self-discipline and reliability.”⁽²⁾

Scope of the Program

To achieve fully the aims as set forth above involves provision of programs in secondary schools that will provide both for those who have the ability and the desire to proceed to university and for those whose abilities and interests lead them to select careers requiring other training. Since the number of persons in Canada who will enter first year of university is less than twenty

⁽¹⁾ Province of British Columbia, Department of Education, *Public Elementary and Secondary Education in British Columbia*. (Issued by authority of the Minister of Education, Victoria, 1959) p.7.

⁽²⁾ Report of the Alberta Royal Commission, op. cit., p.45.

per cent of the number of students that enter school in Grade I, to maintain a single program for secondary schools that would benefit these children only is not a reasonable answer for a public school system. All children have the opportunity to receive the benefits of a common program to a Grade VIII level and of a common core of subject-matter throughout the secondary school. Their diverse abilities and interests must receive attention by providing types of suitable cultural, pre-vocational and vocational training other than that specifically intended as preparation for a university course.

In the very small high school it is impossible to do much more than give a minimum academic program because of the strictures imposed by the small number involved and the exorbitant costs of providing facilities. The only alternatives for pupils in these areas in expanding their programmes are to take correspondence courses or to attend a school in a larger centre.

Classification of Schools by Ownership and Control

According to the *Report of the Yukon Territory, 1957*,⁽¹⁾ the schools of the Yukon are classified into six categories, as follows: (1) Territorial Public Schools; (2) Territorial Separate Schools; (3) Church Schools; (4) Department of National Defence Schools; (5) Company Schools and (6) Indian Schools. This classification is largely a legislative one, dependent upon the amount of financial support being given in each case by the Territorial Government.

This Committee suggests that all of these schools be publicly-supported schools and that they fall into one of two categories: (a) public schools and (b) separate schools. The Committee recognizes that the Territorial Government should and must continue to receive grants on behalf of those pupils whose education is the primary responsibility of the Government of Canada and that the Interdepartmental Agreement, negotiated in 1957, must continue and be renewed at intervals in the light of changing conditions. It is the opinion of the Committee that it is already time for a review of the existing agreement since educational costs have increased since it came into effect.

All schools at present in the territory, with the exception of St. Mary's School in Dawson City and Christ the King School in Whitehorse, should be classified as public schools. In future, any school first established in an area should be a public school. It should be non-sectarian and serve the needs of the community as a whole.

St Mary's School and Christ the King School should be classified as separate schools. In future, any religious minority group, upon satisfying the Commissioner in Council that the conditions in a community where a school is already established, warrant the establishment of a separate school in accordance with the conditions laid down in the School Ordinance, should be granted the right to establish such a school.

(1) Interdepartmental Committee on Federal Territorial Relations, *Report on the Yukon Territory, 1957*. (Mimeographed) p.4.

Classification of Schools According to Organization

At the present time the Yukon schools are classified as elementary schools, enrolling Grades I to VIII, and high schools enrolling Grades IX to XII. Some schools enrol Grades I to XII and are called elementary-high schools.

The Committee considers pupils in Grades I to VI as elementary pupils and in Grades VII to XII, secondary pupils. It therefore suggests that schools be classified according to organization as follows:

(1) Elementary schools, enrolling Grades I to VI, or in some cases with the Superintendent's permission, Grades I to VIII.

(2) Secondary schools, enrolling Grades VII to XII. Secondary schools may also be subdivided into *intermediate* schools, enrolling Grades VII to IX and senior high schools enrolling Grades X to XII or possibly Grades X to XIII.

Combinations of the above are possible, such as elementary-intermediate schools (Grades I to IX) or elementary-senior high schools (Grades I to XII).

In a growing community, the stages in the development of the school system might be as follows:

(1) An *elementary* school, possibly enrolling Grades I to VIII.

(2) An *elementary-intermediate* school, enrolling Grades I to IX.

(3) An *elementary-senior* high school, enrolling Grades I to XII.

(4) A division into two schools; an *elementary* school, enrolling Grades I to VI; and a *secondary* school, enrolling Grades VII to XII.

(5) A further division of the secondary school into an *intermediate* school, enrolling Grades VII to IX, and a *senior high* school, enrolling grades X to XII. By this time the system might have several elementary schools and even more than one intermediate school.

The enrolments for which the various schools might be established are discussed in a later chapter, but are stated here briefly as a guide.

(1) An elementary school should be established where there are ten or more pupils of school age in the community.

(2) An elementary-intermediate school should be established when there is a total of twenty-six pupils or more in Grades VII, VIII and IX.

(3) An elementary-senior high school should be established when there is a total of fifty-six pupils in Grades X, XI and XII.

(4) An elementary-senior high school should be divided into elementary and secondary schools when the total enrolment reaches 500 pupils.

(5) A secondary school should be divided into intermediate and senior high schools when the total enrolment reaches 750 pupils.

The above plan is that recommended by the Committee for future development and is considered educationally sound. It is realized that in Dawson City, Mayo and Watson Lake there are existing elementary-senior high schools which could not meet the criteria as to enrolment set out above. It is not recommended that changes be made in these communities without the consent of the residents. The lack of success that students from these small schools are meeting at the Grade XI and XII levels in external examinations shows that the small schools find it very difficult to give their students the same opportunities as those of bigger schools even in the purely academic field.

In support of this, the results of the largest high school and of the smaller schools in the Yukon in June, 1959 and June 1960 university entrance examinations are shown:

TABLE II
Number and Percentage of University
Entrance Examinations Passed⁽¹⁾

	Papers		No. of	Papers			
	Written	Passed		Candidates	Written		
	No.	No.	%	No.	No.	%	
School A	106	88	83	24	84	68	81
School B	26	11	42	7	28	16	57
School C	10	3	30	3	8	1	13
School D	—	—	—	1	3	3	100

Classification of Secondary Schools According to Function

(a) *Composite High Schools*

In recent years, throughout the world there has been an attempt to create a high school that will be able to provide a diversified program to meet the wide range of needs of high school pupils of varying interests and abilities. In England the school is called a Comprehensive School to distinguish it from the academic grammar school, the technical school or the modern school. In Canada and the United States similar schools are called by a number of different names, such as regional schools or composite schools. The latter term appears to be the one in most common usage in Canada.

A truly composite school makes possible the offering of university entrance, general commercial, pre-vocational

⁽¹⁾ Data calculated from two sources: 1959 results from *Annual Report on Operation of Yukon Territorial Schools, 1958-59*. (Mimeographed) p.10; 1960 results from summary sheets of examination results.

and in some instances, vocational courses. It also provides for cultural courses such as art, drama and music. The extent of the program will depend for one factor on the enrolment of the school. A large school is able to offer a much more extensive program and therefore to serve a wider range of needs. Like all schools, these schools have advantages and disadvantages. Some of the advantages claimed for them are: that they offer a wide range of subjects suited to the varied interests of pupils; they permit easier transfer from one program to another; they allow pupils following an academic program to include valuable vocational courses; and they provide a common social meeting ground for all high school students.

The disadvantages claimed by those who do not favor the composite schools are: that they make it easy for pupils to choose vocational courses rather than more challenging academic courses; that the vocational offerings are too expensive for the results achieved; that there is too much exploration and not enough concentration; and that because they are so large they are too impersonal, thus making impossible the development of vital pupil-teacher relationships.

Undoubtedly the composite school will undergo changes in organization and operation in the light of experience. At the present time it appears to be growing in favor as a means of overcoming the shortcomings of the small high schools and of providing more adequately for the needs of all high school children than it has been possible for the large academic high school to do.

(b) *Vocational Schools*

Vocational training is training for gainful employment. It is specific. It is designed to prepare the person taking it to do some particular task so efficiently that he is enabled to gain his living by performing it.

In the secondary school it is possible to give some students full vocational training as for example in the stenographic field. In other cases, the training will be pre-vocational. It is not possible to graduate a master carpenter from high school at the age of eighteen but it is possible to give him basic skills that will make him valuable to an employer while he masters his trade.

In a composite school, the student while being prepared for gainful employment is also able to partake of the general training desirable for all citizens—a command of his own language, a knowledge of the history of the world and his country, an appreciation of literature, music and art.

The Manitoba Royal Commission states:

“To attract pupils, any programme offered in a vocational course must lead either to gainful employment or to further educa-

tion. The objectives of the vocational course itself and of each programme in it must therefore, be clearly defined. Only qualified instructors who command respect by their trade and competence in the trade they teach should be employed. Each programme must be designed with an eye not only to the vocational training it is expected to give but also to the academic qualifications from time to time demanded by employers in the trade covered by each programme. The academic qualifications demanded in the various trades change with time, mostly upward. At present, at least Junior Matriculation is demanded in many trades. A Vocational Course which fails to take account of the academic as well as the vocational qualifications demanded by employers is likely to fail for want of pupils."⁽¹⁾

From the foregoing it is apparent that vocational training is not solely concerned with developing manipulative skills. There is need for each pupil's mastery of academic subjects such as mathematics, science and English at the high school level.

Public Demand

Not only did the Terms of Reference stress that the Committee should make a recommendation with respect to vocational training, but several briefs referred to the need for more provision being made for it. One brief advocated the establishment of a vocational school entirely separate from the high school; one advocated a composite high school that would provide pre-vocational training or, alternatively, the sending of pupils to vocational schools outside the Yukon, while a third suggested that provision be made for sending pupils to Vancouver or Calgary for vocational training.

In a letter written on December 17, 1959, by Commissioner F. H. Collins to Councillor James Smith giving an estimate of the probable cost of operating a vocational school in Whitehorse, he expressed the opinion that a vocational school in Whitehorse would operate at a loss of approximately \$50,000 annually. In the following words he states why such an expenditure would be justified:

"While \$50,000 may seem a considerable sum, such cost is now being reflected in relief assistance, children's aid, etc., and I do not think it excessive in view of the immediate and future benefits to be derived. Further, I see no proper application of our duty toward the young men and girls of our Territory if at the age of sixteen those unsuited for further academic education are to be cast adrift to fend for themselves so far from normal job opportunities. Besides being unfair to the children and parents concerned we are merely perpetuating shack conditions as intermittent employment of these young citizens at adult age prevents such income as would permit the purchase or rental of decent home accommodation."⁽²⁾

(1) *Report of the Manitoba Royal Commission on Education, 1959.* pp. 216-217.

(2) Commissioner F. H. Collins, *A letter to Councillor James Smith, Whitehorse.* December 17, 1959.

Proposals for Providing Vocational Training

A Separate Vocational Training School

One plan that has been given serious consideration by the Commissioner and the Superintendent of Schools for the Yukon Territory is the establishment of a Vocational Training School in Whitehorse which would be separate and distinct in location and management from the local high school. With this in mind, in the summer of 1959 an architectural firm was commissioned to submit a plan for a vocational school, which could be expanded to meet future needs, and which would provide dormitory accommodation for 30 pupils, together with classroom and instructional facilities for 60 pupils. The school was to be designed to make possible the offering of Auto Mechanics, Heavy Duty Mechanics, Welding, General Carpentry, Home Economics and Commercial courses and would have the usual auxiliary features such as offices, gymnasium, etc.

When expanded the plant would provide additional dormitory accommodation and make provision for the offering of Sheet Metal, Plumbing and Electrical courses.

A detailed proposal together with preliminary sketch plans and a cost estimate was submitted in booklet form to the Commissioner.⁽¹⁾ The estimated cost for the proposed initial building was \$470,000.00.

In undertaking such a project, financial assistance would be available from the Federal Government under a Vocational and Technical Training Plan. The manner in which the Federal Government gives aid under this plan is set forth in the following excerpt from an annual report of the Director of Vocational Training:

Vocational and Technical Training Agreement No. 2

“During the year, the provinces claimed \$4,795,722.48 of federal assistance under the Vocational and Technical Training Agreement No. 2 (Tables 1 and 2).

This Agreement provides for the expenditure over the five-year period that began April 1, 1957, of \$40,000,000 of federal government assistance to the provinces in the building equipping and operating of vocational and technical schools, institutes and training centres. Of this amount \$25,000,000 is provided exclusively for assistance on capital projects, with preference being given to trade and technical institutes though approved vocational high schools are also eligible to share. This capital appropriation is allotted to the provinces on the basis of population in the 15-19 age group. The remaining \$15,000,000 is distributed by way of annual allotments to the provinces for sharing in operating costs of similar institutes and schools or, if desired, a province may claim as much as half of its annual allotment against capital costs of such institutions.

(1) McCarter, Nairne and Partners, *Vocational School, Whitehorse, Y.T.* (Vancouver, B.C., Nov. 9, 1959, 26 pp.)

The Agreement provides for annual allotments totalling \$2,-500,000 in each of the first two years of operation, \$3,000,000 in the third year, and \$3,500,000 in both the fourth and fifth years. The annual allotments consist of initial allotments of \$30,000 to each province and \$20,000 to each of the Northwest Territories and the Yukon, the remainder being allotted on the basis of the population in the 15-19 age group."⁽¹⁾

The Federal allotment for the Yukon is on the whole quite small. In the year 1958-59 it amounted to \$21,100. The Territory claimed only \$3,212.28 of that amount for that year.⁽²⁾

In addition, the Federal Government supports provincial apprenticeship training schemes on a 50-50 basis with the provinces. During the year 1958-59, the Federal Government contributed a sum of \$1,641,900 toward this plan. The Yukon did not participate in this scheme. The allotment for the Northwest Territories was \$2,000 and the amount received by the N.W.T. was \$303.81.⁽³⁾

The foregoing statistics indicate that the total amount of assistance the Yukon could expect from the Federal Government under these two plans is not very great.

Mr. C. R. Ford, Director, Vocational Training Branch, Ottawa, in a letter dated July 6, 1960, states:

"On two different occasions I have visited the Yukon and although I have not made an extensive survey, I have carefully studied the requirements for vocational training in that area. It is my opinion that there is a definite requirement for a vocational training program which would place considerable emphasis upon training for persons who were no longer in the school system."⁽⁴⁾

Mr. Ford was of the opinion that there was need for a training program which could be provided in part by the Whitehorse High School and in part by other agencies. The Whitehorse High School could provide commercial and home-making training. The dormitory which would be provided for high school students could provide some experience in commercial cooking. The hospital could provide training for nursing assistants and a trade or occupational school, separate from the high school and housed in a building, not as extensive as that proposed by the architects, McCarter, Nairne and Partners, could provide training in motor vehicle repair, carpentry, plumbing, sheet metal, electrical work and welding.

Whitehorse P.T.A. Proposal

The Whitehorse Parent Teachers' Association opposed the establishment of a separate vocational school. The following excerpt from its brief makes its proposal clear:

(1) *Report of the Director of Canadian Vocational Training for the Fiscal Year ending March 31, 1959.* (Queen's Printer, Ottawa, p.7).

(2) *Report of the Director of Canadian Vocational Training.* (op. cit. p. 12).

(3) *Report of the Director of C.V.T.* (op. cit. p. 17).

(4) C. R. Ford, Director, Vocational Training Branch, Ottawa, in a letter dated July 6, 1960 to Committee on Education.

“The Association’s stand is further strengthened after examination of the survey conducted January, 1960, by the School Superintendent of all children 16 year of age and over then in school, to determine the number interested in attending the proposed vocational school. The results were as follows:

Course	Number of Students Interested
Carpentry	1
Electricity	5
Auto Mechanics	11
Heavy Duty Mechanics	5
Commercial	13
Home Economics	1
Nurses Aid	3

It has been recommended that facilities for business education be provided in a new senior high school.

A Vocational Course is meant mainly for pupils who either enter gainful employment immediately after high school, or would take technical training above the high school level but below university level.

In the field of business and commerce there is local opportunity for those qualified. The nature of the facilities for such education are not such as would require large capital and operating expenses per se. The schedule of courses could very well be given in a high school.

There is also opportunity in the automotive and heavy duty mechanics field locally. A course designed to produce a qualified employee is impractical except through a technical school or institute which our student population could not justify at this time. It has been estimated that the cost of operating expenses for a school of 30 pupils would be approximately \$2,500 per pupil per year. An alternate approach to the foregoing appears desirable.

Such alternates could be:

(1) To arrange for students seeking vocational training to take it outside—with assistance.

(2) To arrange for on-the-job training with employers for the practical side and to provide the theory at the high school classrooms. This could be done more readily as part of an apprenticeship system.

(3) Arrange for equipment operators courses at Victoria, B.C. (sic. should be Nanaimo) where the Province of British Columbia is already participating in such a scheme.”⁽¹⁾

Proposal for Vocational Training Outside the Territory

The Dawson Chamber of Commerce suggested that the Committee explore the feasibility of sending pupils to vocational training schools outside the Yukon.

(1) *A Brief to Yukon Committee on Education*, Whitehorse Parent Teachers’ Association, Whitehorse, Yukon, May 26, 1960. (Mimeographed, p.6).

Composite High School for Pre-vocational and Vocational Training

At the public hearings a number of people felt that the establishment of a regional or composite high school which would be able to provide a full commercial course and prevocational training in homemaking, wood-work, automotives and some electrical work as well as some metal work, might meet the immediate needs of the Yukon.

Committee's Research Work

1. Local Survey of Job Opportunities

In response to a request from the Committee the Whitehorse Board of Trade made a survey of the job opportunities in the Whitehorse area. The following tables gives the results of this survey:

TABLE III		TABLE IV	
<i>Employees of Private Business</i>		<i>Civilian Employees Northwest Highway System</i>	
Bookkeepers	48	Body Repairmen	2
Typists	105	Carpenters	18
Nurses' Aids	15	Cooks	12
Plumbers and		Draughtsmen	2
Metal Workers	32	Electricians	16
Carpenters	70	Heavy-Equipment	
Heavy-Equipment		Mechanics	39
operators and		Heavy-Equipment	
mechanics	48	Operators	151
Cooks	19	Machinists	2
Painters	15	Maintenance Crafts-	
Electricians	21	men (stove and oil	
Motor Mechanics	57	burner mechanics)	8
Welders	11	Motor Mechanics	20
Total	441	Painters	11
		Plumbers	7
		Sheet Metal Workers	2
		Stationary Engineers	
		(heating and power)	20
		Steam Fitters	2
		Tailors	1
		Upholsterers	2
		Total	315

TABLE V

R.C.A.F. Civilian Employees

Tradesmen:	
Plumbers, Carpenters,	
Sheet Metal Workers	29
Drivers	10
Cooks	12
Office employees	12
Total	63

TABLE VI*Skilled Territorial Employees*

Teachers	86
Accountants	10
Bookkeepers	10
General Clerks	10
Typists	5
Clerk Typists	10
Filing Clerks	2
Social Workers	3
Medical Health Officers	2
Sanitary Inspector	1
Boiler Inspector	1
Civil Engineers	7
Mechanics	10
Heavy Equipment Operators	35
Truck Drivers	15
Survey Crew Workers	15
Welders	8
Cooks	1
Draughtsmen	5
Total	<u>236</u>

Analysis of the above data would indicate the following to be the areas for the greatest demand for technically-trained or skilled workers:

TABLE VII*Areas of Greatest Demand for Technically-trained or Skilled Workers*

Type	No.
Commercial	212
Heavy Duty Operators	199
Carpenters	98
Automotives	87
Heavy Equipment Mechanics	74
Plumbers and Metal Workers	63
Cooks	44
Electricians	37
Painters	26
Total	<u>840</u>

Undoubtedly the above table gives only a relative picture of the job opportunities in the nine occupations listed. It does show, however, that there are many opportunities in the City of Whitehorse for skilled workers. Aside from the first two there may not be justification for offering continuous training in these occupa-

tions. A course once in two years or even less frequently might suffice to meet the replacement needs for some.

2. *Local Inestigations by the Committee*

The Committee studied the possibility of using the present Elementary High School for pre-vocational and vocational courses and was convinced that this would not be feasible.

The Committee studied the suitability of several sites for the building of a Vocational School or Composite High School. The Committee studied the plan proposed by McCarter, Nairne and Partners. Upon going to their respective provinces, the Committee Members conferred with various specialists in vocational training. While in Edmonton, the Committee as a whole met with Mr. T. Taylor, Supervisor of Vocational Training in the Northwest Territories and learned about the pre-vocational and vocational on-the-job training program as carried on in the Sir John Franklin Composite High School at Yellowknife. Literature and calendars were obtained from various technical schools and institutes. In the light of all this information, the Committee studied the various proposals which had been placed before it.

With regard to the proposal that a separate vocational school be established on the scale suggested by the McCarter, Nairne and Partners plans, the Committee took these factors into consideration:

1. The initial cost of the building is estimated at ...\$470,000.00
2. A conservative estimate of cost of equipment is 100,000.00
3. The estimated operational deficit for the first and possibly for each succeeding year for several years to come is 50,000.00
This would mean an outlay for the first year, the major portion to be borrowed, of..... \$620,000.00
4. At the present time it is extremely difficult for the technical institutes and vocational schools to get well-qualified instructors in vocational arts. Even skilled tradesmen who are competent to act as instructors would be extremely difficult to obtain at \$6,000.00 per annum.⁽¹⁾
5. The initial estimate of 30 pupils or even 60 pupils would not justify the capital cost expenditure plus the operational deficit of \$50,000.00 per annum. The interest on an investment of \$500,000.00 at 5% per annum amounts to \$25,000.00. Add that to the \$50,000.00 deficit for a \$75,000.00 total and there is a sum that would provide a \$1,000.00 scholarship for each prospective pupil and allow for and pay transportation to an extra-territorial vocational school. In such a school the opportunities would be greater than anything that could be offered in a school such as has been proposed for the Yukon.

(1) Estimate by Superintendent of Schools for the Yukon; submitted in a letter to the Commissioner, December 15, 1959.

The Committee is of the opinion that there is need for providing some young people of the Yukon Territory with sound vocational training. The Committee is also aware that there is an urgent need for a large high school to be built in Whitehorse. It is the considered opinion of the Committee that these two needs can be best met by building a regional or composite high school at Whitehorse which would be capable of offering a sound academic program and a complete commercial program. In addition to the general training given in home economics and industrial arts, some pre-vocational industrial training could be given by using the same facilities.

Pupils showing promise in wood-work, metal-work, automotive courses, or electricity could be granted bursaries or scholarships to enable them to pursue further studies at vocational schools outside the Territory.

The facilities provided within the school for industrial arts and home economics could be expanded by providing space in a vocational wing in which periodic courses could be given to both secondary students and adults as the need arises. For example, an instructor could be brought in to give a course in heavy-duty mechanics to all persons in the Territory wishing to avail themselves of it. Once this was given it would probably meet the job-replacement needs for two or more years. It would not be repeated immediately but would be followed by a completely different course, as for example, commercial cooking.

Assistance in providing any vocational training would be obtained from the Federal Government under the Canadian Vocational Training Plan or the Apprenticeship Plan. The funds for such training are limited, as has been shown above. They are paid for approved vocational training whether that training is given in a purely vocational or in a composite school.

Separate Schools

The Committee is agreed on the following principles in regard to separate schools, all of which are predicated on the assumption that the schools referred to are established under Part I of the *School Ordinance*. When Part II comes in effect, the question of apportionment of local taxation must be considered by the Legislature at that time.

(1) At the present time clause (r) of section 16 of the *Yukon Act*⁽¹⁾ and sections 7 and 8, Part I of the *School Ordinance*⁽²⁾ provide for the establishment of separate schools in the Yukon and such separate schools do exist.

(2) Separate schools, as publicly-supported schools, should have the same rights and responsibilities as public schools. They should therefore receive the same measure of financial support and be subject to the same regulations in regard to organization, administration, supervision, staffing and curriculum and must observe all statutory requirements.

(1) Statutes of Canada, 1-2 Elizabeth II, Chapter 53, *An Act to Provide for the Government of the Yukon Territory*, p.423.

(2) *School Ordinance*, op. cit., p.1105.

(3) Since the conscience of the petitioners is the justification for the establishment of a separate school, it is illogical that such a school should admit as pupils any but members of the faith of the petitioners.

(4) On the other hand, the public school must remain non-sectarian and admit as a pupil an eligible person irrespective of his religion.

(5) When it is necessary to appoint teachers in any school, public or separate, the Superintendent should make the appointments but only after consideration of all applications received in consultation with the Local Advisory Committee.

(6) Where the title to any school building, private or separate, is not vested in the Territorial Government, rental should be paid by the Department of Education in an amount determined by written agreement between the Department and the owner or trustee in whom the title is vested.

Recommendations

29. That sub-section (1) of Section 16 of Part I of the School Ordinance be amended to clarify the question of school age. It is suggested that instead of the present wording, something of this nature be used:

“(a) A child who has attained the full age of seven years and who has not yet attained the full age of fifteen years, unless excused for any of the reasons hereinafter mentioned, shall attend the school that he has the right to attend or that he is directed to attend, whenever it is in operation.

“(b) If the child attains the full age of fifteen years at any time during the school-year then he must remain in regular attendance until the school closes at the end of that school year.”.

30. To clarify Sub-section (2) of Section 16 of Part I of the School Ordinance it might be amended as follows:

“Every parent, guardian, or other person having care or control of such child who fails or neglects to cause any such child under his care to attend some publicly-supported school during the regular school-hours every day the school is in operation shall, subject to the exemptions set out in Section 17, be guilty of an offence . . . , etc.”

31. That Section 17 of the School Ordinance be amended by substituting the words “two miles” for “one mile” in the second line of Clause (b), and adding to the same clause the words, “and no transportation has been provided by the Department to convey that child to school”; and furthermore that a Clause (f) be added, as follows: “(f) That the child is being suitably educated in some other way”.

32. That an agreement be entered into by the Territorial Government with the Indian Affairs Branch to provide for the

education of all Indian children resident in the Yukon in the publicly-supported schools of the Territory.

33. That all schools within the Territory, with the exception of private schools, be publicly-supported schools in one of two categories:

- (a) public schools,
- (b) separate schools.

34. That the existing schools be classified as public schools with the exception of St. Mary's School in Dawson City and Christ the King School in Whitehorse, both of which be classified as separate schools.

35. That schools be classified according to organization in accordance with the suggestion on pages 33 and 34 of this report.

36. That sections 6 and 7 of Part I of the School Ordinance be amended by substituting the words "five miles square" for the words "five square miles" wherever they appear.

37. That Section 6 of Part I of the School Ordinance be amended by substituting the word "ten" for "fifteen" in the third line and by inserting the word "publicly-supported" before the word "school" in the sixth line.

38. That the Whitehorse Secondary School be a composite school offering within its program the following: academic courses leading to university entrance, cultural courses, a full complement of commercial courses, home economics, industrial arts, and some courses in the pre-vocational industrial field.

39. That a vocational wing be provided in any new Whitehorse Secondary School where vocational courses as suggested on pages 42 and 43 of this report can be given to secondary students and to adults.

40. That scholarship or bursaries be provided to enable students of promise in the pre-vocational or practical fields to obtain further technical training at vocational schools outside the Territory.

41. That separate schools, as publicly-supported schools, shall have the same rights and responsibilities as public schools, receiving the same measure of financial support, being subject to the same regulations in regard to organization, administration, supervision, staffing and curriculum, and observing all statutory requirements.

42. That separate schools enroll as pupils only members of the religious faith of the petitioners establishing the school.

43. That public schools remain non-sectarian.

44. That, in all publicly-supported schools, the Superintendent appoint teachers only after consideration of all applications in consultation with the Local Advisory Committee.

45. That, where the title to a school building is not vested

in the Territorial Government, rental, whether nominal or not, should be paid by the Department of Education in accordance with a written agreement between the Department and the owner or trustee in whom the title is vested.

CHAPTER VI

The Teaching Staff

Qualifications

- (a) The teaching staff of the Yukon Territory varies in one important respect from that of any Canadian Province. Since the Yukon contains no universities or teacher training institutions, it is completely dependent upon personnel trained and certificated elsewhere. Since there are no means of evaluating certificates, it accepts any certificates issued by any provincial authority in Canada. The result is a teaching force representative of nine of the ten provinces, not to mention one foreign country, and holding a bewildering array of thirty-five different types of certificate recognized somewhere in Canada as authority to teach.

TABLE VIII

Geographical Distribution of Teaching Certificates⁽¹⁾

Issued by:	Sask.	Alta.	B.C.	Man.	Other Prov.	Else- where
No. of Teachers:	35	17	14	12	14	6

(Note: The total number of certificates is greater than the total number of teachers, since some teachers hold certificates from two provinces.)

There are both advantages and disadvantages to this situation. It is an advantage to have the variety of outlooks and approaches that comes from many backgrounds. It is a distinct advantage to have to devise a reasonably uniform Territorial system from many diverse elements, especially when few of the teachers stay long enough within the system to become completely familiar with it. Whereas any province has at least a majority of its teachers originating within its own educational system and generally cognizant of the details of its operation, this is just not true of the Yukon.

- (b) Because of the great variety of certificates, it is difficult to obtain a clear picture of the academic and professional training of the present staff. An attempt to do so was made through a questionnaire. Unfortunately, the questions

(1) Teacher and Principal Questionnaire, op. cit. Data compiled from reports of 95 teachers. The total of 98 mentioned here includes teachers trained and certificated in more than one province, hence counted twice.

asked were ambiguous, with the result that some teachers included years of academic training in their professional training, or vice versa, while others did not. The results of the questionnaire showed the following, but the above discrepancy between the two main columns should be noted:

TABLE IX
Number of Years of Training of Teachers ⁽¹⁾

Academic	No. of Teachers	Professional	
		No. of Years	No. of Teachers
Grade XII	3	0	5
Complete High School or Grade XII	27	1	70
One Year University or Grade XIII	29	2	14
Two-three years University	20	3	1
Bachelor's Degree	16*	4	3
Master's Degree	—	5	2
*(Note some have both B.A. and B.Ed. degrees)		More than 5	
Total	95		95

A better picture of the comparative training of Yukon teachers is obtained by making a rough evaluation of the certificates reported in terms of British Columbia certificate classifications. This evaluation has definite limitations since it was dependent entirely on the names of the certificates as reported. Without submission of complete documents no accurate calculation is possible. Nevertheless, the table below gives a reasonably sound basis for comparison. The E-C classification in British Columbia is roughly equivalent to one year of training beyond completion of high school (Grade XIII) on University Program. Each successive classification involves at least one additional year. The P-B classification is equivalent to five years of university training. The P-A classification requires a minimum of six years.

TABLE X
Classification of Certificates According to B.C. Standards ⁽¹⁾

Classification:	Temp.	E-C	E-B	E-A	P-C	P-B	P-A
No. of Certificates:	5	12	59	5	-	14*	

*Three of these may be equivalent to P-A classification. In most cases, however, the most generous interpretation has been placed on the certificate held.

⁽¹⁾ *Loc. cit.*

- (c) Experience is another criterion commonly used in judging the potential value of a teacher to an area. From information supplied by the teachers themselves, thirteen teachers (about 14%) would appear to have been completely inexperienced when they came to the Yukon. The median experience reported was 5-9 years. In addition, present teachers have a median experience of two years within the Yukon or a total median experience of 7-11 years. Twenty-two teachers (about 23%) have taught more than four years within the Territory.
- (d) An analysis of the data in the above tables brings out several characteristics of the Yukon teaching force. The academic background of the majority is weak. About 62% have one year or less of university training as compared with 54% in the Province of Alberta.⁽¹⁾ Only 17% have university degrees, as contrasted with a Canadian average in 1957-58 of 22.9%. The Yukon percentage was about half that of British Columbia but did exceed those of Newfoundland, Prince Edward Island, New Brunswick and Saskatchewan.⁽²⁾

Professional or teacher-training background seems somewhat better in comparison but it is far from what authorities consider a desirable level. Where as all but 5% of the teachers have at least one year's training, a qualification that would probably enable them to teach at an elementary grade level anywhere in Canada under present conditions of deficient teacher supply, only 20% have had three or more years beyond high school. Three years is the minimum recommended by the Manitoba Royal Commission⁽³⁾ and one year less than the minimum recommended by its Alberta Counterpart.⁽⁴⁾ About 62% of the Yukon teachers have two years of training and would qualify for the present basic elementary certificate in British Columbia. A more detailed comparison of certificate classification with British Columbia⁽⁵⁾ quite clearly illustrates the situation. In comparison with the sister area whose curriculum it uses, the Yukon is reasonably well supplied with teachers *at present* qualified basically to give instruction in Grades I to VI inclusive, but lacks teachers qualified for more advanced work.

(1) Report of the Alberta Royal Commission, op. cit., pp. 339-340.

(2) Dominion Bureau of Statistics Education Division, Elementary and Secondary Education Section, *Salaries and Qualifications of Teachers in Public Elementary and Secondary Schools 1957-58* (Ottawa, Queen's Printer, 1959), Table 30, pp. 64-67.

(3) Report of the Manitoba Royal Commission, op. cit., p. 109.

(4) Report of the Alberta Royal Commission, op. cit., p. 189.

(5) *Certification and Training of Teachers, September, 1959* (Unpublished report of the B.C. Department of Education). Source of B.C. percentages.

TABLE XI

Percentages of Teachers with Training Beyond High School

	Less than 1 yr.	1 yr.	2 yrs.	3 yrs.	4 or more years
Yukon	5.0	12.6	62.1	5.3	14.7
B.C.	2.6	9.5	37.0	10.3	40.6

In regard to teaching experience, Yukon teachers would appear to compare favourably with those in the rest of Canada. In 1957-58, the median for eight Canadian provinces was 8.3 years.⁽¹⁾ The Yukon medium lies somewhere between seven and eleven years.

Recruitment

The Superintendent of Schools for the Yukon states:

“Very little difficulty was encountered in filling graded elementary school vacancies, or even positions in a one-room school. It was, however, a real problem to recruit qualified teachers for high school rooms. Usually there was little or no choice of candidates, with the result that the single applicant for a position would be appointed. We must face the fact that we have a real problem in this regard, and until it is solved, insuperable difficulties will be encountered in trying to raise standards in our high schools. The problem, of course stems from the fact that there is a severe shortage of secondary school teachers right across Canada. Nevertheless, the Government could do more to attract suitable high school teachers by providing housing for married men and by increasing salaries for secondary school teachers.”⁽²⁾

There is no easy or certain solution to the problem stated by the Superintendent. As long as there are too few secondary school teachers to supply the high schools of Winnipeg and Vancouver, not to mention Prince Albert and Grande Prairie, the Yukon will have its difficulties. Nor can a sparsely populated area do very much to produce its own teachers in the way that Alberta or Saskatchewan can. British Columbia has found its Future Teacher Clubs a potent force in arousing and maintaining the interest of its young people in teaching as a career. Whitehorse High School might develop a similar group but could not hope at present to do more than add two or three candidates annually for entrance to the Faculties of Education.

The Alberta Royal Commission maintains that recruitment of teachers can only be increased through the basic steps of improving selection, preparation, salary and status. It recommends as positive means to this end improving working conditions and developing a suitable public relations program.⁽³⁾ Perhaps these two recommendations suggest something of value to the Yukon.

(1) Dominion Bureau of Statistics, *op. cit.*, Table 3, p. 15.

(2) *Annual Report on Operations of Yukon Territorial Schools 1958-59*, *op. cit.*, p. 9.

(3) Report of the Alberta Royal Commission, *op. cit.*, p. 185.

This feeling is strengthened by a study of the answers given by teachers to the question, "What factor or factors induced you to come to the Yukon to teach?" The following are responses listed in order of greatest frequency: lure of the north, 44% ; zest for adventure, 40% ; salary schedule, 22% ; assurance of desirable living accommodation, 12% ; husband or fiance stationed here, 11% ; at home, 7%.⁽¹⁾

It is quite apparent, therefore, that while the Yukon can do little to produce its own teachers, there may be ways suggested in these answers of attracting more teachers from the places that have them. The answers show clearly that the Yukon has advantages over the provinces: the spirit of adventure conjured up by the name and history of the Territory, the provision of certain personal comforts, and the presence within its boundaries of a high percentage of trained personnel.

It also has disadvantages apart from its geographical location. These include some aspects of working conditions in its schools, the absence of uniform housing conditions, and the lack of pension and sickness benefit security common now to most teachers of Canada. These disadvantages should be eliminated or alleviated to whatever degree is possible.

Teacher Tenure and Retention

- (a) Once a teacher is employed and his services have proven satisfactory, it is to the advantage of the district employing him to retain him. It is generally recognized quite tangibly in salary schedules that the value of his services increases with his seniority for a definite period of years. The district employing him therefore loses both financially and educationally if he leaves before reaching his peak efficiency. School administrators also know from experience how undesirable it is to have a large turnover of teaching staff each year. Continuity of teaching is a necessity in an efficient school. In the opinion of the committee, a staff of individually excellent teachers, none of whom stay longer than a year, will produce less effective results than the average annual effort of a staff of reasonably good teachers whose stay is long enough to arouse and develop a spirit of unity and common purpose.

What is the situation in the Yukon? In 1959-60 46% of the teaching staff was in its first year in the Territory while only 24% had been in the area for four years or more.⁽²⁾ Under such a handicap it is very difficult to build either unity or continuity or effectiveness in a school system. The turnover of 45.6% in the Yukon was matched in Canada only by Newfoundland (as reported in 1957). A comparison of the 1959 figure in the Yukon with the 1957 figures for the four western provinces and for the whole of Canada is illuminating.⁽³⁾

(1) Teacher and Principal Questionnaire, op. cit.

(2) Loc. cit.

(3) Dominion Bureau of Statistics, op. cit., Table 36, p. 86.

TABLE XII

Comparison of Teacher Turnover

Yukon 1959	Man. 1957	Sask. 1957	Alta. 1957	B. C. 1957	8 Prov. 1957
45.6%	30.5%	30.2%	24.6%	24.7%	28.6%

The figures become more meaningful when teaching conditions are compared later in this report.

- (b) Teachers replied to the question, "Do you propose to remain teaching in the Yukon?" with a 56% affirmative and 44% negative response. Not all teachers replied. Those who did propose to remain fell into two categories: those who were enthusiastic about the country and its teaching conditions and those who were Yukon residents by circumstances or necessity. Those who did not propose to remain gave rather vague reasons in most cases, but reasons dealing largely with working conditions, housing, superannuation and other administrative matters. It is perhaps significant that teachers outside Whitehorse answered negatively in the ratio of 4:3, while those in Whitehorse answered positively in a ratio of 11:7. Isolation obviously played a part in the decision.

Another significant fact is that almost all teachers who did answer positively were willing to commit themselves to no more than one additional year. This is particularly interesting when only a small minority, 38% to be exact, do in reality stay more than two years. The Yukon's retentive power for teachers is phenomenally low. The chief reason appears to be the lack of professional security.

The general picture seems to be this. Lured by a sense of adventure, the teacher comes. The new land and its ways offer him an opportunity for exploration that he can normally satisfy in one or two years. Before the end of that time he is taking stock of his professional future and is coming to the decision that advancement and security lie elsewhere. So he leaves for that part of Canada which he thinks will be kindest to him in these respects. As long as the Yukon offers him less than the provinces, this will be the pattern.

It therefore follows that the means used to hold good teachers will be very much the means used to attract them in the first place, with these qualifications. First, the call of adventure will hold only a few of those who have reached more mature years. (It may be significant that less than 38% of the present teaching force is over 30 years of age.) Second, benefits must increase with seniority to the extent that a teacher once employed will have a vested interest in remaining.

Indeed, he should find it is only possible to leave at some personal sacrifice. At the present time the opposite

is the case. A professional teacher intending to remain in the profession has great incentives to move before he has imperilled his chances of providing for his future elsewhere.

- (c) One other matter of importance to a continuing body of Yukon teachers is security of tenure. As far as can be gathered, the present *School Ordinance* provides in effect that a teacher holds his position at the pleasure of the Superintendent of Schools (Clauses (k) and (l) of Section (5).) Although this may not have caused any difficulties in the past, it certainly tends to inhibit the development of an established teaching body in the Territory. There seems some reason for assuming that there should be provision for both probationary and permanent appointment and that teachers on permanent appointment have a right to appeal from suspension or dismissal to a less directly concerned party than the Superintendent of Schools.

In-service Training

In view of the considerations brought out in the section on *Qualifications* in this Chapter, it is essential that an in-service program of training be maintained, if for no other reason than to assure that all teachers become acquainted with the curriculum in use in the Territory. The Superintendent of Schools deserves commendation for the steps he has already taken in this regard, especially the holding of institutes and the preparation of the *Manual for Yukon Teachers*. He should continue to regard in-service training of teachers as a major function of his office, as it should likewise be of any Assistant he may have and of the principals of the larger schools.

The Alberta Royal Commission points out that "Orientation and improvement are the chief functions of an in-service program. The orientation of teachers new to a system, to a staff, to a new grade or subject assignment requires facilitation. The orientation of all teachers, when new ideas and practices are involved, is subject to the same need. Methodology and the selection of appropriate teaching procedures are implied in both orientation and improvement."⁽¹⁾

Certain principles must be established in any consideration of in-service training programs. There is a distinction between programs initiated by the administration and those initiated by the teaching body. Although the purposes of both are closely allied and although both must be co-operative projects if they are to attain their aims, there is general agreement that the former should take place largely in school time and at school expense while the latter should normally occur outside school time and at the teachers' expense. There are also very definite limits as to the amount of school time that can be taken from instruction of pupils in any one year even for the valid reason of improving that instruction.

⁽¹⁾ Report of the Alberta Royal Commission, op. cit., p. 188.

Salaries

- (a) The salary schedule used in the Yukon classifies teachers' certification according to years of training. The decision as to what constitutes a year of training is left to the Superintendent of Schools who is therefore attempting with few facilities to do the specialized work of a registrar. Carrying out Recommendation 47 would make for a more accurate basis of certificate classification.

The system stated in the existing teachers' Employment Contract⁽¹⁾ assumes that all training is past Senior Matriculation (Grade XII in all provinces except British Columbia and Ontario, where it is Grade XIII). Accepting this as a base, one year of training corresponds to "Level 2" as used by the Dominion Bureau of Statistics,⁽²⁾ or EB classification in British Columbia.

The two large British Columbia school districts closest to the Yukon are District No. 81 (FortNelson)⁽³⁾ and District No. 60 (Peace River).⁽⁴⁾ Both use the same basic salary schedule in 1960-61. Both have problems of teaching and living conditions comparable to those in the Yukon, in that they maintain one reasonably large central group of schools and a number of schools on the Alaska Highway. The Basic Yukon schedule for 1960-61⁽⁵⁾ is compared with them in Table XIII.

(1) *Teacher's Employment Contract, 1960-61* (Mimeographed), p. 1.

(2) Dominion Bureau of Statistics, op. cit., p. 9.

(3) "Summary of British Columbia Salary Schedules (1960)" *The B.C. Teacher*, Vol. 39, No. 6 (March 1960), p. 294 N.

(4) *Ibid*, p. 294 K.

(5) *Teacher's Employment Contract*, op. cit., p. 1.

TABLE XIII
Comparison of Salary Schedules

	Years of Training or Certificate Class	Minimum	Maximum	Increments
Yukon	0	\$3100	\$4100	8x\$125
B.C. (Fort Nelson) *	EC	3300	4100	4x 200
Yukon	1	3500	5500	10x 200
B.C.	EB	3600	5600	8x 250
Yukon	2	3700	5700	10x 200
B.C.	EA	3900	6150	9x 250
Yukon	3	4000	6200	11x 200
B.C.	SC	4400	6650	9x 250
Yukon	4	5200	8200	12x 250
B.C.	SB	5000	7700	9x 300
Yukon	5	5700	8700	12x 250
B.C.	SA	5200	8200	10x 300

(*Note: Fort Nelson offers a “northern allowance” of \$400 to \$500 in addition. There is no explanation of its application. Peace River North has no such clause in its agreement.)

Although no comparison has been made above with Alberta or Saskatchewan salaries, it would appear that Alberta⁽¹⁾ salaries are very much in line with those in British Columbia while Saskatchewan⁽²⁾ salaries are, with the exception of one school district, a little lower. Differences in the internal characteristics of schedules make complete comparisons impractical. The Table below shows minimum and maximum salaries on basic schedules in 1960-61 for the Yukon and for typical northern districts in each of the three western provinces. It also shows minimum and maximum salaries in each of the same provinces insofar as information was available at the time.

(1) *Alberta Teachers' Association Economic Bulletin*, Special No. 8 (June 24, 1960).

(2) *Saskatchewan Teachers' Federation, Summary of Completed Salary Schedules for 1960-61*.

TABLE XIV

Minimum and Maximum Teachers' Salaries, 1960-61

	Minimum	Maximum
Yukon	\$3100	\$8700
B.C. (Fort Nelson)	3300	8200
Alberta (Peace River)	3000	8000
Saskatchewan (Prince Albert)	2800	6800
Highest in B.C. (82 districts)	3500	8475
Highest in Alberta (27 districts)*.....	3200	8550
Highest in Sask. (71 districts)**.....	3850	8200

*As at June 24, 1960; **As at June 9, 1960. This one district seems much higher than any other reported.

It would therefore appear that the Yukon salary schedule for 1960-61 compares very well with schedules in western provinces. In the lower categories of certificates it would appear somewhat lower than its counterparts in northern British Columbia but in the upper categories would appear considerably higher. The maximum salary payable is actually greater than that offered in any part of the three western provinces.

Changes that might be made in the schedule to the advantage of recruitment and retention would be as follows:

- (1) Increments might be reduced in number and increased in amount so that teachers would reach their maximum earlier and thus have more incentive to remain in the Territory.
- (2) The existing subsidization of the housing of some teachers (to be discussed later in this chapter) should be reduced to money and added to the amount payable in the schedule. This would not only be more fair, as it would apply equally to all teachers, but would add to the attractiveness of the schedule in recruiting teachers from elsewhere. At present, many teachers are receiving more in real wages than the schedule states but the Territory is not getting the credit.
- (b) The present provisions for administrative and supervisory allowances seem fair. These provisions differ so from district to district elsewhere that comparisons are both difficult and of little value.
- (c) The present salary contract calls for compulsory membership of teachers in the Yukon Teachers' Association. If

compulsory membership is to be accepted, as it has been in all of the western provinces, it should form a part of the School Ordinance. It would seem logical in that case to recognize the Teachers' Association as bargaining agent for all teachers in future salary negotiations. This should not be done, however, until the Ordinance contains legislation outlining procedures to be followed in negotiation and legislation protecting the public interest.

- (d) The present situation, in which the salary of the Superintendent of Schools can be considerably less than that of a principal in the school system, is an anomaly. His responsibilities are much heavier; his training and experience should be more extensive. The Committee feels that this situation should be rectified.

Fringe Benefits

(a) Housing

Approximately two-thirds of the existing teachers have housing accommodation of various types supplied by either the Territorial Government, the Department of National Defence, the Indian Affairs Branch, or the separate school authority. Rentals charged vary from nil to \$50 per month, with \$40 per month being the most common.

There is little question that the Territory must supply suitable housing accommodation for a high percentage of its teachers; indeed, from the various briefs submitted it would appear that more housing is needed at the present time. The Superintendent's Annual Report also points out that providing more housing for married men would do much to attract suitable high school teachers.

On the other hand, there are definite weaknesses in the present policy. In most cases, the accommodation provided is much more costly to supply and maintain than the very nominal rent received. Not even in the cities of southern Canada, where costs of providing it are much less, could a person obtain accommodation of a similar type for anything like the small amount charged. Since all teachers do not require this low rental housing and do not receive it, the difference between the costs of providing it and the rent received is in each case an unfair addition in real wages to the teacher receiving it. This is therefore a differentiation in salary, not based on value received. Finally, the present policy does not encourage the building of homes by teachers or by those who might be interested in renting them; that is, it does not encourage permanent residence in the Yukon.

(b) Pensions

The only pension scheme available to teachers in the Yukon is participation in the Territorial Government's Annuity Plan authorized by the Annuity Plan Ordinance. This participation was authorized on September 1, 1958.

Very few teachers are taking advantage of the scheme and it is inadequate in benefits as compared with teachers' superannuation in most provinces.

The Yukon Teachers' Association has submitted what is an acceptable scheme to the teachers.⁽¹⁾ This plan is similar to that in other parts of Canada. Whether or not it is sound, only a detailed study by competent actuaries could determine. This Committee has the impression that the present teaching force is far too small to be able to ensure that any such elaborate scheme would work as a unit by itself, especially when such a large proportion of the teaching staff leaves the Territory after one or two years.

Nevertheless, it is true that until the Territory has a superannuation scheme approximately equivalent to that available to other teachers in western Canada it is unlikely to attract and hold experienced teachers. Most salaried personnel today expect to have a reasonable assurance through a contributory plan of security upon retirement.

(c) *Medical Services*

The provision of medical services⁽²⁾ through a contributory plan of some type is common in many parts of Canada. A suitable plan in the Yukon would probably help in retaining teachers, especially those with family responsibilities. Initiative in studying and producing a workable plan should be furnished by the teachers themselves and submitted to the Department of Education for its consideration.

(d) *Sick Leave*

At the present time the School Ordinance provides for four weeks of sick leave as a matter of right to the teacher and a further four weeks at the option of the Superintendent of Schools.⁽³⁾ There is no provision for cumulative sick leave, although this is common in the western provinces. Both Alberta⁽⁴⁾ and Manitoba Royal Commissions⁽⁵⁾ have recommended improvements in their existing provisions, with Manitoba suggesting an elaborate sick-pay insurance plan.

The Yukon Teachers' Association has asked that sick leave be made cumulative to a total of one hundred days. This would seem a reasonable request, since it would involve only teachers with a minimum of five years' service in the

(1) *Teacher Retirement Plan in the Yukon Territory*, Schedule "D" of the Brief to Yukon Committee on Education presented by the Yukon Teachers' Association.

(2) Hospital services are now covered under *An Ordinance to Provide Hospital Insurance for Residents of the Yukon Territory*, Chapter 2, Ordinances of the Yukon Territory, 1960 (First Session).

(3) *Yukon School Ordinance*, op. cit. pp. 1107-1108.

(4) *Report of the Alberta Royal Commission*, op. cit., p. 198.

(5) *Report of the Manitoba Royal Commission*, op. cit., pp. 55-61.

Territory, and might therefore assist in the retention of teachers.

(e) *Sabbatical Leave*

The Yukon Teachers' Association has made in its brief an extensive plea for sabbatical leave.⁽¹⁾ The Committee feels that the teaching group in the Yukon has not yet shown sufficient stability of tenure to justify instituting a fringe benefit which is still comparatively rare in Canada.

(f) *Transportation*

Under clause 11 of the existing *Teachers' Employment Contract*,⁽²⁾ travelling expenses from Edmonton or Vancouver of newly-appointed teachers and travelling expenses of teachers transferred within the Territory are paid. If a teacher has given two successive years of service and wishes to leave the Yukon permanently, his transportation expenses to Vancouver or Edmonton are paid.

Although the first provision is realistic, the second provision seems illogical. The purpose is obviously to encourage a teacher to stay in the Territory for a second year, but the fact that return fare is ensured may even help a teacher to make up his mind to leave at the end of that year. As an incentive to recruitment, it cannot have much effect and it is just as expensive to the Territory as recruiting a new teacher.

Recommendations

46. That, in view of the varied background of incoming Yukon teachers, every possible step be taken to ensure that they become familiar with the various aspects of the school system in use, especially in relation to the organization of schools and the programs of study. This will probably necessitate teachers' institutes early in each school year, teachers' study groups under the leadership of principals in the larger schools and very close supervision by the Superintendent of Schools, his assistant and the principals.

47. That, in order that there may be uniformity in the classification of certificates, arrangements be made with the Registrar of the Department of Education in one province, preferably that province of which the curriculum is used, to evaluate all pertinent documents of individual teachers to determine the class of teacher certificate that would be issued by the province concerned; further, that the classification of certificate determined by the aforementioned Registrar be thereafter recognized as the certificate classification of the particular teacher concerned.

48. That, in order that the qualifications of teachers may be as high as possible, the certificate standards set for employment of teachers at any grade level be the same as those used in the province classifying the certificates of the teachers. It is recognized

(1) *Sabbatical Leave*, Schedule "B" of the Yukon Teachers' Association Brief.

(2) *Teacher's Employment Contract*, op. cit., p. 3.

that, under conditions of a nation-wide shortage, it may not always be possible for areas remote from large centres of population to maintain absolute standards. It may be necessary to pick from those available the person best qualified even when his qualifications do not meet the desirable standard. In general, only teachers qualified by certificate to teach in secondary schools should be employed to teach grades above Grade VI, whenever such teachers are available.

49. That arrangements be made, if possible with the Registrar of the province referred to in Recommendation 47 above to recognize satisfactory service in the Yukon schools for permanent certification where satisfactory service is one of the conditions of permanent certification.

50. That the minimum qualifications for appointment to the position of principal of a secondary school be possession of a basic teaching certificate for secondary schools together with at least two years of successful experience in a secondary school.

51. That the minimum qualifications for appointment to the position of principal of an elementary school of six or more teachers be possession of a basic teaching certificate for elementary schools together with at least two years of successful experience in an elementary school.

52. That working conditions within schools be made as attractive as possible and that fringe benefits be made at least comparable to those elsewhere.

53. That, in common with all other Departments of the Territorial Government, the Department of Education publicize the natural advantages possessed by the Yukon, especially the lure it holds for the adventurous. In such advertising, the professional opportunities and benefits accruing to the teacher in the Yukon should be clearly stated. This should be especially true when advertising vacant positions. Literature on the Yukon and its opportunities should be sent to all Faculties or Colleges of Education in the western provinces. Advertisements for teachers should appear in issues of all teacher association magazines in the West.

54. That a study be made of the possibility of obtaining the services of established secondary school teachers from large urban centres such as Vancouver, Edmonton and Regina for periods of one year on leave of absence. In certain cases, exchanges might be arranged. Such "leaves" are already arranged for teachers in D.N.D. schools in Europe. Since so many service personnel are involved in Yukon schools, a similar arrangement might be possible.

55. That, in view of the large number of trained personnel brought into the Yukon by the Federal Government, the greatest possible use be made of certificated teachers to be found among the wives and families of such personnel. When it is possible, appointments of teachers should be made from among any certified persons likely to be resident in the community for at least a full school-year.

56. That each teacher on first appointment to a position in the Yukon be given a probationary appointment for a period of

one year ; at the end of this probationary year, that the Superintendent of Schools furnish the teacher a written report on his teaching ability, this report to state whether or not the probationary appointment is to become permanent.

57. That, once a teacher has been placed on permanent appointment, any suspension or dismissal of him by the Superintendent be subject to appeal to a board of not less than three members appointed by the Commissioner in Council. The Commissioner in Council will then, after consideration of the recommendation of the appeal board, decide whether the suspension or dismissal is to be upheld or revoked.

58. That, in order to encourage professional growth, when senior positions become vacant, preference be given to candidates from within the Yukon school system.

59. That a definite period of two days be set aside at the beginning, or close to the beginning, of each school year in the school calendar for an institute to be held under the direction of the Superintendent of Schools for the sole purpose of acquainting teachers with those features of the Yukon school system that may be strange to them. This institute should be held at Departmental expense and should be restricted to educational, not teacher association, matters. Plans for it may well be made before the close of school in the previous year, with the assistance of a representative committee of those teachers continuing in service.

60. That the principals of the larger schools be responsible for organizing in-service training programs in co-operation with their teaching staffs.

61. That Fall Conventions be held, but that all arrangements shall be the responsibility of the Yukon Teachers' Association and that expenses shall not be the responsibility of the Territorial Department of Education. Schools might be closed for this purpose for one day in the centre holding the Convention, probably Whitehorse, and for a time not exceeding two school-days in other areas from which it is necessary for teachers to travel to attend. Matters of purely Association concern should be programmed to a portion of the Convention outside school hours.

62. That, except for the Fall Convention, no school time be allowed for meetings of the Association.

63. That consideration be given to the following changes: ⁽¹⁾

- (a) Increasing all increments in the first four categories (0-3 years of training) to \$250 and in the highest two categories to \$300;
- (b) Reducing the number of increments in the lowest category to four, in the next three categories (1-3 years of training) to eight, and in the two highest categories to ten;
- (c) Increasing the minimum for three years of training to \$4200;

⁽¹⁾ The reference is to the schedule shown in Table XIII. The complete schedule is that to be found in the *Teacher's Employment Contract, 1960-61*.

- (d) Adding to all steps of the schedule an amount equivalent in dollars to the present net cost of subsidizing housing for an individual teacher. (No figures are available, but it would appear to be an amount in the neighborhood of at least \$500 per year.)

64. That, if compulsory membership of teachers in the Yukon Teachers' Association is to be required, provision be made for it in the School Ordinance and that the Association be then recognized as legal bargaining agent for all Yukon teachers under such procedures to be outlined in the School Ordinance as will protect the public interest.

65. That the salary of the Superintendent of Schools be adjusted to bring it into conformity with the responsibilities he discharges and the training and experience he requires.

66. That, insofar as possible, suitable housing accommodation for both married and single teaching personnel be supplied in each community where experience shows it is needed and be rented to teachers at a rate that will pay for both maintenance and the amortized capital costs; further, that the present difference between costs of providing housing and rentals received be estimated and that the present salaries stated in the salary schedule be increased in every case by an amount per teacher approximately equal in total to the difference. (In other words, the total increase on the salary schedule would be equivalent to the total cost of subsidizing housing at present and would be divided evenly amongst all teachers employed.)

67. That a joint study be made by the Territorial Department of Education and the Yukon Teachers' Association with a view to instituting a plan for teachers' superannuation approximately equivalent in benefits to those provided by superannuation plans in the three western provinces. If a plan such as that suggested by the Yukon Teachers' Association is impracticable because of the small numbers, it is suggested that the following alternatives be investigated:

- (a) the possibility of a more comprehensive plan for all Territorial employees than the present Territorial Government's Annuity Plan;
- (b) the possibility of the Yukon teachers being accepted by either British Columbia or Alberta teachers' retirement plans, with the Territorial Government making the necessary employer contributions.

68. That the Yukon Teachers' Association study the medical services plans available to teachers in the western provinces, especially the plan promoted by the B.C. Teachers' Association, and submit a practical plan for the Yukon to the Territorial Department of Education for its consideration.

69. That the existing sick leave provisions be amended as follows:

- (a) that the present four weeks of statutory sick leave with pay allowed in one year be retained but be stated as twenty days;

- (b) that the provision for an optional four weeks of sick leave be removed from the School Ordinance;
- (c) that the unused portion of sick leave be allowed to accumulate in the case of any teacher to an amount not to exceed in total one hundred days.

70. That no provisions for sabbatical leave be made at the present time.

71. That travelling expenses of newly appointed teachers and of teachers transferred within the Territory be paid as provided in Clause 11 (a) and (b) of the *Teachers' Employment Contract*, but that Clause 11 (c) be deleted from future contracts. The agreement already made with existing members of the teaching staff, must, of course, be honoured.

CHAPTER VII

Curriculum

Introduction: Curriculum in the Yukon and the Recommendations of Royal Commissions on Education

In its widest sense, curriculum has been defined as "a sequence of potential experiences set up in the school for the purpose of disciplining children and youth in group ways of thinking and acting."⁽¹⁾ A narrower meaning and the one more normally associated with it is contained in a definition formulated by a Director of Curriculum in one of the western provinces, "The selection and organization of subject matter which will best achieve the purposes set for the schools by the authority establishing them".⁽²⁾ The term will be used in both senses in this chapter as related to all of programs of studies used, text-book and other materials, methods of teaching and organization of schools, and activities of pupils.

The actual program of studies used in Yukon schools is that of British Columbia. This is a logical development, even considering that only a minority of teachers come from that province. The Yukon is connected with the rest of Canada by three direct routes; the railway line to Skagway and the sea, the Alaska Highway to Dawson Creek, and the airlines to Vancouver and Edmonton. Of all the provinces, British Columbia is in closest proximity. The economy of the Territory is similar to that of British Columbia rather than to that of the Prairie provinces. Problems are similar to those of the sparsely settled area of northern B.C. Although teachers from the Pacific coastal province are a minority, it is equally true that no other group of teachers with a common background of training is a majority and that therefore any curriculum chosen would offer the same difficulty.

(1) B. O. Smith, W. O. Stanley and J. H. Shores, *Fundamentals of Curriculum Construction* (Yonkers on Hudson: World Book Company, 1950), p. 4.

(2) J. R. Meredith, Director of Curriculum, Department of Education, British Columbia in a panel discussion at the University of British Columbia, July 28, 1960.

Nevertheless, part at least of the difficulties that have arisen have been caused by lack of familiarity on the part of the teachers with the total framework in which the program of study has been produced. In 1958-59 the largest school in the Territory, Whitehorse Elementary-Senior High School, had only five B.C. certificated teachers on its staff of 44. Only two of these possessed secondary school certificates while only three other teachers had certificates that fully qualified them to teach all high school grades in their own province or country. Three additional teachers possessed degrees without certificates, and one a degree with a certificate for elementary school work.⁽¹⁾ With the greatest goodwill in the world, a group with so many problems of adaptation to a novel situation would find it difficult to become thoroughly acquainted with all details of the program of study in their particular courses, let alone to absorb the background of that program.

The specific program does not exist in a vacuum. If the British Columbia curriculum is to be understood in its totality, so must the organization of the schools in that Province. The Manual of School Law⁽²⁾ for that Province, the various circulars issued by the B.C. Department of Education,⁽³⁾ the two Administrative Bulletins⁽⁴⁾—these at least must be understood by teachers before they can apply the curriculum intelligently in their classrooms. It is true that the School Law of British Columbia has no force within the boundaries of the Yukon, but provisions within it reinforce and give meaning to certain portions of the curriculum. They can be adopted where necessary to form part of the excellent manual already provided teachers in the Yukon by the Superintendent of Schools.⁽⁵⁾

The principals of the larger schools have a heavy responsibility in undertaking curriculum studies with their staffs. In the outlying schools, if the recommendation of this Committee for the appointment of an Assistant Superintendent of Schools is implemented, it will be his responsibility. In any case, the Superintendent must supervise the systematic planning of such studies.

Royal Commissions on Education have already reported in Alberta⁽⁶⁾ and Manitoba.⁽⁷⁾ The report of the Alberta Commission and that of the Manitoba Commission have only general sig-

- (1) *Annual Report on Operation of Yukon Territorial Schools, 1958-59*, op. cit., pp. 5-8.
- (2) Province of British Columbia, *Manual of the School Law and Rules of the Council of Public Instruction* (Victoria: Queen's Printer, 1958), 152 pp.
- (3) Circulars referred to are: *The Announcements Circular, The Administrative Circular, The Curriculum Circular, The Teaching Aids Circular, and The Chief Inspector's Circular*, all issued by the Department of Education, Victoria, B.C.
- (4) The two administrative bulletins are as follows: (1) Province of British Columbia, Department of Education, Division of Curriculum, *Administrative Bulletin for Elementary Schools 1958*, Issued by authority of the Minister of Education (Victoria, 1958). 64 pp. (2) Province of British Columbia, Department of Education, Division of Curriculum, *Administrative Bulletin for Secondary Schools 1958*, Issued by authority of the Minister of Education (Victoria, 1958) 112 pp.
- (5) Yukon Territorial Government, Department of Education, *Manual for Yukon Teachers*, Revised 1959 (Mimeographed). 53 pp.
- (6) *Report of the Alberta Royal Commission*, op. cit., pp. 76-136.
- (7) *Report of the Manitoba Royal Commission*, op. cit., pp. 125-162.

nificance in relation to the Yukon curriculum, since they are dealing with courses of study not in use in the Yukon. The two Commissions do not agree on a number of issues in their conclusions and recommendations. As their findings will in any case be available to the Royal Commission on Education in British Columbia, which has not yet reported, it is suggested that it would be unwise to adopt any of their proposals until such time as the Chant Commission has brought down its findings.

The Royal Commission on Education in British Columbia, under the chairmanship of Dean Chant of the Faculty of Arts and Science in the University of British Columbia, should be reporting this Fall. Since that Commission is dealing with the curriculum at present in use in the Yukon, since it has been able to work for a period of two years and has had quite extensive facilities for research, since it has the advantage of the experience of both Alberta and Manitoba Commissions, and since it has heard an unprecedented number of briefs, reflecting every phase of public and professional opinion, there is no doubt that its recommendations will carry tremendous weight in any necessary revision of the British Columbia (hence the Yukon) curriculum. It would be wise therefore not to make any hasty moves in regard to curricular change until its report is issued.

The School Program

(a) *Elementary*

Elementary pupils in the British Columbia school system are pupils enrolled in Grades I to VI, although some small isolated elementary schools enroll Grades VII and VIII. This is one example of how the Yukon schools have not, in their use of the B.C. curriculum, been consistent, as even in the largest centres in the Territory, they give Grades VII and VIII the general status of elementary school grades.

It is suggested that, although it may be necessary to place these grades in an elementary school where the total population is small, that they be looked on as junior secondary grades and placed in a secondary school whenever possible. This concept is the one recommended both by the Alberta Royal Commission⁽¹⁾ and by the Manitoba Royal Commission.⁽²⁾ Grades VII, VIII and IX should be considered as the junior section of the secondary grades.

Criticisms of the elementary program of studies in briefs to this Committee were very limited. One suggestion was made that the time allotments at the elementary level be changed. The criticism made is of time allotments⁽³⁾ as set out in the *Manual for Yukon Teachers*, which were apparently based on an earlier edition of the *Programme*

(1) Report of the Alberta Royal Commission, op. cit., p. 81.

(2) Report of the Manitoba Royal Commission, op. cit., p. 127.

(3) Manual for Yukon Teachers, op. cit., p. 44.

for the *Primary Grades*. Time allotments were revised in 1958 and appear in the *Administrative Bulletin for Elementary Schools*⁽¹⁾ and in the later edition of the *Programme for the Primary Grades*.⁽²⁾ These revised bulletins were available in the Yukon schools in the school year 1958-59. The only action now necessary is to revise in accordance with them the time allotments shown in the *Manual for Yukon Teachers*.

A number of suggestions as to the use of drill in language, spelling, and reading seem also to be based on a misconception that any program of studies can and should tell a teacher *how* to teach. Methods must vary both with the teacher and the class to be taught. Any method which results in true learning of the skills and knowledges to be taught is a good method. There is an implication that the official program of studies suggests that drill is unnecessary. This is not the case. There are many instances of suggested drills in the program and there is insistence throughout that skills must be mastered. Drill is not, however, of any value by itself. It is only when drill is preceded by understanding that it has purpose.

Certain suggestions have been made as to the arithmetic syllabus. At the present time, curriculum committees are undertaking a study of the elementary arithmetic course in both Alberta and British Columbia. A joint committee is attempting to co-ordinate the work in the two Provinces concerned so that the revised courses when produced will be parallel. The use of visual aids in this course, as suggested, is entirely possible now if the teacher concerned wishes to use them. This again is a matter of method.

The suggestion that the present Social Studies curriculum, which deals in Grades V and VI with world geography, be replaced by a course in Canadian history and geography has not been supported by any specific reasons for the change suggested. Such a change would leave elementary school pupils without any background in world geography and would necessitate changes in the sequence of work at higher levels. The Committee can see no particular advantage to be derived from the change. The accompanying suggestion that it would make possible the use of visual aids does not seem to follow. Visual aids should be used as needed whatever the content of the program.

There has been a suggestion also that oral French be taught in the elementary schools. The experience in British Columbia is that, contrary to popular belief, not all children are capable of developing use of two languages

(1) *Administrative Bulletin for Elementary Schools*, op. cit., p. 12.

(2) Province of British Columbia, Department of Education, Division of Curriculum, *Programme for the Primary Grades: Programme of Studies for the Elementary Schools of British Columbia*, Issued by Authority of the Minister of Education (Victoria, 1957), p. 9.

at one time. Experiments there tend to show that "pupils of average and better than average ability can be taught successfully to understand, to speak, and to read a limited amount of French,"⁽¹⁾ but only if the best of oral teaching is available. "The most important single factor in the project appears to be the competence, interest and special ability of the teacher."⁽²⁾ British Columbia has developed courses now, beginning at the Grade V level and continuing through Grade VIII. If the Yukon wishes to carry on this work on an experimental basis, the experience of British Columbia is available to it. It would perhaps be wiser, however, to see how the B.C. pupils who have taken the course succeed at Grade IX level next year before undertaking any full scale project.

The age of children entering school in Grade I has been questioned and the suggestion made that a limitation be placed on entrance. The existing practice in the Yukon is in line with that common on this continent; namely, permitting the entrance of children with a minimum chronological age of five years and eight months. The proposed method of giving "readiness" tests to children under the age of six years is theoretically sound but has the definite disadvantage of identifying children at a very tender age with a "rejected" label. In practical experience, it has proven unsatisfactory in most centres where it has been tried. In small centres, such as those in the Yukon, it would produce greater problems than any educational advantages gained could justify. There is considerable doubt as to whether "readiness" tests are valid in any case.

The present Grade I program has a specific section devoted to "readiness" training on the assumption that children entering school have had no kindergarten training. There is fairly sound evidence both in North America and in Europe that kindergartens are educationally valuable to children. Under existing conditions in the Yukon, where both teachers and accommodation appear difficult to provide, the major responsibility of the Territorial Government would seem to be for the accepted elementary grades. Since it requires approximately 50 to 60 pupils to keep a kindergarten teacher employed full-time (assuming the usual half-day kindergarten pupils), only Whitehorse could sustain separate kindergarten classes. In all other centres, kindergarten would have to be part of the regular organization.

The Yukon Teachers' Association also states in its brief: "For maximum efficiency in teaching of primary grades it is essential that the classes be limited to not more

(1) Department of Education, Division of Curriculum, *Experimental Project for the Teaching of French in the Elementary Schools*, Interim Report of the Elementary French Planning Committee, Victoria, December 1959 (unpublished and mimeographed), p. 7.

(2) *Ibid.*, p. 8.

than 25 pupils.”⁽¹⁾ This Committee knows no proof for this statement but regards it as a matter of opinion. In actual fact, classes have not been inordinately large in the elementary schools, with the sole exceptions of Christ the King and Whitehorse Elementary Schools. In both these cases, the problem may have been caused by shortage of space rather than by shortage of teachers. Even under these circumstances, the average net enrolment per registered class in the Christ the King School was 33.0 and the average daily attendance 28.6 in the year 1958-59, while the same figures for Whitehorse Elementary-Senior High School are 32.2 and 28.1 respectively. There might have been some alleviation of the high figures for some primary classes by slight increases in enrolments for intermediate and senior grades if the principals had considered such a move wise. It is felt that *Recommendation 77* should cover this matter adequately.

(b) *Secondary*

In the program of study used in the Yukon, it is assumed that pupils in Grades I to VI are primary pupils and that pupils in Grades VII to XII are secondary pupils. Grades VII to IX comprise the junior secondary grades, or junior high school, where the pupil in early adolescence makes the transition from the one-teacher, non-departmentalized elementary school situation to the multi-teacher, fully departmentalized high school. In an ideal junior high or intermediate school, the student in Grade VII has a home-room situation not too different from that of the elementary school, but does take a minimum of specialized work with other teachers. In Grade VIII, there may be some increase in the amount of departmentalization; in Grade IX, it is probably as complete as in the senior high school grades.

In curriculum, the intermediate school should also show a progression from an almost completely prescribed course in Grade VII to one involving a general core but some definite electives in Grade IX. All the junior high school grades should give the pupil some acquaintance with the wide field of human knowledge in order that he may discover in what area his specific potentialities lie. At this level, he requires much guidance and a great deal of counselling.

The senior high school grades, Grades X to XII, develop the potentialities of each student. In departments, under the teaching of subject specialists, the student has the opportunity to develop his potentialities in preparation for further education at the university or elsewhere, or for the world of work. Grade XIII, or Senior Matriculation, is not a part of the high school course but the approximate equivalent of the first University year in Arts and Science, often required for entrance to some other

⁽¹⁾ *Brief to Yukon Committee on Education submitted by Yukon Teachers' Association* (Whitehorse, June 7, 1960), p. 8.

faculties or to some particular fields of non-University training.

In the western provinces, there is some difference of opinion as to whether the secondary grades should not all be included in one school, as is customary in England, or should be separated into two schools, a junior and a senior school. Both systems are used in British Columbia, with the latter now predominant.⁽¹⁾

Normally, the transition in a growing community would be as follows: First, all grades are found in one school as in the existing situations at Dawson and Whitehorse. When two schools are required, the division is made into two schools of six grades each—an elementary school and a secondary or junior-senior high school. This makes possible joint use of special facilities such as laboratories and shops at the secondary level, ensuring the most economic utilization of them. As soon as these facilities require duplication, usually about the time the six-grade school has reached a population of 750 or so, a decision must be reached as to how the next division is to be made, whether into distinct intermediate and senior high schools or into regional, combined secondary schools. That decision will depend not only upon general philosophy, but also upon the distribution of the school population within the area served.

Since the Yukon area has as yet had no experience with any save elementary-senior high schools, it is suggested that the names suggested in *Recommendation 82* be used for future schools at the secondary level. This is done advisedly. The term "junior high" is well established, but has had an association in the minds of pupils, lay persons, and even teachers with the older term "high school" that has done much to confuse the quite different functions, mentioned earlier in this chapter, of the junior and senior schools. It may be a small point, but it has had in some cases a psychological effect that has been undesirable.

The specific situation in regard to Whitehorse and the Yukon is dealt with in Chapter VIII, but the general rules are properly a topic for this chapter.

In the first place, teaching at the secondary level requires no more skill in teaching but a markedly greater background in the subject field taught. To offer even the narrowest of effective high school programs demands library and laboratory facilities of a high standard. Economic utilization of these requires enrolment of a minimum number of pupils. The tendency to offer Grade IX and high grades in schools where qualified teaching

(1) In September, 1959, 54.7% of all secondary pupils were enrolled in distinct junior and senior high schools as compared with only 37.9% in the combined junior-senior high schools. The former schools outnumbered the latter by 89 to 71. This information is from an unpublished report of the B.C. Department of Education, *Report on Certain Statistics in Form K, 1959-60* (Mimeographed), 4 pp.

personnel and suitable physical facilities are lacking and where it is unreasonable to supply them is to be decried. There are other and better means of educating these isolated children. These will be discussed later.

At the secondary level, both administrative and supervisory tasks are greater. There is also a necessity of splitting some senior classes into small groups in order to give them the courses they need. More teachers are therefore needed than where all students take exactly the same course. In addition, counselling and library services are essential, so that not all members of the teaching staff are teaching all the time. The over-all pupil-teacher ratio should therefore be less than in a purely elementary school.

The Yukon Schools ostensibly use the British Columbia program of studies in both junior and senior high schools, but it is difficult to say to what extent this is true at the Grade VII and VIII level. Certainly there is no relationship in the matter of time allotments in the larger schools. If time allotments differ so radically, it is reasonable to assume that content and its treatment also differ. The following table was compiled from the actual timetables submitted for Grade VII and VIII in Whitehorse and Dawson schools:

TABLE XV

Comparison of Time Allotments (Minutes per Week) in Grades VII and VIII

		(1)			
Grade	Course	B.C.	Y'kn Sch. A	B	C
VII	En 7	200-280	440-480	540	525
	HPD 7	200	80	130	180
	SS 7	200	160-200	195	225
	Ma 7	240	200-280	200	250
	Sc 7	120	160-200	135-	150
	Art 7	80	40	40-45	60
	Mu 7	80	40	60	—
	Library 7	40	40	35	35
	IA 7 or	160	—	—	—
	HE 7	160	80	—	—
VIII	En 8	200-280	360-440	525	525
	HPD 8	200	80	170	180
	SS 8	200	160-200	160	225
	Ma 8	240	200	170	250
	Sc 8	120	160-240	165	150
	Art 8	80	40	65	60
	Mu 8	80	40	40	—
	Library 8	40	40	30	35
	IA 8 or	160	—	80	—
	HE 8	160	120	80	—

(1) *Administrative Circular for Secondary Schools, 1958, op. cit., pp. 22-23.*

Although it is fairly evident that lack of physical facilities has led to curtailment of time for certain courses, and that extra time is therefore available for other courses, this does not account for reduction of time allotments in such essentials as Mathematics or Social Studies, nor even in the exploratory courses in Art and Music. The excessive time spent in English in most cases could only be justified if it produced a standard of achievement in that field far above that of other Canadian students. There is no way of showing this to be true.

In any case, whereas the time allotments in the British Columbia Programme do not differ very greatly from those recommended by the Manitoba Royal Commission,⁽¹⁾ they are far different from those used in the Yukon schools.

It has been suggested that the study of foreign languages might commence in Grades VII and VIII. If suitable teachers are available, there is no reason why this cannot be done in the excess of time now being used for English. The study should be an elective, however, and restricted to pupils whose achievements in the study of the English language has been superior. If a pupil has failed to master his own tongue he is unlikely to be successful at mastering one with which he is unfamiliar.

The suggestion that more time be spent on grammar and written work, and less on oral work, has merit in some aspects. It should not be forgotten, however, that the spoken language precedes the written language both in individuals and historically. People communicate orally, too, far more frequently than they write and often, unfortunately, with even less clarity. The Committee cannot agree that less should be done in oral language but wholeheartedly endorses the idea that more practice be given at all grade levels in writing, which would involve the practical use of grammar.

A new health and guidance program is being produced in British Columbia at the present time. The tentative program, to replace Health and Personal Development 7 and 8, will be released for use in September. This new program should silence most of the existing criticisms.

In the field of mathematics, there is somewhat of a revolution in progress. Experimental studies are being carried on in many parts of the world at this time, including the western provinces of Canada. It would be unwise therefore to consider introducing more of the traditional mathematics at the Grade VII and VIII level as has been suggested, when the whole instructional program in this field is likely to change. Mathematics teachers should be preparing themselves by studying the newer concepts. Some school districts in British Columbia are starting this year on a radically different program in Grade VII. Teachers

(1) Report of the *Manitoba Royal Commission*, op. cit., p. 153.

in the Yukon who are trained in "modern" mathematics might find out about this project and take part in it.⁽¹⁾

A suggestion from Dawson is that "home-making" courses be started in that centre for Grades VI-VIII. The Committee feels that both Home Economics and Industrial Arts have marked value as compulsory subjects at the Grade VII and VIII level. Unfortunately, teachers of both are in very short supply. Even when teachers are plentiful, it is uneconomic to provide home economics laboratories and industrial arts shops where there are insufficient pupils to warrant the services of at least a half-time teacher. It is estimated that this requires at least 125 pupils (boys and girls) in the grades affected. Where these conditions exist and a suitable teacher can be found to teach half-time in the special field and half-time in other subjects, Home Economics and Industrial Art are justified. Where facilities are provided, they can of course be used for elective courses above Grade VIII.

The Yukon Teachers' Association has suggested that counselling of a child is very necessary before he enters high school. By "high school", the Association means Grade IX. With this suggestion the Committee concurs. By the time the child enters Grade X he should have a rather clear idea of his own potentialities and a concept in the most general way of what he would like to do when he completes school. One of the counsellor's main functions is to advise the child and his parents as to the educational route he should follow in order to realize his capabilities. This is in addition to the assistance offered in the pupil's emotional or social problems within the school and the furnishing of the vocational information he will need before leaving school. This guidance should start at the Grade VII level or even before.

The Committee does not agree that the counsellor or the school should decide what course or program a child shall follow. The counsellor's role is to define the problem for the child and his parents, to point out the various ramifications of it, and to advise professionally in the light of his knowledge of the child's capabilities.

Once he has done this, the parents and the child must reach a decision as is their right. If the decision reached should prove wrong in the future, it has been at least made with the full knowledge of the information possessed by the school.

Schools have a duty to keep the parent completely informed as to what program a pupil is taking and as to his progress in it. The written consent of the parents should be obtained each year to the courses taken and to any changes in courses once they are elected.

The high school curriculum in British Columbia, as

(1) Those interested might write to the Director, Division of Curriculum, Department of Education, Victoria, B.C.

used in the Yukon, consists of two programs, one leading to University Entrance and one to general graduation. Each has a common core of English, Social Studies, Health, Physical Education and Guidance.

The University Program requires three compulsory years of Mathematics, two of a foreign language and two of General Science. The remaining 35 credits of a compulsory minimum of 120 credits in four years (starting with Grade IX), must furnish three majors by completing advanced courses in English, Social Studies, Languages, Mathematics, Science, Agriculture, Art, Commerce, Home Economics, Industrial Arts or Music.

The General Program also requires three years of Mathematics, one year of a science, two years of sequential study in one other field and one major instead of three. It requires the same number of credits as the University program.

The B.C. curriculum,⁽¹⁾ as noted above, is likely to be modified after the report of the Royal Commission is received. If the Yukon continues to use it as has been recommended, it will also receive the benefits of any changes made. Only one brief has really offered any major criticism of it, and this particular brief asked for a purely academic, university oriented, high school program. This seems quite in opposition to both Alberta and Manitoba Royal Commission recommendations, as well as to the opinion of this Committee.

The chief difficulty to full implementation of the curriculum in Yukon schools is the size of the schools. The largest school in the Yukon has at present only 180 pupils above Grade VIII and only 16 in Grade XII. By 1965, it is estimated that these numbers will be only 325 and 43 respectively.⁽²⁾ Dr. Conant estimates that 100 pupils in the graduating year are required for the type of school he recommends in his report on the American high school.⁽³⁾

There is no use of any school's undertaking a wider program than its facilities in the way of staff, equipment and buildings will merit. It is more important that it teach well what it can teach than that it disperse its energies over a wide field without reaching a high standard in anything. Most small high schools must therefore remain predominantly academic in their offerings for two reasons:

- (1) The traditional role of the high school is academic. The public therefore demands first that it discharges this function, whatever the other needs of the community are.

(1) See *Public Elementary and Secondary Education in British Columbia*, op. cit., pp. 16-17.

(2) See Appendix A of this Report.

(3) James B. Conant, *The American High School Today* (New York: McGraw-Hill, 1959), p. 14.

- (2) The academic subjects apparently demand less expensive equipment than do other subjects. "Apparently" is used advisedly. In reality, expensive libraries, laboratory equipment and tools for geographical and historical study are often needed badly but are not necessarily supplied, while motor mechanics simply cannot be taught without the necessary machinery.

It is therefore unlikely that any school except the proposed composite school at Whitehorse will in the next five years be able to teach more than the bare bones of the University Program.

The Whitehorse School is at present offering almost as varied a course as its facilities warrant. It is possible for a student to take either a University or a General Program. Students may major in English, Social Studies, Mathematics, Science, French and Commerce. Some work is possible in Home Economics, in Art and in Geology. In an attempt to meet the individual needs of students, all the alternative courses in English and Mathematics have been provided. It is possible for a student to take a reasonably complete vocational course in either the stenographic or clerical portions of commercial work, with the exception of work with business machines. With the single exception of Industrial Arts, which would be of great value to the boys, the school is offering as wide a curriculum as is available in most centres of ten thousand population. Although this is done with a rather larger staff than a school of this enrolment can generally afford, the Territory is to be congratulated on the measures already taken to provide for individual needs of secondary students in its central school.

Several of the briefs mentioned the necessity of "streaming" at the secondary level. In effect, this is what exists at the present time in provision of the two programs. There are certainly specific academic abilities required before a student can successfully complete a University Program. At the present time, the choice is made by parent and student acting on the advice of the school. The suggestion is made that the choice should rest only with the school—"that the school cannot guarantee the standards of any programme unless the school has control over entrance of pupils."⁽¹⁾ This is an untenable statement if it means that the school may *arbitrarily* decide what a pupil shall take. The school has at present the right to determine its passing standards at any level and to fail pupils who do not meet them. It has the duty to point out to the parents and pupils the difficulties that may lie in the way of a certain course of action. Should the parent decide that the pupil, who has fulfilled the necessary prerequisites for a certain program is, in the face of the school's advice to the contrary, going to take it, then the school should give him the opportunity. If he fails

(1) Brief submitted by Yukon Teachers' Association, op. cit., p. 7.

to measure up to the standards demanded for it, he will fail. The argument that this lowers standards is hard to justify. No matter what the quality of students in a class, there will always be pupils who are marginal in relation to the average ability in the class. Standards are set by good teaching, not by the arbitrary exclusion of marginal pupils who have the minimum qualifications for entrance.

The suggestions as to vocational education are treated in another section of this report. A very practical method of giving the general program "somewhat higher standards"⁽¹⁾ would be for the staff of a school to make a study of each course offered, reviewing its content and the methods used to teach it. There is nothing to prevent enrichment of any course to the extent that the teacher feels practicable; indeed, such enrichment is at present possible and should be encouraged.⁽²⁾

In these relatively small schools, the number of pupils of "superior" ability will be limited. Normally, not more than 15% of any heterogeneous group would qualify for this category. Treatment must therefore be on an individual basis. The suggestion that subject acceleration be used with them is quite sound, but only if the school has a definite planned program for such acceleration. Continuity of staff is also a major requirement. The existing curriculum lends itself quite readily to the second suggestion that these students be encouraged to enrich their programs by taking as many majors and as many University Program courses as practical. This suggestion does not depend to the same extent on long-range planning and staff continuity. The suggestion of taking additional Grade XIII courses is only feasible in large schools. Any Grade XII student is at present permitted to take only one Grade XIII course. Some mitigation of this ruling might be possible by special arrangement in exceptional cases.

The suggestion that there be more "constant" or "core" subjects has already been dealt with to some extent. It should be pointed out that the proposal that two years of Mathematics be required of all students is already in force and has been for the past two years. Indeed, a three-year sequence is required in this subject at the present time.⁽³⁾ Science also is a required subject for study by all students, University or General Program, at the Grade IX level. There is some merit in extending its study one more grade.

(1) *Ibid.*

(2) Administrative Bulletin for Secondary Schools, 1958, op. cit., p. 11, states: "The Department of Education would like to see experiments in special treatment of brighter classes by enrichment of courses, or even by limited accelerations. In the case of slower pupils, the practice of limiting courses to essential skills and knowledge also has much to commend it. Indeed, the practice of treating all classes alike is to be deplored."

(3) *Administrative Circular for Secondary Schools*, 1958, op. cit., p. 24.

The Committee would also agree that there be emphasis on teaching and drilling fundamental facts and processes in all subjects, not just English, Mathematics, Science and Social Studies, but in any course that is taught. One of the distinguishing features of the good teacher is the power to discriminate between the skills and knowledges essential to further learning or to use of what has been studied and the less essential subject-matter, valuable as it may be, that enriches and illustrates the course. Once these skills and knowledges are understood, they require drill for fixation first and, at intervals thereafter, for maintenance. Practice cannot be left to chance but must be planned in varied settings until mastery is complete.

The suggestion that Grade XIII be added to the program of the Whitehorse Secondary School has been made. Grade XIII courses are accepted by the University of British Columbia as equivalent to those given in the first year of Arts and Science. If these courses are to be offered by a high school, they must measure up to University standards. The school must therefore be able to provide laboratory and library facilities and a teacher with extensive university background in his teaching field. The enrolment of pupils in the grade must be large enough to justify the expense involved. In British Columbia, no senior matriculation class may be established in a public school without the consent of the Deputy Minister of Education. Normally, ten pupils are considered as the minimum number for such a class. Even this minimum is not wholly satisfactory. Although not ideal, about thirty students in a very well-equipped school with a wide choice in senior staff would give a better chance for effective work at university level.

How does this apply now and in the foreseeable future in the Yukon? In 1958-59, the whole territory produced seven Grade XII graduates on the University Program.⁽¹⁾ In 1959-60, the figure appears identical. Not all Grade XII University Program graduates will proceed to senior matriculation in the Yukon. Some will be going directly to university; others to further training of a technological nature such as that given to nurses or laboratory technicians; still others will be leaving school for marriage or employment. Under the best of conditions the Grade XIII enrolment is unlikely to include more than one-third the Grade XII University Program graduates. Barring unforeseen events, the Grade XII population of the whole Territory is estimated for September, 1965, at 81. Based on existing retention figures, only about 25 of these will graduate on the University Program. Not more than nine of the graduates would be available for senior matriculation. This would not meet minimum requirements suggested. The Territory would probably be doing more for its children, if it used even a portion of what it would cost

(1) *Annual Report on Operation of Yukon Territorial Schools*, op. cit., p. 11.

to establish senior matriculation, in paying scholarships to all University Program graduates proceeding to first year University.

(c) *Correspondence Courses and Similar Facilities*

Correspondence courses are available at both elementary and secondary level through the two Divisions of correspondence of the Department of Education in Victoria.

At the elementary level, the present Yukon School Ordinance provides for a minimum of fifteen pupils to establish a school. This Committee's recommendation would reduce that number to ten. In actual fact, at least one school has been in existence where the number of children enrolled was only four. There have been many variations in the administrative handling of areas where there were few children. It is suggested that some uniform rules for dealing with all of these should be laid down.

If there is a sufficiently large number of children for a school, then the Territory should provide one. If it is necessary to rent school facilities or to pay for some services provided by a Department of the Federal Government, this should be done.

In all other cases, where there are too few children for a school, there should be some provision of facilities by the Territory, but these must be limited in some practical way. The individual who is employed or chooses to live in an area so isolated that it cannot produce minimal school facilities does so by choice in order that he may satisfy some specific need of his own. In some other cases, the responsible Federal Department can make arrangements for sufficient children for a minimal school by suitable appointments or transfers. In any case, although the Territory has responsibility for the education of its children, it cannot be forced into an unreasonable expenditure by circumstances over which it has not control.

There is some analogy or precedent available for any action to be taken in this regard. Periodically, the various Departments of the Federal Government agree with the Territorial Government on a fixed fee to be paid by the Departments to the Territory on behalf of each child educated in Territorial schools, for whose education the Federal Government is responsible. That fee is at present \$250.00.⁽¹⁾ The average operating cost per child of educating children in the Territory in 1959-60 was approximately \$327.00.⁽²⁾

There are several ways in which children in more isolated areas can be educated by providing:

(1) *Interdepartmental Committee on Federal-Territorial Financial Relations*, op. cit., pp. 6-7.

(2) Calculated from data in *Government of Yukon Territory Estimates 1960-61* (Mimeographed), p. 22.

- (1) dormitories or boarding allowance in a centre where schools are provided;
- (2) transportation if the children are within daily travelling distance of a school;
- (3) supervised correspondence courses; and
- (4) unsupervised correspondence courses.

The first two, (1) and (2) above, are treated in an earlier chapter. Here we are concerned with the last two.

Text-Books and Their Suitability

It is logical that text-books should be those in harmony with the curriculum used, in this case with the British Columbia curriculum. The texts authorized in the coastal Province are chosen with care by committees composed of experienced and capable teachers. Although these revision committees may in some cases make choices with which all teachers do not agree, they at least make them only after lengthy study of all texts available and are less likely to be fallible than any individual whose experience is of necessity limited to only those books with which he is acquainted. Normally, too, the breadth and depth of experience in a revision committee are both greater than to be found in any one person, however, capable.

In the Yukon, texts were at one time rented but last year were supplied free to Territorial schools. In any such scheme of supply, texts must be reasonably uniform if costs are not to be prohibitive.

In the separate schools, it has been the custom in most provinces to permit use of special readers in the primary grades. A request has been made for extension of this privilege to other subjects than reading. The committee agrees with the Alberta Royal Commission and for the same reasons that it is not in the public interest to accede.⁽¹⁾

There may be some special instances where, because of a special course or experimental work or a special class, the Superintendent feels that an alternative text-book might be authorized. In such a case, he should make a recommendation to the Commissioner in Council, who will authorize it or not.

Local Curriculum Committee

Several suggestions have been made in regard to local control of the curriculum. One such suggestion would have curriculum become a purely local matter. A group of 96 teachers, most of whom are relatively transient, would find it difficult, if not impossible, in any single subject field or at any single grade level to secure experienced people in sufficient numbers to carry out the onerous task of constructing or revising a syllabus efficiently. What the Yukon teachers can do is to study the prescribed curriculum in the light of local conditions and to make suggestions based on their experience in the Territory as to necessary adaptations. **These**

(1) Report of the Alberta Royal Commission, op. cit., pp. 271-273.

suggestions might well be mimeographed and issued as a series of teaching manuals.

There are many examples as to what needs to be done, but one may suffice. A child brought up in an isolated community who has never been "outside" must find much of the material in his text-books incomprehensible. As more Indian children come into the Territorial schools, the necessity of interpreting the foreign environment of city-produced texts and of translating the learning of skills into terms meaningful to them will be a major problem. This is as much curriculum building as the production of the program of study itself.

British Columbia would welcome participation of Yukon teachers in curriculum revision. Most revision to date has been done by committees working throughout the year. Members of these committees must be readily available so that the expense of travel will not be prohibitive. There has been a recent proposal that some revision work be done through summer workshops. If this proposal is carried out the Yukon could be represented.

Teaching Practices

(a) *Length of the School Day*

The School Ordinance sets out the school hours as nine to twelve and one to four, a total of six hours. With the Commissioner's approval, the Superintendent may alter or shorten school hours for any school. This apparently has been done, since the times listed in the weekly schedule of time allotments in the *Manual for Yukon Teachers* total only five hours.⁽¹⁾ The time-table scheduled for rural schools totals five and one-half hours, however.⁽²⁾

School timetables show differing times from 4 hours and 15 minutes for some primary grades to 4 hours and 30 minutes for other grades. Lunch takes from one to one and a half hours in various schools. Apparently there have been some difficulties in connection with bus transportation schedules, but there is no reason why any adjustments necessary to provide for the conveyance of children should not be made without shortening the school-day.

(b) *Length of School-Year*

Several suggestions have been made as to increasing the number of school days in a year.

The effective section of the *Yukon School Ordinance* sets a minimum of 180 school days in a school-year.⁽³⁾ In practice, all classrooms were in session in 1958-59 for periods varying from 176.5 to 194 days, with a median of 190.0 days.

(1) *Manual for Yukon Teachers*, op. cit., p. 46.

(2) *Ibid.*, p. 47.

(3) *Ibid.*, Section 11, p. 1106.

TABLE XVI

Number of Days in Session, 1958-59⁽¹⁾

No. of Days	No. of Classrooms
176.5	1
179.0	1
182.0	1
184.0	1
185.0	1
185.5	2
186.0	3
187.0	3
188.0	2
188.5	1
189.0	7
189.5	2
190.0	33
191.0	1
191.5	2
192.0	10
194.0	1

Median 190.0

This is not an unreasonable picture, in view of the difficulties of keeping schools in session in those centres where no substitutes are available. It is noted that the Manitoba Royal Commission suggests 195 school-days in a year, inclusive of "examination" days, as a realistic solution. It points out that the 200 teaching-days at present required by their statutes are impossible in most years unless schools open in August.⁽²⁾

Any drastic increase in the length of the Yukon school year would necessitate a change in Section 9 of the Yukon School Ordinance, whereby the school-year begins on the first day of September and continues to the thirtieth day of June.⁽³⁾

It is doubtful whether any area in Canada is yet ready to keep its schools open in the traditional holiday months of July and August, or whether it would yet be to the advantage of the Yukon to deprive its teachers of the opportunity in the summer for further education at one of the many summer schools in Canada.

It would seem sufficient to retain the present school year with some minor adjustments to bring it into line with other recommendations. These adjustments can be

(1) Data from *Annual Report on Operation of Yukon Territorial Schools, 1958-59*, op. cit., pp. 3-8.

(2) *Report of the Manitoba Royal Commission*, op. cit., pp. 262-64.

(3) *Yukon School Ordinance*, op. cit., Section 9, p. 1105.

shown in the school calendar which is issued at present by the Department of Education.

(c) *Advisability of Separation of Students of Varying Academic Achievement*

Although a number of suggestions occurred in briefs submitted regarding the necessity of separating students of varying academic achievement, not too much attention was paid in the formulation of these to the realities of the Yukon situation. In theory, any sound system of education must make provision for individual differences in the abilities and interests of children. In practice, in most of the Yukon schools enrolments are so small that it is impossible even to separate grade levels to any marked extent. In such circumstances, the teacher must be relied upon to give what individual attention he can, without any complex administrative arrangements.

Some discussion has already been given to the possibilities of streaming in the largest high school, so that there is no necessity in repeating that discussion here. The process of selecting one of the two programs and of courses within those programs is in itself a streaming process. The mean ability of those who take the University Program is much higher than those who take the General Program, while those who elect Physics 91 are normally more scholastically capable persons than those who elect English 93.

In the elementary and intermediate (junior high school) grades where there is more than one class to a grade, it serves to reduce the range of ability within a class if some attempt is made to assign pupils to their classes with reference to their past achievement. This is not "homogeneous" grouping, because truly homogeneous grouping does not exist, but it does reduce the range of abilities within a single class so that the teacher may adapt both the content and methods of teaching to some extent. If the administrative device of "grouping" is not accompanied by this differentiation of both content and method, there is no point to it at all.

In smaller schools, where there may be one grade to a class, or even two grades to a class, it is advisable to group pupils in the tool or skill subjects according to the level of achievement they have already reached. In the ungraded or partially graded school, this type of grouping may readily be done across grades.

Some interesting experiments in breaking down the rigid grade system are going on in various parts of western Canada. Elementary school principals and teachers are urged to study carefully the implications of the promotional policy set out in the *Administrative Bulletin for Elementary Schools*.⁽¹⁾ This sets out a system where

(1) *Administrative Bulletin for Elementary Schools*, 1958, op. cit., pp. 46-49.

brighter pupils would complete the elementary school program in five years and slower pupils in seven years, but where every pupil progresses at a rate compatible with his ability without either "failing" or "skipping". A similar scheme which would repay study is the "unit" system of progress used in some Edmonton schools.⁽¹⁾

At the junior high school level, greater attention should be paid in Grades VII and VIII classes to concentrated teaching in the tool or skill subjects with slower pupils, so that these may need no remedial attention at the upper levels of high school, and to more enrichment of courses with opportunities for individual study projects for the superior pupils. These individual projects can be organized and discussed in seminar groups.

The problem of the very slow learner is quite a different one. He accounts for approximately three per cent of the school age population. He is capable of mastering a very much modified elementary school curriculum at a very slow rate. His top academic achievement will probably not exceed that normally reached by a Grade VI student. Nevertheless he often becomes an efficient and useful citizen, carrying his full weight in our democratic social structure. It is a duty of the schools to see that he progresses steadily at his own rate until such time as he is ready to undertake occupational training.

This is the function of special classes for slow learners. In the larger cities, these classes are normally organized at three levels—primary, intermediate and senior—with the first two assigned to the elementary school and the last to the intermediate (junior high school) level. Progression is through these three special classes, rather than through the regular grades. It normally requires about 500 pupils in a school before a special class of approximately fifteen pupils is warranted.

(d) *Scholarships*

At the present time there are two scholarships offered at the Grade XII level by the Yukon Territorial Government. One of these is a proficiency scholarship of \$250; the other is a scholarship in science and mathematics of \$1,000. This could quite readily result in the better student receiving less tangible recognition than a second student who has not done as well. The situation might even occur where the student who received the proficiency scholarship achieved only slightly lower grades in science and mathematics than the winning student in that field.

In view of the small number of students in the Territory who complete Grade XII, the probable absence of Grade XIII for some years to come, and the absence of any Canadian University closer than Edmonton or Vancouver,

⁽¹⁾ Information on this could be obtained by writing the Assistant Superintendent of Schools in Charge of Elementary Instruction, Edmonton Public School Board, 10733 101 Street, Edmonton, Alberta.

the Territorial Government could do much to stimulate an interest in higher education by a system of scholarships at the Grade XII level. The start they have already made in this respect is praiseworthy. The local associations who have established scholarships—the Whitehorse Lions Club, the Whitehorse P.T.A., and the Women of the Canadian Legion—are to be congratulated on their public-spirited initiative.

(e) *Homework and Summer Courses*

There would seem to be no marked problem in regard to homework. No information was available concerning Grades I to VIII, but pupils in other grades reported spending the following average time per week in homework assignments: ⁽¹⁾ ⁽²⁾

TABLE XVII

Hours per Week of Homework Reported by Students

Time	Grade IX	No. of Pupils Replying			Total
		X	XI	XII	
Under 1 hour	4	1	—	—	5
1 to 5 hours	33*	21	32*	3	89
6 to 10 hours	23	33*	24	10*	90*
Over 10 hours	7	10	1	2	20
Totals	67	65	57	15	204

(*Medians lie in the groups marked)

If students reported correctly, they were doing on an average slightly over one hour per night homework. On a five and a half hour school day, this average should probably be raised slightly to one hour and a half or even two hours.

It must be remembered, however, that the time spent is no clear measure of the effectiveness of the work done in any respect. Some students will do in fifteen minutes with greater efficiency what others will take two hours to do. The assignment, too, may be a useful one or one not too valuable to the student.

It is interesting to note that students of Grades IX to XII felt that homework assignments were usually clearly described by teachers, that they were followed up in class, and that they were usually carefully reviewed. This is a

(1) Committee on Education, Yukon Territory, *Questionnaire to Grade X Students* (Mimeographed) P. 4.

(2) Committee on Education, Yukon Territory, *Questionnaire to Grade XI Students*, (Mimeographed), p. 4.

complimentary comment on the work of the teachers in that respect.

Both Grades XI and XII found that assignments in English and Social Studies sometimes called for materials that were not available at home.

The table below shows the median student opinion in regard to the amount of homework in various subject fields. Grade XII students in general thought that homework assignments were heavy enough. About one-quarter of the Grade XI students felt they had too little.

TABLE XVIII

Median Student Opinion as to Amount of Homework

Subject	A, Too much; B, Enough; C, Too little; D, None			
	Grade IX	X	XI	XII
En	B	B	B	B
HPD	C	D	B	—
SS	B	B	B	B
Ma	B	B	B	B
Sc	B	B	B	B
Fr.	B	B	B	—
La	D	D	B	B
Co	D	D	B	B
HE	D	D	B	B

Rather interestingly, quite a number of the Grade XI students felt they had too little homework in a number of subjects and not quite as many felt they had too much. A few Grade XII students thought they had too much, but only in Social Studies did anyone feel he had too little.

These factors, taken with a study of the table above, seem to show a slight tendency to give perhaps too much homework in Grade XII and perhaps too little in Grade XI. Any conclusions from such scanty data would be unfair, however, and no recommendations are therefore made.

Summer schools for students who have failed or partially failed a year are becoming increasingly common. They are usually maintained on a fee basis, on the principle that a student attending one has already received his share of services provided out of the public purse. There is no specific request in any of the written briefs for this service, but since the Terms of Reference request assessment of it, Recommendation 117 is given.

(f) *Fire Drills*

This matter has been brought up in some of the briefs. The regulations in the *Manual for Yukon Teachers*⁽¹⁾ are both well thought out and specific. If there is any school in which adequate fire drills are not being held, the responsibility must rest squarely on the principal or teacher-in-charge. No recommendation is necessary.

(g) *Organization of Secondary Schools*

The effective use of staff time in secondary schools can only be secured through careful planning. In order to assist the principals of secondary schools with this, it is suggested that some form similar to *Form K, Organization of Secondary Schools*, used in British Columbia, be completed each year by the principal of each secondary school and submitted to the Superintendent of Schools. Another useful analysis is the accrediting booklet used in that same Province. There might be great value to both the school staffs and their principals if copies of this booklet were completed for the Superintendent of Schools each year. Completion of it in the school furnishes the school staff with an evaluation of the school's efficiency and thence provides ideas for improvement. If the Superintendent then studies it, he also will find it useful in his efforts to improve the system.

These are not formal recommendations of the Committee but suggestions which may be of help to school administrators in the Territory.

Examinations and Promotions

The Yukon Territory has a unique opportunity in respect to examination and promotion because of its size. It is able to do certain things in this field that would be impossible in most of the provinces because of the magnitude of the numbers involved.

In the field of testing, the central Department of Education is doing a great deal already. It is doubtful if it could or should do much more at the present stage of its development. **There is a real danger in taking too much time for testing and examination, of attempting to substitute testing—hence “passing” and “failing”—for the real task of teaching.** If a system ever gets to the stage where the teacher's attention is focussed only on examinations, then that system may do a good job of classifying, but it will be doing a very bad job of educating.

The purposes of examination should be quite clear. Most examinations should remain in the hands of the teacher as an integral part of his teaching. Orally and in writing, **informally** and formally, he examines for the purpose of determining how successful his teaching has been and what he needs to reteach. Diagnosis and mastery—these are the chief functions of class-room testing.

(1) *Manual for Yukon Teachers*, op. cit., p. 21.

Periodically he needs to test to classify students in order of their achievement and to determine which are ready to proceed to the next stage of development. This test is a classification test. Sometimes it is an external examination, constructed by an outside authority for its own purposes to measure the standards of achievement that have been reached by the candidate; e.g., to determine whether the candidate shall enter University. It does not directly set standards. At the best, it measures standards already reached and rejects those candidates who have not achieved the desired results.

An external authority may also examine for another purpose—as a means of improving instruction. This is one of the purposes of survey testing. The results of the examination in this case serve at least two purposes. They point out to teachers the results of their teaching as compared with those elsewhere, enabling them to adjust both their teaching and their own measurement to a more uniform standard. They give the central authority an idea of major strengths and major weaknesses, allowing it to plan for change and improvement.

(a) *Elementary Grades*

In the elementary grades, Grades I to VI, most testing and examination must be in the hands of the teacher. This includes even final classification testing at the end of the year. The teacher's testing, if not as reliable, is much more likely to be curricularly valid than any external test.

By providing standard tests to the extent it does,⁽¹⁾ the Yukon Department of Education is furnishing excellent bases for comparison of his own tests by the teacher. It might, with the co-operation of senior teachers, develop some tests of great curricular validity of its own, not standardized but of greater value to teachers as examples in constructing their own tests.

It has also been suggested that the Department issue regular external examinations in June at the end of Grade VI, these examinations to be used as the sole criterion for promotion to Grade VII. The proposal has some merit. Grade VI is the end of one stage of schooling. An external examination at this level would furnish some evidence as to standards reached in a number of small schools. It should not furnish the sole criterion for promotion to the secondary school, however, as the recommendation of the teacher should carry a great deal of weight.

One caution about examination is necessary. All teachers should know how to construct good examinations and should take the time necessary to do it. Examinations should cover two types of question—objective, so as to cover a great amount of material in a short time and to determine factual knowledge; subjective or essay type, so as to determine the pupil's ability to discriminate among facts, to organize them and to apply them. It should be

(1) *Ibid.*, pp. 49-52.

recognized that both objective and essay type questions are needed and that both objective and essay type questions can be either well or badly constructed.

There is some illogical criticism in this respect, criticism not incorrect in itself but based on a wrong premise. The techniques of objective testing are sometimes carried by teachers into every phase of their work. There is no reason or excuse for this. From the time pupils learn their first words in Grade I, school exercises should encourage them to write. Practice in writing first sentences, later paragraphs and finally essays of several paragraphs should be a feature of the elementary school's training and should be carried naturally into secondary school. If any youngster is brought up to believe that school is a place where questions can all be answered by monosyllables or single words, or by underlining correct responses, or by placing numbers in parentheses, then teachers have failed in their profession.

While the Yukon Department has been very explicit in regard to tests and examinations, the *Manual for Yukon Teachers* says nothing about promotions, a much more important problem of which examination is only a small part. Some philosophy should be expressed and some direction given teachers.

(b) *Secondary Grades*

At present, the Department of Education does the following testing. It sends out standardized tests for survey purposes at the Grades VII to IX level and issues external tests at the end of Grade VIII in English 8 and Mathematics 8. In addition, it administers external examinations at the end of Grade X to all University Program students and uses these to eliminate students from the University Program.⁽¹⁾

This examination program is much more extensive than that carried on by most central authorities and for that reason the Department deserves commendation. Criticism of the program is made purely for constructive purposes.

First, it makes for a division of the secondary school years at two unnatural points, Grade VIII and Grade X. For this there is some justification in that Grade IX has been the grade in which secondary school credits are first awarded and in that Grade X is probably the last grade in which selection of University or General Program is made by the student. The practice does fail to emphasize the division between intermediate (junior high) and senior (senior high) grades.

Second, the examination program tends to lessen the dignity of the General Program and reduce it to an inferior position. It says in effect, "If you're not good enough for

(1) *Ibid.*, p. 49.

University, you can still get credit on a General Program". It fails also to take into account the standards that should be maintained in General Program courses, especially those of a vocational nature. The Yukon has a splendid opportunity to develop a General Program of the highest standards and to measure those standards by external examination.

As in the case of elementary schools, the construction of examinations and the statement of general promotional policies should be matters of concern.

As a matter of principal, promotions from Grade VII to Grade VIII and from Grade VIII to Grade IX should be the internal responsibility of the school, as should promotion from Grade X to XI or from Grade XI to Grade XII. This does not absolve the school from setting up its own internal examination system, but instead makes it necessary.

It is suggested that in all secondary grades, the school examination system be set up as follows. Cumulative examinations covering all work taken to date be given in January, in April and in June. In each of these examinations, some credit should be given for work done previously on a system devised by the school. For example, the January results might be based 40% on unit tests given through the term and 60% on the results of the examination; the April results might be based 20% on the mark awarded in January, 20% on the results of unit tests, and 60% of the results of the examination; the final results might be based on 20% of the April results, 20% on the results of unit tests and 60% on the results of the final examination. These percentages are not those that necessarily should be chosen; they are used as examples only.

Pupils' Reports

Report cards are often the sole means of official communication between the school and the home. They not only must give the parent a clear idea of the pupil's progress at school but also must let him know exactly how that progress is measured. The report, expressed briefly as it must be, depends on symbols (either letters, numbers or percentages) that seldom have the same meaning to teacher and parent. For that reason, schools have found it more effective to combine the report with written comments and, when possible, with personal interviews. The Yukon teachers themselves overwhelmingly feel that report cards are best used in conjunction with parent conferences.⁽¹⁾ The Alberta Royal Commission agrees.⁽²⁾

The report cards used in the Yukon have been quite carefully worked out. There are separate cards at the primary grade, the intermediate grade and the secondary grade level. They use symbols at the Grade I to III level, symbols and percentages at the

(1) *Teacher and Principal Questionnaire*, op. cit., p. 4.

(2) *Report of the Alberta Royal Commission*, op. cit., p. 69.

Grade IV to VI level, and symbols, marks, and ranks at the Grade VII to XII level. The report cards refer these symbols and marks in general to a standard of an ideal "average" achievement. Places are provided for written comments by teachers. Parents are requested to communicate with the school in the case of low ratings. There is a place for evaluating work habits and another for showing participation in school activities.

It is the Committee's impression that the report cards are a very honest and well planned effort to show parents all they want to know of the pupil's progress. Allowing for individual differences of opinion, the report forms conform quite closely to what the teachers feel a report card should do. No criticism, with the single exception of a request that marks be shown on the elementary report card, appeared in the briefs presented to the Committee.

As any minor adjustments can be made very simply as the need or demand arises, there appears no need for any recommendation regarding their form at present.

Only one thing is rather disturbing. The report is certainly based on the assumption that achievement is measured in relation to the performance of the rest of the class, not in relation to the pupil's own ability. This is a sound principle. It may be difficult to measure achievement, but it is much more difficult to measure ability. It is always possible to set down in the teacher's comments an opinion as to whether the student is working up to his ability or not, but it is not practicable to explain why the "B" one pupil gets means something quite different in terms of achievement to the "B" received by another. If an attempt is made to measure achievement in terms of ability, an attempt is being made to measure two quite different concepts at one and the same time. Nevertheless, no less than 66 teachers feel that grades should be assigned according to the individual pupil's ability.⁽¹⁾ Careful supervision should see that this philosophy does not render the cards in use invalid. If an attempt is being made to measure achievement in this way, then the cards must be changed in accordance with it. This is not recommended.

Extra-Curricular Activities

Extra-curricular activities in the Yukon must necessarily be restricted normally to those that are possible within the school itself. Distances between schools at the secondary level are too great for any regular program of inter-school activities that would not require taking school time for travel. In addition, all but the Whitehorse School are small. At the elementary level, activities should be such as can be held intramurally.

The program at present possible to a pupil at the secondary level seems quite varied and includes: inter-class sports, music, dramatics, a yearbook and a school paper, Junior Red Cross, and a variety of clubs. Most students seem to have been active in one or more of these. About 50% of them feel that they have received much value from the activities and only about 15% that the value received has been negligible.⁽²⁾

(1) *Teacher and Principal Questionnaire*, op. cit., p. 5.

(2) *Questionnaire to Grade X Students*, op. cit., p. 3.

Religious Instruction

The Yukon School Ordinance⁽¹⁾ permits religious instruction in the last half-hour of the school day, provided that no child in the class is compelled to participate. This provision has been both praised and condemned in briefs received by the Committee. It seems a reasonable compromise in that it makes it possible for religious instruction to take place but compels no pupil to take part. The Committee feels that the provisions in the Ordinance are sound in principle.

There is need for some clarification of the regulations under which religious instruction can be given. This clarification might be made in regulations issued by the Superintendent under authority of Section 13(1) of the Ordinance.

These regulations should make it clear that religious instruction *must* be given in the last half-hour of a six-hour school day, that it must be preceded by five and a half hours of instruction in other subjects.

Religious instruction should be given to groups of pupils by clergymen or other persons authorized by the specific churches concerned to give it. No teacher should be required to give such instruction unless he volunteers. Two or more religious groups might combine to authorize one person to give instruction to a group of pupils. Several sects might even combine to develop a program of instruction satisfactory to all of them. For purposes of religious instruction only, the schools should put rooms at the disposal of the various religious organizations.

The school has the direct responsibility of caring for those children who are not taking religious instruction and are remaining in the school during the time it is given. Adequate supervision must be provided.

Recommendations

72. That the Yukon Territory continue to use the British Columbia curriculum as its basic curriculum.

73. That teachers in the schools study the curriculum in use in the light of all information available on it, and that the organization of this study be a basic responsibility of the principals of larger schools and of the proposed Assistant Superintendent in outlying schools under the overall planning of the Superintendent of Schools for the Yukon.

74. That no major changes in the curriculum in use be made until the Report of the Royal Commission on Education in British Columbia has been brought down and its effect on the existing British Columbia curriculum noted.

75. That all pupils enrolled in Grades I to VI inclusive be regarded as elementary pupils and all pupils in Grade VII and above as secondary pupils, but that elementary schools be permitted to enroll Grades VII and VIII, where in the opinion of the Superintendent of Schools, it is necessary to do so.

⁽¹⁾ *Yukon School Ordinance*, op. cit., Sections 13-14, p. 1106.

76. That no elementary school be opened with an enrolment of less than ten pupils or maintained if the enrolment falls below eight pupils, provided that no school that has opened in September with the required enrolment shall be closed until the following June because of its enrolment falling below the minimum of eight, except at the discretion of the Educational Sub-committee of the Territorial Council.

77. That the following be used as a basis of entitlement of teachers for elementary schools, including those schools which teach Grades VII and VIII but not Grade IX:

For 10-25 pupils, one teacher;

For 26-55 pupils, two teachers;

For 50-90 pupils, three teachers;

For 91 or more pupils, one teacher for each 30 pupils or additional fraction thereof.

Furthermore, that for each elementary school enrolling 180 pupils or over, one additional teacher for each six teachers in entitlement as above or major fraction thereof. From these teachers must be supplied all principals, librarians, special class teachers or other teachers performing special duties.

78. That no further changes be made at this time in the elementary program of studies as there has been no generally supported demand for a specific change and as curriculum revision committees in the Province issuing it are reviewing certain portions of the program at this time.

79. That principals of schools and teachers themselves keep abreast through the official publications of the issuing Province of changes as they occur, and that supervisory staff take such steps as are necessary to ensure that schools are supplied with and use the latest publications in the curriculum in use.

80. That any work undertaken in the teaching of French at the elementary grade level be done only as an enrichment measure with pupils of average or above average ability and then only in those schools where a capable teacher, fluent in the French language, is employed.

81. That there be no change in the present age of entrance to Grade I.

82. That Grades VII and VIII be considered normally as secondary school grades and that the following pattern be used in future expansion of schools within the territory:

- (a) That Grades VII and VIII be taught in an elementary school only in those areas where there are 25 or fewer pupils in the secondary grades.
- (b) That when there are 26 or more pupils enrolled in the secondary grades, the school be organized as an elementary-senior high school, with two or more qualified teachers to teach the secondary grades.
- (c) That when there are 500 or more pupils enrolled in the combined school, it be reorganized into two schools—an

elementary school enrolling Grades I to VI and a *secondary* school enrolling Grades VII to XII.

- (d) That when there are 750 or more pupils enrolled in the combined secondary (junior-senior high) school, it be reorganized into:
- (i) an *intermediate* (junior high) school enrolling Grades VII to IX and a *senior* (senior high) school enrolling Grades X to XII; or alternatively,
 - (ii) two regional secondary (junior-senior high) schools where that solution appears more desirable.

83. That, unless there are exceptional circumstances justifying special permission by the Superintendent of Schools, Grades IX to XII be taught only in regularly organized *secondary* schools, *intermediate schools*, (which may not teach Grades X to XII), or *senior schools*.

84. That the following be used as a basis of entitlement of teachers for secondary, intermediate and senior schools:

For 26-55 pupils, two teachers;

For 56-90 pupils, three teachers;

For 91 or more pupils, one teacher for each 30 pupils or additional fraction thereof.

Furthermore, that in schools or more than 55 pupils, one additional teacher be allowed for each two teachers in entitlement as above, ignoring any fraction that the calculation may produce. From this pool of supernumerary teachers, it is expected that all supervising principals, counsellors, librarians or teachers performing special duties in the school will be supplied.

85. That, where implementing Recommendation 76 would involve reductions in the teaching staff of any existing school, it be held in abeyance, but that no additional appointments be made until such time as normal changes have brought the numbers into line.

86. That at least minimum time allotments prescribed in the program of studies used be given to all secondary school subjects taught and that principals be responsible for seeing that this is done; further, that a very close study be made by the Superintendent or someone authorized by him into the use made of sharply increased time allotments in any field, the reasons for such increases, and their relative effectiveness in improving instruction.

87. That the Superintendent of Schools have a study made into the number of students whose achievement in English is sufficiently high to warrant election of a foreign language at the Grade VII level; further, if the conclusions are favourable, that this course be offered in the extra time now being used by these students for English.

88. That teachers of secondary school mathematics study modern developments in this subject and, when they feel they are prepared, plan for experimental work along the lines of the syllabus *Mathematics for Junior High Schools*, prepared by the School Mathematics Study Group, Yale University.

89. That no further change be made in the syllabus for Health and Guidance until a fair trial has been given to the tentative program developed for Grades VII and VIII, to be introduced in September, 1960.

90. That courses in Industrial Arts and Home Economics be introduced at Grades VII and VIII level on a compulsory basis and at upper levels on an optional basis in all schools where there are at least 125 pupils enrolled in the secondary grades, provided that facilities and teachers can be supplied.

91. That counselling services be extended immediately to Grades VII and VIII in centres where there are 250 or more secondary pupils and that, in smaller centres some educational counselling be given students in these grades by the principal.

92. That no arbitrary "streaming" of pupils into programs without the consent of the parent be approved. Pupils must, of course, pass prerequisite courses or grades before being permitted into the next higher course or grade in any established sequence.

93. That teachers take full advantage of opportunities to enrich the content of any course, as advised in the official programs of studies.

94. That individual students of superior ability be encouraged to enrich their programs by taking additional courses and additional majors beyond those prescribed; furthermore, that where continuity of teaching staff is provided, planned acceleration in individual subject fields be undertaken.

95. That teachers place proper emphasis on drill for both fixation and maintenance in the fundamentals of any subject taught.

96. That no courses be offered at the Grade XIII (Senior Matriculation) level until there is an assurance of at least ten fully qualified students and, for each subject offered, a fully qualified teacher.

97. That, where there are too few children for a school and transportation is not provided, the children be registered with the Division of Elementary School Correspondence in Victoria and that any fees concerned be paid by the Yukon Department of Education.

98. That, in any community where there are not enough children to establish or maintain a school, and where the parents or other agency employ, with the sanction of the Superintendent of Schools, a person with qualifications approved by him to give instruction in the prescribed courses of study for public schools to children of school age in that community, the Yukon Department of Education pay that person a sum per child taught for each month in which instruction is given; the sum to be paid not to exceed one-tenth of the annual grant paid to the Territorial Government by Departments of the Federal Government by the current inter-departmental agreement; and, in addition, the Yukon Department of Education pay the charges for correspondence courses for the children concerned.

99. That, where in a school, there are too few children in

Grades IX to XII to provide secondary teachers for them, these children be permitted to attend school during regular school hours, that they be entered on the school register so as to form part of the enrolment of the school, and that they be subject to the discipline of the school; and further, that these pupils take all their instruction by correspondence, under the supervision of the head-teacher or principal, and that the costs of correspondence courses be met by the Yukon Department of Education.

100. That, where in an isolated area, a student in any of Grades IX to XII lives more than two miles from a school and no transportation or boarding allowance is provided, he be registered in the Division of High School Correspondence at Victoria and any fees concerned be paid by the Yukon Department of Education.

101. That, if any pupil of a regularly organized secondary school is authorized, on the recommendation of the principal, by the Superintendent of Schools, to take a correspondence course in a subject not given in that school, the fees for that course be met by the Yukon Department of Education.

102. That, whenever a pupil registered in any school takes a correspondence course, the principal or head-teacher of the school be responsible for general supervision of the pupil's work, including a check on the receipt of papers, their completion by the student, and their return to the Division of Correspondence.

103. That all text-books used in publicly-supported schools be prescribed by the Department of Education with the approval of the Commissioner in Council.

104. That text-books prescribed in all courses except Reading in Grades I, II and III of separate schools and Religious Instruction in all schools be those authorized for use by the Provincial Department of Education issuing the curriculum in use.

105. That all publicly-supported schools be treated in a similar manner in the issue of text-books, whether they be issued on a free or rental basis. No free or rental issue should be made by the Department of Education of texts used in religious instruction.

106. That the Superintendent of Schools set up local curriculum committees in Whitehorse and in such other centres as he may think feasible, with the purpose of adapting certain portions of the official program of studies to local conditions and of producing manuals for the assistance of Territorial teachers.

107. That the Yukon Department of Education, if it continues to use the B.C. curriculum, should approach the Division of Curriculum in the B.C. Department of Education with a view to seeing how best it might keep acquainted with and participate in curriculum development.

108. That Section 10 of the School Ordinance⁽¹⁾ be amended to permit both more uniformity and more flexibility while retaining the intent of the present provisions. A suggested reading would be as follows:

“(1) School shall be held for six hours per day, inclusive of the thirty minute period provided for religious

(1) Yukon School Ordinance, op. cit., Section 10, p. 1106.

instruction, on every day that is not a Saturday, Sunday or school holiday. The times of opening and closing school and the duration of the noon intermission in any school will be as approved by the Superintendent of Schools, provided that the effective instructional time each day, exclusive of all intermissions and of religious instruction, be not less than five hours and fifteen minutes.

“(2) An exception to the above may be made, at the discretion of the Superintendent of Schools, for Grade I only, which may have its school-day shortened by an amount not exceeding one hour.”

109. That schools open on the first day of September, except in those years when that day falls on Saturday or Sunday or Monday, when they shall open on the Tuesday following, and that they close on June 30, except in those years when that day falls on a Saturday or Sunday or Monday, when they shall close on the Friday preceding; further that the minimum number of days a school must remain in session in any school year shall be 190 instead of the 180 at present, including those days used for examination purposes; and, further that the interpretation given to a day “in session” above be a day when children are present and receiving instruction or examination for the required number of hours. Days within the school year that may be used for teachers’ institutes or similar purposes shall not be counted as days “in session”.

110. That where there are two or more classes to a grade or a course, pupils be assigned to classes on the basis of their past achievement and that content and teaching method both be adapted to the nature of the group taught.

111. That all teachers group pupils for instruction within a class whenever there is a marked range of ability or achievement evident.

112. That, in the elementary schools, the policies suggested in the “Statement of Promotional Policies” in the *Administrative Bulletin for Elementary Schools* 1958 pp. 46-49, be closely studied and that procedures for implementing them be taken with beginning pupils this September and continued in successive years. Planning for such procedures might well be the major “in-service” program for teachers and principals in elementary schools this coming year.

113. That a special class for slow learners be started in September, 1960, in the Primary Division (Grades I-III) of the Whitehorse Schools, to be followed by a class in the Intermediate Division (Grades IV-VI) in September, 1961. A senior class in Grades VII-IX might be considered for September, 1962.

114. That, until such time as numbers of pupils are great enough to establish a Grade XIII class, a scholarship of an amount thought suitable be established by the Department of Education for each student in the Territory who completes his Grade XII on the University Program in June of any year by writing both

English 40 examinations and at least three other examinations at that time and by receiving an average passing mark of at least 65%, the scholarship to be paid only upon the registration of the student at a Canadian University.

115. That consideration be given by the Territorial Government to equalizing the amounts of the existing two scholarships and of giving them in addition to those suggested in Recommendation 114, above.

116. That the Department of Education encourage private organizations to establish bursaries for Yukon students for various purposes.

117. That no summer school be established for elementary or secondary students at any grade level or in any subject until an enrolment on a fee basis is assured sufficient to maintain the costs of operation; further, that when and if summer schools are established, students eligible for enrolment will be those who are recommended by the principal of the school they have been attending.

118. That examinations and promotions be primarily left in the control of school staffs of the individual elementary school but that the Department continue to assist by providing tests as it does at present; further, that occasional curricularly valid examinations, teacher-produced within the Territory, should be substituted for some of the standardized tests at present used for survey purposes.

119. That the Department use the services of a committee of teachers to produce examinations at the Grade VI level as a partial means of determining promotion at that level; further, that the results of students on these examinations should be considered in relation to the written recommendation of the teacher and any other pertinent information by a Committee consisting of the principal of the school enrolling Grade VII, the principal of the elementary school, the teacher of the pupil, and the Superintendent of Schools or some person representing him. The latter will act as Chairman of this Committee, which will determine the promotion of the pupil.

120. That the Department of Education set up a committee to formulate a general statement of promotional policy for the elementary schools of the Territory. In its preliminary studies, this committee should carefully consider the official policies formulated and published by each of the three western provinces.

121. That examinations and promotions at the end of Grades VII, VIII, X and XI be primarily within the control of the school staffs in individual schools but that the Department continue to assist by providing tests as it does at present, with the exception of the final grade X tests; further, that each school set up a definite system of cumulative examinations, including both objective and essay type questions, to be given in January, April and June to all students in the school. A system of weighted marks, that will take into consideration the work of the student throughout the year, should be formulated by the school staff and made known to their students and their parents.

122. That the Department, in place of its present Grade X examinations, prepare and administer external examinations in each subject at the end of Grade IX and that these examinations be used to determine promotion to Grade X. These examinations should be given in all courses, both those taken mainly by University Program and those taken mainly by General Program students.

123. That University Program students continue to take the University Entrance examinations set by the B.C. Department of Education; further, that the Yukon Department of Education prepare and administer external examinations in all other terminal and advanced elective courses taken by its students. The results of these examinations should determine the final credits to be given these students and their graduation on the General Program.

124. That the Department set up a committee to formulate a general statement of promotional policy for the secondary schools of the Territory. In its preliminary studies, the committee should carefully consider the official policies formulated in the western provinces.

125. That no immediate change be made in the form of the report cards used or in the times at which they are issued but that careful supervision be given to the way in which they are completed; and further that annually, a committee appointed by the Superintendent and consisting of representatives of teachers and parents, review the cards to see if changes are necessary.

126. That the present policy of encouraging participation of students in intramural activities be continued, with every effort made to have each pupil at the secondary level participate in one athletic and one non-athletic activity. Inter-house competition is recommended as a means of promoting this.

127. That inter-school sports competitions be developed at the secondary level only, except perhaps for minor regional sport days for elementary schools as the opportunity for them occurs, but that participation in them be arranged so as not to interfere with school attendance.

128. That Sub-section (1) of Section 14 of The School Ordinance be retained in principal but that the provision by which a child may be excused from religious instruction should be clarified to require written instruction by the parent to the school.

129. That the Superintendent of Schools issue definite regulations, as he is empowered to do under Sub-section (1) of Section 13 of The School Ordinance, as to the conditions under which religious instruction may be given.

CHAPTER VIII

Indian Education and Integration

In recent years there has been a growing interest by Canadians in the problem of integrating Canadian Indians with the life of Canadians in general. There are no doubt numerous rea-

sons for this awakening of interest or perhaps stirring of conscience. Not the least of these reasons may be the fact that Canadians, consciously or unconsciously, have pursued an apartheid policy, or policy of racial segregation, with respect to the Indians of this country which, if continued, might have disastrous results.

For years, particularly in Western Canada, the Indian population was steadily diminishing, largely because of diseases such as small-pox and tuberculosis. The Indians were regarded by white people as a dying race. This is no longer true. Public health services such as free tuberculosis treatment have reversed the trend and Indians are now a growing race.

The traditional policy in Canada has been to regard Indians as wards of the state, to maintain them on Indian reserves and to see that they did not suffer unduly from privation. Education was provided in a variety of ways through mission schools, or schools operated by the Indian Affairs Branch. Many of these schools were residential schools where children were brought, often from great distances, to spend ten months a year in school. The education provided was in most cases at the elementary school level from Grades I to VIII. Upon completing Grade VIII, or upon attaining school-leaving age, the pupils returned to their homes to resume the type of life led by their forefathers, hunting, trapping and fishing.

The curriculum in the school was largely academic, with little emphasis upon industrial arts or vocational training. This education was certainly not designed to further integration of Indians into the social and economic life of Canada, and in many ways was most unrealistic with respect to fitting children to engage in the economic activities of their parents. Realizing this, the Indian Affairs Branch of the Department of Citizenship and Immigration in Canada in 1954 appointed a commission to make a comprehensive study of education facilities and requirements of the Indians in Canada. The Commission spent two years in making a comprehensive survey of Indian education in every province and Territory of Canada and made many practical suggestions for its improvement. This report⁽¹⁾ was made in 1956 and since that time steps have been taken to implement many of its recommendations.

Indians in the Yukon

The general conditions described of the state of Indian education in Canada applied in the Yukon until the end of World War II. The Anglican Church maintained a mission school at Old Crow and a residential school at Chooutla near Carcross. The Catholic children for the most part were sent to Lower Post, B.C. to a residential school maintained by the Catholics at that point. Some Indian children attended Territorial day schools in their home communities.

(1) *Survey of the Educational Facilities and Requirements of the Indians in Canada.* (Mimeographed report to the Department of Citizenship and Immigration, Indian Affairs Branch, by C. G. Brown, G. J. Buck and B. O. Filteau) Part I, 43 pp. Part II, 245 pp.

With the building of the Alaska Highway many Indians gravitated to the Whitehorse area and in time created a relatively large Indian and Metis colony there. Changing government regulations created quite an anomalous situation. Some of the full-blood Indians retained their treaty rights and received full maintenance support from the Indian Affairs Branch. Others became enfranchised and lost these rights. Some of the Metis were considered wards of the Indian Affairs Branch, while others were not.

Most of these Indians or Metis squatted in fringe settlements adjacent to Whitehorse. They lived in two areas considered part of the town and commonly referred to as Whiskey Flats and Moccasin Flats. Both of these areas are still in existence despite efforts to abolish them. Housing conditions in the first-mentioned area are very bad and in the latter deplorable. Also found in these areas is a white population which has been unable to find living accommodation elsewhere. The City Council is working quietly, yet effectively, in dealing with this situation.

By the time the Alaska Highway was completed, a fairly large group of Indians and Metis with apparently no active religious affiliations were to be found in Whitehorse. Their children did not attend school and were being seriously neglected. A new mission of the Baptist Church gathered these children together and provided schooling for them in some abandoned barracks in Whitehorse. By 1951 the enrolment of this school had reached 123 children and the Indian Affairs Branch recognized the school by giving it a grant in aid. Included in the enrolment were children of Baptist Indians outside the Whitehorse area. By 1953 the school had grown to 171 pupils, 143 of whom were recognized by the Indian Affairs Branch for grant purposes. In 1956, 66 of these children were transferred by the Indian Affairs Branch to the Anglican Residential School at Carcross, despite protests from the Baptists that children of their faith should not be required to attend a residential school operated by another denomination. There seems to be a justifiable basis for their claim.

In 1959 the Indian Affairs Branch commenced the building of two very large hostels in Whitehorse which will be completed and in operation by September, 1960. Each of these will be able to house at least 150 pupils.

Undoubtedly there was a time when the building of large residential schools or schools with hostels was justified by circumstances. The Committee questions the need for and the advisability of continuing the policy of racial segregation by the maintenance of these large establishments. In visiting the two residential schools at Carcross and Lower Post it was felt that their maintenance tended to retard the process of Indian integration very considerably. In addition, it was felt that institutional life deprives children of the home influences to which each child is entitled. The love and constant guidance of parents, even if the home conditions may not be physically good, help children to feel secure, a condition which is essential for sound personality development.

Canadian parents, in general, do not subscribe to the principle that the State has the right to forcibly separate them from their children and determine the nature of the education their children should receive. Is there any reason why the Indian citizens of Canada should not have the same right to control the destiny of their children as other Canadians enjoy?

In order to determine the wishes of the Indian parents in the Yukon regarding the type of school they would prefer their children to attend, a survey was made in the following manner. A questionnaire was prepared asking the parents to indicate which type of school they would prefer their children to attend. The questions were presented to individual Indians by workers of the Child Welfare Department and the Indian Affairs Branch, people who are accustomed to speaking to the Indians and in whom the Indians have confidence. A small, but representative sampling of Indians consisting of 20 Roman Catholics and 32 Protestants, numbers which are approximately in the same ratio as the total Indian Catholics to the total Indian Protestants in the Yukon, was made. The following portion of the survey report by the Superintendent of Child Welfare, who supervised the survey, indicates its nature and its results and gives explanations and comments by him:

Parent Preference Questionnaire Survey

“The following are the results of our survey:

- (a) *Question No. 1*—Are you in favour of an integrated day-school? 33 in favour.
- (b) *Question No. 2*—Are you in favour of an Indian day-school? None in favour.

NOTE: The majority of Indians interviewed were definitely against this type of school; they prefer that their children associate with white children in the classrooms.

- (c) *Question No. 3*—Are you in favour of a residential school with the children attending a regular public school?

It appears to the Committee that this means a residential hostel and not a residential school. 4 in favour of hostel accommodation with the children attending integrated public schools.

- (d) *Question No. 4*—Are you in favour of residential Indian day-schools? 15 in favour of Indian residential schools.

Twenty Roman Catholic and thirty-two Protestant adult Indians were interviewed, making a total of fifty-two. This survey took in the Whitehorse Indian Reserve, City of Whitehorse, Dawson and Burwash Landing. The Indian Superintendent was unable to have any Indians interviewed in the Watson Lake-Lower Post area as most of the Indians are away from their homes at the time.

Order of Preference by Denomination:

Question No.	Roman Catholic	Protestant
1	6	27
2	NIL	NIL
3	NIL	4
4	14	1
Total	20	32

The majority of the Indians on the Reserve are of the Protestant denomination. These Indians have good accommodation and the Indian Department has constructed a number of new houses on the Reserve, therefore these Indians are able to provide good home conditions for their children and they prefer that their children remain at home and attend an integrated day-school. On the other hand, the majority of the Roman Catholic Indians in the Whitehorse area live in the flats on the other side of the river and their housing is of a very poor standard, therefore the fact that they are unable to provide good home conditions for their children undoubtedly had a bearing on their preference for Indian residential schools.

Where many of the Indians prefer an integrated day-school with the children remaining home at nights, this is not always possible due to large families and because of poor home accommodation; in addition, many parents are obliged to trap in the fall and winter months, and they are better able to move around on the trap-line without the children."

The Committee feels that the wishes of Indian parents, in all matters pertaining to the education of their children, should be respected so long as the execution of these wishes does not contravene the regulations set forth in the School Ordinance for the education of all children.

With regard to integration of Indian children with white children, the Committee feels that this can be best effected through common schools for Indian and white children. A good start has been made in bringing this about in the schools of Whitehorse and Dawson City.

At Carmacks the conditions seem to be ideal for the establishment of an integrated day-school. When the Committee held the public hearing at Carmacks it was greatly impressed with the desire of the people to establish a school for all the children of the community. This appears to be an ideal place at which to embark upon a full-scale local program of integration. The pupils are there in sufficient numbers, the social climate is ideal and judging from the full endorsement of the principle of integration by the Yukon Teachers' Association,⁽¹⁾ complete teacher co-operation in such a project is assured.

⁽¹⁾ The following is an excerpt from the *Yukon's Teachers' Association Brief*:

The Yukon Teachers' Association is in complete accord with the principle of integration of Indian children. Experience has shown that they advance more rapidly, both socially and academically when integrated into the public school system.

Indian children themselves have commented that they are happier in an integrated school. If educated with their own race only, they retain many of their native habits, remain shy and introverted and are less able to adjust to the society in which they will ultimately live.

This matter of establishing an integrated school at Carmacks is treated more fully in the next chapter.

In making investigations as to what is being done elsewhere in Indian education, the Committee learned of significant changes and innovations being made in the Northwest Territories and in the western provinces. The Sir John Franklin Federal and Territorial Composite High School at Yellowknife, which has a Territorial-operated hostel connected with it, is achieving outstanding results in integration through the social training given by the school and hostel and through its on-the-job vocational training projects.⁽¹⁾

In Alberta an interesting innovation in providing living accommodation for Indian children has been made. An arrangement whereby the Indian children living at the Edmonton Indian Residential School attend the schools of Jasper Place has proved to be an effective means of integration. Last year a number of Indian children were boarded with private families (white) in so-called "foster homes". This experiment proved so successful that in 1960-61 the Indian Residential School is being closed. All the Indian pupils will be boarded in foster homes in Edmonton and Jasper Place and will attend the public schools in Jasper Place as day students.⁽²⁾

In Alberta, as in other provinces, integration is being achieved by transporting Indian children from their homes on Indian reserves to integrated day-schools in areas adjacent to the reserves. This is proving to be quite successful.

Integration through the schools is only one means of bringing it about. Worthwhile integration can only be achieved if the community as a whole desires it. Longfellow, in his famous poem "The Birds of Killingworth", had the school-master say to the citizens who were intent upon destroying all the Birds:

"How can I teach your children gentleness
And mercy to the weak and reverence
For life . . .
When by your laws, your actions and your speech
You contradict the very things I teach?"

The situation in the Yukon is somewhat parallel to this. People are expecting the schools to help the Indian children to become self-reliant, respectable citizens, capable of playing an important part in the economic and social life of the community and yet they tolerate conditions which impair if not nullify the best efforts of the school. Mention has been made of some of these conditions, the segregating of children by race, the toleration of slum living

(1) Considerable information on the Northwest Territory situation is contained in the folio of supplementary materials accompanying this report. Those wishing further information could communicate with Mr. J. Black, Principal, Sir John Franklin High School, Yellowknife, N.W.T. and Mr. T. Taylor, Supervisor of Vocational Training, Fort Smith, N.W.T.

(2) Further information re this interesting experiment may be obtained by writing Mr. L. Jampolski, Inspector of Indian Schools, Federal Building, Edmonton, Alberta.

conditions and "shacking" mentioned earlier in this report, which according to verbal statements made to the Committee, in many instances involve serious acts of contributing to juvenile delinquency.

Manitoba has realized that the integration of Indians and whites is basically a sociological problem. The Government of Manitoba appointed a commission to study the problem. The report⁽¹⁾ of that Committee merits careful study by all who desire racial integration. The whole problem of racial integration is an extremely complex one. Its solution must be faced realistically in the Yukon.

Recommendations

130. That integrated day-schools to serve Indian and white children be established wherever possible throughout the Territory.

131. That hostels or residential schools, operating with public financial assistance, provide whenever possible accommodation for Indian and white children.

132. That where housing or social conditions exist which are inimical to wholesome child development, the Territorial Government and local municipal authorities continue to use every means in their power to remedy the situation. In this respect the Committee feels that both the Territorial Government and two municipal councils have already taken major steps for which they deserve the highest commendation.

CHAPTER IX

The Schools in the Yukon

The Committee on Education visited every school in the Yukon except Old Crow. Old Crow is an Indian Residential School under the control of the Anglican Church and located well within the Arctic Circle. Further, this school by agreement comes under the supervision of the school system of the Northwest Territories.

The total enrolment in the Territorial Schools on the occasion of the visits of the Committee was 2130, with 1595 of this number in the four schools in the city of Whitehorse. This concentration of school accommodation in one area and the accessibility of the other territorial schools, all of which are located either on the Alaska Highway or the Territorial Highways, serve to unify administration and supervision.

The Alaska Highway crosses southern Yukon in a north-westerly direction from Watson, mile 635, to Beaver Creek near the Alaska border, mile 1202, a total distance of 567 miles. The schools located on this highway are: Watson Lake, Swift River, Teslin, Brook's Brook, the four schools in Whitehorse (White-

(1) Jean H. Lagasse, *A Study of the Population of Indian Ancestry Living In Manitoba*, undertaken by the Social Economic Research Office, (Winnipeg: Dept. of Agriculture and Immigration, 1959) 3 Vol.

horse High, Whitehorse Elementary, Selkirk and Christ the King), Haines Junction, Kluane Lake (Destruction Bay) and Beaver Creek. The schools on the Territorial Highways are: the two schools in Dawson City (Dawson E. and H. and St. Mary's), Granville, Mayo, Elsa, Keno, Carmacks and Carcross.

In addition to visiting each of these schools, the Committee also visited the Anglican Indian Residential School at Carcross and the Catholic Indian Residential School at Lower Post in British Columbia.

The information in the following table on each of the Territorial Schools was secured from the Departments of Education and Public Works of the Yukon Territory, the records of the local schools and the office of the Catholic Episcopal Corporation of Whitehorse.

TABLE XIX

Schools in the Yukon

Name of School	No. of Acres in Site	Who owns the Site	Who owns the School	Teachers	Enrolments
Whitehorse E.	Same site as Wh. High	Terr. Govt.	D.N.A., D.N.D. & Terr Govt.	29	859
Selkirk	4.17 ac.	Terr. Govt.	Ind. Affairs & Terr. Govt.	8	222
Whitehorse H.	4.22 ac.	Terr. Govt.	D.N.A., D.N.D. & Terr. Govt.	15	180
Christ the King	½ block	Episcopal Corp.	Episc. Corp., D.N.D., D.N.A. Terr. Govt.	11	334
Carcross	On water-front	Crown	Terr. Govt.	1	22
Watson Lake	9.35 ac. & 6.24	Crown	Terr. Govt.	4	93
Swift River	No inf.	Crown reserve for D.N.D.	D.N.D.	1	4
Teslin	1.62 ac.	Crown	Terr. Govt.	1	30
Brook's Brook	No inf.	Crown reserve for D.N.D.	D.N.D.	1	9
Haines Junction	1.5 ac.	Crown	Terr. Govt.	2	37
Kluane Lake	No inf.	Crown reserve for D.N.D.	D.N.D.	1	16
Beaver Creek	No inf.	Crown reserve for D.N.D.	D.N.D.	1	19
St. Mary's	1.0 ac.	Episcopal Corp.	Episcopal Corp.	3	35
Dawson E. & H.	1.72 ac.	Terr. Govt.	Ind. Affairs & Terr. Govt.	8	159
Granville	No inf.	Crown reserve for D.N.D.	Y.C.G.C.	1	4
Mayo	.81 ac.	Crown	Terr. Govt.	4	50
Elsa	2.37 ac.	Crown	Terr. Govt.	2	29
Keno	No inf.	Crown	Terr. Govt.	1	21
Carmacks	No inf.	Crown	Terr. Govt.	1	7

An analysis of the facts presented in Table XIX reveals the following:

- (a) Only three schools (Selkirk, Watson Lake and Elsa) are located on sites that meet the British Columbia Standards; ⁽¹⁾
- (b) The ownership of the sites is distributed as follows:
 - (i) The Territorial Government, three;
 - (ii) The Catholic Episcopal Corporation, two;
 - (iii) The Crown, eight;
 - (iv) Crown Reserves for the Department of National Defence, four;
- (c) The ownership of the schools is as follows:
 - (i) The Territorial Government, eight;
 - (ii) The Territorial Government and the Department of Indian Affairs, two;
 - (iii) The Territorial Government, the Department of Northern Affairs and the Department of National Defence, one;
 - (iv) The Territorial Government, Department of Northern Affairs, the Department of National Defence and the Catholic Episcopal Corporation, one;
 - (v) The Department of National Defence, four;
 - (vi) Yukon Consolidated Gold Corporation, one;
 - (vii) The Catholic Episcopal Corporation, one.
- (d) The Territorial Government owns eight school buildings which are located on school sites owned by the Crown. These are: Carcross, Watson Lake, Teslin, Haines Junction, Mayo, Elsa, Keno and Carmacks.
- (e) Three schools—Whitehorse High, St. Mary's and Mayo—appear to have larger staffs than their enrolments would warrant.
- (f) The enrolments in two schools, Swift River and Granville, are too low to warrant the expense of operating them. A small school is inefficient and costly.

Most of the school plants in the Yukon are below the standards recommended by the departments of education in western Canada. The school grounds are generally small and underdeveloped. Most are equipped with swings, slides or teeters for the primary grades. Not one of the school sites is fenced. This is not a serious deficiency because the purpose of a school fence is to protect the pupils at play and, if the school is not near heavy traffic, there is little danger involved. Where fences are unnecessary, the money that would be spent in providing them should be put to better use.

There are only three school buildings in all Yukon that can be classified as providing standard accommodation. These are: the Selkirk School in the City of Whitehorse, the Dawson Elementary-Senior High School in Dawson City, and the Mayo Elementary-Senior High School in Mayo. All the other Yukon schools

⁽¹⁾ *School Building Manual*, op. cit. p. 12.

are substandard in some respect; in size of classroom, in lighting, in washroom facilities, sanitation, in blackboard installation, etc. Each school will be considered separately in this report.

The Whitehorse Elementary-Senior High School:

This school is located on 4th Street in Whitehorse on a 4.22 acre site. Anything less than ten acres is inadequate for the 1039 pupils presently enrolled. The site offers very limited facilities for outdoor sports. However, there are slides, swing and teeters for the smaller children. In the latter part of June 1960 a lawn was planted in front of this school and a fence built around it for protection. Between the sidewalk and the lawn is a limited parking space for cars. This landscaping enhances the appearance of the school.

The school is a three-storey cement structure with the lower storey partly below ground level. This school was built in two stages: the first portion in 1951 and the extension in 1954 to 1956. The present building provides a large gymnasium-auditorium and forty classrooms inclusive of the typing room, the home economics laboratory, the art room, the library, the science laboratory and the music room. Of the forty classrooms, twelve are in unsuitable quarters in the basement and four of these are small rooms formed by dividing two large play-rooms. Actually the school has only twenty-seven suitable classrooms, a library and a gymnasium-auditorium on the main and top floors. The basement rooms would form suitable recreational space for the children but are not suitable for instruction throughout a school day.

Laboratory accommodation for both science and home economics, as well as music and art rooms, should be in suitably lighted quarters above ground level. For supervision and convenience, pupil washrooms should not be in basements but conveniently located to classrooms. In a large school there should be washrooms on each floor.

Selkirk School:

The Selkirk School was built in 1958-59. It is a two-storey brick-veneer building located on a 4.17 plot of land. There is a nice lawn, protected by a fence, in front of the building, and the play area is levelled and laid out for softball. In one corner of the play-field are bleachers for the spectators—a luxury seldom seen on any school ground. The primary grades have their swings, slides, and other playground equipment. At the rear of the school is a parking lot, equipped with electric outlets to plug in the cars during the cold winter days.

This building contains eight standard classrooms, an auditorium, office and storage space, and separate washroom facilities for the boys and girls. A total of 222 (Grades I to VIII) pupils were enrolled in this school at the time the Yukon Committee visited it.

Christ the King School:

Christ the King is an eight room brick veneer school, located on an extremely small site. There is scarcely enough play space on this site for the slides, the swings, the teeters and the climbing ladders for the junior pupils. In addition to the eight classrooms there is a partitioned room for commercial work. The office space is excellent and the storage area is adequate. The auditorium is on the second floor and is not readily accessible to the public. People must go into the school proper and up the stairway to enter the auditorium. This feature restricts community use. The separate washroom facilities for boys and girls are adequate for the size of the school.

This is a separate school serving the Catholic pupils in Whitehorse from Grade I to Grade X. At the time of the Committee's visit, 334 pupils were being taught in a school built in 1955 to accommodate 240. To alleviate this over-crowded condition plans were prepared for an eight-room school, of which four rooms and the auditorium are now under construction in the Riverdale area, near the new Catholic Indian Hostel. This building is located on a three acre site, which is inadequate for the projected enrolment of 1965-66.

The Total Whitehorse Situation

The Committee was charged in the Terms of Reference with the specific responsibility of setting out a general policy for dealing with the Whitehorse situation. To do so, it must first consider the present and projected school populations at all grade levels and the available school accommodation.

TABLE XX

Projected School Enrolments—Whitehorse Area—All Pupils⁽¹⁾

Year	Grades							Total
	I-VI	VII	VIII	IX	X	XI	XII	
1960-61	1254	153	182	110	71	55	33	1858
1961-62	1330	183	166	159	85	56	42	2121
1962-63	1404	198	199	146	125	66	43	2181
1963-64	1454	193	227	175	113	92	51	2305
1964-65	1474	258	219	200	138	88	72	2449
1965-66	1466	283	283	193	156	107	69	2557

(These figures include Whitehorse Elementary-Senior High, Selkirk, and Christ the King Schools and the pupils slated to come in to Whitehorse from Carcross and Lower Post Residential Schools.)

(1) Figures calculated from Appendix A in this Report.

TABLE XXI

Present School Accommodation in Classrooms—Whitehorse Area ⁽¹⁾

School	Satisfactory	Unsatisfactory	Total
Whitehorse E.S.H.	27	13	40
Lambert E.	—	3	3
Selkirk E.	8	—	8
Christ the King E.H.	9	—	9
Totals:	44	16	60

TABLE XXII

Projected School Accommodation in Classrooms—Whitehorse Area ⁽²⁾

School	Date Available	No. of Classrooms
Riverdale (Christ the King)	Sept. 1960	4
Takhini	Sept. 1961	12
Riverdale (Christ the King)	Sept. 1963 (?)	4
Total:		20

TABLE XXIII

Classrooms or Teaching Stations Needed—Whitehorse Area

Year	Grades I-VI	Grades VII-XII	Total	Number Available or planned	Number still needed
1960-61	42	24	66	64	2
1961-62	44	32	76	76	0
1962-63	47	31	78	76	2
1963-64	49	35	84	80	4
1964-65	50	39	89	80	9
1965-66	49	44	93	80	13

(To estimate the total number of classrooms needed, the number of elementary pupils (I to VI) was divided by 30; the number of secondary pupils (VII to XII) by 25. This allows for smaller classes at the elementary level than at present and takes into consideration the necessary splintering of class groups in senior high school. It also takes into consideration the separation of schools.)

(1) Figures by actual count.

(2) Information furnished to Committee.

If the assumptions made by the Committee as to average size of class are sound and if the projections of enrolment are based on accurate information, then, before September of 1965, even if all existing plans are completed and even if all the present substandard accommodation is used, 13 additional classrooms will be required. This is assuming that the 20 classrooms already planned are completed. If the substandard classrooms in use are to be replaced, as they should be, an additional 16 classrooms, or a total of 29, will be needed in the next six years.

The Committee has already recommended the following for this area:⁽¹⁾

A twelve-room elementary school in the Camp Takhini area with the following enrolment in 1961-62:

Grade:	I	II	III	IV	V	VI	Total
	72	67	45	58	52	33	327

This will reduce the Whitehorse Elementary School population housed in the main building in 1961-62 to:

Grade:	I	II	III	IV	V	VI	Total
	79	83	105	84	43	81	475

The chief problem in any proposed building program is the existence of the present Whitehorse school building. Properly designed, it would accommodate about 800 pupils. It is a solid building with a good auditorium-gymnasium and it is centrally located. The Committee cannot conscientiously advocate scrapping it, yet its existence is an actual handicap to proper planning in that it must be converted into either an elementary or a secondary school building.

As an elementary school, it could properly accommodate 27 classes, averaging 30 pupils each. There will be playroom space in the basement to supplement the inadequate playgrounds. It is readily accessible to all children in the valley on the western side of the river.

Its disadvantages as an elementary school are greater. The two-storey structure is not suited for young children. Its location in the central part of the town on a main thoroughfare is dangerous for the lower grades. Because it will accommodate so many pupils, it will perpetuate rather extensive travel for those very children who should have least distance to walk. This situation will become worse as the business district grows and the residential area recedes from the centre. Modern practice is to build smaller elementary schools as close to the homes they serve as possible. The gymnasium is not suited to elementary school purposes. Extensive alterations will be needed to convert the building into a suitable elementary school.

As a secondary school, it could probably accommodate about 25 classes of 30 pupils each. Some of the existing classrooms will

(1) *Statement of the Committee to the Speaker and Members of the Territorial Council*, dated June 7, 1960. This is Appendix B to this report.

need little or no alteration since they were designed for high school pupils. The accommodation would take care of the enrolment for some years to come, certainly until about 1965-66 under present rates of growth. It is centrally located for the whole Whitehorse area and is therefore within walking distance for most high school pupils. Many of the existing disadvantages of its use as a secondary school would disappear with the removal of the elementary school children. It has a suitable gymnasium-auditorium which would be costly to replace. It would be much less disturbing to funnel off the elementary school grades as the need arises and accommodation can be provided than to remove the secondary school grades piecemeal or, alternatively, to build a high school with room for expansion and leave accommodation in both buildings vacant. Finally, funnelling the elementary school children off gradually would permit building elementary schools where they are needed and spreading the expense over a period of years.

The disadvantages of converting the present building to a secondary school lie chiefly in the costs of alteration to make it into a functional plant that will provide the additional facilities required for a composite school. A second disadvantage is the lack of outdoor playing fields, but these may be provided as adjoining property becomes available. If a dormitory were to be established, it would be desirable to have it located close to the school so that the latter's recreational and study facilities could be fully utilized, in which case the present site is not a good one.

Whether the existing school is eventually to become either an elementary or secondary school, a new school must be built within the next year to provide accommodation for the growing enrolment and for the pupils at present housed in unsuitable classrooms. In 1961-62, there will be 465 Grade I to VI pupils in the present school if no change is made, and by 1965-66, 533 pupils will be enrolled in those same grades. This is allowing for the transfer of the pupils to the new Takhini School.

If a new ten-room elementary school were started immediately so as to be completed by September, 1961, and followed by an eight-room school in September, 1963, the foreseen pressures on classroom space in the public schools up to 1965-66 would be relieved. Building two such schools rather than one large school would enable the building of the schools in the localities closest to population centres. One such school could be built in the south portion of the settled area and the second in the north.

This would mean converting the existing building into a secondary (junior-senior high) school as soon as possible so that it could care for all secondary pupils in the public schools until June, 1966. In the light of developments by 1965-66, the Territorial Department of Education would then have to consider splitting the secondary school into intermediate and senior schools. If present enrolment trends are maintained, this would be the year when a new senior high school would be required. The existing building would then, without further alteration, be of use as an intermediate (junior high) school, enrolling Grades VII to IX.

A second choice would be to use the present building as an elementary school with Grades VII and VIII included until 1962-63. In that year, capacity would be reached and a transfer of Grade VIII pupils to a secondary school would have to start. Each year from then on, more pupils would have to be transferred. Finally, it would become an elementary school with all the disadvantages mentioned above. This would be accompanied by the immediate building of a senior high school including in it Grade IX as well as Grades X to XII. All special facilities would have to be provided immediately for a much larger school, as eventually it would have to house Grades VII and VIII. There would also be less economical use of specialist teachers, fewer of whom could be employed than if all secondary pupils were together.

A third choice would involve building at the present time a small, expandable elementary school and a small senior high school serving Grades X to XII inclusive. This latter would again have to be provided with special facilities much more extensive than would be used by the small number of pupils enrolled for some years. The senior high school population would only be 130 in 1961-62, but would be 250 in 1965-66. The new elementary school would be increased grade by grade each year until the population of the present large building would be reduced to Grades VII, VIII and IX sometime after 1965-66.

In very brief terms, there are three choices:

- (1) If the old building is to be ultimately a secondary (junior-senior high) school, two or more elementary schools will have to be built and the old school remodelled. Further developments must be needed after 1965-66.
- (2) If the old building is to be ultimately an elementary school, a senior high school of such type as to be eventually a full secondary (junior-senior high) school will have to be built and the old school remodelled. Further developments are unlikely to be needed for some time after the full junior-senior high school is built.
- (3) If the old building is to be ultimately a junior-high school, one or more elementary schools and one senior high school will have to be built and the old school remodelled. Further developments are unlikely to be needed for some time after the senior high school is built.

The Committee, after much study, is of the opinion that the first choice makes the best use of existing accommodation and is therefore most economical. It also believes that it will cause the least disruption of a smooth development of the educational organization in Whitehorse. It bases this opinion on the fact that all the secondary grades would be in one school from the beginning and would remain in it, where secondary teachers can be used to the best possible advantage. The other choices, while they may seem attractive, would disrupt and continue to disrupt each year thereafter, the secondary school organization. At the same time the specialist teachers of the secondary grades would be used for fewer pupils than otherwise would be the case.

It is nevertheless true that following the course of action suggested would result in postponing for five or six years the building of a modern senior high school. The old building would never have the attractiveness nor, in some respects, the functional design of a new structure. If the old building did not exist, the Committee would advocate the erection of a secondary (junior-senior high) school in the south end on or in the neighborhood of Lot 19. Therefore, if the Commissioner in Council feels that the stated disadvantages of permanent use of the old building as an elementary school and the disruption of the secondary program are not so serious as to outweigh the advantages of a brand-new building, then it should follow the second choice offered.

If the Commissioner in Council, on the other hand, feels that the Territory can afford to leave some of both its existing and its new accommodation vacant for a few years, it could take the bolder step of building immediately a new secondary (junior-senior high) school with an ultimate capacity of 750 students, placing all Whitehorse public school pupils in Grade VII and above it in 1961-62, and using the old building as an elementary school. This would be an expensive procedure but would be preferable educationally to the piecemeal change offered in the second choice.

In this case, the number of secondary pupils to be provided for in 1961-62 is estimated at 523 and increases to approximately 800 in 1965-66. It would make it immediately unnecessary to use the unsatisfactory rooms in the old building.

The Committee would therefore suggest that, if the Commissioner in Council feels that the Territory can afford it, a new composite secondary (junior-senior high) school to accommodate about 750 pupils should be built on Lot 19 or in that neighborhood. If it is felt that existing accommodation must be used to full capacity, then the Committee recommends the suggestion offered in the first choice given; namely, building successively two elementary schools and remodelling the old building into a secondary (junior-senior) high school.

The projected enrolment for the Roman Catholic School population in Whitehorse is as follows:

TABLE XXIV

Projected School Enrolments—Roman Catholic Schools—Whitehorse Area

Year	Grades							Total
	I-VI	VII	VIII	IX	X	XI	XII	
1960-61	270	35	53	38	15	16	0	427
1961-62	314	21	48	46	29	12	12	482
1962-63	348	36	37	42	37	22	9	531
1963-64	370	43	65	33	32	28	17	588
1964-65	392	43	69	57	26	25	22	634
1965-66	390	67	67	61	44	20	20	669

(This includes projected Indian population transferred from Lower Post and resident in hostel.)

On the basis of a minimum of 56 pupils in the senior high school grades, which the Committee has established as its standard, the Christ the King School should now enroll only Grades I to IX, but should be prepared to enroll Grades X to XII by September, 1962. According to projected enrolments, the school population for these grades by September, 1962, would be 68.

The school on this basis should have classroom accommodation as follows:

TABLE XXV

**Projected School Accommodation in Classrooms
Roman Catholic Schools—Whitehorse Area**

Year	Elem.	Needed Second.	Total	Available or planned	Still needed
1960-61	9	5	14	13	1
1961-62	11	4	15	13	2
1962-63	12	7	19	13	6
1963-64	12	8	20	17	3
1964-65	13	9	22	17	5
1965-66	13	11	24	17	7

(The elementary classrooms have been calculated on an approximate basis of 30 pupils and the secondary on an approximate basis of 25 pupils.)

This shows a crowded condition existing now and persisting through 1965-66 if the Indian children enter the school and are retained in the numbers anticipated. If the school enrolls only Grades I to IX for the first two years, this overcrowding will not be serious until September, 1962. The authorities should take a close look at their building plans and seriously contemplate adding, instead of the four additional rooms projected, at least seven to eleven, depending on the experience with retention of the Indian children in the next two years.

Carcross School:

The Carcross school is a one-room frame structure two storeys high, with the teacher and his family living on the top storey and the classroom on the main floor. The classroom meets acceptable standards and serves the needs of this community adequately. The school, owned by the Territorial Government, is located on Crown property bordering the lake front. The play area is across the street from the school, which of course is not a satisfactory arrangement but is the only one possible.

The teacher's residence, above the classroom, could become a source of disturbance while classes are in session. Economic

considerations doubtless dictated this combined school-living-accommodation unit. Both the school and the residential atmosphere are enhanced if separate buildings are provided for the two services. A teacherage, located in a residential area, has the effect of bringing the teacher right into the community, making him and his family, as it were, a vital part of it.

TABLE XXVI

Projected Enrolments—Carcross School

Year	Grades							Total
	I-VI	VII	VIII	IX	X	XI	XII	
1960-61	17	3	2	2	—	—	—	24
1961-62	15	3	3	2	2	—	—	25
1962-63	14	4	3	2	2	1	—	26
1963-64	16	3	4	2	2	1	1	29
1964-65	21	0	3	3	2	2	1	32
1965-66	22	4	0	2	2	2	1	33

The Carcross School would therefore appear to be in no need of more accommodation within the foreseeable future. It will have a maximum of 26 pupils in Grades I-VIII by September, 1965, and fewer secondary pupils than are needed to warrant instruction in this school. Pupils above Grade VIII should either take correspondence or attend the Whitehorse School.

Watson Lake School:

The Watson Lake School, located on 9.35 acres of Federally owned land, is of panabode construction, built in three stages. The first stage consisted of one classroom and an attached teacherage; two years or so later, a second classroom was added, and, very recently, the third addition provided another classroom. The hall joining these three classrooms is narrow and tortuous. In case of a fire the pupils might have difficulty in reaching safety. The washroom facilities are most inadequate, with only one toilet bowl and washbasin for the girls and one of each each for the boys. This school is poorly lighted, both naturally and artificially. In two of the classrooms the windows are on the right and rear of the pupils seated at their desks; in the other room the light enters properly over the left shoulders of the pupils, but the teacher has to face a bank of windows as she teachers her class. The artificial lights are improperly placed and improperly shielded, subjecting the pupils to eyestrain caused by glare. The play equipment consist of slides and swings placed in front of the school. The school yard is not developed in terms of play areas. The elementary school equipment is satisfactory but the secondary school equipment is inadequate and the library is poor. This building at present serves 57 pupils enrolled in Grades III to XI.

The 36 Grade I and II pupils are housed in an R.C.A.F. log cabin some eight miles to the west. This building is comfortable enough but the classroom is substandard. There is plenty of room, including a playroom.

The Watson Lake Citizens' Association in their brief to the Committee pointed out the growing potential of the community. The army may move its divisional maintenance headquarters to Watson Lake. The Canadian National Telegraph is building new married quarters for micro-wave personnel. A propane bulk service station is being built. Two banks established themselves here recently. Many new private homes are under construction and many others are scheduled for construction later this year. The recent discovery of a new tungsten mine some hundred and fifty miles to the north has brought more people to Watson Lake. Since the town is close to the junction of the Stewart-Cassiar road from the south and the Ross River-Dawson road from the north with the Alaska Highway, it is a transportation centre. The proposed railway to Alaska may also pass through the area. These factors point to future growth.

TABLE XXVII

Projected Enrolment—Watson Lake

Year	Grades							Total
	I-VI	VII	VIII	IX	X	XI	XII	
1960-61	75	13	6	4	2	2	1	103
1961-62	77	7	13	5	4	3	2	111
1962-63	77	7	7	11	4	3	2	111
1963-64	77	11	7	6	9	3	2	115
1964-65	75	16	11	6	5	7	2	122
1965-66	64	20	16	9	5	4	5	123

In view of a possible increase in enrolment which cannot yet be forecast, the figures above may be completely inaccurate. They are based on the existing picture. It is likely that the table will need revision each year if present growth continues.

Grades I to XI are at present being taught in this school. Because of the distance from Whitehorse, this may have to be continued but the Committee does not feel that the enrolment in Grades X to XII justifies the teaching of these grades. Senior pupils would undoubtedly be better off educationally in a larger secondary school or taking correspondence under supervision. This has been pointed out in Chapter V. Even with considerable growth, the Grade X to XII school population is likely to be well under the minimum of 56 used as a standard by the Committee for some time to come. Nevertheless, the Committee is prepared to recommend that no change be made in the present organization without the consent of the parents of the pupils concerned.

On the projected enrolment, the school would be entitled to five classrooms from 1961-62 until 1965-66.

Swift River School:

The Swift River School, at mile 733, is located in former army quarters. The natural light is poor and the artificial light presents a glare due to improper shielding; the blackboard space and the bulletin board areas are inadequate; and there is only one toilet for both boys and girls. The Committee was informed that new school quarters will be provided in another army building by September 1, 1960. The camp foreman is using this building presently as his living quarters and it is large enough for a good-sized classroom, separate washrooms for the boys and girls and the teacher's living quarters.

The projected enrolment for September is eight pupils in Grades I to VI.

Teslin School:

The Teslin School, at mile 804, is a two-room school, one room having been built during the summer of 1960. The teacher's quarters consist of a suite of three rooms above the classroom. As pointed out in the report on Carcross School, this is not a good arrangement unless the living quarters are occupied by single teachers.

The school site is a rectangular area 200 feet by 300 feet owned by the Federal Government. The building, the property of the Territorial Government, is located approximately 70 feet from the southern boundary of the school site and 200 feet from the northern boundary, leaving a small play area on the south of the school building and a somewhat larger area on the north side. This is a perfect example of improper placement of a school on a site. Summer improvements to the playground have improved it immeasurably.

It is interesting to report that, of the thirty children enrolled in the school in May, fifteen were native Indians, nine were Metis, and six were white. This is an example of the type of integration that this Committee recommends. Here all children live at home and come under the influence of both school and family.

TABLE XXVIII

Projected Enrolments—Teslin School

Year	Grades							Total
	I-VI	VII	VIII	IX	X	XI	XII	
1960-61	27	3	2	1	—	—	—	33
1961-62	34	3	3	1	1	—	—	42
1962-63	36	5	3	2	1	1	—	48
1963-64	38	3	5	2	2	1	1	52
1964-65	34	8	3	4	2	1	1	53
1965-66	35	5	8	2	3	1	1	55

In this school, with an entitlement of two teachers only, it is advisable for all students above Grade VIII to take correspondence courses under the supervision of the principal or to attend school at Whitehorse or some larger centre.

It is understood that some children from this area are attending the residential schools at either Carcross or Lower Post. If these children remained at home, there would be some possibility of a large enough enrolment to warrant a third classroom.

Brook's Brook School:

The Brook's Brook School, at mile 829, is located on D.N.D. land. The classroom is a fair size but the lighting is poor. The natural light does not come over the left shoulders of the pupils seated at their desks and the fluorescent lights over the front blackboard are improperly placed and improperly shielded, therefore the pupils are subjected to severe glare which is bound to be injurious to their eyes. There is only one washroom, used by the boys. Another washroom should be made available for the girls.

The residents who met the Yukon Committee on Education testified that this settlement was permanent and they expressed some anxiety over the fact that they would have no school if the army were withdrawn from the settlement. They asked for the construction of a school by the Territorial Government.

There is no definite indication that the army will move its Alaska Highway maintenance staff from Brook's Brook and, in the interests of economy, the Committee suggests that the present school be improved to meet reasonable school standards.

One classroom should serve this community for at least six years unless there is an unusual influx of people. Present enrolment is 13, including one Grade IX pupil, and it is unlikely that it will rise above 25 in the next five years.

Haines Junction School:

The Haines Junction School, at mile 1016, is a two-classroom frame structure, with living quarters attached. The school is located on a 1.5 acre site on Federal property at the junction of the Alaska Highway and the Haines cut-off. The school site is too small, but could be extended to the west by acquiring the land and clearing away the trees in that area.

This school was built in 1957 and, though pleasing architecturally, is not well designed as a school. The windows are uniformly spaced on all sides of the building with the result that in one classroom the natural light enters from the left and the rear of the room and in the other from the right and the rear. The artificial light is deficient, causing glare. The classrooms are of standard size with sufficient storage facilities. There is running water, but the well is badly constructed so that silting occurs. The school is hot-air heated with an oil furnace. There are separate washroom facilities for the boys and the girls, providing two toilet bowls and two hand basins in each. The equipment of the school, with the exception of the library, is reasonably good.

TABLE XXIX

Projected Enrolments—Haines Junction

Year	I-VI	VII	VIII	Grades			XII	Total
				IX	X	XI		
1960-61	26	6	1	3	4	1	—	41
1961-62	29	4	6	1	2	3	2	47
1962-63	26	7	4	5	1	2	2	47
1963-64	29	4	7	3	4	1	1	49
1964-65	33	1	4	6	2	3	1	50
1965-66	37	3	1	3	5	1	2	52

This school has an entitlement of two teachers which should be sufficient for the foreseeable future. Pupils above Grade VIII should be taking their studies by correspondence under supervision or should be attending a secondary school in a larger centre.

Kluane Lake School:

A report was made on this school to the Territorial Council on June 7, 1960, and is included in Appendix B of this Report. This school should have a large enough enrollment by September, 1963, for two teachers.

Beaver Creek School:

A report was made on this school to the Territorial Council on June 7, 1960, and is included in Appendix B of this Report. This school is unlikely to need more than one teacher before September, 1965.

Dawson Elementary and High School:

This eight-room school was built in 1958 and it is one of the better schools in the Yukon. The classrooms are well oriented and properly lighted. The office, the staff room, the gymnasium, and storage facilities are adequate. However, the school site is too small. It is only 1.72 acres in area and it should be enlarged if possible. There are few houses in the block on which the school is located and it occurred to the Committee that it might be possible to secure these lots and extend the school grounds. The area immediately in front of the school is not developed and a lawn there would set off the school beautifully.

The heating system gives trouble, according to the P.T.A. brief. The heat is unevenly distributed; some classrooms are overheated while others are cold. It is almost impossible to heat the halls.

Although the enrolment in Grades X-XII, as shown in Table XXX, is far smaller than the minimum recommended by the

Committee, instruction has been given in these grades in this school for some years. The Committee therefore will not recommend any change without the consent of the parents of these children. It is fairly obvious from the briefs received that continuation of the senior high school in the area is desired.

TABLE XXX**Projected Enrolments—Dawson Public School**

Year	I-VI	VII	VIII	Grades			XII	Total
				IX	X	XI		
1960-61	123	9	13	9	9	12	4	179
1961-62	141	9	9	16	7	7	10	199
1962-63	148	17	9	10	12	5	5	206
1963-64	151	25	16	11	8	9	3	223
1964-65	159	23	25	18	8	6	7	246
1965-66	162	22	23	23	14	6	10	260

(This includes all pupils above Grade VIII from St. Mary's School.)

This school will be able to offer only academic courses but equipment for these should be provided. Library facilities need to be brought up to a reasonable standard.

The school grounds should be extended if possible and the heating plant checked to overcome existing difficulties.

TABLE XXXI**Projected Accommodation in Classrooms—Dawson Public School**

Year	Elem.	Needed Second.	Total	Available	Still needed
1960-61	4	2	6	8	0
1961-62	5	2	6	8	0
1962-63	5	3	8	8	0
1963-64	5	3	8	8	0
1964-65	5	4	9	8	1
1965-66	5	4	9	8	1

It appears that another classroom should be provided in September, 1964.

St. Mary's School:

St. Mary's School is operated in a church-school combination structure. This is a two-storey frame building and the classrooms are on the ground floor while the church is on the second floor.

Classrooms do not meet with modern standards but they are well enough heated and properly ventilated. Two classrooms are sufficient to serve the enrolment of St. Mary's School. Last year three teachers were employed: one taught grades one and two with an enrolment of ten; another taught grades three and four with an enrolment of seven, and the principal, Sister Mary Lambert, taught grades five to eight inclusive with an enrolment of eighteen. Two qualified teachers should be able to handle this school conveniently now and in the foreseeable future.

The washroom facilities are sufficient for the enrolment of the school. The boys' toilet is equipped with one bowl and the girls' toilet is equipped with two. The play area is approximately one-half acre in size, too small an area for any school. Two acres is the standard school site for an enrolment up to one-hundred pupils. The playgrounds are equipped with slides and swings for the junior pupils and senior pupils have softball to take up their recess period.

The projected enrolments for Grades I to VIII inclusive are as follows:

	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66
Enrolment:	34	39	28	28	27	30
Rooms required:	2	2	2	2	2	2

The present arrangement whereby pupils above Grade VIII are enrolled in the Dawson Public School should be continued.

Granville School:

The Granville school building and teacherage are the property of the Yukon Consolidated Gold Corporation. This corporation provides the facilities such as heat, water, light, etc. The Territorial Government provides the teacher, school supplies, the texts and the library books.

There is no indication of the limits of the school site nor has any attempt been made to clear an area so that the pupils could use it during their recess periods. There are no swings, slides, teeters, etc. for the primary students.

Until such time as the enrolment reaches a minimum of ten pupils, this should not be operated as a Territorial School. The Department of Education should pay a grant in accordance with Recommendation 98.

Mayo School:

The Mayo school building was constructed in 1959; this structure is very much like the Dawson Elementary High School. The

building is located on a site .81 acres in size and owned by the Federal Government. The Territorial Government should take steps to enlarge this site to at least two acres, if land is available, and steps should be taken to secure the title for the school site in the name of the Territorial Government.

TABLE XXXII

Projected Enrolments—Mayo School

Year	Grades							Total
	I-VI	VII	VIII	IX	X	XI	XII	
1960-61	44	2	4	3	3	2	—	58
1961-62	50	6	2	3	3	2	2	68
1962-63	54	6	6	2	2	2	2	74
1963-64	58	6	6	5	1	2	2	80
1964-65	56	6	6	5	4	1	1	79
1965-66	64	8	6	5	4	3	1	91

The enrolment is really inadequate for the minimum standards the Committee would like to see for an elementary-intermediate, let alone an elementary-senior high school. Since it has been established, however, the Committee is not prepared to recommend any change without the consent of the parents concerned. It will be difficult to obtain effective results at the senior high school level with such small numbers and meagre facilities for advanced work.

The present four rooms should be adequate both now and in the foreseeable future. At present, the school is overstaffed by one teacher in relation to enrolment.

Elsa School:

The Elsa School is constructed after the same plan as the Haines Junction School, and therefore does not require description here. The two basement rooms are on ground level and suitable as classrooms. However, it is of interest to note that the teachers' living quarters consist of two living rooms, two bed rooms, two bathrooms and one kitchen. Access to these quarters may be had from the school and from the outside.

The school is located on a 2.37 acre site, owned by the Federal Government. This site is a long narrow strip of land and the road runs the full length along one of the sides. It is urgent to have a fence constructed along this side for the safety of the pupils.

TABLE XXXIII

Projected Enrolments—Elsa School

Year	Grades							Total
	I-VI	VII	VIII	IX	X	XI	XII	
1960-61	33	1	2	3	1	—	—	40
1961-62	45	2	1	1	2	1	—	52
1962-63	58	4	2	1	1	2	1	69
1963-64	66	4	4	1	1	1	1	78
1964-65	77	4	4	3	1	1	1	91
1965-66	87	7	4	3	2	1	1	105

This school should not be teaching pupils above the Grade VIII level. Students in Grades IX to XII should take their work by correspondence under the principal's supervision. This school will probably be ready for three teachers in September of 1962, and four in September, 1964. No additional building should be required.

In September, 1961, pupils in Grades VII and VIII from Keno should be transported to this school.

The Yukon Committee discussed the possibility of having the children from the Keno School, some seven miles away, conveyed to Elsa. Those parents who attended this meeting agreed that combining the two schools is advisable.

Keno School:

The Keno School is a panabode structure with a teacherage attached. This school is owned by the Territorial Government and located on Federal property. The classroom is average in size and meets standards reasonably well. However, the water and toilet facilities, as well as heating, are extremely poor. The information received by the Committee is that it is next to impossible to put these services into proper condition.

A number of parents of this district met the Committee to discuss their school problems. These parents showed much concern for the education of their children and some agreed that it would be advantageous to close this school and arrange to have the children conveyed to Elsa where a larger number of pupils could receive a better type of instruction than can be given in a one-room school. However, the thought was expressed that some objection might come from some of the parents who were not present.

TABLE XXXIV

Projected Enrolments—Keno School

Year	Grades							Total
	I-VI	VII	VIII	IX	X	XI	XII	
1960-61	19	2	3	—	1	—	—	25
1961-62	21	1	2	2	—	1	—	27
1962-63	22	5	1	1	1	—	1	31
1963-64	24	3	5	1	1	1	—	35
1964-65	31	4	3	4	1	1	1	49
1965-66	32	2	4	2	3	1	1	45

Consideration has been given to transporting all of these pupils to Elsa, but there seems no great educational advantage to offset the disadvantages of transporting very young children. For this reason, it is suggested that the existing school be put into better shape in regard to sanitation and heating. It is suggested that, in September, 1961, all pupils above Grade VI be transported to Elsa if arrangements can be made. In September, 1964, it will probably be necessary to build an additional room at Keno, at which time the matter could be reconsidered.

Carmacks School:

The Carmacks School is a small building owned by the Territorial Government and located on Federal property. The classroom is poorly lighted and poorly ventilated. The windows are improperly placed and patches of blackboard are located here and there in the room. The space heater is too close to the pupils' desks because the room is too small. The school site is near the traffic area, placing the school in the midst of noise and endangering the safety of the pupils at play. The local people who met the Committee suggested that a more suitable site for a school is available in an area at the end of the road near the old ferry site.

The projected enrolments are presented from two points of view. First, from the point of view that the present practice of sending the Indian children to Indian Residential Schools be continued; and second, from the point of view that the wishes of the great majority of the Indian parents be heeded and that their children be permitted to remain at home and receive their education at Carmacks.

TABLE XXXV

Projected Enrolment—Carmacks School⁽¹⁾

Year	Popu- lation	Grades								Total
		I	II	III	IV	V	VI	VII	VIII	
1960-61	(White)	1	3	1	0	3	0	0	0	8
	(Indian)	8	2	1	5	7	2	6	0	23
1961-62	(White)	2	1	3	1	0	3	0	0	10
	(Indian)	4	8	2	1	5	7	2	6	35
1962-63	(White)	6	2	1	3	1	0	3	0	16
	(Indian)	9	4	8	2	1	5	7	2	38
1963-64	(White)	1	6	2	1	3	1	0	3	17
	(Indian)	8	9	4	8	2	1	5	7	44
1964-65	(White)	5	1	6	2	1	3	1	0	19
	(Indian)	9	8	9	4	8	2	1	5	46
1965-66	(White)	4	5	1	6	2	1	3	1	23
	(Indian)	9	9	8	9	4	8	2	1	50

The people of Carmacks, headed by Mrs. Vera F. Liden, strongly advocated the education of the Indian children at home for three reasons: first, this is the wish of the majority of the Indian parents; second, this is a step towards effective integration of the Indian youth to make it possible for them to establish themselves in the Yukon economy on the same basis as the white people; and third, this would help the Indian parents to raise their standards of living.

The Committee realizes that the Indians may not take full advantage of the educational opportunities offered them, but the suggestion of educating the children near home appeals to every parent, white and Indian alike. Therefore, the Committee suggests that the Territorial Government acquire a school site and construct a two-room school before September, 1961. The plan for this school should make provision for an extension as soon as conditions warrant.

Recommendations

133. That, if funds are available, a composite secondary school with a capacity of 750 pupils and enrolling Grades VII to XII inclusive, be built as soon as possible on or in the neighborhood

(1) The Indian children shown on this table are those residing at Carmacks as reported to the Committee in a letter signed by Mrs. Vera Liden. These Indian children are also included in the statistical table under "Carcross Indians" and "Lower Post Indians" in Appendix A. If a school is established for them at Carmacks, the Indian enrolment in Whitehorse will be reduced.

of Lot 19 in Whitehorse, and that the existing school building be converted to an elementary school enrolling Grades I to VI inclusive; or, alternatively,

That, if the funds are not available for the above, a ten-room elementary school be built immediately in the southern portion of Whitehorse to be followed within two years by an eight-room elementary school in the northern portion, both schools enrolling Grades I to VI inclusive, and that the existing school building be converted into a composite secondary school enrolling Grade VII to XII.

134. That Christ the King School enrol only Grades I to IX until such time as it is assured of a minimum enrolment of 56 pupils in Grades X to XII inclusive. The date for this would appear to be September, 1962.

135. That building plans for Christ the King School be revised to provide seven to eleven rooms in the projected addition to the new building, dependent on the next two years of experience with the retention of the school population in upper grades.

136. That serious consideration be given to reserving the new separate school in the Riverdale area for Grades VII to XII and to building a separate school for the elementary grades in the same general area. Building up the new school to one containing eleven teaching-stations would take care of all projected secondary school enrolments; any additional rooms should therefore be elementary classrooms on a different site.

137. That, in Carcross Elementary School, Grades I to VIII be taught in the existing one-room building, while Grades IX and up either take correspondence courses under the supervision of the teacher or attend school in Whitehorse.

138. That, at Watson Lake, if the existing classroom at the Airport is to be maintained, one additional classroom and a play-room should be constructed at the Wye School, otherwise, two additional rooms be built; further, that wash-room accommodation be increased and grounds developed.

139. That any new construction at Watson Lake be the nucleus of a building which can be expanded as circumstances warrant and not be an addition to the present structure.

140. That, in view of the anticipated expansion of the community of Watson Lake, a school site be reserved in the new residential area developing to the east.

141. That, if and when new teacher accommodation is necessary at Watson Lake, consideration be given to converting the present school building to that purpose.

142. That, at Swift River, the proposed new quarters for the school be accepted as they will be adequate for any enrolment foreseeable until 1965-66.

143. That, at Teslin, pupils be instructed in Grades I to VIII, with pupils in Grade IX and above taking correspondence courses under supervision or attending a secondary school elsewhere.

144. That, at Brook's Brook, pupils be instructed in Grades I to VIII in the present one-room school, such improvements being made as necessary to bring it up to standard, and that pupils in Grade IX and above take correspondence courses under supervision or attend a secondary school elsewhere.

145. That, at Haines Junction, pupils be instructed in Grades I to VIII in the present two-room school, such improvements being made as necessary to bring it up to standard, and that pupils in Grade IX and above take correspondence courses under supervision or attend a secondary school elsewhere.

146. That the recommendations of Kluane Lake and Beaver Creek made on June 7, 1960, to the Legislative Council of the Yukon Territory and included as Appendix B to this Report, be accepted.

147. That, at Kluane Lake and Beaver Creek, pupils be instructed in Grades I to VIII in the present schools and that pupils in Grade IX and above take correspondence courses under supervision or attend a secondary school elsewhere.

148. That, at Dawson Public School the grounds be extended if possible, the heating plant be brought into proper operation before winter, and a ninth classroom be added by September, 1964.

149. That the St. Mary's School at Dawson continue to enrol Grades I to VIII, as in the past.

150. That the Granville School be disestablished as a Territorial School and that a grant per pupil be paid in accordance with Recommendation 98.

151. That the Mayo School grounds be enlarged if possible to at least two acres and the title vested in the Territorial Government.

152. That a fence be placed on the road side of the Elsa School.

153. That only Grade I to VIII be taught in the Elsa School and that pupils above Grade VIII use correspondence courses under supervision or attend a secondary school in a larger centre.

154. That Grades VII and VIII from the Keno School be conveyed to Elsa in September, 1961, and that the situation be reviewed in September, 1964, when it may be necessary to add a second room at Keno.

155. That sanitation, water and heating systems at the Keno School be put into proper condition.

156. That, at Carmacks, an integrated school for the white and native children from Grade I to VIII be established in September, 1961, and that in preparation therefor the Yukon Department of Education secure a site and build a two-room school that eventually can be expanded as the need arises.

CHAPTER X**Adult Education**

One of the phenomena of the present day education world is the extension of education facilities to adults. Apart from those who are continuing their education in university or technical schools as full-time students, there are other thousands who spend two evenings a week at night school or take three weeks' leave to attend a short course. Other thousands gather around a radio or television set to learn French or to discuss current affairs, or form clubs to study Shakespeare or to learn how to build boats.

The reasons for this activity are manifold. The shorter work week has left ordinary people with more free time than their forefathers ever had, while the pleasures of the cocktail lounge or the moving picture and the satisfactions of watching television or even sports pall for the active mind when repeated too often. The job which once remained the same year after year now changes overnight with technological advances or even disappears altogether, so that the worker must keep abreast or learn anew. The world has become a very small place with what is happening in the Congo or in Laos of frightening import to the citizen of Ottawa or Bucharest, so the citizen who thinks tries to understand more of the underlying causes which he may in some measure help to control. The bright boy who left school in Grade X now finds at age 25 that his further promotion is blocked unless he can at least complete Grade XII. All of these are reasons, but probably the greatest reason of all is the fact that, for the first time in history most individuals have had enough formal education to appreciate its value and to believe that the more they learn the better off they will be. It is this faith in education, sometimes pathetically manifested in the empty quiz show or in pseudo-science perhaps, that nevertheless is bringing back into classrooms many who left them a decade or more ago.

Now, in the Yukon, what has been done in the field of adult education is little indeed, and the success of the few courses offered has not been great. This is the opinion of those concerned with the schools. A commercial course in one centre, English for New Canadians in another—these would seem to be the extent of the work with adults.

Yet the Yukon has many resources that are not found elsewhere. In its civil service and in the services that maintain the Highway is a wealth of highly-trained personnel, skilled and experienced. It has well-lighted school rooms and buildings where physical facilities can be maintained. It lacks the competition of the vast array of organizations and spectator sports that are found in more populous areas. It even has the advantage of longer hours of darkness in the winter months when people must perforce spend most of their leisure time indoors.

Who is to take the leadership? In the provinces, adult education has many sponsors. The Universities and the local school boards are the most important, but labor unions, companies and voluntary associations have also played their part.

Night schools have probably been the most important single device. In some Vancouver schools the night school population is actually greater than the day school population, but even some of the much smaller centres fill their schools four nights a week.

Courses fall into many categories. Some are academic—high school courses for adults who failed to take them as young people. Some are cultural—courses in current affairs or music or sketching or Russian. Some are vocational—carpentry or tinsmithing or timber cruising or shorthand. Some are hobby-handicraft type—boat-building or fly-tying or needlework or cooking. Some are frankly recreational—bridge-playing or golf or square-dancing. But all are both individually and socially valuable.

It is not sufficient for a school just to offer a course and hope that someone turns up. Nor in the Yukon are there universities to supply speakers or an assured audience of interested people when the speaker is supplied. It would seem that here the principal of the school must do much of the work that a special director might do in larger places, while the Local Advisory Committee, with the help of the local parent-teachers' association, might do much to acquaint persons with what is available.

In the smaller communities, there could even be an organized adult education association that would decide just what courses might be valuable to the citizens that year and then organize them with the help of the teacher and the Local Advisory Committee.

In the larger communities, the work of organization might be undertaken by the principal of the secondary school. Radio stations and press could help also in the initial stages as a community service.

On the whole, such adult education should be self-sustaining, but the Territorial Department of Education could subsidize initial steps in night schools by free rentals of rooms and facilities. When vocational work is taught, some Federal grants are available towards instructors' salaries, if matched by equal sums from the Territorial Department.

Another important part of adult education services is the development of community libraries. Every encouragement should be given, with some small measure of financial support, to the establishment and expansion of these. In the smaller centres, school library and community library resources might be pooled in regard to reference sections, although there will be a need to separate child and adult sections in most categories.

Vocational training has been considered in another part of this report. When vocational facilities are provided, they will be wasted in an area of this size unless they are used for both youths and adults. In addition to courses offered in the day-time for regular students, the facilities should be available for night-school classes. In many cases the regular day students should also include adults.

Recommendations

157. That in all communities where schools exist, that the Local Advisory Committee and the principal or teacher investigate the possibilities of organizing an adult education association; further, that this association be allowed to use the school facilities rent free for night-school courses of an educational, vocational or recreational nature, but that as far as possible these courses be self-sustaining.

158. That facilities for vocational education, including existing commercial study facilities and any future technical or industrial facilities, be utilized for adult as well as child education.

CHAPTER XI

Financing Yukon Schools

The financing of schools in the Yukon has been a divided responsibility. In some cases, the Territory has undertaken to establish and meet fully the costs of maintenance of schools. In others, it has paid grants towards the operation of schools established by some other authority. In still other cases—the schools under the jurisdiction of the Indian Affairs Branch of the Department of Citizenship and Immigration—it has assumed no financial responsibility.

There are no school districts in the Yukon and therefore there are no school boards charged with the responsibility for the provision of school facilities in the local areas. For all practical purposes the Yukon can be considered as one school district, with the Commissioner in Council performing the duties normally performed by a board of school trustees as well as carrying out the responsibilities of a Minister of Education.

Since a number of Federal Departments are concerned with the financial structure of the Yukon, from time to time an Interdepartmental Committee on Federal-Territorial Financial Relations is set up to review the financial conditions and submit its report and recommendations to the respective Departments at Ottawa and to the Territorial Government. The last report of this committee is dated at Ottawa, October 2, 1957, and signed by F. J. G. Cunningham, Chairman, Department of Northern Affairs and National Resources, R. M. Burns, Department of Finance, member, C. M. Herbert, Department of Northern Affairs and National Resources, member, J. E. Howes, Bank of Canada, and G. W. Stead, Department of Finance. The recommendations made in this report govern the interdepartmental financial relationships and responsibilities until 1962, a period of five years.

The Yukon Committee on Education is concerned with only one phase of this report, Education.

The recommendations made by the 1952 Committee on Territorial-Financial Problems were reviewed and in principle endorsed. To keep the record complete, these recommendations are embodied here. They are:

- “(a) that those departments of the Federal Government whose activities in the Territory are not directly related to territorial development pay on a uniform basis to the Territorial Government a contribution toward the cost of educating the children of their employees who reside on tax exempt property;
- (b) that the Territorial Government negotiate with the Department of National Defence regarding the amount by which the cost of the Whitehorse school exceeded \$705,500, the cost of additional furnishings required for the school, and the cost of constructing a teachers’ residence;
- (c) that the Territorial Government impose education taxes, commencing with the fiscal year 1952-53, sufficient to yield not less than forty per cent of the net operating cost of schools in the Territory, after deducting fees received in respect of children of federal employees; and
- (d) that the Territorial Government employ a permanent assessor for territorial and municipal tax purposes.”⁽¹⁾

The 1957 Interdepartmental Committee on Federal-Territorial Financial Relations made the following recommendations:

“The Committee recommends that the Government of the Yukon continue to be responsible for the administration and financing of education in the Territory except in respect of Indians, and that the education tax on real property and on liquor be continued at not less than the present rates.

- (a) *Territorial Public Schools*: The Committee thinks that with the following modifications the present arrangements for meeting operating costs in these schools should be continued. It recommends (1) that fees paid by the Federal Government for pupils of federal employees living in tax-exempt premises be increased to \$250 per pupil per year, and (2) that in the case of the proposed new school in the subdivision on the east side of the Yukon River in Whitehorse, the Federal Government pay the full per pupil costs for Indian children in attendance.

In connection with the construction and equipment of territorial schools, the Committee recommends that the Federal Government contribute that portion of the capital costs which is equivalent to the percentage of children of federal employees and Indians to be accommodated.

- (b) *Territorial Separate Schools*: The practice has been for the Territorial Government to pay an operating grant in respect of non-Indians in attendance (including children of federal employees) which is equivalent to actual operating costs approved by the Commissioner. The Federal Government has in turn paid the Territorial Government \$150 per year for each child of a federal employee living in tax-exempt premises who is in attendance. The Committee recommends that with one exception this arrangement be continued. It recommends that the fee paid by

(1) Interdepartmental Committee on Federal-Territorial Financial Relations, op. cit. p. 4.

the Federal Government to the Territorial Government for children of federal employees living in tax-exempt premises be increased from \$150 per pupil per year to \$250 per pupil per year.

Christ the King School was built to replace and enlarge existing facilities which were of a temporary nature. The Federal Government contributed towards the capital cost an amount which was equivalent to the percentage of children of federal employees living in tax-exempt premises to be accommodated. The Territorial Government made a contribution based on the cost of the additional accommodation to be provided and the church authorities on behalf of the ratepayers paid the balance. The Committee does not foresee any new territorial separate schools being constructed in the next five years and has not studied the merits of the methods followed in financing the capital cost of such schools in the past.

- (c) *Church Schools*: The practice has been for the Territorial Government to pay an operating grant in respect of non-Indians in attendance (including children of federal employees) which is equivalent to actual operating costs approved by the Commissioner, and the Federal Government pays the Territorial Government \$150 per year for each child of a federal employee living in tax-exempt premises who is in attendance. The Committee recommends that with one exception these arrangements be continued. It recommends that the fee paid by the Federal Government to the Territorial Government for children of federal employees living in tax-exempt premises be increased from \$150 per pupil per year to \$250 per pupil per year.

Capital grants are not made to church schools.

- (d) *Department of National Defence Schools*: These schools are operated by the Territorial Government for the benefit of children of employees of the Department of National Defence at points where other education facilities are not available. They also serve other children at these points. The Committee recommends that with one exception the present arrangements be continued. The Committee recommends that the per pupil fee paid by the Federal Government to the Territorial Government in respect of children of Department of National Defence personnel living in tax-exempt premises be increased from \$150 to \$250 per year.
- (e) *Company Schools*: These schools are located in remote areas where, because of the uncertainty of there being a continuing requirement or because of the few children to be taught, the construction of a school by the Territorial Government is not warranted. The interested company provides and services the building and staff housing, and, as the company pays school taxes, the Territorial Government pays the company an agreed sum in compensation for the provision by it of heat, light and janitor services.

The Territorial Government also provides the teacher. The Committee recommends that the present arrangement for the operation of these schools be continued.

- (f) *Indian Schools*: These schools are constructed and operated by the Department of Citizenship and Immigration, for the education of Indians. A few non-Indian children attend these schools because other schools are not within reach of them and the Territorial Government pays per pupil fees on their behalf to the Department of Citizenship and Immigration. The Committee recommends this arrangement be continued.”⁽¹⁾

The Yukon Committee on Education feels that the principle of payment by Federal Departments of a per pupil grant on behalf of the children for whose education they are responsible is sound. Since educational costs fluctuate, it would be more equitable to adjust the per pupil grants more frequently than in five-year periods.

The following table presents the total operational expenditures on education as reported in the 1960-61 estimates of the Yukon Government and the enrolments taken from the Superintendent's last Annual Report for the same period.

TABLE XXXVI
Expenditures on Education, Yukon

Year	Expenditures ⁽²⁾	Enrolment ⁽³⁾	Per Pupil Cost
1953-54	\$282,644.00	1412	\$200.17
1954-55	323,378.48	1554	208.09
1955-56	482,608.78	1675	288.12
1956-57	454,312.64	1790	253.81
1957-58	526,675.14	1953	269.67
1958-59	567,672.94	2029	279.78

The above expenditures do not include the capital costs used to build and equip schools and teacherages. Capital costs vary from year to year depending on the extent of the building program. However, if the average annual cost per child in the Yukon was \$375 as given on page 6 of the 1957 Report of the Interdepartmental Committee on Federal-Territorial Financial Relations is correct, then the annual capital costs per child were slightly higher than \$100.

(1) *Ibid.*, pp. 8-12.

(2) *Government of Yukon Territory Estimates 1960-61*, p. 23. From an examination of the report it would appear that these are operating expenditures only.

(3) Annual Report on Operation of Yukon Territorial Schools, 1958-59, op. cit., p. 22.

The estimated per pupil operating costs for 1959-60 are in the neighborhood of \$330 per child.⁽¹⁾ Capital costs are not included.

It is very clear that educational costs are increasing each year both in the total and on a per pupil basis. It therefore would seem that a five-year period is too long to await readjustment of interdepartmental grants.

In the Public Accounts of the Government of the Yukon for the Fiscal Year Ended March 31, 1959,⁽²⁾ the sources of operating revenue and expenditures are listed as follows:

Revenue: Local Taxation,			
	Licences and Fees	\$ 935,875.95	39.41%
	Profit from Sale of Liquor	730,550.73	30.76%
	Canada—Grants and Subsidies	462,112.84	19.45%
	Machine Operation Reserves	246,539.10	10.38%
		<hr/>	
		\$2,375,078.62	100%
Expenditure:			
	Roads—Maintenance and Construction	\$1,596,023.50	37.77%
	Buildings and Equipment	1,311,702.00	31.04%
	Education	567,672.94	13.43%
	Health and Public Welfare	381,375.57	9.03%
	General Administration	368,070.54	8.73%
		<hr/>	
		\$4,224,844.55	100%

“Of the Expenditure total, the sum of \$1,586,204.71 is recoverable from the Federal Government in reimbursement of expenditure on Federal Projects. Net Expenditure, therefore, totalled \$2,638,639.84 or \$263,561.22 in excess of Revenue.”⁽³⁾

In the Public Accounts for 1959⁽⁴⁾ there is a comparative statement of the tax revenue for the twelve month period ended March 31, 1959 and 1958. The items of interest as far as school finance is concerned are the following:

	1959	1958	Increase
Territorial Property Tax	\$46,604.82	\$47,796.84	—1,192.02
Territorial School Tax	69,496.81	60,908.59	+8,588.22
Liquor Tax	74,447.35	74,942.85	— 495.50

The Territorial Property Tax and the Territorial School Tax are the only direct taxes levied on the people of the Yukon. In the report of the Interdepartmental Committee on Federal-Territorial Financial Relations reference is made to a fixed 10 mill rate for school purposes. This rate has persisted since 1952 and pro-

(1) Calculated by dividing an estimated expenditure of \$709,659 by an enrolment of 2,142.

(2) Public Accounts of the Government of the Yukon Territory for the Fiscal Year ended March 31st, 1959. (Queen's Printer, Whitehorse) p. 5.

(3) Ibid.

(4) Ibid, p. 15.

duced \$69,496.81 of the total educational expenditure of \$567,-672.94 or 12.24%. Therefore, the local school tax support in 1959 was 12.24% and the Government support was 87.76%.

TABLE XXXVII

Proportion of School Expenditures Paid by Local Taxation 1958-59

	Total Expenditures	Amount	%
Yukon	\$ 567,672	\$ 69,496	12.24
Saskatchewan ⁽¹⁾	82,283,535	34,613,106	42.07
Alberta ⁽²⁾	80,260,717	41,091,848	51.20
British Columbia ⁽³⁾	91,279,662	45,127,873	49.44

It will be seen from the above table that the people of the Yukon contribute considerably less in local property taxation than those in any of the western provinces.

It is a principle of responsible government that control to some extent must be vested in the level of government that provides the revenue. At the present time, the control of the schools is vested in the Territorial Government which is representative of all the people in the Territory and provides from general revenue most of the costs. In the provinces, a greater measure of control is delegated to local school boards, elected by residents in local areas who contribute by direct taxation a large portion of school costs. The lesson as to local control needs no labouring.

The Committee, in advocating Local Advisory Committees, has suggested the first step towards establishing local boards of trustees. Experience would show that the next steps will be dependent upon the willingness of local people to assume a greater share of responsibility both in relation to costs and administration.

The Committee feels that the present situation is a fair one. It does not recommend any additional local taxes for school purposes. If, in any community, the people feel they are ready for a greater measure of local control of education then they should be ready to tax themselves accordingly.

The Mill rate in the Yukon has remained static at 10 mills ever since 1952, yet the operating cost per pupil rose from \$200.17 in 1953-54 to \$279.78 in 1958-59. With the rising costs of educa-

(1) *Annual Report of the Department of Education of the Province of Saskatchewan 1958-59*, authorized by the Minister of Education. (Regina: Queen's Printer). Figures taken from p. 64. Percentages calculated.

(2) *Fifty-Fourth Annual Report of the Department of Education of the Province of Alberta, 1959*, Published by Order of the Legislative Assembly (Edmonton: Queen's Printer 1960). Figures taken from p. 138 and p. 139. Percentages calculated.

(3) Superintendent of Education, *Public Schools of the Province of British Columbia Eighty-Eighth Annual Report 1958-59*. Printed by Authority of the Legislative Assembly (Victoria: Queen's Printer, 1960). Figures taken from P.Z 29 and Z 32. Percentages calculated.

tion, school mill rates everywhere have gone up. The average mill rate in Alberta, for school divisions and counties, as reported in the Fifty-Fourth Annual Report of the Department of Education for the year 1959⁽¹⁾ was 29.46 mills, and the highest and the lowest mill rates are 39.00 and 17.84 respectively. Since the Alberta Assessment Commission assessed the real property and the improvements in the Yukon, the basis of assessment in Alberta and the Yukon should be alike, consequently the mill rates should bear similar relationships. A mill rate of 30 applied to the 1959 Yukon assessment of \$6,949,681 produces \$208,490.43 tax revenue, which constitutes 37.02% of the total educational cost of the Yukon in 1959. Applied to the city of Whitehorse, where the 1958 assessment was \$4,025,810,⁽²⁾ 30 mills would produce \$120,774.30 in taxes, which is 30.64% of \$394,173.00, the 1959 operating cost of the three schools in Whitehorse.⁽³⁾

If the people in Whitehorse were prepared to assume a mill rate for school purposes of 30 to 40, the organization of a school district and the election of a responsible school board would be a reasonable step. Under such circumstances the Territorial Government would have to commit itself to pay grants, operational and building, sufficiently high to enable the local boards to meet their obligations.

Whitehorse, on the other hand, has much work to do still in organizing its municipal services. In the opinion of this Committee it would be wise not to disperse its local revenues over too wide an area at this time. For this reason, the Committee would suggest that organization of a local school district in Whitehorse, the most suitable area in the Territory for such an organization, wait until some experience has been had with the suggested Local Advisory Committees.

Any attempt to estimate costs in advance involves so many imponderables, especially under the unstable financial conditions of recent years, that the accuracy of the results can be questioned. The more detailed the calculations, the more probability of error is involved. The simplest method may not be scientific but it offers as valid a system as any.

Present operating costs of Yukon schools approximate \$330 per pupil. It can only be assumed per pupils costs are likely to increase if the present inflationary trends continue, in terms of the dollars used if not in terms of costs related to costs of other services. What that increase will be, it is hard to say but it has amounted to 40% for the last five years for which records are available. If we assume some slowing down in the rate of increase, the cost per pupil will still probably reach \$450 in the year 1965-66.

What should be the total costs in that year? The projected

(1) *Fifty-Fourth Annual Report of the Department of Education*, op. cit. p. 147.

(2) Institute of Local Government, Queen's University at Kingston, *The City of Whitehorse*, A Report prepared for the Department of Northern Affairs and Natural Resources (1960) p. 11.

(3) *Government of Yukon Territory Estimates 1960-61*, op. cit., p. 22.

enrolments show a figure of approximately 3,500 pupils for that year. If both figures are correct, estimated annual operating costs for 1965-66 will be in the neighbourhood of \$1,575,000. Even if per pupil costs stay the same, the annual costs will amount to \$1,155,000. In other words, the Yukon should be preparing to spend approximately one and a quarter to one and a half million dollars as its annual education bill five years from now. Any estimates for five years beyond that would be fantastic guesses, as there is no way of judging developments that far ahead in an area such as this.

Capital costs are also hard to estimate. Schools in the Yukon appear to have been costing about \$30,000 per classroom on an average. Estimates of costs of new construction from 1960-61 to 1965-66 would be as follows:

Whitehorse Composite Secondary School,	
25 teaching stations	\$ 750,000
Converting present building to elementary school	50,000
Christ the King School, 11 teaching stations	330,000
Watson Lake, 2 rooms	60,000
Takhini School, 12 rooms	360,000
Kluane Lake 1 room	30,000
Beaver Creek, 1 room	30,000
Dawson City, 1 room	30,000
Keno-Elsa, 1 room	30,000
Carmacks, 2 rooms	60,000
Total	<u>\$1,730,000</u>

Costs of capital construction, exclusive of routine matters of repair, would therefore amount to approximately another one and three-quarter million dollars in the next five years.

This is exclusive of the capital cost of new teacherages, which the Committee has no way of estimating. The cost of these, at least in theory, should be self-liquidating in terms of rents received.

It is impossible to get a clear picture of either expenditures or revenues earmarked for education. The Public Accounts do not segregate these. Some expenditures made on behalf of schools are shown in Capital and other Accounts, while revenue is paid into the Consolidated Revenue Fund.

The financial picture for the year ended March 31, 1959, shows an expenditure of \$567,672.94 for education,⁽¹⁾ of which \$8,180.10⁽²⁾ was recovered, leaving a net expenditure of \$559,492.84. In addition, \$612,206.89⁽³⁾ was spent from the Capital Account on schools, of which \$126,963.86⁽⁴⁾ was recoverable, leaving a net expenditure of \$485,243.03.

(1) Public Accounts of the Government of the Yukon Territory, op. cit, p. 5.

(2) Ibid. p. 17.

(3) Ibid., pp. 19 and 20.

(4) Ibid., p. 21.

On the revenue side, the following items appear in the Public Accounts:

Territorial School Tax	\$ 69,496.81 ⁽¹⁾
School Attendance Fees	195,225.00 ⁽²⁾
Night School	700.00 ⁽²⁾
Sale of School Books	6,270.31 ⁽³⁾
Recovered Expenditures	8,180.10 ⁽³⁾
School Fees applicable to Previous Year	13,139.17 ⁽³⁾
	<hr/>
Total Educational Revenue	\$293,011.39

To this might be added \$40,000 which is greater than one-half the Liquor Tax of \$74,447.35,⁽⁴⁾ ear-marked for education. The total revenue then becomes \$333,011.39.

It would therefore appear that in that particular fiscal year, the Territorial Government supplied an additional \$226,481.45 out of Consolidated Revenue for the schools, as well as the \$485,-243.03 spent on new buildings and equipment.

It is difficult to see any new sources of revenue other than Federal grants, which in the year concerned contributed \$462,-112.84⁽⁵⁾ to the Consolidated Revenue Fund, about 20% of the operating revenue.

The Committee is not prepared to recommend any new taxation sources within the Territory. It should be remembered that as integration of the native Indian school population with the white pupils develops, the contribution of the Indian Affairs Branch towards both construction of new schools and operation of existing schools will increase. For example, the 101 Indian children estimated for enrolment in Whitehorse Schools in September, 1960, should increase to 310 by 1965-66, with a proportionate sharing of costs by the Indian Affairs Branch under existing agreements.

If fees from Federal Departments are kept on a realistic basis as recommended, and if the Federal subsidies remain proportional to growing costs, it is unlikely that the Territory will be faced with a much higher proportionate cost than at present. It is presumed also that the economy of the Territory should at least keep pace with the growth of the schools and be able to contribute more both through school tax at the present rate and through all other phases of Territorial revenue.

If this is not true, then an alternative is to add to the Consolidated Revenue Fund through some additional general tax source. Any increase in taxes on real property would hinder the already slow development of private ownership and would not increase school revenue to any appreciable extent. The total real property tax for school purposes at present would do little more than support the existing school at Dawson if that were the only revenue available.

(1) Ibid. p. 15.

(2) Ibid. p. 16.

(3) Ibid. p. 17.

(4) Ibid. p. 21.

(5) Public Accounts of the Government of the Yukon Territory, op. cit., p. 5.

A general tax, such as a sales tax, would add to the already high cost of living in the area. This in turn would have an adverse effect in attracting permanent residents and might even lead to an over-all loss in revenue through discouragement of settlement. In fact, the Yukon will benefit most in the long run through those people who build homes with the intention of remaining as citizens of the Territory. These citizens will contribute both through taxes on real property and general taxes.

The whole problem really stems from the small population, especially when many of them are living on non-tax-producing property. The only real and lasting solution to the taxation problem is to develop the productivity of the Territory. Until a greater share of the burden can be carried by taxation within the Yukon, it may be necessary to forego some developments that might be desirable if financial resources were greater.

Recommendations

159. That the present per pupil grant paid by Federal Departments on behalf of the education of children for whose education the Federal Government is largely responsible be continued, but that it be adjusted at more frequent intervals than the present five-year periods so as to keep its proper relation to changing costs of education.

160. That there be no increase in local property taxes for school purposes until such times as local school districts are formed, and that the organization of such districts be deferred until there has been several years' experience with the proposed Sub-Committee on Education of the Territorial Council and of the suggested Local Advisory Committees.

161. That the present agreement with the Indian Affairs Branch of the Department of Citizenship and Immigration, whereby the Indian Affairs Branch pays the full cost of education of Indian children attending certain Territorial schools, be continued; and that similar arrangements be made wherever it is feasible to integrate the education of Indian and white children.

CHAPTER XII

The Yukon School Ordinance

Suggested Revision of the School Ordinance

There are many recommendations in this report, which, if adopted, will require amendments to the Yukon School Ordinance before they can be implemented. The Committee's opinion as to the changes which appear to be necessary and the manner in which they are to be effected are set forth below. Changes as to deletions, additions and substitutions will be indicated as briefly as possible. The section, clause or sub-clause will be listed and the suggested action to be taken indicated. After each section, clause or sub-clause the recommendation which has a bearing on the revision will be listed with page number reference.

The following are suggested amendments to the School Ordinance, Part I, Chapter 99, An Ordinance Respecting Schools for the Yukon Territory, 1958—Second Session:

1. Section 2: Add clauses defining: "Commissioner in Council", "Educational Sub-Committee of the Legislative Council" and "Local Advisory Committee".
2. Section 3: Substitute "Commissioner in Council" for "Commissioner".
3. Section 4: Divide into four parts:

Part I to read:

"From time to time the Commissioner in Council may establish a school in any place in the Territory as deemed necessary."

Part II to read:

"The Commissioner in Council shall:

- (a) prescribe regulations for the admittance of Grade I pupils (Note Recommendation 81 p. 147);
- (b) grant to publicly-supported schools such sums as deemed proper (Then shall follow a statement with regard to items now detailed in sub-clauses (i) to (vii);

Sub-clause (vi) Recommendation 97, p. 150;

Sub-clause (vii) Recommendations 98-102, p. 150.

Part III to give to the Commissioner the responsibilities and powers which he has presently under Section 4 clauses (c), (d) and (e).

Part IV to provide for the establishment of an Educational Sub-committee of the Legislative Council (Recommendations 2 and 3, p. 30).

4. Section 5: Clause (a) Revise in accordance with Recommendation 8, p. 30 and 9, p. 31.
 - Clause (b) Delete. (This is covered more fully in Clause (n)).
 - Clause (e) Delete.
 - Clause (f) Delete.
 - Clause (g) Delete.
 - Clause (i) Substitute "Commissioner in Council" for "Commissioner".
 - Clause (j) Revise. Recommendations 103 and 104, p. 151.
 - Clause (l) Revise. Recommendation 57, p. 95.
 - Clause (m) Add after the word "Commissioner" the words "Commissioner in Council".
 - Clause (n) Substitute "Commissioner in Council" for "Commissioner".
 - Clause (o) Delete.
 - Clause (p) Make Superintendent a court of appeal in all disputes arising in relation to a school between the parents or children and a teacher which cannot be settled by the principal of the school.
 - Clause (q) Revise. Recommendation 10, p. 31.

- Clause (r) Revise. Recommendation 11, p. 31.
- Clause (s) Substitute "Commissioner in Council" for "Yukon Council".
- Clause (t) Revise in the light of Recommendations 72, p. 146 and 86, p. 148, and of Clauses (i) and (j) of this section.
- Clause (v) Substitute "Commissioner in Council" for "Commissioner".
- Clause (w) Revise by prefacing with the words "on instruction from the Commissioner in Council".
5. Section 6: Revise. Recommendations 36 and 37, p. 72. Substitute "Commissioner in Council" for "Commissioner".
 6. Section 7: Revise. Recommendation 36, p. 72. Substitute "Commissioner in Council" for "Commissioner".
 7. Section 8: Substitute "Commissioner in Council" for "Commissioner".
 8. Section 9: Revise. Recommendation 109, pp. 151-152.
 9. Section 10: Revise. Recommendation 108, p. 151. Substitute "Commissioner in Council" for "Commissioner".
 10. Section 11: Delete "Ash Wednesday" and "Arbor Day". Recommendation 109, pp. 151-152.
 11. Section 13: Sub-section (1) Revise. Recommendation 129, p. 154.
Subsection (2) Substitute "Local Advisory Committee" for "Superintendent".
 12. Section 14: Sub-section (1) Revise. Recommendation 128, p. 154.
 13. Section 15: Substitute "Commissioner in Council" for "Superintendent" in line 1 and "Commissioner in Council" for "Commissioner" in lines 3 and 4.
 14. Section 16: Revise. Recommendations 29 and 30, p. 71.
 15. Section 17: Revise. Recommendation 31, p. 72.
 16. Section 18: Delete. Recommendation 11, p. 31 makes attendance enforcement the responsibility of the principal.
 17. Section 19: Revise. Recommendation 69, p. 98.
 18. Local Advisory Committee: The following is suggested as a guide in framing legislation for the establishment of a locally-elected advisory committee:

Local Advisory Committee

(1) The Commissioner in Council shall make provision for the establishment of a locally-elected Advisory Committee for each publicly-supported school, consisting of three to five representatives of the residents in the area served by the school. (Recommendation 4, p. 30).

(2) Meetings of the Local Advisory Committee shall be held monthly if possible and at least eight meetings should be held between the first day of July and the thirtieth day of June of the year next following. Regular meeting dates for the Local Advisory Committee may be arranged by resolution at a meeting at which all the members are present. A meeting of the Local Advisory Committee may be called by any member of the Committee, the Superintendent of Schools, or by the Commissioner.

(3) It shall be the duty of the Local Advisory Committee and it shall have power:

- (a) to appoint a secretary or secretary-treasurer and to determine his duties and remuneration within prescribed limits;
- (b) subject to these regulations and to any regulations of the superintendent, to care for and manage the school property and to recommend one or more persons for caretaker to the superintendent;
- (c) to co-operate with the teacher in the care, management and supervision of school property and, subject to any regulations of the superintendent, to effect any emergency repairs thereto and to report the facts forthwith to the superintendent;
- (d) to requisition goods and services for emergency repairs within the prescribed limits of the regulations;
- (e) to promote effective harmonious relations between parents or children and the teachers;
- (f) to make representations to the superintendent as to the maintenance, repairs and extension of the school and other buildings associated with it and any furniture or equipment in such buildings;
- (g) to make representations to the superintendent for the improvement or for the extension of the educational facilities for the residents of the community;
- (h) if it desires to do so, to nominate by resolution one or more persons for employment on the teaching staff of the school.

Revision of Manual for Yukon Teachers

The Committee feels that all the recommendations contained in this report should receive the approval of the Commissioner in Council and that the appropriate legislative action should be taken to implement the recommendations requiring such action. The remaining recommendations should be given formal approval. If and when any or all of the recommendations of this report are approved by the Commissioner in Council, and the necessary revisions of the School Ordinance have been made by the Legislative Council, the Manual for Yukon Teachers should be revised. The changes in the Manual should be in accordance with the changes in the School Ordinance and the recommendations approved by the Commissioner in Council.

Recommendations:

162. That the changes in the School Ordinance suggested in Chapter XII of this report be made by the Legislative Council of the Yukon Territory.

163. That the Manual for Yukon Teachers, Revised 1959, be revised to give effect to the recommendations of this report.

CHAPTER XIII**Conclusion**

On reviewing the preceding chapters the Committee is aware that there may be sharp disagreement with some of the conclusions reached and recommendations which have been made. The Committee Members lay no claim to infallibility of judgment. They have striven to weigh all the evidence they could secure and in the light of their varied experience to reach sound conclusions based on that evidence and experience.

It must be made clear to all who read this report and pass judgment on it that it is not a treatise on education in general but an attempt to isolate, analyze and make specific, practical recommendations for the solution of existing educational problems in the Yukon. Many of these problems are common to other parts of Canada and their analysis and the recommendations for their solution may be of interest to other Canadians. The main aim of this report, however, is to serve the needs of the Yukon and the recommendations it contains should be considered in the light of conditions there.

The prime purpose in establishing publicly-supported schools in our society is to promote the well-being of all its children. In so doing society insures its continued existence for that is predicated upon the ability and willingness of every individual to assume and to discharge the responsibilities of citizenship. The task of its school is to teach children the nature of these responsibilities and to train them in their discharge. Throughout its deliberations the Committee had this in mind. In considering the desirability of any suggested recommendation the major criterion was: "Will it serve the best interests of the children?"

The Committee realizes that its recommendations may be misinterpreted unless they are read in the light of the report as a whole and of certain special sections of the report. To ensure that each recommendation is studied in its proper context, recommendations have been placed at the end of the chapters which give the background information necessary for understanding them. For this reason the Committee has not listed all the recommendations in one complete list. However, for the convenience of readers who wish to locate some specific recommendation, there is set forth in Appendix C a classification of recommendations, giving page references where recommendations on the major topics are to be found.

The most difficult assignment given the Committee and the one which the Committee feels was dealt with least adequately was that of making a cost of operation analysis for the next ten years and of making suggestions for the obtaining of more revenue for the support of education. The Committee noted that the framers of the Terms of Reference had been fully aware that such an analysis might be impossible of achievement, for in the directive, no doubt advisedly, the words "To attempt a cost analysis . . ." were used. At the best, using all the information the Committee was able to obtain it could not do more than hazard a carefully-weighted guess as to what the costs of operation may be provided that present trends in costs and the growth of school population continue.

With regard to suggested changes in the School Ordinance, it should be noted that the implementation of any of the Committee's recommendations involving statutory changes would, for the time being, affect only Part I of the School Ordinance. It is not likely that Part II of the School Ordinance will be invoked in the near future. If and when this becomes necessary substantial changes in Part II as it now stands will be needed. For example, if the recommendation for the establishment of Local Advisory Committees is adopted, the experience with these Committees should prove invaluable in determining the organization and administration of local school districts established under Part II. It seemed best, therefore, to make no recommendations for changes in Part II of the School Ordinance.

In closing, the Committee wishes to pay tribute to the professional leadership in education that has been given by the present Superintendent of Schools for the Yukon. In spite of many difficulties and with very little professional assistance, he has tried, and has succeeded in good measure, in organizing an effective Territorial educational system. The system is still in its pioneering stage and will undergo many changes as it continues to develop. In this connection the Committee would like to suggest that all people engaged in education in the Yukon take full advantage of help that can be had for the asking from the provinces. The fact that the Committee on Education consists of one person from each of the three western provinces is, in a sense, symbolic. Each one of them knows that there is a wealth of interest and goodwill in his province towards the Territories. By creating closer ties of communication with the rest of Canada the Territories and the Provinces can achieve much that will be mutually helpful.

The Committee deems it a privilege to have served the Territory and earnestly hopes that the work that it has done will bring lasting benefits to the people of the Yukon.

APPENDICES

APPENDIX A

ACTUAL AND PROJECTED PUPIL ENROLMENTS FOR THE YUKON TERRITORY, 1959-60 TO 1965-66

Actual Enrolments June 1960

	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Totals
Whitehorse E.	150	142	95	114	115	80	95	68					859
Selkirk	38	36	24	31	27	22	30	14					222
Whitehorse H.									72	50	42	16	180
Christ the King	67	43	43	36	21	35	30	20	19	20	0	0	334
Carcross	4	0	3	4	3	3	2	3	0	0	0	0	22
Watson Lake	20	16	11	7	7	13	6	5	3	4	1	0	93
Swift River	0	1	1	0	1	1	0	0	0	0	0	0	4
Teslin	5	8	3	5	3	3	2	1	0	0	0	0	30
Brook's Brook	0	5	2	0	1	0	0	1	0	0	0	0	9
Haines Junction	3	1	4	7	4	6	1	4	5	2	0	0	37
Kluane Lake	4	1	3	3	2	0	3	0	0	0	0	0	16
Beaver Creek	1	5	2	4	0	2	1	4	0	0	0	0	19
St. Mary's	7	3	3	4	4	3	6	5	0	0	0	0	35
Dawson E. & H.	22	23	25	17	9	9	13	6	10	15	5	5	159
Granville	1	1	0	0	2	0	0	0	0	0	0	0	4
Mayo	8	6	6	6	6	2	4	4	4	3	0	1	50
Elsa	7	4	4	4	2	1	2	4	1	0	0	0	29
Keno	2	4	3	5	1	2	3	0	1	0	0	0	21
Carmacks	3	1	0	3	0	0	0	0	0	0	0	0	7
Carcross Indians				17	20	16	4						57
Lower Post Indians							23	21					44
Total	342	300	232	267	228	198	225	160	115	94	48	22	2231

Projected Enrolments

September 1960

	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Totals
Whitehorse E.	150	150	142	95	114	115	80	95					941
Selkirk	25	38	36	24	31	27	22	30					233
Whitehorse H.									72	56	39	33	200
Christ the King	60	67	43	43	36	21	35	30	17	15	16	0	383
Carcross	3	4	0	3	4	3	3	2	2	0	0	0	24
Watson Lake	14	20	16	11	7	7	13	6	4	2	2	1	103
Swift River	4	1	1	0	1	1	0	0	0	0	0	0	8
Teslin	3	5	8	3	5	3	3	2	1	0	0	0	33
Brook's Brook	4	0	5	2	0	1	0	0	1	0	0	0	13
Haines Junction	7	3	1	4	7	4	6	1	3	4	1	0	41
Kluane Lake	4	4	1	3	3	2	0	3	0	0	0	0	20
Beaver Creek	4	1	5	2	4	0	2	1	3	0	0	0	22
St. Mary's	4	7	3	3	4	4	3	6	4	0	0	0	38
Dawson E. & H.	27	22	23	25	17	9	9	13	5	9	12	4	175
Granville	0	1	1	0	0	2	0	0	0	0	0	0	4
Mayo	12	8	6	6	6	6	2	4	3	3	2	0	58
Elsa	12	7	4	4	4	2	1	2	3	1	0	0	40
Keno	4	2	4	3	5	1	2	3	0	1	0	0	25
Carmacks	1	3	1	0	3	0	0	0	0	0	0	0	8
Carcross Indians					17	20	16	4					57
Lower Post Indians								23	21				44
	<u>338</u>	<u>343</u>	<u>300</u>	<u>231</u>	<u>268</u>	<u>228</u>	<u>197</u>	<u>225</u>	<u>139</u>	<u>91</u>	<u>72</u>	<u>38</u>	<u>2470</u>

Projected Enrolments

September 1961

	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Totals
Whitehorse E.	151	150	150	142	95	114	115	80					997
Selkirk	12	25	38	36	24	31	27	22					215
Whitehorse H.									110	56	44	30	240
Christ the King	65	60	67	43	43	36	21	35	26	13	12	12	433
Carcross	1	3	4	0	3	4	3	3	2	2	0	0	25
Watson Lake	9	14	20	16	11	7	7	13	5	4	3	2	111
Swift River	1	4	1	1	0	1	1	0	0	0	0	0	9
Teslin	10	3	5	8	3	5	3	3	1	1	0	0	42
Brook's Brook	3	4	0	5	2	0	1	0	0	1	0	0	16
Haines Junction	7	7	3	1	4	7	4	6	1	2	3	2	47
Kluane Lake	3	4	4	1	3	3	2	0	2	0	0	0	22
Beaver Creek	3	4	1	5	2	4	0	2	1	3	0	0	25
St. Mary's	1	4	7	3	3	4	4	3	5	3	0	0	37
Dawson E. & H.	27	27	22	23	25	17	9	9	11	4	7	10	191
Granville	3	0	1	1	0	0	2	0	0	0	0	0	7
Mayo	12	12	8	6	6	6	6	2	3	3	2	2	68
Elsa	14	12	7	4	4	4	2	1	1	2	1	0	52
Keno	3	4	2	4	3	5	1	2	2	0	1	2	27
Carmacks	2	1	3	1	0	3	0	0	0	0	0	0	10
Carcross Indians					31	17	20	16	3				87
Lower Post Indians								13	20	16			49
Total	327	338	343	300	262	268	228	210	193	110	73	58	2710

Projected Enrolments
September 1962

	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Totals
Whitehorse E.	151	151	150	150	142	95	114	115					1068
Selkirk	14	12	25	38	36	24	31	27					207
Whitehorse H.									90	86	44	34	254
Christ the King	70	65	60	67	43	43	36	21	31	21	10	9	476
Carcross	3	1	3	4	0	3	4	3	2	2	1	0	26
Watson Lake	7	9	14	20	16	11	7	7	11	4	3	2	111
Swift River	5	1	4	1	1	0	1	1	0	0	0	0	14
Teslin	7	10	3	5	8	3	5	3	2	1	1	0	48
Brook's Brook	4	3	4	0	5	2	0	1	0	0	1	0	20
Haines Junction	4	7	7	3	1	4	7	4	5	1	2	2	47
Kluane Lake	4	3	4	4	1	3	3	2	0	2	0	0	26
Beaver Creek	3	3	4	1	5	2	4	0	2	1	2	0	27
St. Mary's	2	1	4	7	3	3	4	4	2	4	2	0	36
Dawson E. & H.	24	27	27	22	23	25	17	9	8	8	3	5	198
Granville	3	3	0	1	1	0	0	2	0	0	0	0	10
Mayo	10	12	12	8	6	6	6	6	2	2	2	2	74
Elsa	17	14	12	7	4	4	4	2	1	1	2	1	69
Keno	6	3	4	2	4	3	5	1	1	1	0	1	31
Carmacks	6	2	1	3	1	0	3	0	0	0	0	0	16
Carcross Indians					37	31	17	20	14	2			121
Lower Post Indians								16	11	16	12		55
Total	340	327	338	343	337	262	268	244	182	152	85	56	2934

Projected Enrolments

September 1963

	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Totals
Whitehorse E.	135	151	151	150	150	142	95	114					1088
Selkirk	15	14	12	25	38	36	24	31					195
Whitehorse H.									125	70	63	34	292
Christ the King	65	70	65	60	67	43	43	36	19	24	16	8	516
Carcross	5	3	1	3	4	0	3	4	2	2	1	1	29
Watson Lake	11	7	9	14	20	16	11	7	6	9	3	2	115
Swift River	4	5	1	4	1	1	0	1	1	0	0	0	18
Teslin	5	7	10	3	5	8	3	5	2	2	1	1	52
Brook's Brook	3	4	3	4	0	5	2	0	1	0	0	1	23
Haines Junction	7	4	7	7	3	1	4	7	3	4	1	1	49
Kluane Lake	5	4	3	4	4	1	3	3	2	0	1	0	30
Beaver Creek	3	3	3	4	1	5	2	4	0	2	1	1	29
St. Mary's	4	2	1	4	7	3	3	4	3	2	3	1	37
Dawson E. & H.	28	24	27	27	22	23	25	16	8	6	6	2	215
Granville	5	3	3	0	1	1	0	0	2	0	0	0	15
Mayo	10	10	12	12	8	6	6	6	5	1	2	2	80
Elsa	12	17	14	12	7	4	4	4	1	1	1	1	78
Keno	5	6	3	4	2	4	3	5	1	1	1	0	35
Carmacks	1	6	2	1	3	1	0	3	0	0	0	0	17
Carcross Indians				28	28	37	31	17	17	11	1		142
Lower Post Indians								29	14	8	12	9	72
Total	323	340	327	338	371	337	262	297	212	143	113	64	3127

Projected Enrolments

September 1964

	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Totals
Whitehorse E.	140	135	151	151	150	150	142	95					1114
Selkirk	15	15	14	12	25	38	36	24					179
Whitehorse H.									128	99	55	49	331
Christ the King	65	65	70	65	60	67	43	43	32	15	19	13	557
Carcross	5	5	3	1	3	4	0	3	3	2	2	1	32
Watson Lake	14	11	7	9	14	20	16	11	6	5	7	2	122
Swift River	4	4	5	1	4	1	1	0	1	1	0	0	22
Teslin	4	5	7	10	3	5	8	3	4	2	1	1	53
Brook's Brook	1	3	4	3	4	0	5	2	0	1	0	0	23
Haines Junction	5	7	4	7	7	3	1	4	6	2	3	1	50
Kluane Lake	5	5	4	3	4	4	1	3	2	1	0	1	33
Beaver Creek	4	3	3	3	4	1	5	2	3	0	1	1	30
St. Mary's	3	4	2	1	4	7	3	3	3	2	1	2	35
Dawson E. & H.	31	28	24	27	27	22	23	25	15	6	5	5	238
Granville	4	5	3	3	0	1	1	0	0	1	0	0	18
Mayo	4	10	10	12	12	8	6	6	5	4	1	1	79
Elsa	15	12	17	14	12	7	4	4	3	1	1	1	91
Keno	11	5	6	3	4	2	4	3	4	1	1	1	45
Carmacks	5	1	6	2	1	3	1	0	2	0	0	0	21
Carcross Indians					58	28	37	31	15	13	8	1	191
Lower Post Indians								26	25	11	6	9	77
Total	335	323	340	327	396	371	337	288	257	167	111	89	3341

Projected Enrolments

September 1965

	I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII	Totals
Whitehorse E.	143	140	135	151	151	150	150	142					1162
Selkirk	15	15	15	14	12	25	38	36					170
Whitehorse H.									105	100	77	43	325
Christ the King	65	65	65	70	65	60	67	43	38	25	12	15	590
Carcross	5	5	5	3	1	3	4	0	2	2	2	1	33
Watson Lake	9	14	11	7	9	14	20	16	9	5	4	5	123
Swift River	4	4	4	5	1	4	1	1	0	1	1	0	26
Teslin	6	4	5	7	10	3	5	8	2	3	1	1	55
Brook's Brook	3	1	3	4	3	4	0	5	2	0	1	0	26
Haines Junction	7	5	7	4	7	7	3	1	3	5	1	2	52
Kluane Lake	9	5	5	4	3	4	4	1	2	1	1	0	39
Beaver Creek	3	4	3	3	3	4	1	5	2	2	0	1	31
St. Mary's	6	3	4	2	1	4	7	3	2	2	1	1	36
Dawson E. & H.	25	31	28	24	27	27	22	23	21	12	5	9	254
Granville	3	4	5	3	3	0	1	1	0	0	1	0	21
Mayo	16	4	10	10	12	12	8	6	5	4	3	1	91
Elsa	17	15	12	17	14	12	7	4	3	2	1	1	105
Keno	3	11	5	6	3	4	2	4	2	3	1	1	45
Carmacks	4	5	1	6	2	1	3	1	0	1	0	0	24
Carcross Indians					52	58	28	38	27	12	10	6	231
Lower Post Indians								24	23	19	8	5	79
Total	343	335	323	340	379	396	371	362	248	199	130	92	3508

APPENDIX B**An Interim Statement to the Yukon Territorial Council**

Whitehorse,
Yukon Territory.

June 7, 1960

Mr. Speaker and Members of the Territorial Council:

The Committee on Education has given consideration to three problems of considerable urgency upon which your body requested an early decision since they involved necessary school accommodation and the expenditure of public funds. The three matters so referred were:

1. The selection of a desirable site for a proposed new elementary school to accommodate the overflow of school population in the Whitehorse area.
2. The selection of a site for a proposed new school at Beaver Creek.
3. The selection of a site for a proposed new school at Destruction Bay (Kluane Lake).

The Committee has visited these areas and has considered a number of prospective sites and is prepared to recommend as follows:

1. Whitehorse

To relieve the problem of overcrowding in the Whitehorse Elementary school the Committee considers the most desirable site to be in the Camp Takhini area. There are sufficient pupils, grades I-VI, residing in this area at present to require a 12-room school. The following tabulation indicates the distribution:

Grades	I	II	III	IV	V	VI	Total
Enrolment	72	67	45	58	52	33	327
Rooms Req'd.	3	4		2	2	1	12

A further deciding factor is that these pupils have to be transported to the Whitehorse Elementary School and the cost of this transportation is \$40,862 per annum according to the figures furnished by Brigadier Jones, Camp Commandant. These facts justify the erection of a school in close proximity to the homes where the pupils reside.

The Site Location

A number of possible sites were examined by the Committee and after weighing the several advantages offered by the respective areas, the Committee decided upon a site located in the Camp Takhini settlement on the west side of Range Road, and South of Dieppe Drive, as shown on the accompanying map. At this point we would like to acknowledge the helpful advice of Brigadier

Jones and Major Wiebe who assured us of their full co-operation in making amicable school arrangements.

It is our recommendation :

1. That the size of the school site be 10-12 acres.
2. That negotiations be carried out to have the title of this property transferred to the Territorial Government and that arrangements be made to give the pupils directed to this school free access at all times.
3. That the school building be located in the north-east corner of the property adjacent to Dieppe Drive.
4. That the school consist of 12 classrooms, with special rooms for library activities, and for music and with a gymnasium auditorium large enough to serve the recreational needs of the school body. It is further recommended that the school be of the expandable type capable of enlargement should the need arise and that the services (heating, lighting, sanitation, etc.) be so designed to meet that possibility.

There are strong indications that, in the very near future, the proposed Takhini School will not be able to accommodate all the elementary school population in the area it would be called upon to serve. Before undertaking any enlargement of the Takhini School it would be advisable to consider building a primary school at another site in the area which would relieve the pressure on the Takhini School.

The Committee is cognizant of the fact that a large number of children who would be served by this school live in the area of the Airport and are attached to the homes of the R.C.A.F. and the D.O.T. The tabulation below indicates the number of pupils who are in the three primary grades :

Grades I, II, III	
Airport	7
R.C.A.F.	50
Mile 910	3
	<hr style="width: 10%; margin: 0 auto;"/>
	60

It is our opinion that a site should be reserved for the future development of a 4-room primary school to serve this area and thus eliminate the necessity of transporting these small children to the Takhini School and to enable them to be able, in a large measure, to go home for lunch periods.

A site recommended for this purpose is a four-acre plot south of Sunset Drive and west of Kluane Crescent, just opposite to the existing playground in this area.

These two projects we consider would take care of the school requirements for this particular area and would relieve the pressure upon the lower Whitehorse schools.

5. That a goodly portion of the treed area to the south of the proposed building be maintained as a community-school park site.

6. That the remainder of the property be developed as a playground.

2. Beaver Creek

The Committee on Education has studied the school requirements of Beaver Creek. The tabulation below indicates the present school enrolment, the number of pre-school children and the projected enrolment to 1964 based upon these figures.

Present Enrolment:

Grades	I	II	III	IV	V	VI	VII	VIII	Total
	1	5	2	4	0	2	1	4	19

Pre-School Children:

1 year old	—	4
2 years old	—	3
3 years old	—	3
4 years old	—	3
5 years old	—	4

Projected Enrolment:

Grades	I	II	III	IV	V	VI	VII	VIII	Total
Sept. 1960	4	1	5	2	4	0	2	1	19
Sept. 1961	3	4	1	5	2	4	0	2	21
Sept. 1962	3	3	4	1	5	2	4	0	22
Sept. 1963	3	3	3	4	1	5	2	4	25
Sept. 1964	4	3	3	3	4	1	5	2	25

On the basis of these statistics a one-room school would meet the educational requirements of the immediate future. The Committee has been informed of the possibility of future population growth in this vicinity and in the light of this information the Committee considers that provision should be made to meet this eventuality.

The Site Location

Three prospective sites were examined, one on D.O.T. property adjacent to the recreation grounds, one on D.O.T. property near the Custom's building and one on Territorial property north of the present school site.

The Committee does not approve the second site which is located too close to the Alaska Highway. However, either of the other two sites is satisfactory to the Committee. The D.O.T. site has the advantage of being close to the necessary service utilities

and a saving would be effected in their installation were the school utilities linked with the camp utilities. It would also guarantee proper servicing of these utilities.

An existing playground would be readily available and there is assurance that access roads to the school would be kept cleared since it would be within the encampment. However, if this site were chosen it should be on the stipulation that the title of the property involved be transferred to the Territorial Government. We understand from the Army Commandant that there should be no problem in this connection.

On the other hand, the site selected on the Territorial grounds has certain decided advantages—it is a good, fairly level stretch of ground, easily cleared and the future school building would be shielded by a pleasant grove of trees. An access road would have to be provided, of course, and the service utilities would have to be separately installed and these would have to be maintained by the Territorial authorities. We do not, however, see any particular problem to this. The site is conveniently located for an access road and the installation of the services should not present too much difficulty.

In choosing between the two sites that are considered favorable the deciding factor is the possible population growth to the north of the Camp. If this is a certainty, then the site proposed here would be more centrally located and more convenient for the total pupil body. The site has good possibilities for future expansion.

Recommendations

1. That a one-room—expandable to two rooms—type of school be erected on either of the two proposed sites, in the light of the conditions set down in the submission, namely:

- (a) If the D.O.T. site were selected, that the property title be transferred to the Territorial Government.
- (b) If the presumed population growth to the north appears realistic, then the Territorial site would be preferable.

2. That the building have a basement of suitable ceiling height (11-12 feet) for recreational facilities. The use of laminated beams would eliminate the presence of supporting posts and would free the playing area of any obstructions.

3. That the architect be instructed to so design the school that the service installations would be suitably located to serve any future extension of the building.

4. That adequate fire exits be provided for both classroom and the playroom areas.

5. That comfortable teacher-accommodation, consistent with the teacher's position in the community, preferably apart from the school, be provided to attract teachers and induce them to stay.

3. Destruction Bay (Kluane Lake)

In connection with the proposed new school for Destruction Bay the Committee surveyed a number of school sites. One of these was located across the Alaska Highway and another, we were informed was on the Alaska Highway right of way. Both these circumstances would make these proposed sites undesirable. The third site was situated to the northwest of the Camp on territorial property but was rather far removed from the homes in the area. The site which appeared most desirable and suitable to the Committee is located on the H.M.E. grounds near the Area Pool Compound as shown on the accompanying map. This area is conveniently located for the installation of services and near to the pupils' homes.

In regard to the school building, the present enrolment indicates that a one-room expandable school would serve the requirements of the district for the immediate future.

Present Enrolment:

Grades	I	II	III	IV	V	VI	VII	VIII	Total
	4	1	3	3	2	0	3	0	16

This is therefore, our recommendation and the conditions as set out in the recommendations 1-5 for the Beaver Creek School situation would apply as well to the proposals for Destruction Bay School.

Respectfully submitted,

Signed: C. G. BROWN
J. C. JONASON
J. P. MILLER

APPENDIX C

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APPENDIX D

Bibliography of Supplementary Source Materials

In addition to the books and other references and the briefs cited in this report there were many other sources of information used by the Committee. The following is a list of the most important of these:

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(N.B. The schools in northern Saskatchewan are very similar to those in the Yukon. There are no school districts and no school boards in the true sense of the word. The schools are administered by the Administrator appointed by the Depart-

ment of Education. The "Board" referred to in this pamphlet corresponds to the "Local Advisory Committee" suggested for the Yukon in the Committee's Report.)

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APPENDIX E

Briefs Presented to the Yukon Committee on Education

1. Watson Lake Citizens' Association, Watson Lake.
2. Teslin Community, Teslin.
3. Haines Junction Parent-Teacher Association, Haines Junction.
4. Mr. and Mrs. John Lammers, Mile 996, Alaska Highway.
5. Destruction Bay Community, Kluane Lake.
6. Residents of Beaver Creek, Beaver Creek.
7. Dawson City Chamber of Commerce, Dawson City.
8. Dawson Parent-Teacher Association, Dawson City.
9. St. Mary's School, Dawson City.
10. Elsa Parents' Group, Elsa.
11. Carmacks Community, Carmacks.
12. Mr. Pat O'Connor, Whitehorse.
13. Whitehorse Ministerial Association, Whitehorse.
14. Whitehorse Parent-Teacher Association, Whitehorse.
15. Yukon Baptist Missionary Society, Inc., Whitehorse.
16. Christ the King Parent-Teacher Association, Whitehorse.
17. Canadian Protestant League, Whitehorse.
18. Whitehorse Board of Trade, Whitehorse.
19. R.C.A.F. Station (per Sqd. Ldr. Staples), Whitehorse.
20. Yukon Teachers' Association, Whitehorse.
21. Yukon Indian Advancement Association, Whitehorse.