

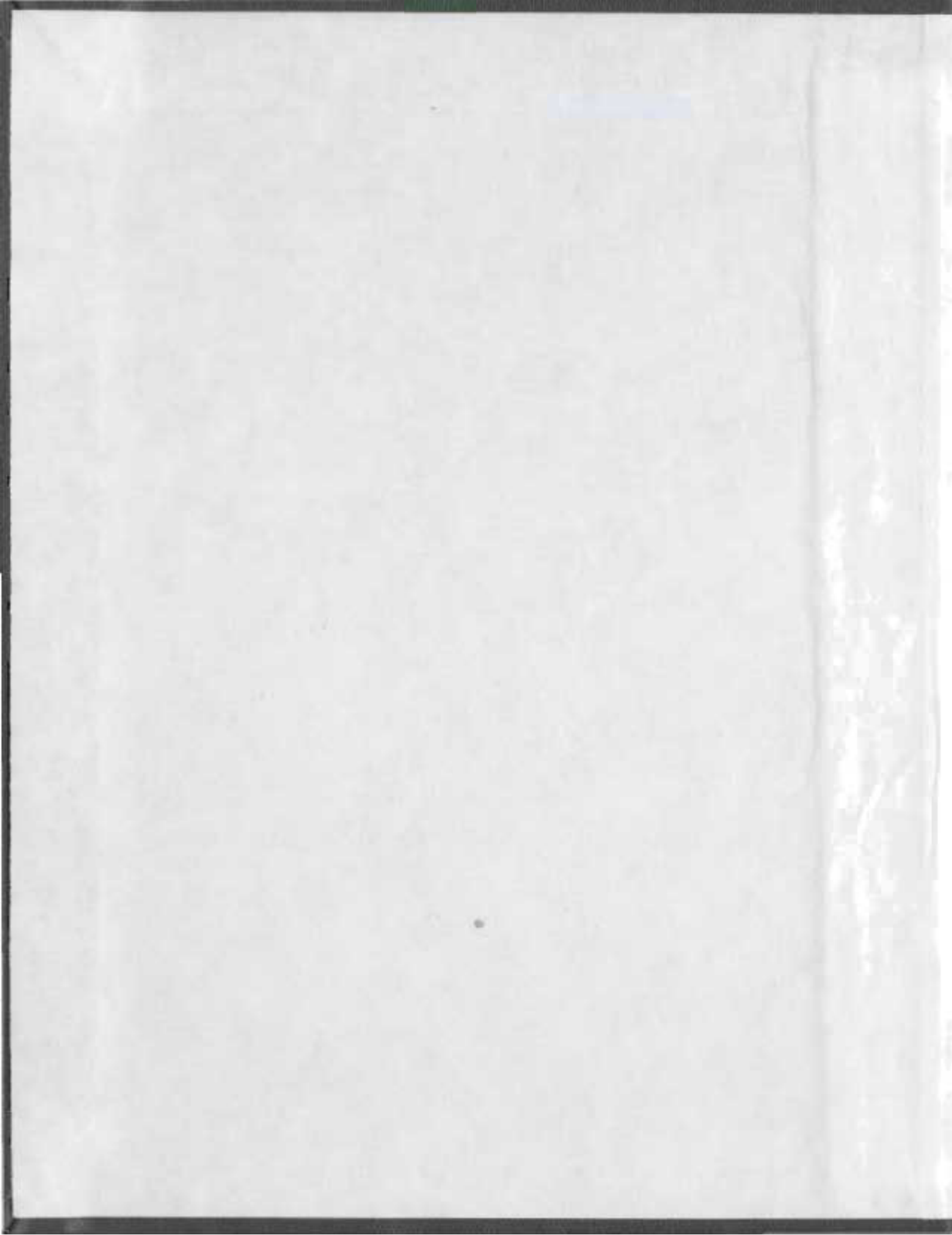
A PROFILE OF SHARED SCHOOL
SERVICES IN NEWFOUNDLAND

CENTRE FOR NEWFOUNDLAND STUDIES

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A PROFILE OF SHARED SCHOOL SERVICES
IN NEWFOUNDLAND

A Thesis
Presented to

The Department of Educational Administration
Memorial University of Newfoundland

In Partial Fulfillment
of the Requirements for the Degree
Master of Education

by

George Augustus Coffin, B.A. (Ed.), B.A.

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ABSTRACT

The purpose of this study is to investigate the cooperative efforts of Roman Catholic and Integrated school boards in Newfoundland to provide common educational facilities for children in their districts. Specifically, the questions to be answered are:

1. Why did cooperative or shared services develop in select areas of Newfoundland?
2. How are cooperative or shared service schools administered?
3. What problems are encountered in the administration of shared services?
4. Which type of shared services appears to work best?

The development of the denominational system of education is outlined in chapter two. The chapter concludes with reference to recent changes which have permitted shared services to develop.

Statistical data on the number of shared services were provided through a questionnaire to Roman Catholic and Integrated district board offices. These were supplemented by data collected from monthly reports to the Department of Education. These findings are reported in chapter three.

Case studies of three types of shared services were

conducted at Bay de Verde, Fogo Island and Wabush. These are reported in chapters four, five and six respectively. The studies trace the development of each shared service and describe the present administrative structure. The data were collected mainly from interviews with persons associated with each shared service and from the files of school board offices. The interviewees also provided a personal assessment of the effectiveness of their respective systems.

The concluding chapter lists eleven conclusions and three recommendations. The important conclusions can be summarized as follows:

1. Under certain conditions shared services are a viable alternative for providing quality education in rural Newfoundland.
2. Existing shared services can be classified as belonging to one of four types: the Wabush plan, the Fogo Island plan, the Bay de Verde plan and the Plum Point plan.
3. The Bay de Verde plan appears to be the best administrative arrangement.

The most important recommendation suggests that participating school boards prepare meaningful agreements to ensure an effective administrative structure and to protect each party's rights in the arrangement.

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Chapter 1

THE PROBLEM AND THE APPROACH

The incidence of cooperative efforts by Roman Catholic and Integrated school boards to provide schooling for children under their jurisdictions has become fairly frequent in the last decade. This cooperation has evolved under different conditions in different places, and manifests itself in many forms with respect to the extent of cooperation, and the types of agreements reached. For example, a central high school on Fogo Island is owned, administered and staffed by two boards, the Gander-Bonavista Roman Catholic School Board and the Terra Nova Integrated School Board. The school serves all high school students from grade eight to grade eleven on Fogo Island. By contrast, the community of Bay de Verde, Conception Bay has a reciprocal arrangement with two boards. The Avalon North Integrated School Board owns and administers the elementary school, while the high school is owned and administered by the Conception Bay North Roman Catholic School Board. Both schools receive children of all denominations.

Sharing of school facilities is a departure from the traditional pattern of providing schools on a denominational basis. Although legislation permitting common or

amalgamated^{1/} schools between two or more boards has existed since 1903, Protestant and Roman Catholic school boards have not exploited that possibility to any extent. The preference had been for denominational boards to establish their own schools wherever possible.

Shared school services between Integrated and Roman Catholic school boards apparently evolved as a result of increased emphasis on the quality of education. The trend was officially recognized by the Denominational Education Committees (DEC) in June, 1973, when the three committees conjointly agreed on a set of guidelines for the development of shared school services. The Denominational Education Committees' position is stated in the first guideline:

Cooperative or shared school services may be approved where considered necessary to develop and maintain a viable school system.

STATEMENT OF THE PROBLEM

First, it is necessary to state the definition of a shared service school, as it is used in this study.

Definition of a shared service school. A shared service school shall be any day school where:

¹Amalgamated or common schools refer to day schools attended by children of more than one denomination and where two or more boards share the costs of building, maintaining and operating those schools.

²Denominational Education Committees, Guidelines in Developing Educational Cooperative Services (June 13, 1973), Guideline # 1.

- 1. children of the Integrating denominations and the Roman Catholic denomination attend the same school, and
- 2. there is a written agreement between an Integrated school board and a Roman Catholic school board governing the operation of the school.

Shared service schools are relatively new to Newfoundland's system of education, which has been committed to providing separate schools for Roman Catholics and Protestants. Few people are aware of the extent of cooperation now taking place between Roman Catholic and Integrated school boards and fewer still know about the specific arrangements which exist. In view of this situation, this study seeks answers to four questions:

- 1. Why did cooperative or shared service schools develop in select areas of Newfoundland?
- 2. How are cooperative or shared service schools administered?
- 3. What problems are encountered in the administration of shared services?
- 4. Which type of shared services appears to work best?

To answer these questions it is necessary to identify where shared services, as previously defined, exist in Newfoundland. An investigation of three specific cases provides a first hand look at the subject under study and adds a comparative dimension to the questions.

SIGNIFICANCE OF THE STUDY

Apart from the integration of four denominations into one Integrated Education Committee in 1968 and 1969, the next most significant deviation from denominational schooling in Newfoundland has been the establishment of shared services by Integrated and Roman Catholic school boards. This recent phenomenon is not well recorded. Hence, there is a need for a study such as this.

Firstly, this study will contribute to the statistical data on shared services. A province-wide survey will identify these schools by enrollments, number of teachers and grades taught.

Secondly, in-depth case studies on the Bay de Verde, Fogo Island and Wabush plans will contribute to the public's understanding of the organization and administration of these schools. Specifically, this research will explore aspects of shared service schools which are of concern to the public and the educational hierarchy of the province. For example, in the cases selected for in-depth study, an attempt will be made to explore the local conditions which gave rise to shared service schools in the midst of a denominational system. Similarly, the research will try to reveal how the inputs of the Department of Education, the DEC, the school boards and the administrators themselves determine the organization and administration of shared services.

Thirdly, through conversations with administrators of shared services and others associated with these ventures,

5
it is hoped to reveal problems which develop in the administration of these schools.

Fourthly, the data will help formulate recommendations which may be useful for the improvement of present arrangements and for planning new ones.

CONCEPTUAL FRAMEWORK

This study takes a social systems approach to shared services. Following a brief introduction to social systems theory, shared services are viewed as formal organizations having the three levels identified by Talcott Parsons.

Social Systems Theory

A system may be defined as a complex of elements in mutual interaction.³ Allport offers a more comprehensive definition:

—any recognizably delimited aggregate of dynamic elements that are in some way interconnected and interdependent and that continue to operate together according to certain laws and in such a way to produce some characteristic total effect.⁴

The human body can be viewed as a system, and similarly the heating unit in a building is characteristic of a system. All systems except the smallest have sub-systems, and all but

³D. E. Griffiths, "Administrative Theory and Change in Organizations," Innovation in Education, ed. Matthew B. Miles (New York: Teachers' College Press, 1964), p. 428.

⁴F. H. Allport, Theories of Perception and the Concept of Structure (New York: Wiley, 1955), p. 469.

the largest have supra-systems which are their environments. Systems may be open or closed. An open system is related to and makes exchanges with its environment.

Social systems theory generally deals with open systems, because interaction is a key element of a social system. A social system is characterized by persons in interaction, the interdependence of the interaction, and the structure of interactions into institutions or organizations having a physical or geographical reference. Talcott Parsons defined a social system as follows:

— a plurality of individual actors interacting with each other in a situation which has at least a physical or environment aspect, actors who are motivated in terms of a tendency to the "optimization of gratification" and whose relation to their situations, including each other, is defined and mediated in terms of a system of culturally structured and shared symbols.⁵

Carr has likewise defined a social system as an

aggregation of individuals and institutional organizations located in an identifiable geographical locality and functioning in various degrees of interdependence as a permanent organized unit of the social order.

Carr's definition aptly describes the social system of which shared service schools are constituent organizations. The members of the community, teachers, administrators, the school board, the DEC, and the Department of Education form

⁵Talcott Parsons, The Social System (New York: Free Press, 1951), pp. 5-6.

⁶Lowell J. Carr, Analytical Sociology. Social Situations and Social Problems (New York: Harper and Row, 1955), p. 167.

an "aggregation of individuals and organizations", all operating in an identifiable geographical locality. Rules, laws, norms and guidelines ensure the interdependence of each individual organization, and thus maintain a permanent organized unit. The organization is further formalized by having stated aims and objectives and a well-defined hierarchical order.

The School as a Formal Organization

Talcott Parsons⁷ identifies three levels of formal organization, the "technical" system, the "managerial" system, and the "community" or "institutional" system. He suggests that the hierarchical aspect of a system of organization has qualitative breaks which permit an analysis of the formal organization at the three levels previously identified. The technical system is the subsystem whose problems are mainly those of effectively performing this technical function, in the case of schools, the conduct of classes by teachers. As the technical functions become more complex, the technical subsystem is controlled and supported by a higher-order organization called the "administration". The third level, the institutional system, controls the managerial organization. Parsons states:

The organization has "to operate in a social

⁷Talcott Parsons, "Some Ingredients of a General Theory of Formal Organization", Administrative Theory in Education, ed. Andrew Halpin, (New York: The MacMillan Co., 1967), p. 41.

environment which imposes the conditions governing the process of disposal and procurement, (and) it is also a part of a wider social system which is the source of the "meaning, legitimation, or higher-order support which makes the implementation of the organization's goals possible."⁸

The institutional level has three foci of control.⁹ One control is universal; the organization is subjected to generalized norms ranging from formal rules to standards of good practice. The second is some form of formal organization such as a trustee board which is a mediating structure between the managerial level and the public. The third type is that which brings the managerial organization directly into a structure of "public authority" at some level. In our society this is usually a political authority or a religious authority.

A school has the three levels of organizations identified by Parsons. The technical system is the operation of organizing classes and providing instruction. The school administration and central office personnel are the managerial system. The institution level includes the school board, the DEC and the Department of Education. The school as an organization is subjected to control from all three foci at the institutional level. If a school attempts to deviate from the norms of a community, the public is capable of exerting pressure to conform. Similarly, the school board, the

⁸ Parsons, op. cit. p. 44.

⁹ Ibid. p. 45.

Department of Education and church authorities are in a legal position to impose sanctions for inappropriate activity.

It will help at this point to describe how a shared service might be set up. The Department of Education and the DEC respectively are the political and religious authorities which represent those two facets of the "public interest". The school boards fulfill similar roles for specific regions of the province. Where two boards agree to cooperate in one school, the DEC suggest that one board administer the school with provision for liaison with the second board. The DEC has provided a list of guidelines to help boards in establishing shared services. The Department of Education's requirements for shared services are essentially the same as for denominational schools operated by a denominational board, that is, they must operate within the framework of The Schools Act. The shared service school then accommodates both Integrated and Roman Catholic pupils. Figure 1.1 demonstrates one type of shared service arrangement. In this case an Integrated board operates the school under the auspices of the Department of Education and the IEC. A liaison relationship exists between the IEC, the DEC and the Department as well as between the two boards.

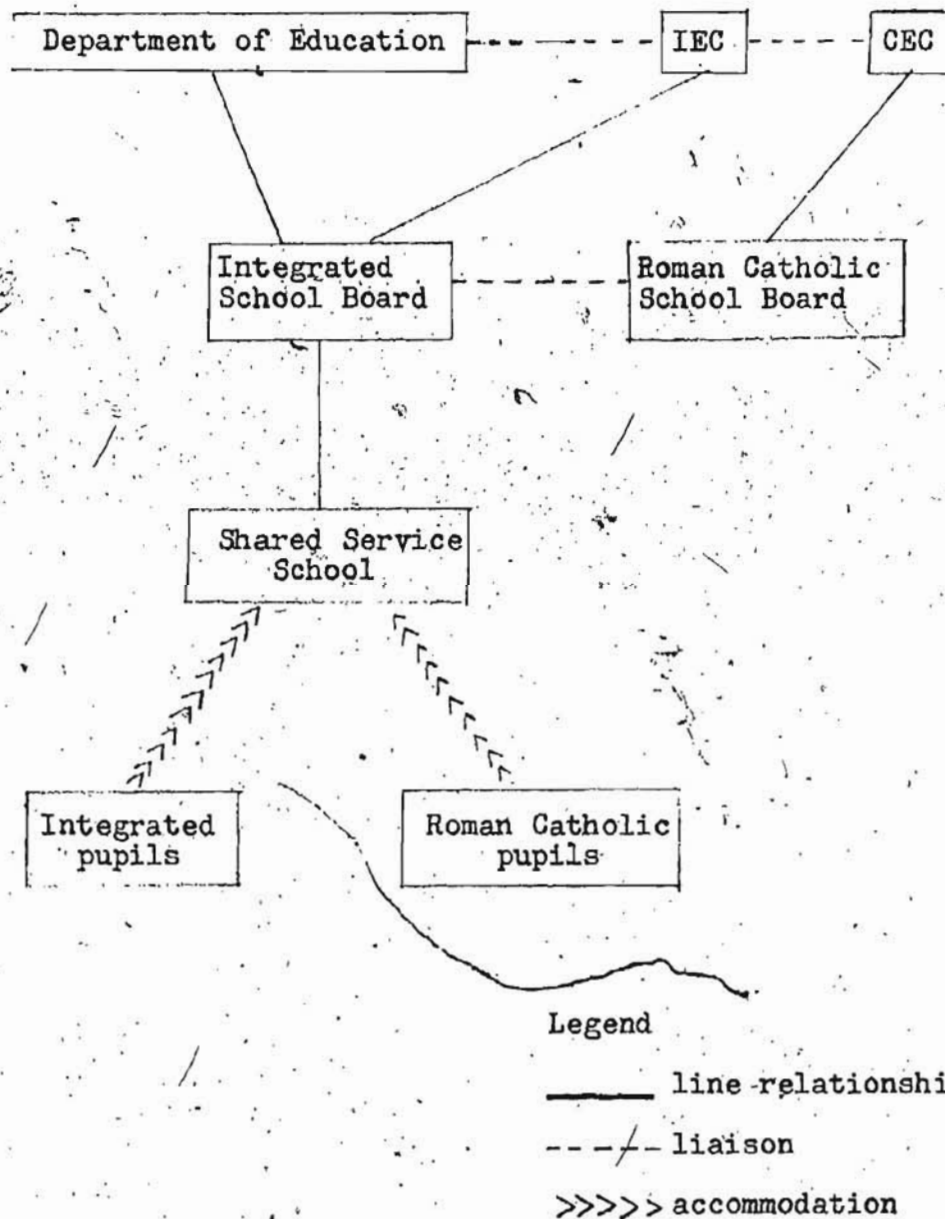


Figure 1.1

One Type of Shared Service

RESTATEMENT OF THE PROBLEM

The four general questions stated earlier as the purpose of the study can be answered through:

1. A study of background environmental characteristics of the local area which have contributed to the growth of shared services,

2. An examination of the operation of the managerial subsystem in selected shared services,

3. An examination of how institutional controls affect the organization of shared services,

4. An inquiry into the problems encountered in administering shared services,

5. Interviews with persons at the institutional and managerial levels to determine how well the 'public interest' is protected in shared services and to solicit recommendations for improvements in administrative arrangements.

To probe these areas of study in the three selected shared services, these specific questions were posed to the interviewees.

1. Which communities are served by this school?

2. What is the population of each community?

3. How many students of each denomination attend the school from each community?

4. When did the shared service begin?

5. Which schools were replaced or otherwise affected by this arrangement? What were the enrollments of these schools? What was the physical condition of the buildings?

What instructional facilities were available in these schools?

6. Which community groups or individuals were influential in setting up the school? What was the extent of their participation?

7. How many teachers are in the shared service schools? What is the proportion of teachers by denomination?

8. What instructional facilities does the school have?

9. How many pupils are transported by bus? From where are they transported? How much does it cost?

10. What formal communication links exist between the school and the central offices? What are the functions of these communication links?

11. How are administrative responsibilities shared by the principal and vice-principal?

12. Is there cooperation between the personnel of each board?

13. What items are contained in the clauses of the inter-board agreement?

14. Who drew up the agreement?

15. What role did the DEC have in determining the administrative arrangements?

16. How is liaison between the boards facilitated?

17. What arrangements are there for the teaching of religious education?

18. What problems are encountered in administering shared services?

19. Are there any recommendations for changing the system?

20. Is there provision for cooperation between denominational boards in The Schools Act?

METHODOLOGY

The Approach to the Study

Two research techniques were employed at different points in this study. The review of literature on the legislative development of the denominational system is an historical account. Its purpose is two-fold: (a) To outline the legislation from which the present system has evolved, and (b) To explain why shared services have occurred in recent years. The description of select shared services uses the case study approach. Since shared services are atypical, the case study method is preferable to some method which requires drawing generalizable conclusions. Furthermore, the case study method permits an in-depth study of selected cases for the purpose of attempting "to isolate antecedents or causes of the phenomenon under investigation."¹⁰ However, a limitation on the use of this method is the lack of time to engage in extensive longitudinal studies.

Data Sources

The historical account of the legislative development

¹⁰George J. Mouly, The Science of Educational Research (New York: American Book Co., 1963), p. 232.

of the denominational system uses both primary and secondary sources. References to legislation were extracted from the official records of the Newfoundland Legislature. Comments and observations on various Acts were from other writings on this period of history. Primary sources used were:

1. Statutes of Newfoundland,
2. Journal of the Legislative Council of the Island of Newfoundland,
3. Constitutions of Amalgamated School Boards.

Secondary sources include the writings of:

1. Dr. F. W. Rowe
2. Sr. M. Teresina
3. Dr. P. J. Warren
4. Dr. G. L. Parsons
5. Dr. G. A. Frecker

Statistical and descriptive data on shared service schools have many sources. Some of these can be identified:

1. The Integrated Education Committee office,
2. The Roman Catholic Education Committee office,
3. School board offices,
4. Department of Education.

Documentary Sources include:

1. Education Acts,
2. Statistical Supplements of the Annual Reports of the Department of Education,
3. Formal agreements between school boards,

4. Local documents such as school board minutes and local education committee minutes.

Personal interviews were arranged with:

1. Superintendents of school boards,
2. Administrators of shared service schools,
3. School board members,
4. Executive secretaries of the IEC and CEC,
5. Teachers.

Data Collection

Three instruments were developed to collect data at different phases of the study. First, a questionnaire designed to identify all shared services in the province was sent to all Integrated and Roman Catholic superintendents. The questionnaire contains a definition of a shared service school and asks superintendents to identify schools in their districts which satisfy the definition.

After data from the three cases had been collected, a two item questionnaire was sent to the chairmen of the six school boards involved asking their present policy on entering into shared services and the prospects of future cooperative ventures in their respective districts.

The chief means of collecting data was through interviews with persons in the offices previously listed in the section entitled "Data Sources". The interviews were largely structured in order to probe the specific areas of study. The schedule included those questions listed in the

section labelled "Restatement of the Problem".

At least two limitations must be placed on the method for data collection. First, much of the information provided by interviews is highly subjective and as such cannot be taken to be representative of a class of persons or the public. Secondly, only persons in positions of responsibility were interviewed regarding any assessment of shared services. This omits three large groups of people who have no input: the pupils, teachers and parents. The data base for the case studies is restrictive in that sense.

Case Selection and Analysis

The following objectives were considered in choosing the schools to be studied in depth:

1. To select schools with a relatively high proportion of pupils of both the Integrating denominations and the Roman Catholic denomination,
2. To obtain a sampling of different types of administrative cooperation,
3. To interview as many superintendents and administrators as can reasonably be handled in a study of this type,
4. To study cases where alternatives to shared services are possible, hence a preference for larger schools.

Based on preliminary statistical data and familiarity with certain shared services a decision was made to study schools in Wabush, Fogo Island and Bay de Verde. The Wabush

plan has two schools accommodated in one building, which are administered by two boards. The Fogo Island plan has one school administered by two boards. The Bay de Verde system has two schools, each administered by a different board. These three schemes have different administrative structures and afford ample opportunity to compare and contrast with each other. Furthermore, these three cases are prototypes on which future shared services (if there are any) may be modelled.

In each case study the prime sources of data are the interviews. The schools were visited personally and interviews were conducted in the interviewees' usual place of work. The Bay de Verde system and district offices were visited during the week of April 25 to April 30, 1976. Fogo Island was visited between May 11 and May 15, 1976, and Wabush was visited between May 25 and May 27, 1976. The names of persons interviewed for each study are listed in the respective reports.

The findings of this study are presented in chapters three, four, five and six. Chapter three presents names of schools and enrollment statistics for two types of cooperative arrangements between Roman Catholic and Integrated boards. There is discussion on the clauses of several agreements in this chapter also. Chapters four, five and six are case studies on the Bay de Verde, Fogo Island and Wabush school plans respectively. Each case traces the development of the shared service, describes the physical and administrative

arrangements, and presents some of the problems experienced by administrators. Each chapter presents reactions from interviewees and from the reporter. Tables are used when considered necessary to elucidate important issues.

Chapter seven, the concluding chapter, summarizes the recommendations and conclusions of the study.

DEFINITIONS

The terms listed below are used in this report and are defined as follows:

1. Denominational Education Committees (DEC).

Denominational Education Committees are duly constituted bodies under The Department of Education Act, 1968 whose purposes are:

(a) To represent the Integrating denominations, the Roman Catholic denomination, and the Pentecostal Assemblies denomination in the regulation and improvement of education in the schools of Newfoundland and Labrador; and

(b) To act jointly with the Department of Education in the partnership of church and government in education.

2. Integrating denominations. The Integrating denominations include the Anglican, United Church, Salvation Army and Presbyterian denominations.

3. Amalgamated school board and amalgamated school.

An amalgamated school board was formed by the amalgamation of two or more denominational school boards to administer schools

attended by students of two or more denominations. These schools were known as amalgamated schools.

LIMITATIONS.

The following limitations apply to this report.

1. The case studies describe only shared service schemes that were planned and executed successfully.
2. The case study method does not allow the time to engage in extensive longitudinal studies.
3. The subjectivity of interview data limits the generalizability of conclusions.
4. Reactions to shared services are limited to those of educational administrators.
5. The list of schools of type two may not be a complete list.
6. Only shared services between Integrated and Roman Catholic school boards are studied.
7. The number of cases studied is restricted to three.

Chapter 2

A REVIEW OF LITERATURE

This chapter outlines the history of church-state relations in Newfoundland under three headings. The first section refers to the Education Acts which created and promoted the denominational system and specifically to those Acts of 1903, 1927 and 1943 which permit cooperation between school boards of different denominations. The second section recalls some of the controversies surrounding denominational education from its beginnings to the present. The third section refers to the evolution of shared school services.

A BRIEF REVIEW OF THE LEGISLATIVE DEVELOPMENT OF THE DENOMINATIONAL SYSTEM

From 1722 to 1836 the churches¹ made the only significant public attempt to meet the educational needs of the Colony of Newfoundland. The churches' efforts were directed through church societies, notable among which were: the St. John's Society, the Benevolent Irish Society and the Newfoundland School Society. Initially, the society schools were open to all denominations, but in time came to be

¹The dominant churches in the field of education at that time were the Church of England, the Roman Catholic Church and the Wesleyan Methodist Church.

identified with a particular denomination, generally Church of England or Roman Catholic. As a result of appeals from influential clergy, public funds were granted to society schools though no legislation existed to define the government's responsibility in education.

The first Education Act, entitled "An Act for the Encouragement of Education in the Colony" was passed by the Representative Government in 1836. The intent of the Act as the name suggests, was to encourage education by providing public funds to certain named societies for the support and establishment of elementary schools. A further intent of this Act was to establish nine school boards, one in each electoral district, which were interdenominational in composition and nondenominational in philosophy. In practice, these boards never functioned very efficiently, since there were recurrent problems in crucial areas. In St. John's, the Reverend Edward Troy refused to accept his nomination to the Board of Education on the grounds that his superior, Bishop Fleming, should have received the appointment as senior resident clergyman. In Conception Bay, a suggestion to divide the grant equally among Anglicans, Methodists, and Roman Catholics was rejected at the first meeting of the board. Again, in Conception Bay, the board was split between Roman Catholics and Protestants over a rule which required the reading of the authorized version of the Bible "without notes or comment however". The Roman Catholic members protested this rule and appealed to the

Governor, who, in turn, appealed to the Protestant members of the board to rescind their position. When this failed the Governor refused to draw warrants for the money required by the board and hence the board did not function.²

These problems were similarly manifest in Bonavista Bay and in Trinity Bay, and the resultant pressures on politicians led to amendments to the original Act in 1838. The Amendments were political compromises and satisfied no one. Sr. Teresina makes this observation.

The 1838 Act therefore added nothing to the Act of 1836 except to provide for replacement of board members, to authorize ministers of religion to visit the school without permitting them to impart any religious teaching, and it provided for free books to be placed in the schools at the option of the respective boards.³

Within the next five years the government had delved more deeply into the issue of providing educational facilities and services for the Colony; an effort which resulted in two education bills being passed by the General Assembly in 1843. The bill entitled "An Act for the Encouragement of Education in this Colony" dealt with:

1. Education for elementary grades throughout the island, and
2. Supervision and inspection of schools.

²Sr. M. Teresina, "The First Forty Years of Educational Legislation in Newfoundland" - (University of Ottawa, Unpublished Master's Thesis, 1956), pp. 20-25.

³Sr. M. Teresina, op. cit. p. 31.

A second bill entitled "An Act for the Establishment and Support of a Grammar School at Harbour Grace" dealt with the need for providing a grammar school at Harbour Grace. The passing of the 1843 Act signified legislative provision for a denominational system. The Act ordered the educational grant to be distributed

one part in the support of schools appropriated to the instruction of children of the members of the several Protestant churches and the remaining part in support of the instruction of children of members of the Roman Catholic Church.⁴

Public dissatisfaction with the provisions of the 1843 Act, particularly from the hierarchy of the Church of England, lead to further strengthening of the denominational system. The Anglicans contended that the Protestant grant should be further subdivided by denomination, a position to which the Wesleyan Methodists objected. In 1852 permissive legislation was passed, giving Protestant boards in St. John's and Conception Bay the right to subdivide on denominational lines, provided that teachers' salaries were not reduced below £30 a year by any changes that might be made.

The public furor between Methodists and Anglicans continued, thus prompting the Legislative Council to appoint⁵

⁴Great Britain, Laws, Statutes, etc., 1837-1901 (Victoria), "An Act for the Encouragement of Education in this Colony". St. John's: Ryan and Withers, 1843 (6th. Victoria, Cap. 6).

⁵Journal of the Legislative Council of the Island of Newfoundland. St. John's: J. C. Withers, 1871, p. 49.

on March 6, 1871, a Select Committee of Education, chaired by the Hon. Mr. Pinsent. The Committee set out "to study all aspects of Education and the Educational System". The reports and petitions submitted to the Committee dealt almost exclusively with one point, subdivision of the Protestant Grant. Mr. Pinsent wrote as follows in his report:

The point which seems to have attracted chief attention and excited most feeling and indeed the only one dealt with by popular Petition, is that of subdivision of the Protestant Grant. Upon this matter the Ministers of the Church of England on the one hand, and those of other Protestant bodies on the other hand are nearly, without exception, diametrically opposed. The aggregate number of Petitions upon this question is 2,740—being 1,508 in favor of sub-division and 1,232 against it.⁶

The committee did not deem it advisable that they offer any opinion or advice as to the conclusions to be drawn by the legislature from the report.

Subsequent to the report, in 1874, the Legislative Council passed "An Act to Amend the Acts for the Encouragement of Education, and to Provide for the Denominational Subdivision of the Monies Appropriated for Protestant Educational Purposes."⁷ In addition to subdividing the Protestant grant, this Act divided the Colony into educational districts for each of the denominational groups identified

⁶Journal of the Legislative Council, 1874, p. 6.

⁷Great Britain, Laws, Statutes, etc., 1874, 37th Victoria, Cap. 5).

in legislation.

The Salvation Army was recognized in legislation for educational purposes in the Education Act of 1892. The Governor-in-Council was empowered to appoint a Salvation Army board, but until such time as the new denomination established schools, its proportionate share of the grant was to be divided among the other Protestant boards.

The Education Act of 1903 particularly relates to the subject of this study. Section 104 of the Act reads in part:

The Governor-in-Council may, from time to time, and upon the recommendation of the Boards of Education concerned and with the concurrence of the Superintendents of Education, authorize the establishment of amalgamated schools in sparsely populated settlements where the number of children will not warrant the establishment of separate schools.⁸

Dr. Rowe, in writing about this Act, states:

This Act showed signs of a growing realization of the practical problems of inflexible denominationalism. Because the following clause (Section 104) has remained in all subsequent legislation (with certain modifications) and has assumed increasing significance in recent years, this may be regarded as a milestone in the educational system of Newfoundland.⁹

Rowe further elaborates on the provisions of the 1903 Act regarding amalgamation.

⁸Great Britain, Laws, Statutes, etc., 1903, (2nd Edward VII, Cap. X).

⁹F. W. Rowe, Development of Education in Newfoundland. Toronto: The Ryerson Press, 1964, p. 92.

If such a school were set up it was to be under the control of the board representing the religious majority of the district, but the other board or boards were to contribute to the support of such a school. Elaborate safeguards were attached to this concession. The teacher was to be selected by "concurrence or competitive examination" given by inspectors of the several denominations. The examination could not be on any religious subject. Teachers so appointed could teach religion to pupils of their own religion during recess or after hours. Other pupils could have the use of the school outside of school hours for receiving religious instruction. The Act contained the admonition that nothing in the provisions outlined should be construed as "interfering in any way with the principle of denominational education which is by law established in this Colony".^{10, 11}

The 1927 Education Act modified earlier provisions respecting amalgamation or common schools by permitting boards to build such schools in any locality or localities within their common area in which the population of each of the consenting denominations was too small to justify the respective boards in establishing separate or denominational schools.

The establishment of Protestant amalgamated schools in Corner Brook and Grand Falls hardly met the criteria laid down in the 1927 Act for amalgamated schools, since the populations by denomination were large enough to support denominational schools. The actual violation of the Act was that the government grants were given to these schools without

¹⁰ Rowe, op. cit. p. 92.

¹¹ The provisions of the 1903 Act identify many of the same areas as do the DEC guidelines for shared school services, namely, control, cost sharing, appointment of teachers, provision for dissolution or revision of agreement and religious instruction.

legal authority. To eliminate this anomaly an amendment was passed in 1943 giving permission to establish common or amalgamated schools in any area where boards of education might agree to request them, but requiring that the governing body and the draft constitution, rules and regulations be approved by the Governor in Commission. In 1944 and 1945 constitutions for schools in Grand Falls, Corner Brook, Bishop's Falls, and St. Anthony were approved by the government. The 1943 amendment also provided for establishing amalgamated school boards, that is, two or more independent boards could agree to amalgamate into one school board and provide amalgamated schools for children in their collective jurisdictions.

The Pentecostal Assemblies of Newfoundland emerged as another important religious group in education during the 1930's and 1940's. By 1954 this body had established on its own about thirteen schools. Hence in the 1954 session of the House of Assembly the legislature passed legislation giving recognition to the Pentecostal Assemblies for educational purposes.

The growth of Protestant amalgamated schools accelerated throughout the 1960's (Table 2.1). The culmination of this trend was the signing of a document of integration in 1968 by which the Anglican, United Church and Salvation Army denominations agreed to be one body in providing educational services to their adherents. The Integrating denominations were joined by the Presbyterian Church in 1969.

Table 2.1

Number of Amalgamated Schools and Total
Enrollments for Selected
Years from 1956-57
to 1967-68

| Item | 1956-57 | 1958-59 | 1960-61 | 1962-63 | 1964-65 | 1966-67 | 1967-68 |
|-------------------|---------|---------|---------|---------|---------|---------|---------|
| Number of Schools | 32 | 35 | 35 | 47 | 57 | 98 | 120 |
| Total Enrollments | 9,236 | 10,221 | 11,021 | 13,624 | 14,920 | 21,101 | 27,974 |

Source:

Statistical Supplements of the Annual Reports of the Department of Education,
Newfoundland. 1956-57 to 1967-68.

The legislation passed in 1968 and 1969 to reorganize education eliminated any reference to amalgamated schools but did grant powers to school boards to

enter into any agreement with another School Board for the education of pupils residing within its district and the transportation of pupils to and from school.¹²

This clause is the legal basis for shared services.

By the same legislation, the Department of Education was reorganized along functional lines, instead of denominational lines. The churches were detached from the Department and are now represented in education by three Denominational Education Committees, that is, the Integrated, Roman Catholic and Pentecostal Education Committees. Two important functions of the DEC are: (1) to determine and supervise the religious education programs for the schools and (2) distribute capital funds for school construction and maintenance.¹³

Both the Roman Catholic and Pentecostal Churches firmly guard their right to educate their children in their own respective schools. That is not to say that Roman Catholic and Pentecostal boards do not cooperate with Integrated Boards in providing educational facilities and services at

¹²Government of Newfoundland and Labrador, The Schools Act, 1969. Section 13(t).

¹³Government of Newfoundland and Labrador, The Department of Education Act, 1968. Section 20 and Section 3.

the elementary and secondary levels. The Pentecostal minority is widely distributed throughout the province and frequently has to place its children in non-Pentecostal schools, usually Integrated schools. Table 2.2 shows the distribution of Pentecostal students by school board for the past two years. The demographic distribution of the Roman Catholic population has generally permitted building Roman Catholic schools for Roman Catholic children (Table 2.3). Generally speaking, then, Roman Catholics and non-Roman Catholics have been educated apart in denominational schools.

CONTROVERSY OVER DENOMINATIONAL EDUCATION

The evolution of a denominational system of education in Newfoundland was not without controversy. The debate over the subdivision of the Protestant grant for education which took place between 1843 and 1874 showed strong disagreement among Anglicans and between Anglicans and Wesleyan Methodists on the issue. In more recent times the United Church of Canada (which includes the former Methodists) advocated a public system of education. Charles L. Roberts, a former superintendent of United Church Schools, states in Dr. Rowe's book, Development of Education in Newfoundland:

The United Church of Canada has traditionally favored a Newfoundland public school system of education established on a non-denominational basis.... It (United Church of Canada) would be willing to withdraw from the public education field completely, provided government took full responsibility for the management and financing

Table 2.2

The Distribution of Pentecostal Students
by Type of School Board for
1974-75 and 1975-76

| Year | Roman Catholic | Seventh Day Adventist | Pentecostal | Integrated | Total |
|-----------|----------------|-----------------------|-------------|------------|--------|
| 1974-1975 | 117 | 30 | 5184 | 4877 | 10,208 |
| 1975-1976 | 113 | 41 | 5487 | 4706 | 10,347 |

Source:

Denominational Education Committees.

Table 2.3

The Distribution of Roman Catholic Students
by Type of School Board for
1974-75 and 1975-76

| Year | Roman Catholic | Seventh Day Adventist | Pentecostal | Integrated | Total |
|-----------|----------------|-----------------------|-------------|------------|--------|
| 1974-1975 | 59,796 | 32 | 52 | 3732 | 63,612 |
| 1975-1976 | 59,005 | 16 | 72 | 4160 | 63,253 |

Source:

Denominational Education Committees.

of Newfoundland education.¹⁴

Denominationalism became a live public issue again in the 1960's when the government called for a Royal Commission to make a careful study of all aspects of education in Newfoundland. The Commission questioned the denominational system in recommending:

1. That the Department of Education be re-organized along functional rather than denominational lines.

2. That the religious denominations recognized under the Education Act perform the functions of developing and administering religious education programs, and acting in an advisory capacity to the Department of Education.

The three Roman Catholic commissioners wrote a minority report objecting to relegating the churches to an advisory position.

More recently, in Quality and Equality in Secondary Education in Newfoundland, P. J. Warren made this observation about the denominational system:

Traditionally, the denominations assumed that the kind of education indicated by their respective philosophies could be provided only in an independent school, completely separate from the schools of other denominations....many people are expressing the belief that the educational rights of various denominations can be protected without complete separation. They see a good deal of common concern among the advocates of ethical education of all faiths. And they express the position that it is not absolutely necessary—not even particularly desirable—to have all education experiences

¹⁴Rowe, op. cit., p. 101.

organized within the protective atmosphere of separate schools. In other words, it may be concluded that conditions that first gave rise to separation in education in Newfoundland have since changed appreciably.¹⁵

The denominational issue is still contentious, and is frequently the subject of public debate. However, the churches' right to a denominational system of education is firmly entrenched in legislation,¹⁶ and that fact alone assures the existence of the system for some time.

THE EVOLUTION OF COOPERATIVE OR SHARED EDUCATIONAL SERVICES

Within the last decade with increased emphasis on the quality of education in rural areas, Roman Catholic and Integrated boards, in certain restricted circumstances, have entered into agreements to provide cooperative educational facilities and services to all children under their jurisdiction in designated areas. At first, these arrangements occurred on a small scale and were initiated at the local levels. Frequently, the Denominational Education Committees' approval was sought after the local boards had reached an agreement. In time the number of students involved in cooperative or shared services reached significant proportions.

¹⁵P. J. Warren, Quality and Equality in Secondary Education in Newfoundland (St. John's: Memorial University of Newfoundland, 1973) p. 153.

¹⁶Refer to Appendix A for Term 17 of the Terms of Union of Newfoundland with Canada (1949).

In June, 1973, the three Denominational Education Committees formally recognized cooperative or shared school services and issued ten guidelines for developing these schools. The guidelines are provided below. The headings for guidelines 4 to 10 inclusive were assigned by the author.

Guidelines in Developing Educational
Co-operative Services

1. Co-operative or Shared School Services may be approved where considered necessary to develop and maintain a viable school system.
2. School Boards should first seek approval in principle from their respective D. E. C. before entering in discussion on co-operative services, giving all relative information.
3. When approval between two Boards is reached, formal approval must be received from the appropriate D. E. Cs. separately and jointly.
4. Administration. The form of administration will be determined by local conditions but it is generally agreed that a school or system should be managed and controlled by one Board.
5. Inter-board liaison. Some agreed form of communication between co-operating Boards must be developed so that information re the operation of the school or system is available at all times.
6. Staff appointments. Staff appointments should be made in as far as possible on the basis of board - pupil ratio; but by reason of the Religious Education Program each Board involved must have staff representation.
7. Religious education. (a) Adequate provision must be made for an effective Religious Education Program which should be considered as an integral part of the school program.
 - (b) Both Boards must agree that:
 - (1) there will be a well defined weekly program and that
 - (2) the Program for each section will be

conducted concurrently.

(c) Provision must be made whereby Clergy representation of each participating Board can visit the school to meet teachers and students under a structured program.

(d) Religious Education Supervisors of the participating Boards have the responsibility of visiting the school or schools involved to carry out their professional work with their respective groups.

(e) The Religious Education Program must be in accordance with that agreed to by the respective D. E. C.

8. Use of buildings. There must be an agreement on the use of buildings.
9. Cost sharing. In any co-operative service there must be an agreement as to the sharing of the cost in school construction, extension or renovation.
10. Review of agreement. Provision should be made whereby an agreement reached can be periodically reviewed.¹⁷

Chapter 3

FINDINGS OF SURVEY

This chapter has three main components. The first two identify the two types of shared services revealed by the questionnaire. In each case the schools are listed with their administering boards and the denominational enrollments. The data is presented in expository and tabular form. A third section analyses the contents of the nine inter-board agreements which govern the type one shared services. Several illustrations of the types of articles contained in the agreements are provided. A summary table shows how the agreements compare with each other and the DEC guidelines.

A questionnaire was sent to all Roman Catholic and Integrated superintendents in the province to provide data on all cooperative or shared services which currently operate. The questionnaire (Appendix D) was designed to identify two types of cooperation. The first type is those cases which satisfy the definition of a shared service given in the section entitled "Statement of the Problem". These shared services are characterized by:

1. The attendance of students of both the Integrating denominations and the Roman Catholic denomination at the same school,

2. A written agreement governing the operation of the school or schools.

The second type of cooperation is less formal. In those cases, there are neither written agreements nor any exchange of personnel, property or money. An example in this category is where a Roman Catholic board admits Integrated pupils to its school because there is no Integrated school reasonably accessible to them. However, this type does not include cases where small numbers of pupils of one denomination attend another school for personal reasons.

The response to the questionnaire was excellent. Thirty-one out of thirty-three superintendents replied in writing. One replied orally during an interview. For the one district from which no reply was received, a crosscheck with another board in the corresponding geographical area provided the necessary information.

The findings were supplemented by information from the DEC which had already done a preliminary survey on the same subject, the records of the Department of Education, as well as by conversations with several educators in the province.

DISCUSSION OF FINDINGS ON SHARED SERVICES

Type One Shared Services

In 1975-76 there were eighteen schools with a total of 3715 pupils in the first category of shared or cooperative services as defined in the questionnaire. Eleven out of 18

are administered by Roman Catholic school boards. Four of these are high schools; seven are primary and/or elementary schools. Seven schools have a majority of Roman Catholic pupils and four with Roman Catholic minorities. The total number of pupils in Roman Catholic board administered shared services is 2219, of which 1488 are Roman Catholic and 731 are non-Roman Catholic.

Out of the six shared services administered by Integrated boards, one is a high school and five are primary and/or elementary schools. Four schools have a majority of Integrated students and two have Integrated students in a minority. The total number of pupils in these shared services is 1058; 364 are Roman Catholic and 694 are non-Roman Catholic.

The one jointly administered shared service is Fogo Island Central High School. Here the ratio of non-Roman Catholic students to Roman Catholic students is approximately two to one; 289 are Integrated or other denomination and 149 are Roman Catholic.

A summary of these findings is presented in Table 3.1.

Type Two Shared Services

The second category of schools on which statistics were collected gives an indication of the number of pupils in schools administered by boards not of their religious denomination. This type of school was not rigidly defined in the questionnaire to superintendents and hence the number of schools listed in this category is not exhaustive.

Table 3.1

Shared Services Operated by
a Written Agreement
(Type 1)

| School | Administering Board(s) | Student Enrollments | | | |
|--|-------------------------------------|---------------------|------|-------|--------|
| | | R.C. | Int. | Other | Totals |
| Part 1: Integrated Board Administered Schools | | | | | |
| St. Augustine's High School Plum Point (7-11) | Straits of Belle Isle Integrated | 92 | 145 | 5 | 242 |
| Tricon Elementary Bay de Verde (K-6) | Avalon North Integrated | 136 | 77 | 5 | 218 |
| Little Bay Elementary Little Bay (5,6) | Green Bay Integrated | 16 | 12 | 0 | 28 |
| Fogo Primary Fogo (K-4) | Terra Nova Integrated | 32 | 94 | 17 | 143 |
| Glenwood Elementary Glenwood (2-7) | Terra Nova Integrated | 44 | 138 | 32 | 214 |
| Dark Cove Elementary Dark Cove (3-6) | Terra Nova Integrated | 44 | 160 | 9 | 213 |
| Sub-totals | | 364 | 626 | 68 | 1058 |

Table 3.1 (continued)

| School | Administering Board(s) | R.C. | Student Enrollments | | |
|--|--|------|---------------------|-------|--------|
| | | | Int. | Other | Totals |
| Part 2: Roman Catholic Board Administered Schools | | | | | |
| Labrador City Collegiate Labrador City English Section (9-11) French Section (7-10) | Labrador Roman Catholic | 241 | 203 | 56 | 500 |
| St. Patrick's Primary St. Patrick's (K-2) | Exploits-White Bay Roman Catholic | 27 | 7 | 0 | 34 |
| Sacred Heart School Little Bay (3,4) | Exploits-White Bay Roman Catholic | 20 | 7 | 0 | 27 |
| St. Michael's Elementary Stephenville Crossing (K-6) | Bay St. George Roman Catholic | 480 | 59 | 10 | 549 |
| Assumption High Stephenville Crossing (7-11) | Bay St. George Roman Catholic | 291 | 32 | 2 | 325 |
| Cassidy Elementary St. Fintan's (K-6) | Bay St. George Roman Catholic | 130 | 59 | 2 | 191 |
| St. Jude's High St. Fintan's (7-11) | Bay St. George Roman Catholic | 93 | 37 | 3 | 133 |
| St. Joseph's Central High Bay de Verde (7-11) | Conception Bay North Roman Catholic | 86 | 50 | 5 | 141 |

Table 3.1 (continued)

| School | Administering Board(s) | Student Enrollments | | | Totals |
|--|---|---------------------|------|-------|--------|
| | | R.C. | Int. | Other | |
| Fogo Elementary Fogo | Gander-Bonavista Roman Catholic | 33 | 54 | 15 | 102 |
| Glenwood Primary Glenwood (K,1) | Gander-Bonavista Roman Catholic | 26 | 42 | 23 | 91 |
| Sacred Heart Primary Gambo (K-3) | Gander-Bonavista Roman Catholic | 61 | 65 | 0 | 126 |
| Sub-totals | | 1488 | 615 | 116 | 2219 |
| Part 3: Jointly Administered Schools | | | | | |
| Fogo Island Central High Fogo Island (8-11) | Terra Nova Integrated and Gander-Bonavista Roman Catholic | 149 | 259 | 30 | 438 |
| Grand Totals | | 2001 | 1500 | 214 | 3715 |

Source:

Department of Education, Attendance reports for May, 1976.

Supplementary data were sought from the DEC and the Department of Education. All attendance figures were taken from the school attendance reports for May, 1976.

Fifty-three schools were identified as serving significant numbers of pupils of religious denominations other than those represented by the administering board. This does not include J. R. Smallwood Collegiate, Wabush, where each section reports separately. The total enrollment for Integrated schools is 10,556. Roman Catholic pupils number 1008; Integrated, 9033; and other denominations, 515. Table 3.2 contains the list of Integrated schools with enrollments by denominational group.

The thirteen Roman Catholic schools have a total enrollment of 2403 pupils; 371 are Integrated, 2023 are Roman Catholic and nine are of other denominations. Table 3.3 contains the list of Roman Catholic schools with enrollments by denominational groups.

ANALYSIS OF AGREEMENTS

The eighteen shared services of the first type are governed by nine formal agreements. Seven agreements refer to more than one school. The following sets of schools are governed by one agreement. The names of the cooperating boards in each case are enclosed in parentheses, thus (). These data are contained in Table 3.4. (1) St. Patrick's Primary, Sacred Heart Elementary, and Little Bay Integrated Elementary, (Exploits-White Bay Roman Catholic and Green Bay

Table 3.2

Type II Schools Administered by
Integrated School Boards

| School | Administering Board | R.C. | Student Enrollments | | |
|---|-------------------------------|------|---------------------|-------|-------|
| | | | Int. | Other | Total |
| Memorial Elementary Norris Point (K-6) | St. Barbe South Integrated | 30 | 200 | 10 | 240 |
| Holland's Memorial Central High, Norris Point (7-11) | " | 14 | 272 | 21 | 307 |
| St. Paul's Inlet Integrated Elementary (K, 1, 2, 5, 6) | " | 20 | 36 | 0 | 56 |
| Greavette Memorial Central High, Cow Head (7-11) | " | 23 | 121 | 10 | 154 |
| St. Mary's Elementary Cow Head (K-6) | " | 22 | 92 | 0 | 114 |
| St. Francis' Elementary Parson's Pond (K-6) | " | 18 | 90 | 30 | 138 |
| Harriet Curtis Collegiate St. Anthony (9-11) | Vinland Integrated | 26 | 192 | 14 | 232 |
| Vinland Junior High St. Anthony (7,8) | " | 2 | 163 | 24 | 189 |
| Vinland Elementary St. Anthony (K-6) | " | 19 | 452 | 61 | 532 |

Table 3.2 (continued)

| School | Administering Board | R.C. | Student Enrollments | | |
|--|---|------|---------------------|-------|-------|
| | | | Int. | Other | Total |
| St. James Elementary Port-aux-Basques (K-6) | Channel-Port aux Basques Integrated | 75 | 726 | 11 | 812 |
| St. James Junior High Port-aux-Basques (7,8) | " | 18 | 291 | 4 | 313 |
| St. James Regional High Port-aux-Basques (9-11) | " | 29 | 346 | 5 | 380 |
| Holy Trinity Gallants (K-9) | Bay of Islands-St. George's Integrated | 7 | 23 | 0 | 30 |
| Integrated Elementary Badger (4-6) | Exploits Valley Integrated | 47 | 28 | 4 | 79 |
| Smallwood Academy Dark Cove (9-11) | Terra Nova Integrated | 44 | 151 | 9 | 204 |
| Junior High School Dark Cove (7,8) | " | 28 | 115 | 7 | 150 |
| T. A. Lench Memorial High Catalina (9-11) | Bonavista-Trinity Placentia Integrated | 29 | 142 | 5 | 176 |
| Integrated Regional High Bonavista (9-11) | " | 16 | 317 | 28 | 361 |

Table 3.2 (continued)

| School | Administering Board | R.C. | Student Enrollments | | |
|--|--|------|---------------------|-------|-------|
| | | | Int. | Other | Total |
| L. R. Ash Elementary Lethbridge (K-7) | Bonavista-Trinity- Placentia Integrated | 66 | 287 | 27 | 380 |
| Central High School Musgravetown (8-11) | " | 22 | 258 | 17 | 297 |
| Horwood Regional High Clareville (9-11) | " | 13 | 357 | 27 | 397 |
| Junior High School Clareville (7,8) | " | 9 | 169 | 24 | 202 |
| Elementary School Clareville (K-6) | " | 29 | 370 | 27 | 426 |
| Bloomfield-Musgravetown Elementary, Musgravetown (K-7) | " | 5 | 258 | 15 | 278 |
| Haddon Academy Fortune (K-6) | Burin Peninsula Integrated | 62 | 407 | 5 | 474 |
| Fortune Collegiate Fortune (7-11) | " | 10 | 211 | 6 | 227 |
| John Burke Regional High Grand Bank (9-11) | " | 5 | 206 | 3 | 214 |

Table 3.2 (continued)

| School | Administering Board | R.C. | Int. | Other | Total |
|---|-------------------------------|------|------|-------|-------|
| Pattanna Elementary Grand Bank (3-8) | Burin Peninsula Integrated | 13 | 473 | 10 | 496 |
| Primary School Grand Bank (K-2) | " | 16 | 235 | 3 | 254 |
| St. Thomas' All-Grade Grand Le Pierre (K-9) | " | 23 | 77 | 0 | 100 |
| Jackson Walsh Memorial Central High, Western Bay (8-11) | Avalon North Integrated | 8 | 107 | 8 | 123 |
| Jackson Walsh Elementary Western Bay South (K-7) | " | 23 | 268 | 23 | 314 |
| Epiphany Elementary Heart's Delight (K-8) | " | 26 | 166 | 0 | 192 |
| Holy Trinity Regional High Heart's Content (8-11) | " | 34 | 182 | 1 | 217 |
| St. Mary's Elementary Heart's Content (1-7) | " | 10 | 119 | 0 | 129 |
| Central High School Whitbourne (7-11) | " | 24 | 124 | 0 | 148 |

Table 3.2 (continued)

| School | Administering Board | R.C. | Student Enrollments | | |
|---|-------------------------------------|------|---------------------|-------|--------|
| | | | Int. | Other | Total |
| St. John's Elementary Whitbourne (K-6) | Avalon North Integrated | 50 | 238 | 0 | 288 |
| Grant Collegiate Springdale (7-11) | Green Bay Integrated | 43 | 287 | 48 | 378 |
| Strait's Elementary Flower's Cove (K-6) | Straits of Belle Isle Integrated | 35 | 256 | 20 | 311 |
| Canon Richards Central High Flower's Cove (7-11) | " | 15 | 221 | 8 | 244 |
| Totals | | 1008 | 9033 | 515 | 10,556 |

Source:

Department of Education, Attendance Reports for May, 1976.

Table 3.3

Type II Schools Administered by
Roman Catholic School Boards

| School | Administering Board | R.C. | Student Enrollments | | | Total |
|--|-----------------------------------|------|---------------------|-------|-----|-------|
| | | | Int. | Other | | |
| Our Lady of Fatima St. Paul's Inlet (3,4) | Humber-St. Barbe Roman Catholic | 20 | 36 | 0 | 56 | |
| Roncalli Central High Port au Choix (7-11) | " | 161 | 40 | 6 | 207 | |
| Belanger Memorial Upper Ferry (7-11) | Bay St. George Roman Catholic | 285 | 36 | 0 | 321 | |
| St. Anne's Elementary Upper Ferry (1-6) | " | 346 | 12 | 0 | 358 | |
| Sacred Heart Primary Badger (K-3) | Exploits-White Bay Roman Catholic | 54 | 34 | 0 | 88 | |
| St. Mark's Central High King's Cove (7-11) | Gander-Bonavista Roman Catholic | 157 | 28 | 2 | 187 | |
| St. Peter and St. Paul Elementary, King's Cove (K-6) | " | 113 | 38 | 0 | 151 | |
| St. Lawrence Regional High St. Lawrence (9-11) | Burin Peninsula Roman Catholic | 147 | 33 | 0 | 180 | |

Table 3.3 (continued)

| School | Administering Board | R.C. | Student Enrollments | | Total |
|---|-----------------------------------|------|---------------------|-------|-------|
| | | | Int. | Other | |
| Marian Elementary St. Lawrence | Burin Peninsula Roman Catholic | 339 | 48 | 0 | 387 |
| Marian Primary St. Lawrence (K-3) | " | 233 | 45 | 1 | 279 |
| St. Joseph's Central High Allan's Island, Lamaline (7-11) | " | 168 | 21 | 0 | 189 |
| Totals | | 2023 | 371 | 9 | 2403 |

Source:

Department of Education, Attendance Reports for May, 1976.

Table 3.4

List of Shared Service Schools
and Cooperating Boards

| Agreement Number | Cooperating Boards | Schools Involved | Administering Board |
|------------------|--|---|--|
| 1 | Exploits-White Bay Roman Catholic and Green Bay Integrated | (1) St. Patrick's Primary (11) Sacred Heart Elementary (111) Little Bay Integrated Elementary | (1) Exploits-White Bay Roman Catholic. (11) Exploits-White Bay Roman Catholic (111) Green Bay Integrated |
| 2 | Bay St. George Roman Catholic and Bay of Islands-St. George's Integrated | (1) St. Michael's Elementary (11) Assumption High | (1) Bay St. George Roman Catholic (11) Bay St. George Roman Catholic |
| 3 | Bay St. George Roman Catholic and Bay of Islands-St. George's Integrated | (1) Cassidy Elementary (11) St. Jude's | (1) Bay St. George Roman Catholic (11) Bay St. George Roman Catholic |

Table 3.4 (continued)

| Agreement Number | Cooperating Boards | Schools Involved | Administering Board |
|------------------|---|--|--|
| 4 | Avalon North Integrated and Conception Bay North Roman Catholic | (1) Tricon Elementary (11) St. Joseph's High | (1) Avalon North Integrated (11) Conception Bay North Roman Catholic |
| 5 | Terra Nova Integrated Gander-Bonavista Roman Catholic | (1) Fogo Elementary (11) Fogo Primary (111) Fogo Island Central High | (1) Gander-Bonavista Roman Catholic (11) Terra Nova Integrated (111) Gander-Bonavista Roman Catholic and Terra Nova Integrated |
| 6 | Terra Nova Integrated and Gander-Bonavista Roman Catholic | (1) Glenwood Primary (11) Glenwood Elementary | (1) Gander-Bonavista Roman Catholic (11) Terra Nova Integrated |

Table 3.4 (continued)

| Agreement Number | Cooperating Boards | Schools Involved | Administering Board |
|------------------|--|--|---|
| 7 | Terra Nova Integrated and Gander-Bonavista Roman Catholic | (1) Gambo Primary (11) Dark Cove Elementary | (1) Gander-Bonavista Roman Catholic (11) Terra Nova Integrated |
| 8 | Labrador Roman Catholic and Labrador West Integrated | (1) Labrador City Collegiate | (1) Labrador City Roman Catholic |
| 9 | Straits of Belle Isle Integrated and Humber-St. Barbe Roman Catholic | (1) St. Augustine's High, Plum Point | (1) Straits of Belle Isle Integrated |

Integrated), (2) St. Michael's Elementary and Assumption High, Stephenville Crossing, (Bay St. George Roman Catholic and Bay of Islands - St. George's Integrated), (3) Cassidy Elementary and St. Jude's High, St. Fintan's, (Bay St. George's Roman Catholic and Bay of Islands - St. George's Integrated), (4) St. Joseph's Central High and Tricon Elementary, Bay de Verde, (Conception Bay North Roman Catholic and Avalon North Integrated), (5) Fogo Elementary, Fogo Primary and Fogo Island Central High, (Gander-Bonavista Roman Catholic and Terra Nova Integrated), (6) Glenwood Primary and Glenwood Elementary, (Gander-Bonavista Roman Catholic and Terra Nova Integrated), and (7) Gambo Primary and Dark Cove Elementary, (Gander-Bonavista Roman Catholic and Terra Nova Integrated). In Labrador City (Labrador Roman Catholic and Labrador West Integrated) and Plum Point (Straits of Belle Isle and Humber-St. Barbe Roman Catholic), the agreements refer to only one school.

Generally shared services agreements contain clauses similar to those suggested in the DEC guidelines. The ten guidelines can be categorized under seven headings. The headings are: (1) administration, (2) inter-board liaison, (3) staff appointments, (4) religious education, (5) use of buildings, (6) cost sharing, and (7) provision for review. Because some agreements are more detailed than others, four other headings are added to identify clauses in these agreements. These are: (8) termination procedure, (9) disposal of property, (10) supervisory services, and

(11) local assessments.

Seven agreements contain clauses consistent with the DEC guidelines. Two others differ in format. The St. Patrick's-Little Bay agreement contains six items which identify areas of responsibility for each board and make provision for religious education instruction. The Labrador City Collegiate agreement is a constitution governing the Labrador City Collegiate School Committee, whose purposes are:

- (a) To assist the School Boards in the administration and maintenance of the Labrador City Collegiate,
- (b) To assist the Boards in the formulation of policy by making recommendations and assisting with the implementation of policy when adopted,
- (c) To act as a means of communication between the School Boards, the community and especially the parents of children attending the school.

The agreements are discussed under the headings previously listed.

Administration. All agreements contain items relating to administration. These clauses may name the governing board, establish criteria for appointing administrators, or describe the responsibilities of principals. Clause # 5 of the Plum Point agreement states in part,

The school shall be operated by The Integrated School Board-Straits of Belle Isle and its authority shall be in

¹Proposed constitution of a Joint Committee of the Roman Catholic Board for Labrador and the Labrador West Integrated School Board for the operation of Labrador City Collegiate, (n. d.).

accordance with the Department of Education Act 1968 as amended, The Education (Teacher/Training) Act, 1968 as amended, and the Schools Act 1969,² as amended, and the regulations made under said Acts.

Clause # 9 of the Bay de Verde agreement reads,

The Vice-Principal of the Elementary School shall be a Roman Catholic, appointed in accordance with clause 7 hereof and the Principal shall be of a denomination represented by the Integrated Board, appointed in accordance with clause 8 hereof.³

In seven cases school administrators are responsible to only one board and in two cases (Fogo Island High School and Labrador City Collegiate) to two boards.

Inter-board liaison. Eight agreements have provision for inter-board liaison. Liaison usually takes place through a joint committee composed of members from each board or through the superintendents. In the Glenwood agreement, clause 9 assigns responsibility for liaison to a joint committee of boards and the superintendents.

Liaison between the boards shall be provided by a committee of one appointee of each Board and the

² Agreement between Straits of Belle Isle Integrated and Humber-St. Barbe Roman Catholic School Boards regarding the operation of St. Augustine's High School, Plum Point, Clause # 5, 1971.

³ Agreement between Avalon North Integrated and Conception Bay North Roman Catholic School Boards regarding the operation of Tricon Elementary and St. Joseph's High Schools, clause 9, 1972.

respective Superintendents.⁴

Staff appointments. These same eight documents contain a clause dealing with staff appointments. These items usually state the proportion of teachers to be hired on a denominational basis, who is responsible for hiring, or a board's right to nominate appointees to another board.

Religious education. All agreements except for the one for Labrador City Collegiate require instruction in religious education. Two agreements (Plum Point and Bay de Verde) have provision for clergy visitation; three require religious education supervision (Fogo Island, Glenwood and Gambo-Dark Cove.) Clause # 5 of the St. Patrick's Little Bay agreement ensures religious instruction for Roman Catholic and Integrated students.

The provision of religious education programs shall be the responsibility of the respective School Districts, and timetabling and related arrangements shall be made so as to ensure that all Roman Catholic and Integrated students will be enabled to attend the Roman Catholic and Integrated religious education classes, respectively.⁵

Use of buildings. Clauses governing the use of buildings are found in seven cases. These items specify which classes shall attend which school, how common facilities are

⁴Agreement between Gander-Bonavista Roman Catholic and Terra Nova Integrated Boards regarding the operation of Glenwood Schools, clause # 9, 1975.

⁵Agreement between Exploits-White Bay Roman Catholic and Green Bay Integrated Boards, clause # 5, 1972.

to be shared between two schools, or how the public may use the school after hours. An example of the latter instance comes from the Stephenville Crossing agreement,

Social functions for church, school or community may be held in the school building, provided they do not interfere with the regular operation of the school and that due notice has been given to the Joint Committee or its nominees. No gambling of any kind shall be permitted in the school building.⁶

Cost sharing. Six agreements suggest formulas for cost sharing for either capital or operating costs, and to suggest how local assessments may be raised equitably.

Supervisory services. One clause in the Plum Point agreement describes how supervisory services may be shared.

Clause # 5 states in part:

—Requests made by the Integrated School Board—Straits of Belle Isle for the services of the supervisory staff of The Roman Catholic School Board—Humber St. Barbe in the school should be made in writing by the Superintendent of the Integrated Board to the Superintendent of the Roman Catholic Board with a copy forwarded to the principal of St. Augustine's School.⁷

Review of agreements. Provision for review of

⁶ Agreement between Bay of Islands—St. George's Integrated and Bay St. George's Roman Catholic School Boards regarding the Stephenville Crossing schools, clause # 8, 1971.

⁷ Agreement between Straits of Belle Isle Integrated and Humber—St. Barbe Roman Catholic Boards regarding the operation of St. Augustine's High School, Plum Point, clause # 5, 1971.

agreements was stated in seven cases. In two cases (Plum Point and Bay de Verde) the procedure for terminating the shared service was described and in one of these (Plum Point) the disposal of common property was described.

Table 3.5 is a checklist showing which headings are covered in the clauses of the nine agreements.

All agreements except those for Bay de Verde, Fogo Island and Wabush are contained in Appendix E.

SUMMARY

The purpose of this chapter was to report the findings in three areas:

1. The number, location and enrollments of shared services of the first type,
2. An estimation of the number, location and enrollments of cooperative arrangements of the second type,
3. The analysis of inter-board agreements with respect to shared services of the first type.

Shared services of the first type were found in eighteen schools which are governed by nine different agreements. Eleven schools are administered by Roman Catholic boards, six by Integrated boards, and one by two boards. Enrollments show that there are 364 Roman Catholic students in shared services administered by Integrated boards and 615 Integrated students in shared services administered by Roman Catholic boards.

Other cooperative arrangements were found in

Table 3.5

Checklist Showing Headings Covered
in Inter-board Agreements
for Shared Services

| | Adminis- tration | Inter-board Liaison | Staff Appointments | Religious Education | Use/of Buildings | Cost Sharing | Review of Agreement | Supervisory Services | Local Assessments | Disposal of Property | Termination Procedure |
|-----------------------------|---------------------|------------------------|-----------------------|------------------------|---------------------|-----------------|------------------------|-------------------------|----------------------|-------------------------|--------------------------|
| DEC Guidelines | x | x | x | x | x | x | x | | | | |
| Agreements: | | | | | | | | | | | |
| 1. St. Patrick's-Little Bay | x | | | x | | | x | | | | |
| 2. Stephenville Crossing | x | x | x | x | x | x | x | | | | |
| 3. St. Fintan's | x | x | x | x | | | x | | | | |
| 4. Bay de Verde | x | x | x | x | x | x | x | x | | | x |
| 5. Fogo Island | x | x | x | x | x | x | x | | | | |
| 6. Glenwood | x | x | x | x | x | x | x | | | | |
| 7. Gambo-Dark Cove | x | x | x | x | x | x | x | | | | |
| 8. Labrador City | x | x | x | | x | x | | | | | |
| 9. Plum Point | x | x | x | x | x | x | | x | x | x | x |

fifty-three schools. Forty of these are Integrated schools and thirteen are Roman Catholic schools. The statistics show 371 Integrated pupils in Roman Catholic schools and 1008 Roman Catholic pupils in Integrated schools.

A summary of enrollment data from tables 3.1, 3.2 and 3.3 is presented in table 3.6.

The nine inter-board agreements were analyzed in relation to each other and to the DEC Guidelines for Developing Educational Cooperative Services, Table 3.5, page 60, summarizes the articles which are dealt with in the respective agreements.

Table 3.6

Summary of Enrollment Data for Type I
and Type II Cooperative Services

| | No. of Schools | Integrated Board Administered Schools | | | Total | No. of Schools | Roman Catholic Board Administered Schools | | | Total |
|---------|-------------------|--|------|-------|--------|-------------------|--|------|-------|-------|
| | | R.C. | Int. | Other | | | R.C. | Int. | Other | |
| Type I | 6 | 364 | 626 | 68 | 1058 | 11 | 1488 | 615 | 116 | 2219 |
| Type II | 40 | 1008 | 9033 | 515 | 10,556 | 11 | 2023 | 371 | 9 | 2403 |
| Totals | 46 | 1372 | 9659 | 583 | 11,614 | 22 | 3511 | 986 | 125 | 4622 |

Chapter 4

BAY DE VERDE CASE STUDY

INTRODUCTION

The Bay de Verde school system is a shared service of the Avalon North Integrated and the Conception Bay North Roman Catholic School Boards. The system comprises two school buildings, Tricon Elementary and St. Joseph's Central High, each owned and operated by one of the boards. This arrangement is one type of response to the need for improved educational services in rural areas. The Bay de Verde system was chosen for a case study because it is a unique shared service and provides appropriate contrast with the other cases at Wabush and Fogo Island. This case study will outline the evolution of the shared service as well as investigate the role of each board in the administration of the system.

The report is presented under these headings.

- Data Sources
- The Study Area
- Educational Background
- The Agreement
- The Present System
- Conclusions
- Summary

DATA SOURCES

Five persons who are associated with the Bay de Verde school system were interviewed. The interviews were recorded on tape and the tapes are in the possession of the writer. The names, positions, and approximate lengths of interviews are presented below.

| <u>Name</u> | <u>Position</u> | <u>Time</u> |
|-----------------|---|-------------|
| Douglas Power | Superintendent, Conception Bay North Roman Catholic Board | 1 hr. |
| Cecil Smith | Superintendent, Avalon North Integrated Board | 2 hrs. |
| Maurice Quinlan | Bay de Verde board member to Roman Catholic Board | 2 hrs. |
| Edward Hatch | Coordinating Principal, St. Joseph's Central High School | 2 hrs. |
| Donald Barter | Principal, Tricon Elementary School | 2 hrs. |

Two other interviews provided information from another source, the Denominational Educational Committees. Two Executive Secretaries were interviewed on separate occasions and gave information concerning all three case studies. Each interview lasted at least one hour and was recorded on tape.

Reference is made in the report to minutes of meetings, correspondence between boards and the inter-board agreement. Statistical data on enrollments and transportation came from the schools' administration offices, school board offices, and monthly and annual reports of the Department of Education.

Other published and unpublished sources are listed in the bibliography.

THE STUDY AREA

The Bay de Verde School System serves all pupils in the communities of Red Head Cove, Grates Cove, Low Point, Caplin Cove and Bay de Verde; all are within a five mile radius of the school's site. A small number of Roman Catholic students (six in 1975-76) from Old Perlican also attend the schools since there is no Roman Catholic school in their community. The nearest schools are an Integrated elementary school in Old Perlican and two Roman Catholic schools, an elementary and a high school, in Northern Bay.

The study area is located on the northern tip of the Avalon Peninsula between Trinity and Conception Bays, about forty miles from the commercial centres of Carbonear and Harbour Grace. (See Figure 4.1) The inshore cod fishery, with all its hazards and uncertainties, forms the economic base for the area. Seventy-five percent of the population resides in Bay de Verde and Grates Cove. The 1971 census shows 1603 residents in the five communities, with 1154 in the two larger communities.¹ The residents of Bay de Verde are almost equally divided between the Anglican and Roman Catholic faiths.²

¹Statistics Canada, 1971 Census.

²Gerald Riggs, Bay de Verde (St. John's: Occasional paper for Maritime History Group, Memorial University of Newfoundland, 1968), p. 13.

Grates Cove has adherents of the United Church, Anglican and Roman Catholic faiths. It is only within these two communities that denominationalism in education is an issue, since the remaining three are denominationally homogeneous, that is, all Roman Catholic. Table 4.1 shows the population by community for 1966 and 1971. The population of each community decreased in this period from a total of 1711 in 1966 to 1603 in 1971.

Table 4.1

Population of Communities in the
Bay de Verde School System
for 1966 and 1971

| Community | Population in 1966 | Population in 1971 |
|---------------|-----------------------|-----------------------|
| Bay de Verde | 838 | 826 |
| Caplin Cove | 188 | 164 |
| Low Point | 63 | 51 |
| Red Head Cove | 250 | 234 |
| Grates Cove | 372 | 328 |
| Totals | 1711 | 1603 |

Source:

Statistics Canada, Census for 1966
and 1971.

The two school boards having jurisdiction in the study area are Avalon North Integrated and Conception Bay North Roman Catholic. Bay de Verde and the four other

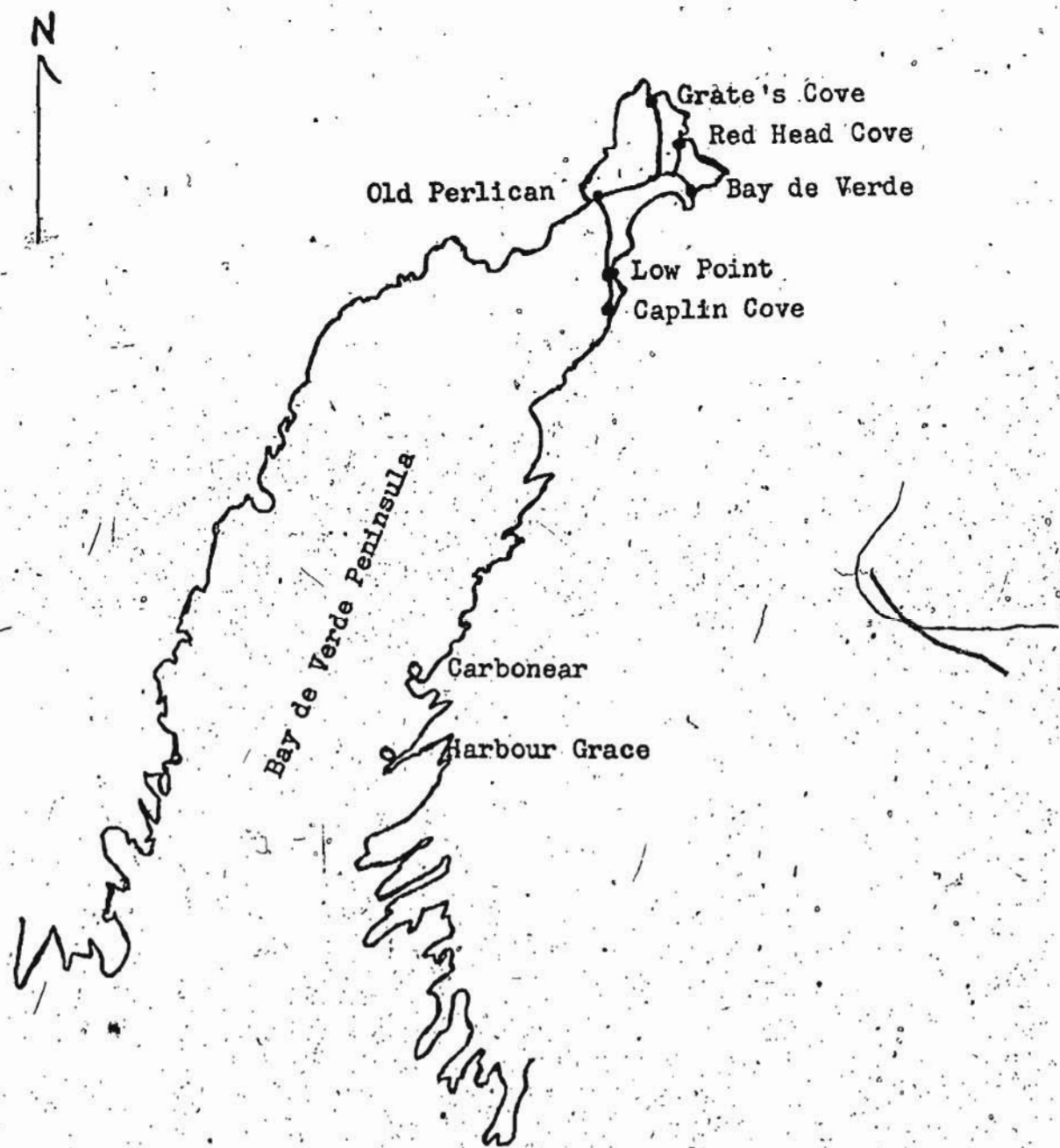


Figure 4.1
Bay de Verde Peninsula

communities in its school system form a zone for each of these boards and hence have representatives on each school board. The Integrated Board is one of the largest in the province with a total student population of approximately 10,000.³ Its geographical area includes mainly the north shore of Conception Bay and the south shore of Trinity Bay. (Figure A. 1, p.204) Its central office is located in Bay Roberts. The administrative staff includes a superintendent, twelve supervisors and consultants, and business office staff.

The Roman Catholic Board has a pupil population of approximately 2,700⁴ in thirteen schools in a geographical area containing the north shore of Conception Bay and the tip of the Bay de Verde Peninsula. (Figure A. 2, p. 205) The board's central office is in Carbonear. Its staff consists of a superintendent, three supervisors and consultants, a business manager and office staff.

EDUCATIONAL BACKGROUND

Denominational schools are a part of the history of Bay de Verde and Grates Cove. The first school was established in Bay de Verde around 1830 and was sponsored by the Newfoundland School Society. Although it was supposed to be

³Government of Newfoundland and Labrador, Department of Education, Directory of Schools, 1974-75, p. 21-24.

⁴Ibid, page 45.

School.⁶ In Grates Cove the stage was being set for a shared service

Prior to 1967 there were ten denominational schools operating in the five communities of Bay de Verde, Red Head Cove, Grates Cove, Low Point and Caplin Cove. These were one, two, and three room schools with multi-grade classrooms and minimal facilities. The school boards and no doubt the public were acutely aware of the need for new facilities. The Roman Catholic School Board was first to respond to that need. By September, 1967, this board had constructed St. Joseph's Central High School on the outskirts of Bay de Verde to serve Roman Catholic students in the study area. At first, elementary and high school students attended St. Joseph's. This school was so attractive by local standards that non-Roman Catholic parents gradually sent their high school students to the school. Within a few years and in spite of some local resistance, the Integrated Board phased out the high school grades from their community school in Bay de Verde, which meant that all high school students in Bay de Verde and Red Head Cove attended a Roman Catholic school.

In the meantime the elementary grades had more space in their community schools but there was little improvement in physical facilities or teaching resources. This point was

⁶R. C. Snelgrove and W. C. Snelgrove, History of Grates Cove, Trinity Bay Newfoundland (St. John's: Occasional Paper for Maritime History Group, Memorial University of Newfoundland, 1973), p. 65.

non-denominational, it attracted only Anglican children. Shortly after Roman Catholics established their own school.⁵ This was the beginning of denominationally segregated schooling, a pattern which continued until the opening of St. Joseph's Central High in 1967. Immediately prior to 1967 Bay de Verde had four school buildings, two operated by each denomination.

Formal schooling was first available in Grates Cove in 1801 when the first school was established there. A century later three denominational schools were in operation; one by each of the three denominational groups resident there. This system continued until the latter part of the decade from 1950-60, when the United Church and Anglicans amalgamated. A two room United Church school taught kindergarten to grade four and grades nine to eleven. A one room Anglican school taught grades five to eight. Roman Catholic pupils in grades nine to eleven also attended school in this system, although elementary pupils had their own sole charge school. In 1961 amalgamation was discontinued when the three denominations failed to agree on the construction of a larger school. They then went back to their denominational schools. After St. Joseph's opened in 1967 high school students from Grates Cove were transported by bus to Bay de Verde. Shortly after, the Anglican and Roman Catholic schools closed and all pupils from kindergarten to grade six attended the United Church

⁵Riggs, Bay de Verde.

a cause of concern to the newly formed Conception Bay North Roman Catholic Board and the Avalon North Integrated Board. Around 1971 the Integrated board began planning for a new elementary school in the Bay de Verde area.⁷ Although the public may have desired a new school, the initiative and planning appears to have come from the board level. Avalon North's district superintendent, Cecil Smith, claims that the public climate was right at this time for a cooperative service.⁸ The problem of pupil numbers must also have restricted the viable options open to the Integrated board. In Bay de Verde and Grate's Cove together the integrated elementary enrollment was 107 pupils.⁹ The board felt that an acceptable proposal would be for the Roman Catholic board to keep all high school students from the study area in its school and for the Integrated board to be responsible for all elementary students.¹⁰ The Integrated board approached the Roman Catholic board with the proposal. Following receipt of the proposal the Roman Catholic board had a survey of its existing elementary school system in Bay de Verde and Red Head Cove conducted. The report dealt with the inadequacies of the

⁷Statement by C. M. Smith, personal interview, April 29, 1976.

⁸Ibid.

⁹Government of Newfoundland and Labrador, Directory of Schools, 1971-72.

¹⁰C. M. Smith, loc. cit.

system: the multi-grade classrooms, the absence of library and recreational facilities, and the abnormally low reading levels. A concluding comment was "the school system, as it now exists, is unable to fulfill the academic needs of our elementary school students".¹¹

The report also considered the feasibility of a cooperatively administered system with the Integrated board. At that time there were 169 pupils in the elementary grades in the two Roman Catholic schools at Bay de Verde and Red Head Cove, 11 of whom were Anglican. To build one Roman Catholic elementary school for that number would not improve the grade-teacher ratio. Whereas, combining the Integrated and Roman Catholic enrollments would give approximately 250 pupils, which would make it possible to have an eight room school with nine teachers. The Bay de Verde Roman Catholic School Committee and administrative personnel met on October 14, 1971, to discuss the report and agreed that "a cooperative system would be very beneficial from the academic point of view, if adequate safeguards regarding religious instruction and administration could be agreed on and put in writing".¹² About the same time the Roman Catholic Board conducted an informal poll of Roman Catholic

¹¹Conception Bay North School Board Office, "Report of Existing Elementary School System in Bay de Verde", 1971.

¹²Minutes of meeting of Bay de Verde Roman Catholic School Committee and Administrative Personnel, October 14, 1971.

parents in the area to ascertain their views on a cooperatively administered school system. Although there were reservations on the part of some people, the reaction was generally positive.¹³ The board responded by laying down the conditions under which it would enter into a cooperative or shared service. Ten conditions were decided on at a meeting of the board in February, 1972, and were presented to the Integrated board in a letter. The conditions were:

1. The elementary school would be adjacent to the high school,
2. The elementary school would be a feeder school for the present high school,
3. Financing of the elementary school would be borne wholly by the Integrated Board,
4. Plans of the actual structure would be approved by the Roman Catholic Board,
5. Hiring of Roman Catholic teachers would be on a per capita basis with Roman Catholic teachers recruited by the Roman Catholic Board and hired by the Integrated Board,
6. Either the principal or vice-principal should be Roman Catholic,
7. Provision for religious instruction on a regular basis as part of the school curriculum,
8. The parish priest would be given permission to visit the school for religious purposes,

¹³ Statement by M. Quinlan, personal interview, May 5, 1976.

9. If the present gymnasium is used by the elementary school, the operating cost of the gymnasium would be shared,

10. The above conditions be written down and agreed to by both parties.¹⁴

In the meantime, the initiative for a shared service on the Integrated side appears to have come from the board level. One interviewee, who has been a long time resident of Bay de Verde, suggested that although the local people might not have actively sought a shared service, they did not discourage its pursuit. The Integrated board accepted the conditions with minor modifications and added three other conditions.

1. The administration of the two boards communicate frequently on matters pertaining to the Bay de Verde school system and not less often than once a month.

2. The families be assessed by only one board and the returns of the assessments be shared on the per capita enrollment of each board for each month.

3. A reciprocal agreement as it applies to staffing and religious education be in effect for the high school.¹⁵

Implicit in these conditions is that the two boards would cooperate in both the proposed new elementary school

¹⁴Taped transcript of a copy of a letter sent to the Integrated Board, February, 1972, in the possession of Mr. Douglas Power, Roman Catholic Board Superintendent.

¹⁵Ibid.

and the existing high school, St. Joseph's. In practice, St. Joseph's was presently receiving almost all high school students of the Integrating denominations and the vice-principal and some teaching staff were non-Roman Catholic. This situation evolved over a period of time and was not previously consummated by a formal agreement.

Both boards, having decided on the general conditions under which they would enter into a shared service, presented these conditions to the DEC. Here legal advice was sought and the thirteen conditions were essentially incorporated into a sixteen point agreement for signing by the boards.¹⁶

Subsequent to the agreement being signed, the Avalon North Integrated School Board opened a new elementary school on the opposite side of the highway from St. Joseph's. The school has nine classrooms, a gymnasium, cafeteria, music room and library. Classes commenced in the new school in January, 1974.

AGREEMENT

The sixteen clauses of the inter-board agreement embody essentially the thirteen conditions prepared by the boards. The agreement reads as follows:

THIS AGREEMENT is made as of the 1st day of September

Anno Domini One thousand nine hundred and
seventy-two

¹⁶ Statement by D. Power, personal interview, April 29, 1976.

BETWEEN

THE AVALON NORTH INTEGRATED SCHOOL BOARD (hereinafter called the Integrated Board)

of the one part

THE CONCEPTION BAY NORTH ROMAN CATHOLIC SCHOOL BOARD (hereinafter called the R. C. Board.)

of the other part

WHEREAS it is desirable, in order to provide the best possible facilities for the education of the children concerned, that the Integrated Board and the R. C. Board enter into an Agreement whereby children of denominations represented by both Boards in certain geographical areas common to both Boards will receive their primary and part-elementary education in a school operated by the Integrated Board and their part-elementary and secondary education in a school operated by the R. C. Board.

NOW THIS AGREEMENT WITNESSETH as follows:

1. In this Agreement, the expression "The Integrated Board Area" means the geographical area comprising the communities of Bay de Verde and Grates Cove and no other area and the expression "the R. C. Board Area" means the geographical area comprising the Roman Catholic Parish of Bay de Verde (Assumption Parish) as presently constituted and no other area.
2. As of September 1st, A. D. 1973 children under the jurisdiction of the Integrated Board in grades kindergarten (K) to six (6) inclusive residing in the Integrated Board area and children under the jurisdiction of the R. C. School Board in grades kindergarten (K) to six (6) inclusive residing in the R. C. Board Area will be accommodated in a school (hereinafter called the Elementary School) proposed to be constructed, owned and operated by the Integrated Board adjacent to the existing school (hereinafter called the High School) owned and operated by the R. C. Board in the vicinity of Bay de Verde.
3. The Elementary School will be built adjacent to the High School.
4. The Elementary School will be a feeder school for the High School. After September 1st, 1973 the Integrated Board will not operate a High School for children

residing in the Integrated Board Area and the R. C. Board will not operate an elementary school for children residing in the R. C. Board Area.

5. The financing of the Elementary School will be borne wholly by the Integrated Board.

6. Building plans for the Elementary School will be approved by the R. C. Board and this Agreement executed before construction of the said school is commenced.

7. The Integrated Board will employ, on a proportionate per capita basis, Roman Catholic teachers who will be recruited by the R. C. Board to serve in the Elementary School as employees of the Integrated Board, such proportion to be in accordance with the pupil-teacher ratio in effect from time to time pursuant to Department of Education policy or to the pupil-teacher ratio in effect from time to time pursuant to the Integrated Board policy if such latter ratio is smaller than the ratio under Department of Education policy.

8. The R. C. Board, in so far as increased enrollment in the High School will permit increased staff, and without prejudice to teachers presently employed to serve in the High School, will employ on a proportionate per capita basis teachers of denominations represented by the Integrated Board to serve in the High School as employees of the R. C. Board, such proportion to be in accordance with the pupil-teacher ratio in effect from time to time pursuant to Department of Education policy or to the pupil-teacher ratio in effect from time to time pursuant to the R. C. Board policy if such latter ratio is smaller than the ratio under Department of Education policy.

9. The Vice-Principal of the Elementary School shall be a Roman Catholic, appointed in accordance with clause 7 hereof and the Vice-Principal of the High School shall be of a denomination represented by the Integrated Board, appointed in accordance with clause 8 hereof.

10. As part of the regular school curriculum, the Integrated Board will enable Roman Catholic children attending the Elementary School to receive religious instructions, such instruction to consist of that course of instruction designated from time to time by the R. C. Board as the regular religion curriculum for Roman Catholic elementary schools, such instruction to be given by Roman Catholic teachers, priests, or religious designated by the R. C. Board and, for grades kindergarten (K) to three (3) inclusive to be not less than five (5) periods per week and, for grades four (4) to

six (6) inclusive, to be not less than four (4) periods per week, each such period to be of from thirty (30) to forty (40) minutes duration and to be provided for during the early morning or early afternoon school hours.

11. As part of the regular school curriculum, the R. C. Board will enable children of denominations represented by the Integrated Board attending the High School to receive religious instruction, such instruction to consist of that course of instruction designated from time to time by the Integrated Board as the regular religion curriculum for Integrated High schools, and such instruction to be given by teachers, clergymen and ministers of denominations represented by the Integrated Board and designated by the Integrated Board, and, for grades seven (7) and eight (8), to be not less than four (4) periods per week and, for grades nine (9) to eleven (11) inclusive, to be not less than three (3) periods a week, each such period to be of from thirty (30) to forty (40) minutes duration and to be provided for during the early morning or early afternoon school hours.

12. For the purpose of giving full effect to clauses 10 and 11 hereof, Roman Catholic priests and religious shall have the right to visit the Elementary School to impart religious instruction and for other religious purposes and clergymen and ministers of denominations represented by the Integrated Board shall have the right to visit the High School to impart religious instruction and for other religious purposes.

13. Families whose children are attending both the Elementary School and the High School will be assessed for school assessment purposes by one Board and not by both Boards at a uniform assessment rate to be mutually agreed by both Boards from time to time. A list of such families will be prepared from time to time and agreed by both Boards and a mutual decision taken as to which Board will assess which family. Returns from school assessments will be shared between the Boards on a per capita basis according to the monthly enrollment of each school. In the event that the areas covered by this Agreement become part of a School Tax Authority area or in the event that a Provincial School Tax Authority is introduced, it is agreed and understood that this section of the Agreement will be renegotiated and amended in a manner to be mutually agreed by both Boards.

14. In order that the intent and spirit of this Agreement be carried out fully, the Principals and/or the Vice-Principals of the Elementary School and of the High School will communicate frequently one with the other and they in turn with the administration of their respective

Boards on all matters arising out of or related to this Agreement and either Board may, at any time, request a joint meeting of both Boards or of representatives thereof to discuss and consider matters arising out of or related to this Agreement. Signed copies of this Agreement and of any amendments thereof will be kept on file in the offices of the Principals of the High School and of the Elementary School and will be available for inspection upon request to all interested persons during regular school hours and signed copies of this Agreement and of any amendments thereof will be sent to clergymen of all denominations represented by both Boards active in the ministry in the geographical areas covered by this Agreement.

15. This Agreement will be binding on a School Board with either of the parties hereto may merge, consolidate or amalgamate and on any educational authority which may hereafter be created by statute to carry out the duties and obligations now vested in the parties hereto during the currency of this Agreement.

16. This Agreement, or any part thereof, may be amended from time to time but only by the mutual consent of both parties hereto. This Agreement shall remain in force and effect until terminated by either party giving notice in writing to the other party of its desire to terminate the Agreement, provided:

- a) that such notice be given on or before the 31st day of December in the year preceeding the year in which it is desired to terminate the Agreement:
- b) that, such notice having been given, the Agreement shall terminate on the 30th day of June of the year next following.

IN WITNESS WHEREOF the parties hereto have hereunto their hands and seals subscribed and set the day and year first above written.

THE AVALON NORTH INTEGRATED
SCHOOL BOARD

R. I. Mercer, Vice-Chairman
Title

Max Barter, Local Rep.
Witness

Raymond Tuck, Board Member
Title

THE CONCEPTION BAY NORTH ROMAN
CATHOLIC SCHOOL BOARD

Mons. J. W. Peddle, Chairman
Title

Max Barter, Local Rep.
Witness

Rev. Wm. Matthews, Parish Priest
Title

Three minor variations from the agreement are to be noted. For climatic reasons the elementary school is located on the opposite side of the highway from St. Joseph's instead of adjacent to it. The method for school assessments referred to in clause 13 is now obsolete and hence this clause does not apply. Clause # 9 which pertains to sharing the high school gymnasium became redundant when it was decided to build a gymnasium in the elementary school.

THE PRESENT SYSTEM

The Schools

The Bay de Verde school system is a two school-two board type of shared service. St. Joseph's Central High School is owned, staffed and administered, within the limitations of the inter-board agreement, by Conception Bay North Roman Catholic School Board. The school serves all pupils in the area from grades seven to eleven. In April, 1976, there were 152 pupils registered at St. Joseph's; 93 or 61% are Roman Catholic, 56 or 37% belong to one of the Integrating denominations, and 3 or 2% belong to other denominations. Seventy-two pupils or almost one half come from Bay de Verde.

Two Roman Catholic students from Old Perlican come to Bay de Verde because there is no Roman Catholic school in their community. The enrollment breakdown for April, 1976, by community and denominational group is contained in Table 4.2.

Table 4.2

Student Enrollment of St. Joseph's Central High School, Bay de Verde by Community and Denominational Group, April, 1976

| Community | Denominational Group | | | Sub-totals |
|---------------|----------------------|------------|-------|------------|
| | R.C. | Integrated | Other | |
| Bay de Verde | 31 | 38 | 3 | 72 |
| Red Head Cove | 33 | 0 | 0 | 33 |
| Grates Cove | 10 | 18 | 0 | 28 |
| Low Point | 6 | 0 | 0 | 6 |
| Caplin Cove | 11 | 0 | 0 | 11 |
| Old Perlican | 2 | 0 | 0 | 2 |
| Sub-totals | 93 | 56 | 3 | |
| Grand total | | | | 152 |

Source:

Principal's office, St. Joseph's Central High School, Bay de Verde, April, 1976.

There are currently ten teachers, including two administrators, on staff; all are employed by the Roman Catholic Board. The proportion of teachers by denominational group is consistent with clauses eight and nine of the inter-board

agreement. The principal and five other teachers are Roman Catholic; the vice-principal and three teachers are members of one of the Integrated denominations.

In a reciprocal manner, Tricon Elementary School is owned, staffed and administered by Avalon North Integrated School Board. The school serves all students from kindergarten to grade six in the area. The enrollment for April, 1976, was 218 pupils, of which 148 or 68% are Roman Catholic. Sixty-five pupils or 30% are of one of the Integrating denominations and 5 pupils, or 2% belong to other denominations. As in the high school, most pupils are from Bay de Verde. Table 4.3 presents an enrollment breakdown by community and denominational group.

The number of teachers by denominational group is roughly proportional to student enrollment by denominational group. The principal and four teachers are of the Integrating denominations, while the vice-principal and five teachers are Roman Catholic. The total enrollment for the Bay de Verde school system has been consistently declining for the last six years. In 1969 the total figure was 455; in 1976 it was 370. These figures have implications for staff layoffs or transfers and hence for clauses seven and eight of the inter-board agreement. This point is dealt with further under the sub-heading "Problems". Table 4.4 gives the total enrollments for the Bay de Verde System from 1969 to 1976:

Administration

The administration of the Bay de Verde system is

Table 4.3

Student Enrollment of Tricon Elementary
School, Bay de Verde, by Community
and Denominational Group
April, 1976

| Community | Denominational Group | | | Sub-totals |
|---------------|----------------------|------------|-------|------------|
| | R.C. | Integrated | Other | |
| Bay de Verde | 59 | 37 | 5 | 101 |
| Red Head Cove | 55 | 0 | 0 | 55 |
| Grates Cove | 13 | 28 | 0 | 41 |
| Low Point | 1 | 0 | 0 | 1 |
| Caplin Cove | 16 | 0 | 0 | 16 |
| Old Perlican | 4 | 0 | 0 | 4 |
| Sub-totals | 148 | 65 | 5 | |
| Grand total | | | | 218 |

Source:

Principal's office, Tricon Elementary School,
Bay de Verde.

Table 4.4

Total Enrollment for the
Bay de Verde System
from 1969 to 1976

| Years | 1969-70 | 1971-72 | 1972-73 | 1973-74 | 1974-75 | 1975-76 |
|---------------|---------|---------|---------|---------|---------|---------|
| No. of pupils | 455 | 439 | 423 | 391 | 383 | 370 |

Source:

Department of Education, Directory of Schools, 1969-75.

primarily in the hands of the principals of the respective schools. Generally, their duties are the same as those of any school administrator in independent schools. There is, however, some overlapping of responsibility. The principal of the high school is also supervising principal of the system. His is a coordinating role with specific responsibilities in teacher evaluation and program articulation between the two schools. He signs the evaluation reports for all teachers in the system and he may call system's meetings to discuss matters pertaining to both schools. As supervising principal, and as an employee of the Roman Catholic Board, he attends regular meetings of the supervising principals in that district and periodic meetings of the administrative committee for that system. This committee is described in the paragraph next following.

The elementary school principal, besides his general administrative duties in his school, represents the Bay de Verde system on the administrative council of the Integrated Board. He is the only elementary school principal in that district on the administrative council.

The chief means for coordinating the operation of the schools and the functions of the central offices is an ad hoc committee consisting of the two superintendents, the generalist supervisors of both boards assigned to the Bay de Verde area, and the two principals in the system. The committee meets at the call of the superintendents who prepare agenda alternately. Further meetings beyond the three

regular ones may be called at the request of either principal to his superintendent.¹⁷ These meetings deal with routine administrative matters regarding coordination, such as, timetabling, semesterization, supervision and clergy visitation, as well as any problem experienced in the system.¹⁸ However, most communications between the various offices are spontaneous and informal. The principals are in daily communication either in person or by telephone. Similarly, the superintendents confer frequently with each other as the need arises.¹⁹

Supervisory Services and Inservice Sessions

Supervisory services are provided to the system by both boards, and the areas of responsibility for each board are fairly well defined, in practice, if not by agreement. The Roman Catholic Board assigns two supervisors to the Bay de Verde system: a high school generalist supervisor who works only in the high school and a religious education supervisor who supervises and coordinates the religious education program in both schools. The Integrated supervisory staff work

¹⁷ Agreement between Conception Bay North Roman Catholic and Avalon North Integrated School Boards, Clause # 14.

¹⁸ Statements made by the principals of St. Joseph's High and Tricon Elementary Schools, Bay de Verde, in separate interviews, April 27, 1976.

¹⁹ Statements made by the Superintendent, R. C. School Board, Carbonear and Superintendent, Integrated School Board, Bay Roberts, in separate interviews, April 29, 1976.

almost exclusively in the elementary school. These supervisors include a generalist supervisor for that area, and the occasional assistance of specialists in reading, library, music, mathematics and special services. The special services consultant assists with the special education classes in both schools. It has been agreed that specialist consultants from one board may give advice and assistance to the other board's school on a limited scale when requested.²⁰ Except for the areas of religious education and special education, each board's supervisory responsibilities are confined to its own school.

Inservice sessions for teachers are usually conducted separately for each school. Inservice training from the Integrated Board is conducted mainly in subject areas in the elementary school, and hence are of interest primarily to elementary teachers. At the same time there is a clear understanding that the coordinating principal is free to participate in any inservice training in the elementary school.²¹ The Roman Catholic Board has conducted religious education workshops involving all Roman Catholic teachers of religion. Classes are normally cancelled during those sessions. The result is that the principal of the elementary school has had to prepare a professional activity for Integrated teachers during the same time period. The absence

²⁰C. M. Smith, loc. cit.

²¹Ibid.

of a religious education supervisor for the Integrated Board has contributed to the lack of coordination in this area.

Religious Education Instruction

The issue of religious instruction is particularly important in a shared service. In terms of class time assigned to the subject, the Bay de Verde system adequately satisfies the terms of the agreement and the DEC guidelines. In Tricon Elementary five periods of thirty minutes duration are assigned per week to religious instruction. Roman Catholic students receive instruction according to the Department of Education's Programme of Studies. The approved program for Integrated students is supplemented or replaced by teacher initiated activities.²² Since regular classes are denominationally heterogeneous, pairs of classes, i. e. grades one and two, grades three and four, have to be combined to make one Roman Catholic and one Integrated group for religious instruction. This implies that both programs are conducted concurrently.

Similar arrangements are made in the high school. The amount of class time for religious instruction in the high school grades varies. Grades seven and eight have four periods of forty minutes per week and grades nine, ten and eleven have three periods of forty minutes per week. The Roman Catholic religion curriculum is that currently

²² Statement by D. Barter, personal interview, April 27, 1976.

prescribed by the Department of Education. For grades seven and eight the program is The Canadian Catechism, a series of twelve student booklets, six for each grade. For grades nine, ten and eleven the series To Live is Christ and Life and Light are used. The Integrated students in grades seven, eight and nine use the texts From Fear to Faith, Paths to Faith and World Religions, respectively. There is no prescribed program for Integrated students in grade ten and eleven, and this is seen as a shortcoming. Supervision for the Roman Catholic religious education program is done by the religious education supervisor for the Board. He visits approximately twice a month and has conducted workshops. There was no supervisor of the Integrated religion during 1975-76 program, but an appointment has been made for 1976-77.

The Roman Catholic priest has visited both schools regularly, participated in religion classes, and conducted masses in the gymnasium for corporate worship. Anglican and United Church clergy have visited the schools infrequently.²³ At a recent administrative committee meeting this point was raised and means discussed to have clergy more actively involved with the schools.²⁴

²³ Donald Barter, loc. cit.

²⁴ Ibid.

Local Input

The extent of organized local input into the development and continuing operation of the Bay de Verde system has been meagre. There is no functioning local education committee for either Board, and thus most decisions affecting education are made by the school administrators, the superintendents, or the school boards. It may be that since the four school administrators are native to the area and presently reside there, the public feels that its interests are adequately guarded.

The Role of the DEC

Keeping in mind the two functions of the DEC referred to earlier, that is, distribution of capital grants and responsibility for religious education programming, it is clear that the Integrated and Roman Catholic Committees had a vested interest in the shared service at Bay de Verde, as indeed, they do for all new schools. In the initial planning between the boards the respective DEC were consulted and kept informed of proceedings. The two boards, having presented the conditions under which they would enter into a shared service sought legal counsel from their respective DEC where these conditions were written into a sixteen clause formal agreement. The cost of constructing the new school was borne by the Integrated Education Committee through the Integrated School Board. The DEC initial involvement was monetary and advisory.

Since the shared service has been in operation,

executive officers of each committee have visited Bay de Verde and made informal inquiries through the superintendents and board members about the progress of the system.²⁵ There has not been any formal follow-up or evaluation of the arrangement from the DEC although the committees are aware that in certain shared services around the province there is a need for it.²⁶ The Executive Secretaries were optimistic about the Bay de Verde system and observed that this system had not presented any serious administrative problems to them.²⁷

Problems

The four administrators interviewed for this study were asked about problems they experienced with working in a shared service. The responses indicated that except for routine administrative difficulties, which were readily resolved at the appropriate levels, the operation works well. However, there were minor concerns over potential conflict areas and some suggestions for improving the system.

One concern was a possible conflict in laying off or transferring teachers in redundant positions. This is a very real possibility since enrollments are declining in the area. Both the inter-board agreement and the Newfoundland

²⁵ Statements by Mr. C. Hatcher and Dr. Tracey in separate interviews, Aug. 6 and Aug. 12, 1976, respectively.

²⁶ Ibid

²⁷ Ibid.

Teachers' Association (NTA) Collective Agreement contain items covering this area. Clauses 7 and 8 of the inter-board agreement requires placing teachers by denominational group in both schools in proportion to the student enrollments by denomination. Article 9.03 of the NTA Collective Agreement provides for a systematic order of layoffs taking into consideration the qualifications, experience and suitability of a teacher. Should the need arise to lay off or transfer a teacher from either school, the boards will have to decide which criteria shall be used. It seems that the Collective Agreement shall supercede since Article 1.01 states that the agreement is legally binding on the participating school boards.

Clause 7 of the inter-board agreement gives one school board the right to recruit teachers for another board. In this situation the teacher has a contractual relationship with the employing board. At the same time, because the teacher was recruited by the second board for religious purposes, that board has expectations for the teacher. Should the teacher fail with respect to those expectations, what action can each board or its representatives take? Legally, only the employing board can discipline the teacher and only then for "just cause". What action is available to the recruiting board? It appears that whatever action is taken must be through the teacher's employer, and with the employer's consent.

Suggestions

Two suggestions were made to improve and strengthen the system. Each board's supervisory staff is currently assigned to the Bay de Verde system by their respective superintendents. A suggestion was made to have administrators and supervisory staff meet early each school year to define supervisory duties, to coordinate the work of supervisors, and to make more effective use of available staff. A second suggestion pertained to maintaining good relationships between the school boards. Since the liaison committee of two members from each board has met only once in three years, it was suggested that both boards meet jointly once a year in a semi-business, semi-social meeting to review the Bay de Verde situation.

Reactions

The persons interviewed for this case study have reacted to the concept of shared services and indicated their perceptions of how their system is working. The researcher has taken excerpts from the interviews to reflect those reactions. For the reader the limitations of this data should be realized. The reactions of the boards to shared services were solicited in a two item questionnaire. The section concludes with some personal observations.

Mr. Douglas Power, Roman Catholic Superintendent had this comment:

I think everybody is content with the situation. Now, grant it, I feel that the Roman Catholic people, for

example, would much rather have their own school system with the same advantages that they have in Tricon. I'm sure the same situation is true for the Integrated people.²⁸

With regard to the adequacy of the administrative committee to deal with issues and problems, Mr. Don Barter, Principal of Tricon Elementary School, replied, "I have no complaints with that".²⁹

Mr. Cecil Smith, Integrated Superintendent, made this assessment of the school administration:

The main avenue of communication is between the two school administrators. The two principals understand each other and work well together.... I guess there are a lot of problems dealt with at their level that doesn't reach our level.³⁰

In an attempt to determine each board's present policy with respect to entering into a shared service and also to get an indication of their willingness to enter into a shared service in the future, a two item questionnaire was directed to the chairmen of the respective boards. There was no reply from the Avalon North Board. The reply from Conception Bay North Board stated that shared services only occur in areas where there is not a sufficient number of pupils to operate a viable school of its own. With respect to the future, the board would participate in a shared service with reservations.

²⁹Mr. D. Barter, loc. cit.

³⁰Mr. C. Smith, loc. cit.

One could identify a number of advantages and disadvantages of the present system. Several advantages are apparent, for example: one grade per classroom, increased instructional grants because of larger enrollments, more teaching resources, and more physical facilities such as a gymnasium and learning centres. Many of these benefits can be attributed directly to having a shared service, and hence, in terms of the quality of education now possible, the shared service has been an asset.

Has there been any loss as a result of this cooperative venture? Some community people would say yes because they no longer have schools in their communities, or the denominations no longer control the education of their children. The first objection is based on the issue of centralization which is frequently associated with a shared service. On the second point, denominational control is diminished in a shared service. For Roman Catholics it is difficult to promote a 'Catholic atmosphere' when 40% of the school's population is non-Roman Catholic. No doubt the public feels less in touch with its schools than previously, but several factors appear to relate to that shortcoming. The process of educating children is becoming too complex to be generally understood by the public, curriculum content is a challenge to most parents and large districts have removed the locus of power away from communities which were once completely in control of their own schools. Any area of the province considering a shared or cooperative service must be

prepared to decide between the educational advantages of larger schools and the disadvantages of loss of denominational control and regional centralization.

CONCLUSIONS

This study has concentrated on the conditions in the Bay de Verde study area which led to a shared service and has also described how the system is administered. The conclusions drawn relate to those two points.

1. The development of a shared service is related to three factors:

(a) The number of pupils by denominational group was too small to have viable denominational systems,

(b) The need for improved educational services was acute,

(c) Small scale cases of inter-denominational co-operation had created a climate in which a full scale shared service was a possible alternative for improved schooling.

2. The inter-board agreement outlines fairly explicitly each board's responsibility in the shared service and as yet no problems of interpretation have arisen.

3. The problem of which agreement shall supercede in a teacher redundancy layoff situation or related problems, or in a disciplinary action against a teacher should be resolved before a conflict situation occurs.

4. This two school-two board type of shared service is characterized by:

- (a) Unity of command at the school level and the board level,
 - (b) One employing board for each school,
 - (c) Denominationally mixed classes,
 - (d) Denominational representation in the administration of the schools,
 - (e) Denominationally mixed staff.
5. Religious education is systematically provided in both schools.

6. Although the DEC sanctioned the shared service at Bay de Verde, there is no formal follow-up or evaluation of the system.

7. Interviewees were pleased with the educational performance in the shared service and had no serious problems with the administration of the system.

8. The growth of shared services between these two boards is unlikely.

SUMMARY

The system of schools in the study area prior to 1967 was typical of that in many rural Newfoundland areas. Several factors contributed to that, but it was these same factors which lead to the present arrangement. Students from several small communities had to be brought together in one school system. The number of pupils by denominational group was too small for viable denominational systems. The need for new schools was so acute that a reasonable option was to

enter into a shared service. Hence the present educational unit consists of an Integrated elementary school and a Roman Catholic high school. Each school is administered by its own board, a system which tends to make each principal autonomous in his own school. Each staff is employed by one board although a board may make recommendations for appointments in the other's school. Religious instruction is provided to each denominational group in both schools. Supervisory services are provided to each school by the administering board although there are cases where sharing occurs, for example, in religious education and special education. The cost of operating each school is carried by the respective board. The formal mechanism for communications and problem solving in the administrative structure is a committee consisting of the two principals, two vice-principals, two superintendents, and the boards' supervisors for the area. This committee meets three times a year.

The persons interviewed for this study indicated that they were generally satisfied with the operation of the system and all without exception expressed the opinion that the quality of education had improved.

In assessing the Bay de Verde system several educational advantages are apparent, but there is no doubt that denominational control is lessened in this arrangement.

The researcher concluded that a shared service at Bay de Verde was a reasonable choice in view of the contributing factors. The formal agreement and the form of

administration has helped the system function effectively. The DEC approved the inter-board agreement and continue to make informal inquiries but there is no formal evaluation. Although the present arrangements appear to work well, any expansion of shared services in Avalon North and Conception Bay North districts is unlikely.

Chapter 5

FOGO ISLAND CASE STUDY

INTRODUCTION

This second case study is based on the shared service at the high school level on Fogo Island. The school system presently includes eleven schools, only one of which is a high school. It is the high school which is the focal point of this study because it provides an opportunity to understand the operation of a one school-two board type of shared service. A study of shared services in Newfoundland would be remiss without reference to the Fogo Island case. It is unique because there is one school and one administration controlled by two school boards. A case study of this school can provide the data needed to assess the significance of this experiment in denominational cooperation in terms of its implications for the future of shared services in the province. Furthermore, the system has been in operation for five years. Now is an appropriate time to make public the impressions administrators have of the system and to consider means of improving the system through the suggestions of those administrators.

The school is under the educational jurisdiction of two school boards: Gander-Bonavista Roman Catholic and Terra

Nova Integrated. The role of each board in the development and administration of the shared service will be discussed in the various sections of this report. The section headings are:

- Data Sources
- The Study Area
- Social and Economic Background
- Educational Background
- The Original Design of the Shared Service and Later Changes
- The Present System
- Conclusions
- Recommendations
- Summary

DATA SOURCES

Five persons who are or were closely associated with the Fogo Island school were interviewed. The interviews were recorded on tape and the tapes are in the possession of the writer. The names, positions, and approximate lengths of interviews are presented below:

| Name | Position | Time |
|------------------|--|---------|
| Francis Smith | Superintendent, Gander-Bonavista R.C. School Board | 1½ hrs. |
| William Shallow | Past-Chairman, Gander Bonavista R.C. School Board | 1 hr. |
| Edmund Walbourne | Vice-Principal, Fogo Island High School | 2 hrs. |
| Lloyd Ryan | Principal, Fogo Island High School | 2 hrs. |
| Hudson Davis | Superintendent, Terra Nova Integrated School Board | 1½ hrs. |

Two other interviews provided information on all

three case studies. These interviews were conducted on separate occasions with the Executive Secretaries of the Integrated Education Committee and the Catholic Education Committee. Each interview lasted at least one hour and was recorded on tape.

Documentary sources included the minutes of meetings of Terra Nova Board, and minutes of meetings and reports of the former Amalgamated School Board, Fogo Island. Statistical data on enrollments and transportation came from the school's administration offices, school board offices and monthly and annual reports of the Department of Education.

The benefit of personal experience helped the writer acquire insights into the issues regarding shared services on Fogo Island. He was born and raised on Fogo Island and later worked there as a teacher and principal in the shared service. No direct references are made to those experiences in the study.

Other published and unpublished sources are listed in the bibliography.

THE STUDY AREA

Fogo Island, itself, is a rugged land form of approximately 110 square miles located in Notre Dame Bay on the northeast coast of Newfoundland. It is accessible from insular Newfoundland by a fifteen mile ferry ride. The ferry operates year round, but the frequency of crossings depends on weather and ice conditions. During the winter

months a private aircraft operation from Gander makes regular flights to the island. The 4000 inhabitants¹ reside in nine communities spread around the coastline. Figure 5.1 on page 104 shows the location of each community. Table 5.1 gives the population of each community for 1966 and 1971. Fogo and Joe Batt's Arm are the largest communities and accounted for 49.6% of the population in 1966 and 47.2% in 1971. The total population for the island declined from 4322 in 1966 to 3978 in 1971.

Maps on pages 204 and 205 show Fogo Island contained within the boundaries of Terra Nova Integrated and Gander-Bonavista Roman Catholic School Boards. Terra Nova Board governs the education of approximately 7500 pupils,² in nine school systems situated from Musgrave Harbour to the Eastport Peninsula, including Fogo Island. Central office is at Gander. Professional and managerial staff include: a superintendent, assistant superintendent, eight supervisory positions, a business manager, an accountant, and several clerical personnel. A local education committee, comprised of community representatives from Fogo Island, provides a liaison between the board and the public.

Gander-Bonavista Board serves the educational needs

¹Statistics Canada, 1971 Census showed 3978 people on Fogo Island.

²Government of Newfoundland and Labrador, Department of Education, Directory of Schools, 1974-75, pp. 14-16.

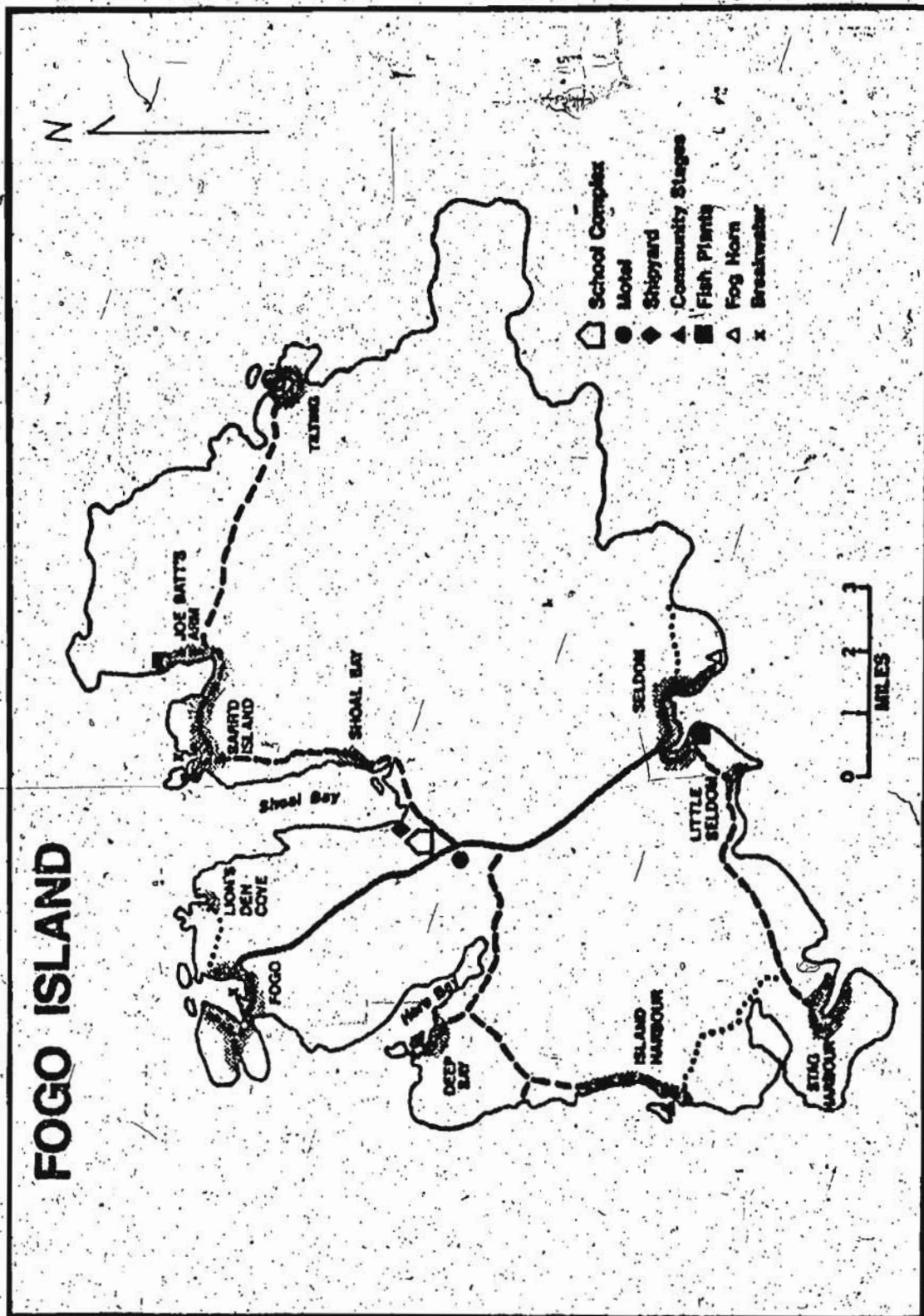


Figure 5.1
Fogo Island

Table 5.1
Population of Communities on
Fogo Island, 1966 and 1971

| Community | Year | |
|-------------------------|------|------|
| | 1966 | 1971 |
| Fogo | 1150 | 1155 |
| Joe Batt's Arm | 992 | 886 |
| Tilting | 444 | 406 |
| Seldom | 509 | 442 |
| Stag Harbour | 379 | 324 |
| Island Harbour | 369 | 331 |
| Deep Bay | 126 | 146 |
| Barr'd Island-Shoal Bay | 353 | 288 |
| Totals | 4322 | 3978 |

Source:

Statistics Canada, 1971 Census.

of approximately 2300 pupils³ in ten communities from Fogo Island to the Bonavista Peninsula. (Figure A. 2, p. 205) Fogo Island zone includes schools in Island Harbour, Tilting, Fogo and the grade 8 section of the Central High School. Central office is also at Gander. In addition to the superintendent, central office personnel include four supervisors, a business manager and clerical staff.

SOCIAL AND ECONOMIC BACKGROUND

To appreciate the development of a shared service, one must be aware of the social and economic milieu in which that inter-community and inter-denominational cooperation occurred.

The economy of the island is directly tied to the success of the fishery. The obsolescence of fishing methods and a decline in fish catches in the decade from 1955 to 1965 brought the island to a critical point in its long history of fish production. Its existence as an island community remained at a critical point for several years with federal and provincial transfer payments comprising a substantial part of the cash income of the people. A move to a designated "growth area" with financial aid under the government resettlement program became a likely alternative for many households. DeWitt found 67 heads of households who indicated they were seriously considering

³Ibid., pp. 49-50.

resettlement.⁴ But Manson Sheppard has noted "that although there was much talk of resettling to other areas there were few residents who really wanted to leave".⁵

With encouragement and support from individuals and official bodies from within the province, the people of Fogo Island resolved to reverse the downward economic trend and restore some vitality to the fishery.⁶ From 1966 onwards there was an upsurge in inter-community cooperation that did not exist before. Previously inter-community rivalry had been notorious, especially when new capital works projects, such as a fish plant or government wharf was being planned for the island.⁷ In spite of that, and perhaps in defiance of an unpleasant but common fate, namely, resettlement, the communities collectively made an effort to improve their lot. An island-wide fisheries cooperative was formed in 1967 and became involved in two important aspects of the fishery.

⁴R. L. DeWitt, Public Policy and Community Protest: The Fogo Case (St. John's: Memorial University of Newfoundland, 1969) p. 24.

⁵M. H. Sheppard, A Brief History of the Fogo Island Shipbuilding and Producers' Cooperative (St. John's: Occasional Paper for Maritime History Group, Memorial University of Newfoundland, 1972) p. 4.

⁶Extension Service, Memorial University of Newfoundland. Report of Conference to Discuss Problems Confronting Fishermen and the Fishing Industry for the Fogo Island Area, March 29, 30, 1967.

⁷For a detailed study of social structures on Fogo Island read R. W. DeWitt, Public Policy and Community Protest: The Fogo Case.

With government assistance, the cooperative engaged in ship building to produce a new type of fishing vessel for the in-shore and mid-water fishery near Fogo Island. These vessels range in length from 45 to 60 feet and have the capacity to increase fish landings by extending the catch area and by diversifying the method of catching fish. The second task of the cooperative was to improve and expand on fish production facilities on the island. Despite many financial setbacks and internal dissension, the cooperative has become a viable operation and the future of the fishery on Fogo Island is better now than it has been for a long time.⁸

The new shared service central high school built in 1971-72 is another visible symbol of the inter-community cooperation which revitalized Fogo Island. It was a response to a felt need at the local level for improved educational services for the island; albeit, the Gander boards gave it the real impetus and brought it to fruition.

EDUCATIONAL BACKGROUND

Previous School System

Before 1971, there were three school systems on the island. Gander-Bonavista Board operated a system for Roman Catholic students in Tilting and Joe Batt's Arm. Elementary

⁸For further discussion on the cooperative refer to M. H. Sheppard, A Brief History of the Fogo Island Shipbuilding and Producers' Cooperative (St. John's: Memorial University of Newfoundland, Occasional Paper, 1972).

schools in each community sent pupils to the Tilting high school. In terms of conventional course offerings, this system provided a good education for its pupils. The evidence for this is clear in terms of the number of students who went on to university, year after year. Unofficial counts indicate that for several years over twenty residents of Tilting attended Memorial University.⁹ The high school building was relatively new, but was not equipped to provide specialized courses such as home economics, art or physical education. The elementary buildings were old and ill-equipped. Both have since been phased out as schools.

An Integrated school system in Joe Batt's Arm had a more complex composition. The two neighbouring communities of Barr'd Islands and Joe Batt's Arm had primary schools with a combined elementary and high school in Joe Batt's Arm. In addition, high school students from Seldom, Stag Harbour and Island Harbour attended the school. Some of these commuted daily, while others were receiving government bursaries and resided in the community. Each of these communities had one or more elementary schools with two or three classrooms. As with the Tilting system, Joe Batt's Arm offered a solid conventional program, particularly in high school. The enrollments were generally large enough to allow one grade per teacher and subject teaching. None of the buildings had the

⁹The writer knew personally many of the students who attended Memorial from Tilting.

facilities to offer specialist courses.

The town of Fogo was the centre for the third system. Here there were four buildings. Integrated students at the primary and elementary levels were housed in two buildings with seven classrooms, administered by Terra Nova Board. Roman Catholic primary and elementary students attended their own five room school. All high school students attended one school administered by Terra Nova Board. In Deep Bay and Island Harbour, primary and elementary students had schools in their respective communities but high school students were transported daily to Fogo. The type of education available in this system was similar to that of Tilting and Joe Batt's Arm.

Origins of the Shared Service

It is not clear where the idea of a shared service originated. Several such ideas were proposed between 1960 and 1970. In the early years of the decade, members of the Amalgamated School Board¹⁰ for Fogo Island had visions of one school for all Anglican and United Church high school students. Public enthusiasm for the idea diminished when there was no consensus on the location of the building. There were proponents for having the school built in a community which

¹⁰ An Amalgamated School Board was formed in 1966 to replace the former Anglican and United Church denominational boards. In 1969 this board was dissolved and the Integrated schools were administered by the newly established Terra Nova Integrated School Board.

meant that either Joe Batt's Arm or Fogo would be likely places, those being the two largest communities. Another faction favored a location near the centre of the island, outside of any community. Robert DeWitt, a sociologist from Memorial University, attributes the failure to bring this idea to fruition to religious factors rather than inter-community rivalry. In his book, Public Policy and Community Protest: The Fogo Case, he writes:

Several years ago an attempt was made to establish a centrally located and Amalgamated High School on Fogo Island. The ostensible reason for the failure of this attempt, residents suggest, rested with the inter-community jealousy on the school's location. Yet, the research strongly points to religious factors for the failure. Anglican residents complained that amalgamation would mean United Church, and not "other" community domination of their school.¹¹

The first volume of the report of the Royal Commission on Education and Youth proposed a plan for one inter-denominational school board for all Fogo Island.¹² A central office and a regional high school were to be located at Joe Batt's Arm with feeder schools in Tilting, Joe Batt's Arm, Fogo, Seldom, and Island Harbour. The proposal would have eliminated considerable duplication of facilities and administrative effort, since there were nine school boards operating on Fogo Island at that time. However, such a plan was not put into

¹¹ DeWitt, op. cit., p. 41.

¹² Government of Newfoundland and Labrador, Report of the Royal Commission on Education and Youth, Vol. 1 (St. John's, 1967) p. 88.

practice.

Toward a Shared Service

From 1968 onward interest was renewed and the idea of a new school pursued with vigor. On the island, the newly appointed United Church clergyman, Rev. Ivan Jespersen, aggressively campaigned for a new school. During the winter of 1968-69 the Amalgamated Board, with Rev. Jespersen as a member, had taken several significant steps toward achieving the goal of a centrally located school. A centrally located site had been decided on, overtures were made to the Roman Catholic hierarchy to share in the new school and an attempt had been made to raise provincial funds. Neither interdenominational cooperation nor the money was forthcoming.¹³ In July, 1969, Fogo Island came under the educational jurisdiction of Terra Nova Board with central office at Gander. This board immediately took up the cause of the Amalgamated School Board. During the next year informal communications between board personnel and community leaders kept the "joint" service issue alive. Local input to the debate culminated at a public meeting held on Fogo Island in March, 1970. The meeting was attended by community representatives of the Integrated people and the Roman Catholic people as well as members and officials of the school boards. The proceedings of the meeting were recorded on videotape by

¹³Report from the Amalgamated School Board, May, 1969, produced by Rev. Ivan Jespersen.

Memorial University's Extension Service, but unfortunately the film deteriorated in quality and was discarded. The superintendent of Terra Nova Board recalls that the gist of statements made by Integrated representatives was 'we want a shared service but it must be one and only one school'.¹⁴ The Roman Catholic representatives preferred to have their own school but were willing to consider some type of shared service.¹⁵ Negotiations between the two superintendents continued.

In the summer of 1970 the provincial government announced that the school construction grant for that year would be increased by two million dollars. From its share of that money the CEC allocated approximately \$250,000 for Fogo Island.¹⁶ In the meantime several informal discussions on the Fogo Island plan had taken place between board office personnel. On September 22, 1970, the executives of both boards met formally. Several significant points are noted in the minutes of that meeting:

(1) The Roman Catholic Board wanted a school where 'a Catholic atmosphere' will be present and where religious instruction will be given.

¹⁴Statement by Hudson Davis, personal interview, May 12, 1976.

¹⁵Statement by William Shallow, personal interview, July 2, 1976.

¹⁶Statement by Dr. K. Tracey, personal interview, August 12, 1976.

(2) Five alternative plans were presented with the Roman Catholic Board preferring a "common campus arrangement with separate junior high and senior high operations".

(3) The Roman Catholic Board was not happy with the building site chosen by Terra Nova Board but were willing to go along with it.

(4) The superintendents were to draw up the administration details for presentation to their boards.¹⁷

At a joint meeting of the Local Education Committee for Terra Nova Board and the Local Education Committee for Gander-Bonavista Board held on September 30, 1970, on Fogo Island, each committee sanctioned the direction taken by their respective boards with respect to entering into a 'joint' service.¹⁸

The boards differed on another major issue at this point; that is, the design and type of structure to be used. Hudson Davis, Superintendent of Terra Nova Board favored a prefabricated structure to be produced by Atlantic Design Homes of Stephenville. Gander-Bonavista Board preferred a conventionally designed building to be built by a recognized building contractor and which was only slightly higher in cost than the prefabricated design. After much discussion

¹⁷Minutes of joint meeting of Terra Nova Board and R. C. Board executives at Gander on September 22, 1970.

¹⁸Minutes of joint meeting of Terra Nova's Local Education Committee and Gander-Bonavista's Local Education Committee, Fogo Island, on September 30, 1970.

and persuasion, a joint meeting of the boards decided in favor of Davis' plan.¹⁹

In the meantime the superintendents and the boards had formulated a working agreement. The signing and the official announcement that the boards would cooperate came at a press conference held on March 6, 1971. Amidst high aspirations Father William Shallow, Chairman of the Roman Catholic Board made this statement.

While the primary function of the new school will be to serve the needs of the high school pupils on Fogo Island, it is hoped it will become the social, cultural²⁰ and educational centre for all the people on Fogo Island.

Dr. M. L. Parsons, Chairman of Terra Nova Board, in his statement added:

The signing of this agreement today is a great delight to me personally, and a great source of satisfaction for the Terra Nova Integrated School Board. We are excited at the prospect of cooperating in the provision of a superior school service.²¹

Construction started in the spring of 1971 and the first pupils moved into the building in September, 1972, one year behind schedule.

¹⁹ Minutes of joint meeting of executives at Gander on February 1, 1971.

²⁰ Statement for press conference held at Hotel Gander, March 6, 1971, read by Father William Shallow.

²¹ Press statement from Terra Nova Board read by Dr. M. L. Parsons, on March 6, 1971.

THE ORIGINAL DESIGN OF THE SHARED
SERVICE AND LATER CHANGES

The inter-board agreement as it was signed on March 6, 1971, is provided below.

A G R E E M E N T

The Roman Catholic School Board for Gander-Bonavista and the Terra Nova Integrated School Board do hereby agree to operate a Joint Service for these schools on Fogo Island:

| | | |
|--|----------------|------------|
| Island Harbour (R.C. Elementary) | - Kindergarten | - Grade 6 |
| Island Harbour (Int. Primary) | - Kindergarten | - Grade 2 |
| Fogo (Integrated Primary) | - Kindergarten | - Grade 3 |
| Fogo (R.C. Elementary) | - Grade 4 | - Grade 6 |
| Fogo Island Junior High School (R. C.) | - Grade 7 | - Grade 8 |
| Fogo Island Senior High School (Int.) | - Grade 9 | - Grade 11 |

1. The respective boards will have full responsibility for the insurance, operation, and maintenance of their buildings in Fogo and Island Harbour.

The boards agree to build and operate jointly a composite structure (Junior High-Senior High School) on a center of the island site; said building to be owned, operated and maintained as follows:

Capital Costs

The boards will share the cost of the high school complex in the same proportion as that of all Roman Catholic and all non-Roman Catholic children presently attending school on Fogo Island.

| | | |
|--|-------|-----|
| Terra Nova Integrated School Board | --- | 2/3 |
| Roman Catholic School Board for Gander-Bonavista | ----- | 1/3 |

Capital costs will include that of the building, the provision of utilities, all site work, and all basic furnishings - desks, science, art, home-economics, library, etc.

Operating Costs

The Boards will share the cost of operation of the Junior-Senior High building, in the same proportion as the ratio between the revenues received by the respective boards from the government's operating grant for the pupil population of the Junior and Senior High. The boards will agree beforehand on an operating budget for the year following, and mutually agree on any modification which must be made at any time in the budget year.

Interest payments on any loan for the capital project will not be included in the operational budget.

2. Liaison between the boards shall be provided by a committee consisting of two appointees of each board, and the respective superintendents.

3. The operation of the Senior High section and the appointing of the Co-ordinating Principal for the Senior High section shall be the responsibility of the Terra Nova Integrated School Board.

4. The operation of the Junior High section and the appointing of the Principal for the Junior High section shall be the responsibility of the Roman Catholic School Board for Gander-Bonavista.

5. The Co-ordinating Principal of Integrated Schools on Fogo Island, shall be the chief resident administrator of all schools in the Joint Service.

6. Staffing of schools in the Joint Service shall be conducted by the Superintendents in consultation with principals in the schools involved.

7. All teachers shall be appointed on their merit, provided that an adequate number of Roman Catholic and Protestant teachers are available in each school to carry out the religious education programs of the co-operating boards in accordance with item 8 of this agreement.

8. A religious education program shall be provided, and carried out in a manner approved by the Religious Education Specialists of the co-operating boards.

9. The co-operating boards agree that all teaching aids and equipment (presently being used in existing High Schools and other schools in the joint service system) will be transferred to the particular school(s) housing the classes for which the aids and equipment is best suited.

10. This agreement shall be completely reviewed before May 31, 1972; and at that time, further intervals for review shall be specified.

Roman Catholic School Board
for Gander-Bonavista

Terra Nova Integrated
School Board

William Shallow
Chairman

M. L. Parsons
Chairman

Raymond G. Penton
Vice - Chairman

C. C. Smith
Honorary Secretary
Treasurer

6 March 1971
Date

6 March 1971
Date

This agreement, which was drawn up before the school went into operation, proposed guidelines for the organization of the shared service. At this point the operation was conceived of as a junior high section and senior high section, each administered independently, that is, there would be one principal for each section. Terra Nova Board would administer the high school section and appoint the coordinating principal, who would also be the chief resident administrator of all schools in the 'joint' service. The Roman Catholic Board would operate the junior high section and appoint the principal for that section. Accordingly, Terra Nova Board would receive operating grants from the province according to the enrollments in grades 9, 10 and 11, while the Roman Catholic Board would be paid for the pupil population in grades 7 and 8. Similarly, teacher salary units would be assigned to

each board according to the pupil populations of the respective sections. Initial capital costs would be shared in the same proportion as that of all Roman Catholic to all non-Roman Catholic children presently attending school on Fogo Island, that is, Terra Nova Board would pay two-thirds and Gander-Bonavista would pay one-third. Other significant items in the agreement pertain to liaison between the boards, responsibility for staffing, and religious instruction.

In the first year of the shared service, the new school had not been completed, so temporary arrangements were made to accommodate high school pupils in five buildings in three communities. This system operated along the lines of the agreement. Each board had two administrators; a principal and a vice-principal, in each section, who reported to their respective boards. In later years, occasional deviations from the agreement occurred. In 1972-73 the four administrator plan was dropped in favor of two administrators, a coordinating principal and a vice-principal. Terra Nova Board employs the former and Gander-Bonavista, the latter. This administrative arrangement implies a one school concept instead of the previous two sections. As it now exists, Fogo Island Central High is, administratively and functionally, one school. This change weakened the authority of the Roman Catholic Board in the school since the school is now under the administrative authority of the principal who is an employee of Terra Nova Board.

In 1973-74 the position of the Roman Catholic Board

was weakened further. Grade seven students were retained in the community schools and the high school housed grades eight to eleven. Since then, Gander-Bonavista Board reports pupil attendance for only the grade eight pupils, with consequent implications for reduced operating grants and teacher salary units. In view of the impact of these changes on one of the parties to the inter-board agreement, it seems obvious that a review of the agreement is necessary.

For the school year 1975-76 there are 133 pupils in grade 8 and 305 pupils in grades 9, 10 and 11.²² Based on the figures for grade 8, Gander-Bonavista Board placed 8 teachers consisting of the vice-principal, four regular classroom teachers, two special education teachers and one resource centre person.²³ Terra Nova Board's 15 salary units were assigned as follows: a coordinating principal, 9 regular classroom teachers, a home economics teacher, one special education teacher, a guidance counsellor, a physical education teacher, and an art teacher.²⁴

THE PRESENT SYSTEM

This unit describes the current educational setup on

²² Department of Education, Monthly Attendance Report, May, 1976.

²³ Principal's office, Fogo Island Central High School, May, 1976.

²⁴ Ibid.

Fogo Island with particular emphasis on the organization of services at the high school. The description is contained under ten headings.

The Schools

The Fogo Island School System must be understood in its entirety to appreciate the role of each school board which has jurisdiction on the island. The one high school is supported by feeder schools in seven communities. Tilting, an all Roman Catholic community, has one elementary school serving all Roman Catholic students from kindergarten to grade seven in Joe Batt's Arm and Tilting. Joe Batt's Arm has one Integrated elementary school serving kindergarten to grade seven from Joe Batt's Arm, Barr'd Islands and Shoal Bay. A two room Integrated school in Deep Bay is attended by kindergarten to grade seven pupils from that community. In Stag Harbour, a three room Integrated school serves kindergarten to grade seven. The communities of Seldom, Island Harbour and Fogo have two buildings, each with a different administrative structure. In Seldom the Integrated Board owns and operates a three classroom primary school for all students, kindergarten to grade three in Seldom and Little Seldom. The Pentecostal Assemblies Board of Education owns and operates a two room elementary school in Seldom for all students, from grades four to seven. Island Harbour has two schools; one Integrated, one Roman Catholic, each having kindergarten to grade seven in two classrooms. Fogo has a

joint operation between Terra Nova Board and Gander-Bonavista Board. The Integrated Board owns and operates a five classroom primary school for all students in kindergarten to grade four. The Roman Catholic Board owns and operates a four classroom elementary school for all students in grades five to seven.

In summary, Terra Nova Board administers six feeder schools in Joe Batt's Arm, Fogo, Deep Bay, Island Harbour, Seldom and Stag Harbour. This system had a total student population of 468 and 23 teachers in 1974-75.²⁵ Gander-Bonavista Board administers three feeder schools in Tilting, Fogo and Island Harbour for 304 pupils with 15 teachers. (1974-75 statistics)²⁶ Table 5.2 contains data on the number of pupils, grades taught, number of teachers and the administering board for each of the feeder schools for 1974-75.

The high school is a one storey, modular design, wooden structure on a concrete slab. A main corridor separates the classroom-resource centre unit from the specialist areas. These include a gymnasium, four area science laboratory, home economics room, art room and industrial arts room. A centrally located office block has four administration offices, only two of which are now used by the coordinating principal and vice-principal.

The enrollment of the high school by denominational

²⁵Directory of Schools, 1974-75, p. 14-16.

²⁶Ibid., p. 49.

Table 5.2

Fogo Island Feeder Schools
1974-75

| School | Administering Board | Grades | Number of Pupils | Number of Teachers |
|--|------------------------|--------|------------------|--------------------|
| Tilting Elementary | Gander-Bonavista R.C. | K-7 | 157 | 8 |
| Fogo Elementary | " | 5-7 | 105 | 5 |
| Island Harbour Roman Catholic Elementary | " | K-7 | 42 | 2 |
| Joe Batt's Arm Elementary | Terra Nova Integrated | K-7 | 121 | 7 |
| Fogo Primary | " | K-4 | 147 | 6 |
| Island Harbour Integrated Elementary | " | K-7 | 37 | 2 |
| Deep Bay Elementary | " | K-7 | 27 | 2 |
| Seldom Primary | " | K-3 | 62 | 3 |
| Stag Harbour Elementary | " | K-7 | 74 | 3 |
| Seldom Elementary | Pentecostal Assemblies | 4-7 | 50 | 2 |

Source:

Department of Education, St. John's, Directory of Schools, 1974-75.

group for 1975-76 is presented in Table 5.3.

Table 5.3
Enrollment of Fogo Island High School
by Denominational Group, 1975-76.

| Grade | Denominational Group | | | Totals |
|-----------------|----------------------|------------|-------|--------|
| | R.C. | Integrated | Other | |
| 8 | 37 | 87 | 9 | 133 |
| 9 | 112 | 172 | 21 | 305 |
| 10 | | | | |
| 11 | | | | |
| Special Classes | | | | |
| Totals | 149 | 259 | 30 | |
| Grand Total | | | | 438 |

Source:

Department of Education, Monthly Attendance Report,
May, 1976.

Administration of the High School

The discussion in this section and in later sections pertaining to the high school, relates to the school year, 1975-76, unless otherwise indicated. Since 1971 there have been changes in the inter-relationships between the levels of administration perhaps due to the differences in personalities of those who have been in the various positions. The Roman Catholic superintendency has changed three times, the principalship of the high school, three times and the

vice-principalship has changed twice.

As was indicated previously, the two administrators of the high school are responsible for coordinating the operation of all schools in the Fogo Island System. The coordinating principal, appointed by Terra Nova Board, is the chief administrator of the high school as well as being responsible for the general administration of all schools in the Integrated system.²⁷ This is a non-teaching position. The present coordinating principal described several functions that he performs in the integrated elementary schools: supervising and evaluating teachers, supervising programs, developing curriculum and acting as a resource person to teachers on curricular problems.²⁸ He has no jurisdiction in Roman Catholic elementary schools and he described his association with Gander-Bonavista Board's superintendent as a "non-relationship". With regard to the operation of the high school, the coordinating principal stated that he assigns duties to the vice-principal, for example, discipline and school accounts, but he himself makes the final decisions in most cases.²⁹ The vice-principal assumes responsibility for the school in the absence of the principal.

²⁷ Hudson Davis, loc. cit.

²⁸ Statement by Lloyd Ryan, personal interview, May 14, 1976.

²⁹ Lloyd Ryan, loc. cit.

The work of the vice-principal covers three areas. About one-half of his time is spent in the classroom as a teacher. He also has certain assigned administrative responsibilities in the high school and he is Gander-Bonavista Board's liaison with its schools on the island. He reports to his superintendent on matters pertaining to the rights of the Roman Catholic denomination, for example, in religious instruction. Other areas include teacher leave, teacher placement and teacher evaluation, busing, inservice sessions, and teacher problems.³⁰ In the past year there has been no communication between the vice-principal and Terra Nova Board's superintendent.³¹

The inter-board agreement states two specific duties for the superintendents with respect to the shared service. First, they shall be part of a liaison committee of the two boards, and secondly, they shall jointly conduct the staffing of schools.³² In the first instance, a liaison committee exists on paper, but in reality the superintendents have been the chief means of liaison between the boards.

One item on which the superintendents and other

³⁰ Statement by Francis Smith, personal interview, May 11, 1976.

³¹ Statement by Edmund Walbourne, personal interview, May 14, 1976.

³² Agreement between Gander-Bonavista Roman Catholic School Board and Terra Nova Integrated School Board, March 6, 1971.

central office staff frequently communicate is staffing. The resources of both offices are used to employ staff for Fogo Island High School. As an example, Terra Nova Board's Instructional Materials Supervisor helps recruit a resource centre person who is then hired by the Gander-Bonavista Board. Inter-office communication between the superintendents is mainly by telephone.³³ There is no provision in the agreement for formal sessions where administrators, supervisors, or business managers can sit down together to discuss common concerns and establish common policies.

Supervisory Services

Supervisory services are provided to the high school by both boards. The amount of time each supervisor spends in the school and what he does there depends to a large extent on the individuals. Most supervisory work is done by the specialists. The Roman Catholic religion program is overseen by the Board's religious education supervisor, who visits approximately once a month. //Gander-Bonavista Board's Mathematics Supervisor in cooperation with Terra Nova's Instructional Materials Supervisor conducted a metric workshop for high school teachers during the past year. The Roman Catholic Board Superintendent recalled that his chief supervisor made occasional visits to the school. His function is to act on behalf of the Superintendent, specifically, in teacher

³³Hudson Davis, loc. cit.

evaluation.³⁴

Terra Nova's special services consultant assists teachers and students in all special education classes on the island. Specialists supervisors, generally, have been providing their services to teachers of both boards. Terra Nova's assistant superintendent supervises high school English and has general supervisory responsibilities for Terra Nova's teachers.

Teacher Evaluation

Teacher evaluation is a duty of the employing board. The coordinating principal evaluates Terra Nova Board employed teachers as directed by the Superintendent, while the vice-principal performs a similar duty for his board.³⁵ Supervisory staff may also be involved in teacher evaluation on occasion. The evaluation policy and procedure is different for each board.

Religious Education Instruction

Items 7 and 8 of the inter-board agreement safeguard the rights of the boards to provide religious instruction. Item 7 ensures that there will be adequate numbers of Roman Catholic and non-Roman Catholic teachers to carry out the religious education program. Item 8 places supervisory responsibilities for the programs with the boards' religious

³⁴ Francis Smith, loc. cit.

³⁵ Lloyd Ryan, loc. cit.

education supervisors. The Integrated religion program is conducted by a full-time religious education teacher, who normally follows the Department of Education's prescribed program for grades 8 and 9. Since there is no prescribed program for grades 10 and 11 the content varies depending on the preferences of the teacher.

Terra Nova Board does not assign a Religious Education Supervisor to Fogo Island. The Roman Catholic religion program is taught by employees of that board, that is, it is handled by several teachers. The program is set by the Religious Education Supervisor for the district and supervised approximately once a month.³⁶

Religious education programs are conducted concurrently. Regular classes are denominationally heterogeneous, so classes are usually paired to create a Roman Catholic group and an Integrated group for religious instruction. Clergy participation has been occasional for both groups since the opening of the school. The Roman Catholic priest has held masses for small groups of students. Other clergy have been invited by individual teachers to the integrated religion classes to speak to students on relevant issues. All clergy of the participating denominations are usually invited to special occasions such as opening

³⁶ Statements by Lloyd Ryan and Edmund Walbourne, in separate interviews, May 14, 1976.

assemblies and graduation ceremonies.³⁷

Business Administration

This section is subdivided under two headings:
Operating costs and Busing.

Operating costs. The arrangements to share operating costs have changed since the original agreement was drawn up. Initially, the recurring costs of operating the school, such as, heating, lighting and maintenance were divided into two lists, one for each board, so that on a month by month basis each board paid approximately its share. Accounts were balanced annually. This was later changed by the business managers so that now Terra Nova Board's business office assumes the full cost of administering the business of the school throughout the year and at the end of the year a financial reconciliation is made with Gander-Bonavista Board for its share of operating costs, proportional to student enrollment.³⁸ This point has come to be a matter of concern to Terra Nova Board, which has to carry Gander-Bonavista Board's share of operating costs and may have to wait for a year to retrieve the outstanding amount.³⁹

Initial capital cost sharing was covered in the

³⁷Ibid.

³⁸Hudson Davis, loc. cit.

³⁹Ibid.

agreement.

Busing. Pupil transportation is provided by both boards, but not on a denominational basis. Gander-Bonavista Board lets contracts for four buses to transport 190 pupils at a total cost of \$35,200 in 1975-76. Terra Nova Board has six buses under contract to transport 263 pupils at a total cost of approximately \$50,000 for 1975-76. Table 5.4 presents a summary of busing data.

Local Input

As was noted in an earlier section, local input into the development of a shared service was considerable. Currently, formal local input to the school and to the board is limited to the activities of Terra Nova Board's Local Education Committee. This committee is active in several areas and acts as a communication link between the school and the community and the school board and the community. The committee consists of clergy representatives, community representatives, board members from the island, the coordinating principal, and the maintenance supervisor. Its activities include: providing teacher housing, inspecting school property, advising on student discipline, auditing school accounts and dispersing locally raised funds. The committee meets regularly each month and occasionally, at the invitation of the board, representatives attend board

Table 5.4

Summary of Data on Pupil Transportation to
Fogo Island High School, 1975-76

| Route | Contracting Board | Number of Loaded Miles Per Day | Number of Pupils Transported | Total Annual Cost Per Board 1975-76 |
|----------------------------------|-------------------|--------------------------------|------------------------------|-------------------------------------|
| Tilting - High School | Gander-Bonavista | 22 | 41 | \$35,200 |
| Island Harbour - High School | " | 14 | 43 | |
| Fogo High School | " | 10 | 66 | |
| Joe Batt's Arm - High School | " | 14 | 40 | |
| Deep Bay - High School | Terra Nova | 8 | 15 | approx. \$50,000 |
| Seldom - High School | " | 12 | 52 | |
| Fogo - High School | " | 14 | 51 | |
| Joe Batt's Arm - High School (1) | " | 13 | 85 | |
| Joe Batt's Arm - High School (2) | " | 12 | | |
| Stag Harbour - High School | " | 20 | 60 | |

Source:

Business Offices of Gander-Bonavista and Terra Nova Boards.

meetings.⁴⁰

The Roman Catholic Board has no active Local Education Committee at present although one did exist during the planning stages of the new school. Communications with the board or central office occur mainly through the vice-principal or the resident priest.

The Role of the DEC

The Denominational Education Committees were established in 1968, about the same time that local initiative on Fogo Island culminated in concentrated effort to get a new school. The Committees' involvement with the Fogo Island school came through the newly formed school boards at Gander, that is, Terra Nova Integrated and Gander-Bonavista Roman Catholic. In the case of Terra Nova Board, the Integrated Education Committee (IEC) worked with the board to draw up an agreement for cooperation with the Roman Catholic Board. The IEC also participated in planning, building, and financing the school.⁴¹

The Roman Catholic Board negotiated with its ecclesiastical diocese for the Fogo Island school. Traditionally, construction grants for Roman Catholic schools were allocated by the Department of Education to the four Roman Catholic dioceses in the province. The practice is

⁴⁰Lloyd Ryan, loc. cit.

⁴¹C. Hatcher, loc. cit.

similar at present since the CEC continues to allocate construction grants to the dioceses. In the Fogo Island case, Gander-Bonavista Board negotiated mainly with its respective diocese for the new school. The direct CEC involvement was minimal, but this committee did give approval to the inter-board agreement.⁴²

Although the DEC are removed from the day-to-day administration of schools, representatives have visited the Fogo Island school.⁴³ Informally the committees continue to inquire about the school through board personnel or the Superintendents. There is, however, no formal supervision or evaluation of the system on a regular basis. Mr. Hatcher has remarked, "I would say that there has to be, perhaps, a more systematic assessment or supervision, particularly, if it (shared services) continues to expand. Both committees are aware of this".⁴⁴

The DEC guidelines for shared services suggest that a school or school system be managed or controlled by one board.⁴⁵ On this point the Fogo Island plan can be

⁴²Dr. K. Tracey, loc. cit.

⁴³During the second year of the school's operation, Dr. Tracey of the CEC and Mr. LeGrow of the IEC visited the school and met with the staff.

⁴⁴Mr. C. Hatcher, loc. cit.

⁴⁵DEC Guidelines in Developing Educational Cooperative Services, # 4, June 13, 1973.

criticized. On the matter of unitary control, Mr. Hatcher observed, "Fogo Island is the weakest one we have. We may have to look at that again".⁴⁶ Dr. Tracey noted that the Fogo Island plan did not develop as was originally envisaged, that is, a common campus with separate facilities for each board. He remarked, "This is unfortunate; there may have to be changes".

The reaction of the Executive Secretaries to the question, "What is the future of shared services in the province?" is discussed in the Wabush case study.

Problems

The superintendents and the school administrators were asked what problems they encountered with respect to the agreement or with the day-to-day administration of the shared service. A number of different responses were received. Many problems centre around the lack of formal communication between the various offices.

Mr. Hudson Davis, Terra Nova's superintendent, felt that supervisory services were not at the level which the boards were capable of providing.⁴⁷ He noted that administrators rarely met in a formal setting to discuss their problems collectively. Superintendents met when the need arose and each school administrator met with his respective

⁴⁶Mr. C. Hatcher, op. cit.

⁴⁷H. Davis, loc. cit.

superintendent but the four administrators had not recently met to plan for the school. The idea of a formal mechanism by which this could be done appealed to him.

The method of handling the operating costs of the school is a concern to Terra Nova Board.⁴⁸ This item is discussed in the section entitled "Business Administration".

Gander-Bonavista's superintendent, Mr. Francis Smith, made an observation similar to Mr. Davis' on the matter of supervisory services and agreed with the idea of all administrators meeting regularly. Mr. Smith also pointed out that differences in the evaluation procedure for each board was an area that should be discussed by the administration. He could foresee three areas where difficulties might arise in the future. Firstly, without cooperation in teacher selection, Mr. Smith saw the possibility of one board terminating a teacher's contract and the other board hiring the same teacher for the same school from which he had been released. Secondly, sharing the initial capital cost was provided for in the agreement but there was no provision for sharing future capital expenditures. The third area pertained to admitting students to the high school. Some feeder schools are a part of the shared service while others are not. The problems arising out of this relate to articulation between the feeder school and the high school. Questions arising from this issue include: "Who shall set the standards for

⁴⁸Ibid.

admission to high school"? "Should a shared service high school dictate the programs for students in a Roman Catholic elementary school?" "How should programs from all the feeder schools be coordinated and supervised?" Mr. Smith sees the need to have a mutual understanding among the schools on this matter.

The coordinating principal, Mr. Lloyd Ryan, identified an area where the inter-board agreement may create a problem. By item 4, the principal of the junior high section, who is, in practice, the vice-principal of the high school, is an appointee of the Roman Catholic Board. By item 3, the coordinating principal is appointed by Terra Nova Board. The present coordinating principal felt that the vice-principal, because of his special role as system coordinator for the Roman Catholic Board does not have an opportunity to seek the higher position. For the vice-principal to become principal, he would have to relinquish his position with his present board and be employed by Terra Nova Board with all the implications for tenure and seniority. Hence it is possible, administratively speaking, that the person who is best suited for the job, might not be eligible. A second concern is similar to one expressed by Mr. Smith. Mr. Ryan thought that the evaluation of all high school teachers should be done by one person, who would normally be the chief administrator. He was not concerned about using two evaluation procedures, as long as it was done by one

person.⁴⁹

The vice-principal's administrative role in the shared service is perhaps the least well defined. This point is essentially the basis for the problems he sees in the system. He must take directives from his principal as well as from his superintendent. His responsibilities in the Roman Catholic schools are assigned by the Roman Catholic Superintendent. The teaching and administrative duties in the school are assigned by the principal. An increase in teaching load or administrative duties takes away time from work in the other schools and vice versa. With no communication between the coordinating principal and the Roman Catholic Superintendent the vice-principal's position is precarious. This problem is further aggravated by the lack of communication between the vice-principal and Terra Nova Board.⁵⁰

The vice-principal further commented that teachers employed by the Roman Catholic Board take their directions from the coordinating principal and Terra Nova Board.⁵¹ The evidence of the diminished control of the Roman Catholic Board is accentuated by the dominating administrative

⁴⁹Statements by Lloyd Ryan, personal interview, May 14, 1976.

⁵⁰Statements by Edmund Walbourne, personal interview, May 14, 1976.

⁵¹Ibid.

presence of Terra Nova Board.

Mr. Walbourne raised another point related to the questions posed by Mr. Smith on program articulation between schools. He felt that supervisory services to the feeder schools should be coordinated at the board level to effectively apply the services where they are needed.⁵²

Suggestions

As a result of the difficulties encountered, the four administrators made suggestions for improving the agreement and facilitating inter-office communication. All four suggested a formal mechanism by which superintendents, supervisors and business managers would meet periodically, particularly early in the year to plan and coordinate each board's activities in the shared service.⁵³ Mr. Smith saw a need for a joint committee for staffing the high school and also suggested that a new, well defined and legally constituted agreement be drawn up.⁵⁴

Reactions

The reactions of interviewees for this case study were generally positive. Some reservations were expressed

⁵²Ibid.

⁵³Statements by L. Ryan (May 14, 1976), F. Smith (May 11, 1976), H. Davis (May 12, 1976) and E. Walbourne (May 14, 1976) separate personal interviews.

⁵⁴F. Smith, loc. cit.

about the form of administration and the quality of education. The section concludes with some reactions from the writer. The comments given below are subjective statements by people who are working in or have worked in the Fogo Island shared service. The reader should be aware of this before drawing any generalizable conclusions from this information. Mr. Frank Smith, Gander-Bonavista's Superintendent, made these observations:

From a purely administrative point of view, it would be better if the school were run by one board.

They have had the system now for a few years and nothing happened at Fogo Island to the detriment of the service as far as I can see.⁵⁵

Mr. Hudson Davis, Terra Nova's Superintendent, assessed the situation optimistically.

Overall, I'm fairly satisfied with what is going on in the school - a few things I would change.⁵⁶

Mr. Edmund Walbourne, the vice-principal, was less optimistic about the quality of education offered. He felt that while more material resources were available for teaching, schooling had become too impersonal and students were being processed as in a factory. In relation to the administrative problems of the system he remarked, "I don't

⁵⁵Mr. F. Smith, loc. cit.

⁵⁶Mr. H. Davis, loc. cit.

think any student suffers educationally for what goes on administratively".

Mr. Lloyd Ryan, coordinating principal, commented, "I have suggested that there be some formal procedure between me and the Roman Catholic Board," but there was some reservation when he added, "there is some doubt whether in fact that would be necessary since the Roman Catholic Board has its own administrator on the island".⁵⁷

The reactions of the boards to shared services were solicited in a two item questionnaire sent to the respective chairmen. The first question asked, "What is your board's present policy with respect to entering into a shared service with a Roman Catholic (Integrated) Board?" Terra Nova Board replied that they were "quite willing to enter into a fully integrated system". Gander-Bonavista Board replied that it has no stated policy at present.

The second item asked the chairman to check one of four responses to indicate the willingness of his board to participate in a shared service in the future. Terra Nova Board indicated that it would participate 'enthusiastically,' whereas Gander-Bonavista Board would 'participate reluctantly'. A further comment from the Roman Catholic Board stated that, "at present our board will wherever possible and feasible provide its own facilities for its students".

One has to take several factors into consideration

⁵⁷L. Ryan, loc. cit.

in deciding whether a school is doing well what it is supposed to do. Some of these are considered here with respect to the Fogo Island concept of a shared service.

The school plant and teaching resources have improved tremendously from the previous system. Indubitably, a school with almost 500 pupils can have services and staff that cannot be had, except at high per pupil cost, in a school with half that number. In terms of physical resources for learning, the pupils are much better off now than before.

Has the curriculum been expanded and enriched in the new school? The answer here has to be in the affirmative. Special courses such as home economics, art and physical education, and the services of a guidance counsellor are all new as a result of having a new and larger school. A criticism of the curriculum is that there is not enough emphasis placed on the social and economic context of Fogo Island. Fisheries related courses are not offered and participation in the fishery is not encouraged.

What has one centrally located school done for the island community? Based on four years in the school system, the writer has observed an expansion of inter-community relationships, but there are still tightly knit community based groups in the school, although there has been no evidence of inter-group hostilities. Parents from every community have indicated support for the school in numerous ways. School sponsored social events are well attended and parents visit the school to discuss their

children's reports and activities, even though transportation is not readily available to many people. But the public response has not been all positive. Community leaders, notably members of the clergy, have been outspoken against the school either because of its policies or because of the concept itself. In an article to the local newspaper, The Fogo Islander, a clergyman made a scathing attack on the school condemning a variety of practices and particularly the absence of a music program.⁵⁸ However, there is, at this time, no active movement to terminate the shared service arrangement.

The main criticism of the Fogo Island plan is with the form of administration. Although Terra Nova Board handles the business administration of the school and the coordinating principal is employed by Terra Nova, he has to give some consideration to the interests and policies of the Roman Catholic Board. To deny that would be to usurp the legal responsibility of the board and to jeopardize the status of the board's teachers in the school. With this in mind, the coordinating principal is subjected to two lines of command, one with each board. In an educational organization this practice is undesirable. Having the Roman Catholic Board relate to the school through the vice-principal merely complicates the matter since this tends to

⁵⁸ The Fogo Islander, Fall, 1973, published by the Fogo Island Improvement Committee, Fogo Island.

establish a dual administration, an equally undesirable practice.

This latter point raises the matter of the loss of administrative control in the school by the Roman Catholic Board through two organizational changes; firstly, by replacing the two sections - four administrators concept by a one school - two administrators plan and secondly, by dropping the grade seven pupils from the high school. In view of CEC policy that it is essential for a Roman Catholic Board to have administrative control in a shared service,⁵⁹ the Fogo Island case is grossly lacking. In the meantime, the inter-board agreement has not been revised to be consistent with current practices or to accommodate CEC policy. The time is opportune to renegotiate the form of cooperation on Fogo Island.

CONCLUSIONS

Ten conclusions have been drawn from the Fogo Island case study. The areas from which the conclusions are drawn include: the development of the shared service, the applicability of the agreement, administration, and religious education.

1. The idea of a cooperative system of schooling between Roman Catholics and non-Roman Catholics had considerable support among community leaders. In Fogo, there

⁵⁹Dr. K. Tracey, loc. cit.

was already a shared service at the high school level. Hence the shared service on Fogo Island grew out of local efforts to improve school facilities instead of being an imposed system.

2. The conditions of the inter-board agreement are not consistent with what is happening in practice now.

3. The Roman Catholic Board's administrative control was diminished when the organization of the school was changed from two sections to one section and further reduced when grade seven pupils were retained in the community schools.

4. The frequency of communication between the school administrators and the central offices is not adequate to effectively coordinate the services each board should provide to the school or to avoid misunderstandings which are likely to occur in the absence of proper communication channels.

5. Teacher evaluation procedures differ for the employees of each board although all teachers work in the same school.

6. Unity of command is a desirable attribute of an educational system. The Fogo Island plan does not have unity of command.

7. Although academic classes are denominationally mixed, religious instruction is given on a denominational basis to Integrated and Roman Catholic pupils. Because the classes are mixed in this type of shared service, it is difficult to promote an atmosphere typical of a particular

denomination.

8. There is not sufficient attention paid to program articulation between the feeder schools and the high school. Similarly, there is not sufficient coordination of programs among the elementary schools.

9. The DEC do not formally assess the operation of the shared service.

10. The Roman Catholic Board's policy is to provide its own facilities for its own students wherever possible and feasible. Terra Nova Board will readily expand the number of shared services. In view of these differing positions, the future growth of shared services in these districts is limited.

RECOMMENDATIONS

The list of recommendations cover two headings: "Recommendations Arising from the Conclusions," and "Recommendations for Further Study".

Recommendations Arising from the Conclusions:

1. The inter-board agreement must be revised taking into consideration the organizational changes that have taken place on Fogo Island as well as the policies of the respective DEC with respect to shared services.

2. The mechanism for communicating between the superintendents and the school administrators must be formalized and routinized.

3. Teacher evaluation procedures should be

standardized for all teachers in the school.

4. The concept of a unitary administration must be encouraged and any efforts to assign equal authority to the two administrators must be discouraged.

5. Programs in elementary schools must be coordinated to effectively provide a continuous transition from elementary school to high school.

6. The DEC should formally assess the administration of the Fogo Island shared service in relation to the DEC guidelines for cooperative services.

Recommendations for Further Study

1. An effort should be made to assess the reactions of pupils, teachers and parents to the type of school services provided on Fogo Island.

SUMMARY

The Fogo Island shared service developed amidst a rapidly changing social and cultural environment and was a significant event in the evolution of inter-community and inter-denominational relationships.

The island's school system consists of seven feeder schools and one high school. Each community, but one, has its own elementary school and only grades eight to eleven are transported by bus to the centrally located high school. The high school is well equipped and is able to offer a wide selection of courses in the academic and specialist areas.

Administratively, the high school is under the jurisdiction of Terra Nova and Gander-Bonavista School Boards. The coordinating principal is appointed by Terra Nova Board and the vice-principal, by Gander-Bonavista Board. Each board provides busing services, supervisors and a share of operating costs. Religious instruction is given by denominational group. Current local input on a formal level is mainly through Terra Nova Board's Local Education Committee. Gander-Bonavista Board has no committee. While the Denominational Education Committees participated in planning the school and approved its construction, they do not formally evaluate or monitor the operation of the school.

Superintendents and school administrators saw administrative problems in the shared service but felt that the quality of education was good and that the system did not work to the detriment of any students.

Nine conclusions are drawn from the case study. The main conclusions relate to the agreement, the administration of the school and religious instruction. The inter-board agreement is outdated by recent organizational changes. The administration of the school needs to be streamlined and inter-office communications improved. Religious instruction is provided by denominational group.

Seven recommendations are listed; six arise from the conclusions and one is a recommendation for further study, that is, an effort should be made to assess the

reactions of pupils, teachers and the public to the shared service.

Chapter 6 /

WABUSH CASE STUDY

INTRODUCTION

The focus for this study is J. R. Smallwood Collegiate in Wabush, Labrador. This school is a shared service of the Labrador West Integrated and Labrador Roman Catholic School Boards. The building was provided by Wabush Mining Company which also continues to subsidize its operation, but educational jurisdiction lies with the boards. The school comprises three wings; an Integrated wing, a Roman Catholic wing and a central section which is shared by both groups. The Wabush plan differs markedly from the Fogo Island and Bay de Verde arrangements. Part of this is due to the participation of the mining company in the planning and financing of the building. One difference is the 'two schools in one building' concept; another is the absence of a formalized agreement to guide the operation of the school. Yet in this arrangement the denominational boards have more control of their own pupils than in either of the previous cases. For these reasons the Wabush plan deserves consideration in a study of shared or cooperative services.

This case study traces the development of the Wabush

plan and discusses the organization of the school under these headings:

Data Sources
 The Study Area
 Educational Background
 The Present System
 Conclusions
 Recommendations
 Summary

DATA SOURCES

Three persons from the Wabush School System were interviewed. A limitation on the interview data is the absence of interviews with board personnel particularly with the Roman Catholic Board. The chairman, who resides in Wabush, was out-of-town when the researcher visited Wabush, and the Roman Catholic superintendent resides in Goose Bay. The three interviews were recorded on tape and are in the possession of the writer. The names, positions, and approximate lengths of interviews are presented below.

| <u>Name</u> | <u>Position</u> | <u>Time</u> |
|-------------------|---|-------------|
| Mr. Pat Furlong | Principal, Sacred Heart Section, J. R. Smallwood Collegiate | 1½ hrs. |
| Mr. Ray Rose | Principal, Integrated High School Section, J. R. Smallwood Collegiate | 1½ hrs. |
| Mr. Robert Martin | Superintendent, Labrador West Integrated School Board | 2 hrs. |

The Executive Secretaries of the Denominational Education Committees were interviewed separately concerning all three case studies. These sources were helpful in

discussing the future of educational services in Wabush. Each interview lasted at least one hour and was recorded on tape.

The documentary sources were particularly informative. The Wabush School Study by Dr. P. J. Warren and 'the need for school facilities' study by Mr. Allan Guy provided both an historical and futuristic perspective of the educational system in Wabush. Minutes of important meetings between boards, board meetings and various committee meetings were willingly provided and were extremely helpful. Statistical data on enrollments and transportation came from the school administration offices, the Integrated school board office, and reports from the Department of Education.

Other published and unpublished sources are listed in the bibliography.

THE STUDY AREA

Wabush is a relatively new mining town in Labrador West situated near the Quebec-Labrador boundary. (Figure 6.1, page 153) Its growth has progressed from a mining camp in 1959 on the North slope of Jean Lake, to a progressive modern town today of almost 4000.¹ The economic base of Wabush and the neighbouring town of Labrador City

¹Source: Statistics Canada, a preliminary count from 1976 census was 3723.

Western Labrador

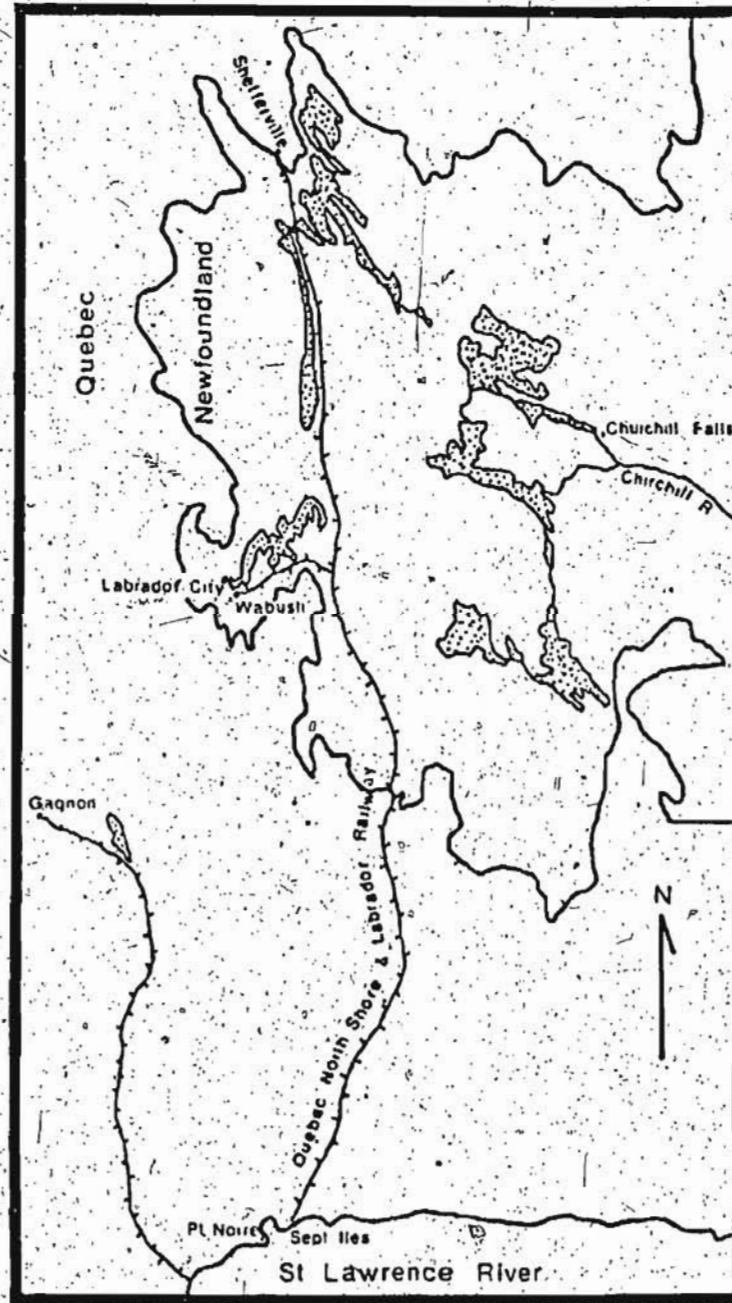


Figure 6.1
Labrador West

(population 11,877)² depends entirely on open pit mining of specular haematite, a form of iron ore which occurs in a belt of folded paleozoic rock known as the Labrador Trough.³ The ore is extracted by two active mining companies, Iron Ore Company of Canada (IOC) in Labrador City and Wabush Mining Company in Wabush. Only Labrador City, Shefferville, Sept Isles and a few tiny railway linked communities in Quebec have any type of land communication with Wabush. The nearest communities by air are Churchill Falls, Goose Bay, Deer Lake and Sept Isles.

Wabush has many of the appearances of a modern town; a shopping centre with a supermarket, department store and drug store, a hotel, a recreation centre and a large school. Many people live in multiple unit apartment buildings rented from the mining company. Private ownership of homes is becoming more common as the town takes on the characteristics of a permanent and stable community. The company, in recognition of an obligation to its employees, has financed first class educational facilities and continues to encourage high quality education through generous grants to the boards.

The administration of J. R. Smallwood Collegiate is shared by Labrador West Integrated and Labrador Roman

²Ibid.

³Government of Newfoundland and Labrador, Department of Education, A Study of the Need for School Facilities in the Labrador City-Wabush Area, St. John's, 1975, p. I-1.

Catholic School Boards (see map of school districts, pages 204 and 205).

The Integrated Board operates three schools in Labrador City and two in Wabush: the Integrated Section of Smallwood Collegiate and Wabush Junior School, which is an annex of Collegiate. Two principals report for these schools; a high school principal for grades seven to eleven and the business education class, and an elementary principal for kindergarten to grade six. Central office is located in Labrador City and is staffed by a superintendent, two supervisors and clerical personnel. For April, 1976 the board's total enrollment was 1,743.⁴

Labrador Roman Catholic Board serves the whole geographical area of Labrador with nine schools from Davis Inlet in the North, West St. Modeste in the South and Labrador City in the West. The total number of pupils enrolled for 1974-75 was 3,243.⁵ Its only school in Wabush is Sacred Heart Section of Smallwood Collegiate, which houses kindergarten to grade eleven under one principal. Central office is in Goose Bay, but a business office is maintained in Wabush to facilitate administrative functions. Central office personnel include a superintendent, two supervisors and clerical staff.

⁴Source: Labrador West Integrated School Board Offices.

⁵Government of Newfoundland and Labrador, Department of Education, Directory of Schools, 1974-75, p. 54.

EDUCATIONAL BACKGROUND

In August, 1961, representatives from Wabush Mines met with the Council of Education of the Provincial Department of Education to obtain approval for the erection of a school in the town. The plan presented to the Council and approved by it called for a temporary school divided into two sections; one to be made available to the Roman Catholic School Board and the other to an Amalgamated School Board representative of all Protestant denominations in the Wabush area. This school, which opened in September, 1962, was to be operated under the Education Act (The Schools Act) of the province with Wabush Mines reimbursing the school boards for any reasonable cost in excess of that met by provincial grants.⁶

In January, 1963, a special meeting was held in the Sir Wilfred Grenfell Hotel to plan a new joint school. The cost of construction was to be met by Wabush Mines. In September, 1964, the new school, now called J. R. Smallwood Collegiate was opened. Two new additions were made in 1967 and 1970, to accommodate continually increasing enrollments. In 1974, six classes from the Integrated Section were moved to a six classroom annex in the converted Wabush Mines Cafeteria,⁷ while classes from Sacred Heart Section occupied

⁶P. J. Warren, Wabush School Study, June, 1968, p. 7.

⁷J. R. Smallwood Collegiate, Annual Report to Labrador West Integrated Board, 1974-75, p. 4.

rooms on the third floor of the Integrated wing.

Wabush School Study

In April, 1967 the General Manager of Wabush Mines requested Dr. P. J. Warren to make a study of J. R. Smallwood Collegiate and all appropriate matters and report as to the "needs, changes, or improvements, if any, that are required in the present school structure and school system in order to promote the best educational program for the children of the Wabush area with such money as may be available for the purpose".⁸

Subsequently, Warren met with company and education officials, school board members, principals, teachers, students and parents. His report contained 22 recommendations; four of these related directly to the organization and administration of Smallwood Collegiate. These are listed below:

1. That, except in the teaching of religion, there be complete integration of grades seven to eleven from both sections of J. R. Smallwood Collegiate,

2. That, to ensure unity of purpose and coordinated effort, authority for administering J. R. Smallwood Collegiate be assigned to one principal. Vice-principals should be appointed for each of the Amalgamated and Roman Catholic Sections of the School,

3. That a committee, composed of representatives of the school boards and the mining companies of the Labrador City-Wabush area, be established to consider the proposal for one high school for the area. This

⁸P. J. Warren, Wabush School Study, June, 1968, p. 1.

committee should also consider the financing of such a school and its administration,

4. That all parties involved in education in Wabush - the boards, administrative staffs, teachers, and Company officials - engage immediately in efforts to remedy the condition of conflict that now appears to permeate J. R. Smallwood Collegiate.⁹

At least three recommendations have not been implemented in full. Grades seven to eleven are not fully integrated in all subjects. There are still two senior principals administering the school. The prospects for one high school have been diminished by further extensions to the original building and the incompatible positions of the boards on the issue of one school. At a joint meeting of boards with Dr. Warren present on June 17, 1968, the Amalgamated Board favored the proposal for one school but the Roman Catholic Board indicated its intention to have an independent Catholic system as soon as enrollments permitted. The one school proposal was inconsistent with their future designs.¹⁰ In a 1975 study of educational facilities in Labrador West, Allan Guy intimates that both boards wanted separate schools.¹¹

⁹Ibid., pp. 56-57.

¹⁰Minutes of joint meeting of the Amalgamated School Board and Roman Catholic School Board, Labrador West, June 17, 1968.

¹¹Department of Education, School Facilities, p. V-9.

The Allan Guy Study

The Guy Report is a study of the need for school facilities in the Labrador City-Wabush area undertaken at the request of the DEC by the Division of Research, Planning and Information of the Department of Education, dated February, 1975. The report thoroughly examines the educational, demographic and economic factors which will influence school construction in that area. Guy explicitly recognized the many constraints and uncertainties affecting future planning when he wrote:

Complicating this task (changing school services) are a wide range of constraints and uncertainties. These include our denominational school system, which must be upheld; the high quality of educational services that must not be jeopardized; new and, as yet, unknown programs that will make new demands on facilities, existing school facilities must be used; economic viability is uncertain enough to demand a high degree of flexibility and school enrollments hard to predict ---12

Determining the need for high school facilities is perhaps the most important part of Guy's study. This problem is complicated by the ultimate disposal of Labrador City Collegiate which was formerly operated by a private board. The difficulty lies in deciding which board will own Labrador City Collegiate and which board will build new facilities. Only one proposed solution will directly affect the future of Smallwood Collegiate. This was:

¹²Ibid., p. V-17.

—to change Labrador City Collegiate into a junior high school to be used either by one school board or both and to provide a new senior regional high school for each of the Denominational school boards to serve both Labrador City and Wabush.¹³

Smallwood Collegiate would then be a junior high school and could operate either as at present or as one school with a unitary administration. Before this can be settled both boards with their respective DEC must decide the shape of future educational services in Labrador City and Wabush.

The Development of Administrative Cooperation

In the absence of a formal agreement between the two boards governing Smallwood Collegiate, it has been possible to trace, through the minutes of several meetings from 1963 to 1968, how administrative functions were shared. Table 6.1 contains a summary of those statements with their sources. The sources are minutes of separate meetings or joint meetings of The Roman Catholic School Board for Labrador City,¹⁴ Wabush Amalgamated Board, and the Joint School Council which was a committee of the two principals and one representative from each board, appointed to decide on policies governing the operation of the shared service. The statements are presented chronologically and

¹³Ibid., p. V-8.

¹⁴By The Schools Act, 1969, all Roman Catholic schools in Labrador came under the Roman Catholic Board for Labrador and Integrated schools in Labrador City and Wabush came under the Labrador West Integrated Board.

Table 6.1

Statements Regarding the Operation of
J. R. Smallwood Collegiate Taken
from Minutes of Meetings
1963-68

| Source | Item |
|---|---|
| Minutes of Meeting of Roman Catholic School Board, January 29, 1963. | <ul style="list-style-type: none"> (1) The facility would be owned by both boards, but financed through Wabush Mines. (2) One principal would be in charge of the school. |
| Reference to this fact is found in Minutes of first meeting of Joint School Council, April, 1964. | <ul style="list-style-type: none"> (1) Joint School Council was authorized by two school boards on January 28, 1964. |
| Minutes of Joint School Council April 24, 1964. | <ul style="list-style-type: none"> (1) The same school hours were agreed on for both sections. (2) Holidays were to be observed jointly. (3) Teachers are to be responsible to the principal of the board that hires them. (4) Teachers will be requested to attend both Catholic and Amalgamated staff meetings. (5) If central school facilities are to be used for extra classes, permission must be obtained from the joint council. (6) The physical education teacher is to be responsible for all organized sport related school activities held in the gymnasium. |

Table 6.1 (continued)

| Source | Item |
|---|--|
| Minutes of Joint School Council April 26, 1964. | (7) The gymnasium is available for school activities and educational purposes only. These will be under school supervision and requests for the use of the gymnasium after school hours should be cleared with the joint school committee. |
| Minutes of Joint Meeting of Wabush Amalgamated and Roman Catholic School Boards, August 25, 1965. | (1) Teaching Days: It is suggested that both Boards abide by the terms set forth in <u>The Education Act</u> — Section 45 — regarding teacher days and Section 47 regarding deduction of pay for days less than 190. (2) Examination Periods: These periods should be scheduled at the same time in both sections. The principals will determine that time. (10) Library: The library should be under the supervision of one person. |
| | <p style="text-align: center;"><u>Suggested Division of Financial Responsibility</u></p> <p>Each board will bill and charge the other board one-half of all Central School bills, to be sent to Central Section Committee. Attn: Treasurer-Central Committee. He will see that all bills are approved and sent to the proper board.</p> |

Table 6.1 (continued)

| Source | Item |
|--------|--|
| | <p style="text-align: center;"><u>Roman Catholic Board Expenses</u></p> <p>(1) Music teacher and all bills relating to Music Department.</p> <p>(2) Science teacher and all bills relating to Science Department.</p> <p>(3) Library teacher and all bills relating to Library.</p> <p>(4) Janitors - janitorial supplies and maintenance charges; building and grounds.</p> <p>(5) If Catholic Board agrees to handling all income and expenses (maintenance, loan and interest payments) from both apartment buildings, treating them as one unit (total income and total expenses divided equally) the Amalgamated Board would handle all other expenses of Central Section, except the four already designated to the Catholic Board.</p> <p style="text-align: center;"><u>Amalgamated Board Expenses</u></p> <p>(1) Boys' physical education teacher.</p> <p>(2) Girls' physical education teacher; all related expenses.</p> <p>(3) Nurse - including phone and nurse's room expenses.</p> <p>(4) Home Economics teacher and all related expenses.</p> <p>(5) Manual Arts teacher and all related expenses.</p> |

Table 6.1 (continued)

| Source | Item |
|--------|--|
| | (6) Art teacher and all related expenses. |
| | (7) Commercial teacher and all related expenses. |
| | (8) Stationary engineer and related expenses, including phone. |
| | (9) Bus driver and related expenses. |
| | (10) All advertising connected with Central School. |
| | (11) Furniture, supplies and miscellaneous items not definitely assigned to a board. |

give some idea how the present shared service evolved. Many factors have led to changes and modifications since 1963, and hence these statements do not accurately describe the present arrangements.

THE PRESENT SYSTEM

As in the previous case studies, this unit describes how various functions of administration are carried out in the shared service at Wabush. The discussion comes under ten headings.

The School

This one building-all grade school is a T-shaped structure with three floors or levels. It could be viewed as three schools in one building. Sacred Heart Section occupies classroom space in one wing and the Integrated Section has classes in another wing situated opposite to the former. (An exception to this is an overflow of one or more Roman Catholic classes to the third floor of the Integrated wing.) The administrative offices are located between those wings. A Central Section where Specialist courses are conducted extends from the administration block perpendicular to the classroom wings. A schematic representation of the location of the three wings is presented in Figure 6.2.

This Central Section houses a two station gymnasium, two home economics areas, two science areas, a drafting

room, industrial arts room, art room, business education class, guidance office, library, music room, and nursing office. It is in the Central Section where sharing occurs and where a dual administration applies.

Each board employs teachers for its own section plus a share of teachers for the Central Section. The Integrated Board is responsible for hiring the physical education instructors, the teacher for home economics, industrial arts, art and business education. The Roman Catholic Board is responsible for hiring the physics, chemistry and biology teachers; also the music teacher and the librarian. For 1975-76 the Roman Catholic Board employed 36 teachers; all are of the Roman Catholic faith.¹⁵ The Integrated Section has 35 teachers; 19 in high school and the Central Section, 14 in elementary and two teaching supervisors from central office.¹⁶ About 80% are members of one of the Integrating denominations.¹⁷

The total pupil enrollment of the school for 1975-76 was 860; 471 are reported by Sacred Heart Section and 389 by the Integrated Section. The Junior School has an additional 135 pupils and six teachers. High enrollments in

¹⁵Statement by Pat Furlong, personal interview, May 26, 1976.

¹⁶Statement by Raymond Rose, personal interview, May 27, 1976.

¹⁷Statement by Robert Martin, personal interview, May 27, 1976.

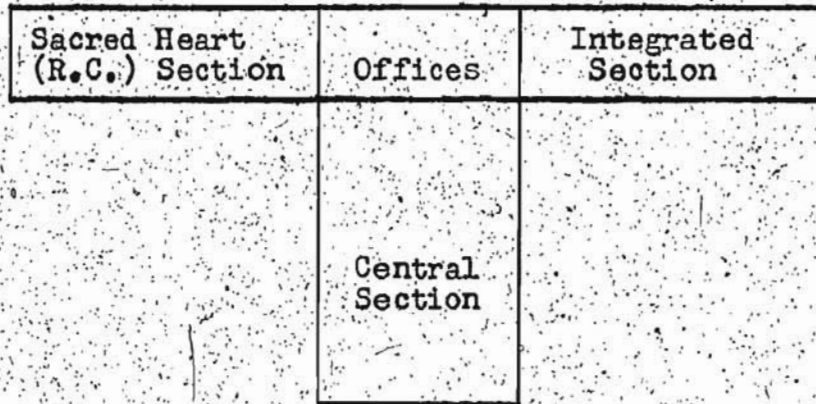


Figure 6.2

Schematic Representation of Wings in
J. R. Smallwood Collegiate
Wabush

the lower grades reflect the growth of the town and the need for expanded facilities in the near future. In Sacred Heart Section there are 207 pupils from kindergarten to grade three, 159 from grade four to seven and only 99 from grade eight to eleven. The dispersion is similar for the Integrated Section (including the Junior School). From kindergarten to grade three there are 215 pupils, 180 from grades four to seven and 118 from grades eight to eleven. Table 6.2 contains the enrollment by grade for each section and the Junior School.

This school may be one of the most progressive in the province. While it follows the provincial curriculum, there is a considerable amount of program enrichment and the boards provide the equipment, supplies and teachers to make it effective. An example, in physical education, the community recreation centre is reserved for swimming lessons for grades three to six and for skating in kindergarten to grade two. Grades seven, eight and nine play in intramural sports and senior high students participate in several outdoor sports such as canoeing, orienteering and skiing. Incidentally, the school is represented in sports and other competitive events by one team, picked on the basis of qualifications.

In addition to these advantages, the school boards offer the lowest pupil-teacher ratios (about 12:1 for the whole school) in the province and they have the best

Table 6.2

Enrollment by Grade for J. R. Smallwood Collegiate
and Wabush Junior School, 1975-76

| School or Section | Class or Grade | | | | | | | | | | | | | Bus. Ed. | Spec. Ed. | EMR | Totals |
|-------------------|----------------|----|----|----|----|----|----|----|----|----|----|----|---|----------|-----------|-----|--------|
| | K | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | | | | | |
| Sacred Heart | 54 | 49 | 55 | 49 | 60 | 33 | 36 | 30 | 37 | 25 | 23 | 14 | 3 | 3 | 0 | 471 | |
| Integrated | 64 | 50 | 42 | | | 28 | 43 | 33 | 34 | 23 | 38 | 23 | 4 | 0 | 7 | 389 | |
| Junior School | | | 17 | 42 | 51 | 25 | | | | | | | | | | 135 | |

Source:

Administration offices, J. R. Smallwood Collegiate

academically qualified teachers.¹⁸

Administration

This one building - separate wings type of shared service has a dual and cooperative administration. There is one principal in Sacred Heart Section, and two in the Integrated Section; an elementary and a high school principal.

The Integrated elementary principal operates in the area from kindergarten to grade six including those pupils and teachers in the Junior School. The high school principal's jurisdiction includes grades seven to eleven, the business education class and those areas of the Central Section where his board has employed teachers; namely, physical education, home economics, industrial arts and art. In addition to his coordinating role in his section, the principal acts as a liaison between the school and central office.

Because the superintendent is in Goose Bay and business affairs of the school are handled through an office in Wabush, the principal of Sacred Heart Section acts as a 'mini-superintendent' for his area. The current principal named these areas under his charge: full administrative responsibility for Sacred Heart Section (k-11), supervision

¹⁸ A. A. Ponder, An Analysis of Newfoundland Teachers' Qualifications Utilizing the Mean Certification Index. Unpublished Paper, Memorial University of Newfoundland, 1975.

of teachers, budget, maintenance for the whole building, library, science laboratories and the music room in the Central Section, reporting monthly and annually to the Local School Committee, hiring teachers, acting in lieu of the superintendent, and housing for teachers.¹⁹

To make efficient use of the Central Section requires the utmost coordination of activities. In time-tabling the principals are particularly aware of this and try to schedule Central Section classes first. All teachers in the Central Section deal with children from both the Roman Catholic and Integrated areas of the school. In certain cases the classes are mixed depending upon the numbers. In other cases the children are totally from one section of the school or the other. In grades 10 and 11 almost all classes except religious education are mixed to provide a wider range of course and program offerings. Although each principal has certain subject areas for which he is responsible, there is no clear cut distinction of jurisdictions when teachers of one board are teaching pupils under another board. Informally, the principals have to be in continuous contact with each other, a task that is facilitated by having adjacent offices and an intercom system. In no small way the efficient operation of the system depends on the compatibility of the two administrators. Guy made a similar observation:

¹⁹P. Furlong, loc. cit.

The arrangement seemed to be working well when visited but it appeared that as much of its success should be credited to principals for their efforts in diplomacy and coordination as to the concept itself.²⁰

The Integrated principals' formal contact with central office is through an Administrative Council which meets at the call of the superintendent.

The Roman Catholic Board has a Local School Committee in Wabush which together with the business office fulfills the functions of the Board. The principal relates to this committee in a manner similar to a Superintendent with his board. Meetings are held monthly.²¹

A new administrative group was voluntarily formed this past year. All school principals and vice-principals in the Wabush-Labrador City area attend to discuss professional matters and local problems. Sometimes outside guests are invited to speak to the group. This is a professional group and is not under the auspices of either board. At the present time it is an ad hoc committee without a formal constitution.

Supervisory Services and Inservice Sessions

In these areas each board assumes responsibility for its own teachers and subject areas. Sacred Heart Section

²⁰ Department of Education, School Facilities, p. II-4.

²¹ p. Furlong, loc. cit.

tends to be independent of central office personnel. Supervisors visit by invitation of the school administration for special events and workshops.²² Otherwise the principal handles supervisory functions.

The Integrated Board's two specialist supervisors are allocated from central office but work in the school regularly. The reading supervisor's primary responsibility is with reading problems in grades 9, 10 and 11, and the religious education supervisor coordinates the religion program.

Organizing inservice sessions is generally the responsibility of each principal although they may cooperate in areas of common interest to all teachers, for example, a metric workshop.

Teacher Evaluation

The Integrated Board has just introduced a new formal evaluation procedure this past year. By this scheme non-tenured teachers will have at least three formal evaluations per year and tenured teachers at least one. The administrators carry out formal and informal evaluations, and submit evaluation reports and performance records to central office. This may be supplemented by reports from supervisors on request.²³

²²P. Furlong, loc. cit.

²³Supplement to Teachers' Handbook, J. R. Smallwood Collegiate, 1975-76, pp. 1-4.

The Roman Catholic Board has no prescribed teacher evaluation procedure. The responsibility for evaluation lies with the principal, which he discharges as he deems necessary.

Religious Education Instruction

Both sections of the school offer a religious education program. In Sacred Heart Section religious education is incorporated into daily instruction for kindergarten to grade five. The Program used is Come to the Father series. In high school grades religion classes are scheduled into the timetable; three periods of forty-five minutes per six day cycle. Grades seven and eight use the Family Life program and grades 10 and 11 use Discovery and Family Life. Regular staff teachers provide instruction and the program is supervised by the religious education coordinator for the Labrador City-Wabush Roman Catholic System. The resident Roman Catholic priest visits frequently and has conducted services in the school for special occasions.²⁴

In the Integrated Section religious education instruction is integrated into the timetable for three periods per six day cycle. Regular classroom teachers provide instruction in the programs set down in the Programme of Studies from the Department of Education. The Religious Education Supervisor teaches religious

²⁴P. Furlong, loc. cit.

education and also coordinates the overall program. Clergy visit at the invitation of the administration for special occasions.²⁵

Business Administration

Cost sharing. Essentially the cost of operating Smallwood Collegiate is borne equally by the boards. Indirectly, through grants to the boards, Wabush Mines pays a large portion. Mr. Hatcher of the Integrated Education Committee estimated that the company pays 90% of the total costs of providing education in Wabush (including capital costs.)²⁶ The Provincial Department of Education does pay part of the costs: for example, through teacher salary allocations, operating and maintenance grants, and transportation grants. The formula applied here is the same as for the province generally.

Within the school each board assumes the educational cost of operating its own wing. Normal expenses include such items as instructional materials and equipment and salaries for teachers and non-professionals. In the Central Section each board has been assigned responsibility for the cost of offering certain subjects, so that on a day by day basis each board has an approximately equal share of

²⁵R. Rose, loc. cit.

²⁶Statement by Mr. C. C. Hatcher, personal interview, August 6, 1976.

expenses. Periodic settling of accounts are made between the business offices so that the operating costs of the Central Section are shared equally.²⁷ For a list of the specific items each board is responsible for, refer to an earlier section entitled, "The Development of Administrative Cooperation".

The boards cooperate in two other areas. Provincial maintenance grants are applied for alternately by one board and shared equally with the other. Similarly, maintenance and janitorial personnel are shared, for example, this year janitorial services are provided under one contract which is handled by the Roman Catholic Board.²⁸

Since the building is owned by Wabush Mines, capital costs have been borne by the company.

Busing. Because of extremely low temperatures in Wabush for a great part of the school year, virtually all students are transported by bus from mid-November to mid-April. During those five months all pupils over one-quarter mile from the school commute by bus. This is a variation from the provincial standard of a minimum busing distance of one mile. For 1975-76, thirty-six bus routes were specified for Wabush and Labrador City in one contract

²⁷ Minutes of a joint meeting of Wabush Amalgamated Board and Roman Catholic Board, August 25, 1965.

²⁸ Statements by Robert Martin, personal interview, May 27, 1976.

which cost approximately \$454,000.00.²⁹ The provincial government finances ninety-five percent and the boards, five percent, which is the same formula as for the rest of the province. The administration of busing services alternates between boards at three year intervals.

Local Input

Apart from the school boards there is only one local group which has formal input into the operation of Smallwood Collegiate. This body is the Local School Committee of the Roman Catholic Board. Since the Roman Catholic Board offices are in Goose Bay, the Local Committee is an influential body in Wabush. It is composed of community representatives including local school board members and the principal of Sacred Heart Section. The principal, Mr. Furlong, named several items of business which the committee considers in its monthly meetings; budgeting, staffing and handling teachers' requests relating to the school or housing accommodations.³⁰ On very important items such as school construction the committee defers to the school board, although the committee may make recommendations.

There is no local committee of the Integrated Board. This may be accounted for by the relatively small area covered by that board, that is, the communities of Wabush

²⁹Source: Superintendent's office, Integrated School Board, Labrador City.

³⁰P. Furlong, loc. cit.

and Labrador City. Hence the board may serve the function of a local committee as well. In addition, school administrators and central office personnel are readily accessible to the public.

On one occasion an informal group developed spontaneously to react to a proposed action of the boards. Last year there was speculation that each board would build its own high school to relieve the impending congestion at Smallwood Collegiate. Mr. Ray Rose, principal of the Integrated Section relates that an interdenominational group of parents and students vocally protested such a move on the basis that they didn't want denominationally segregated schools.³¹ There may be another reason for that protest. The public may have been trying to preserve the identity of Wabush as a distinct community. High school enrollments in Wabush alone are not large enough to provide the types of programs in denominationally separate schools as are currently being offered at Smallwood Collegiate. The alternative as Allan Guy's report³² suggests, is to combine the students of Wabush and Labrador City in order to have two viable high schools. This move would have a consolidating effect on the two communities. In opposition to that happening, perhaps the people of Wabush prefer an arrangement

³¹R. Rose, loc. cit.

³²Department of Education, The Need for School Facilities, p. V-11.

similar to the present one.

Problems

As in the previous two cases studied an attempt was made to ascertain if there were problems in administering the Wabush plan. The Integrated superintendent and the chief administrators in each section were interviewed on this point.

Both principals expressed similar concerns. Having two principals in the same building, each with equal authority in his own section requires a high level of cooperation and coordination in order to function effectively. Routine tasks of administration are time consuming and duplication of effort is frequent. Almost every action requires consultation and collaboration with a counterpart, as in the cases of school closing, scheduling inservice activities or timetabling. The restraints on individual initiative and swift action are a source of frustration for administrators.

Mr. Martin, Integrated superintendent, expressed the opinion that shared services are 'running compromises'.³³ His Board feels that they should be able to operate a school as they think it should be operated, without compromising. As in the case of the principals, the boards have to consult and collaborate on most issues before action can be taken.

³³ Mr. R. Martin, loc. cit.

Another problem relates to the treatment of teachers. If the boards set different policies for each section of the school, antagonism among the staff can result. As an example, if one board closes school early on the last day of term and the other board doesn't, there will be one group of very disgruntled teachers. Certainly the issue can become more complex if teachers become more concerned over differing policies on teacher evaluation, teacher leave or other professional matters.

The dual administration arrangement has the potential for one person to dominate the other as if the two were in a superintendent to principal relationship. Given the right combination of personalities, this can happen. In that situation the system cannot operate as was intended when equal authority was assigned to each position. The dual administrator concept requires that the two persons relate to each other as equals.

Student discipline problems can require delicate coordination. At times an Integrated teacher will be required to discipline a student from Sacred Heart Section and vice versa. If the case has to go to the administration, the question arises as to which principal shall have jurisdiction. In practice, the principal of the pupil concerned usually handles it. Another question arises if the teacher uses unnecessary punishment on the pupil. Does the board of the pupil or the board of the teacher have jurisdiction? These specific questions point to the larger question of

how the pupils and teachers of one section relate to the principal or board for the other section.

Suggestions

Consistent with the problems experienced in the administration of the shared service, the suggestions were directed at that facet of the school operation as well. The principal of the Integrated Section suggested a unitary administration which would improve inter-section communications, avoid duplication of effort and give appropriate authority to one person to act independently.³⁴ Mr. Martin was of the opinion that a unitary administration would not solve administrative problems as long as the staff was employed by two different boards. His recommendation was that there be either a totally interdenominational system or totally denominational one. "Joint services inhibit the actions of both boards and everybody involved."³⁵

The Role of the DEC

In contrast to the means of financing schools in the Bay de Verde and Fogo Island cases, Smallwood Collegiate was built by Wabush Mines. In addition, Smallwood Collegiate was constructed in 1964, four years before the DEC were constituted. Hence the DEC were not involved in the

³⁴Mr. R. Rose, loc. cit.

³⁵Mr. R. Martin, loc. cit.

financing and building of schools in Wabush.

The committees' present involvement in Wabush is mainly in religious education and only then to the extent that they prescribe the program for the province. However, it appears that the committees will become more and more involved in schools in Western Labrador for two reasons. Firstly, one mining company (IOC) has indicated its desire to reduce its direct contribution to education in Wabush and Labrador City.³⁶ Secondly, the DEC will be involved in determining the extent of cooperation between the two boards in future building plans. An issue that seems to be developing on this point is whether the base unit for determining future schools will be the denominational groups or the communities themselves. The Roman Catholic Board has stated that it intends to build its own schools as soon as enrollments permit.³⁷ At the same time the people of Wabush seem to prefer a continuation of a shared service.³⁸ That issue is further complicated by the problem of how to assign the present privately owned schools to the two boards in an equitable manner if the mining companies withdraw from direct participation in education.

³⁶ Department of Education, The Need for School Facilities, p. II-3.

³⁷ Source: Questionnaire response from Labrador Roman Catholic School Board, July, 1976.

³⁸ For a discussion on this point, refer to the section entitled "Local Input".

The problems are many sided and an acceptable settlement may have to be negotiated.

Reactions

The data for this section are the reactions of several persons to various aspects of the Wabush plan. The concluding paragraphs are personal observations. The limitations of this information as the private opinions of persons familiar with the system should be recognized by the reader.

Mr. Pat Furlong, Sacred Heart's principal, spoke well of the cooperative nature of the present administrators.

If you had two or even one person who was determined to have his own way all the time, it (dual administration) wouldn't work. Neither of us is that way.³⁹

Mr. Ray Rose, the Integrated principal, commented on the public response to proposed plans for new school facilities. The incident was referred to in the section marked "Local Input".

The community made itself recognized in the sense that they wanted some say as to what was going to happen in the future as far as Wabush and Labrador City was concerned.⁴⁰

Dr. K. Tracey of the CEC recognized the presence

³⁹Mr. P. Furlong, loc. cit.

⁴⁰Mr. R. Rose, loc. cit.

of municipal demands when he stated:

We are going to insist on our own denominational schools, that is our policy. However, municipal demands are issues that we will have to deal with.⁴¹

Both Mr. Martin, Integrated Superintendent, and Dr. Warren expressed pessimism with regard to the type of administration at J. R. Smallwood Collegiate. Mr. Martin stated:

I don't think that something as serious as the operation of two systems under one roof should come down to the personalities of the people involved.⁴²

Dr. Warren is quoted as saying:

---the present situation is impossible. The one thing that saved this system this long is the compatibility of the principals and others and the "good will" extended so far. There are so many inefficiencies in this system that the "organization has the seeds of its own destruction".⁴³

Mr. C. Hatcher of the IEC assessed the positions of both boards this way:

I think it is fair to say that the Integrated and Roman Catholic Boards are not too happy with having two schools under one roof.⁴⁴

⁴¹ Dr. K. Tracey, loc. cit.

⁴² Mr. R. Martin, loc. cit.

⁴³ Minutes of joint meeting of boards, June 17, 1968.

⁴⁴ Mr. C. Hatcher, loc. cit.

He added:

A separating wall between the two sections creates an atmosphere that, to me, is not healthy for students. It is much better to have them intermingling as we do in other shared services.⁴⁵

The positions of the boards with respect to their present policies and future directions for shared services were solicited through a two item questionnaire. The Roman Catholic Board's present policy on entering into shared services is to consider each case on its own merits. Agreement will be given as long as the conditions set out are met by the participating boards. The board will consider future participations with reservations.⁴⁶

The Integrated Board has no set policy at present for considering shared services. Future participation in shared services are viewed with reservations.⁴⁷

The school building and equipment is impressive in its affluence, as evidenced by the physical resources, and the diversity and depth of specialist courses offered. The school and its programs appear to be attractive to students and also to teachers. Many teachers have been

⁴⁵ Ibid.

⁴⁶ Source: Questionnaire response from Labrador Roman Catholic Board, July, 1976.

⁴⁷ Source: Questionnaire response from Labrador West Integrated Board, July, 1976.

there several years and the rate of staff turnover is low,⁴⁸ in spite of the social and mobility restraints of their location. But one is able to detect an undercurrent of rivalry between teachers of different sections. Currently an issue arises from the overcrowding at Collegiate. Integrated teachers felt that Integrated pupils had served their term in the Junior School and now it was time for Sacred Heart pupils to use that school. The differences did not appear to have a religious basis but rather that of competitive schools. Such differences may not be in evidence when things are going smoothly but when a contentious issue arises, the two staffs are likely to align themselves by section.

In terms of providing quality education, J. R. Smallwood Collegiate is commendable, but administratively it leaves much to be desired. Two principles which generally govern organizational patterns are hierarchical order and well defined channels of communication.⁴⁹ The Wabush plan is weak on both these points. In an educational organization, hierarchical order, and hence unity of command, implies that a school have one chief administrator and be controlled by one school board. Channels of communication have to be well defined within the school and between the

⁴⁸From conversations with several members of Staff.

⁴⁹C. I. Barnard, The Functions of the Executive (Cambridge, Massachusetts: Harvard University Press, 1938), pp. 175-181.

different levels of institutional control in the community. The DEC have recognized the need for unity of command and some form of communication in their Guidelines for Developing Educational Cooperative Services. Item # 4 states in part: "it is generally agreed that a school or system should be managed and controlled by one Board." Item # 5 stipulates that "some form of communication between co-operating Boards must be developed so that information re the operation of the school or system is available at all times." As the section entitled "Problems" indicates, unity of command and well defined channels of communication are not typical of the Wabush plan.

The shared service at Wabush owes its existence to the initiative taken by Wabush Mines and the generous financing provided for the building and its continuing operations. By the DEC guidelines it is hard to argue that a shared service is necessary in Wabush, since either board could maintain a viable school system, assuming adequate funding, with its own enrollments. Will the system change when new buildings are constructed? Certainly, an overriding consideration will be the amount of money the company is prepared to put in and whether it will support denominational schools. Other considerations must include the extent and nature of municipal demands, the denominational stand taken by the DEC and hence the school boards, as well as the restraints of the provincial economy.

CONCLUSIONS

This case study gives rise to several conclusions about the Wabush plan for shared services. The main conclusions relate to the administration, the emphasis given to religious education and the future of shared services in Wabush.

1. Wabush Mining Company's recognition of an obligation to provide educational facilities for children of its employees largely determined the shape of educational services in Wabush.

2. By provincial standards the quality of educational programs offered in Smallwood Collegiate is excellent. To a large extent this is possible through the generous grants provided to the school boards by the mining company for the facilities and qualified staff necessary to maintain those programs.

3. The rights of the denominational groups are protected in the Wabush plan and religious education appears to get the emphasis required by the DEC. The religious education program offered in each section is typical of that offered in denominationally separate schools. For Sacred Heart Section the denominational segregation of classes from kindergarten to grade nine allows 'a Catholic atmosphere' to permeate all teaching and other activities.

4. The present form of administration creates

problems in communication and articulation between the two sections and is too dependent on the compatibility of persons in the top positions to be administratively sound.

5. The demise of the Joint School Council has left a gap in communications between the two boards in relation to the shared service.

6. The future of shared services or any form of joint operation in Wabush is uncertain. The policies of the DEC, the role of the mining company in education, the influence of municipal government and the response of the public to shared services must be reconciled to find the answer.

RECOMMENDATIONS

Three recommendations arise from the conclusions.

1. The Joint School Committee or an equivalent body should be revived.

2. The school boards should consider ways of setting up a unitary administration in J. R. Smallwood Collegiate. Specific responsibility for the denominational sections may be handled by two vice-principals. The one principal could then relate to the Joint School Committee instead of dealing directly with the boards.

3. In order to encourage and promote public support for education, the opinions of the community on cooperative services should be formally ascertained before new schools are built.

SUMMARY

With the active exploitation of a large iron ore deposit in Western Labrador by Wabush Mining Company, Wabush has developed from a mining camp in 1959 to a modern town of about 4,000 people. The present school system had its beginning with a temporary school in 1962 and later the opening of J. R. Smallwood Collegiate in 1964. Both schools were financed by the mining company. Smallwood Collegiate is a shared service of Labrador West Integrated and Labrador Roman Catholic School Boards. Each board controls separate wings for its own pupils and shares the facilities of a Central Section. Two Integrated principals and one Roman Catholic principal administer the school, although the dual administration of the Central Section is between the Integrated high school principal and the Roman Catholic principal. From kindergarten to grade nine the sections operate almost as two schools, but in grade ten and eleven mixed classes are common. The boards bear the educational costs of their respective sections and share equally the costs of operating and maintaining the Central Section. Alternately, each board applies for provincial grants and in a similar manner provides busing and maintenance services. Staffing and other professional services in each section are handled by the respective boards. Religious education is provided regularly in each section and the programs are coordinated by supervisory personnel. The public has some formalized

input to the school through the Integrated Board in one case and a local school committee of the Roman Catholic Board in the other case. A Joint School Committee of both boards and the principals of each section existed at one time but is now defunct.

The DEC have a continuing interest in developments in Wabush particularly with respect to the shape of future educational services.

While the school provides high quality education, the form of administration has its problems. Both principals and the Integrated superintendent made suggestions which could improve the situation.

Reactions to the shared service at Wabush indicate that at present the administrators work well together but that the potential for conflict, inefficiencies and lack of communication in the system should be reduced.

Six conclusions were drawn from the study. The three important ones recognize the administrative problems of Smallwood Collegiate, the importance given to religious education in this scheme, and the complexity of problems confronting the planners of new schools.

The three recommendations suggest that the Joint School Committee be revived, a unitary administration be established at Smallwood Collegiate, and the public opinions of cooperative or shared services be ascertained.

Chapter 7

CONCLUSIONS AND RECOMMENDATIONS

The data in this study are presented in chapters three, four, five and six. The case studies are reported in chapters four, five and six and each case is followed by a list of conclusions and recommendations. This chapter summarizes the important conclusions of the case studies and presents general conclusions regarding shared services. A list of recommendations arise from the conclusions.

CONCLUSIONS

1. Section 13(t) of The Schools Act, 1969 gives school boards the legal authority to enter into shared service agreements.

2. With the exception of Wabush, shared services have developed in rural areas where denominational schools were not viable and where a climate of denominational co-operation prevailed.

3. In the three cases studied, religious instruction was systematically given under conditions which adequately satisfied the terms of the inter-board agreements and the DEC guidelines. Generally, Roman Catholic clergy visit these schools regularly for religious and other purposes. Generally, clergy of the Integrating denominations

do not visit these schools as frequently as Roman Catholic clergy.

4. The inter-board agreement for Fogo Island contains redundant clauses and is functionally outdated.

5. Given certain conditions, shared or cooperative services are a viable alternative for providing quality education in rural Newfoundland. The conditions which will contribute to a successful shared service include:

(a) A spirit of inter-community and/or inter-denominational cooperation at the local level,

(b) Agreements which permit schools to be staffed and administered by one governing board,

(c) A high level of cooperation and communication among the various levels of administration.

6. The three cases studied in this investigation demonstrate that:

(a) Denominational rights can be protected in a shared service.

(b) The quality of education can be improved through larger schools with more instructional facilities.

(c) The economics of building one large school instead of two smaller ones supports shared services.

7. Existing shared services can be classified as belonging to one of four types.

(a) The Wabush plan has two schools operating in one building with a dual administration at the school and at the board level.

(b) The Fogo Island plan has one school administered by two boards. Although each board places an administrator, there is an unitary administration in the school.

(c) The Bay de Verde plan is a two school system for elementary and high school pupils, with each board in full control of its own school.

(d) The Plum Point plan is similar to the Bay de Verde plan except that only one school is involved. Here one board assigns administrative responsibility to the other board.

8. Flexibility in organizing classes for instruction is greatest in those schools where academic classes are denominationally heterogeneous. On the other hand 'a denominational atmosphere' is best promoted in schools where all classes are denominationally homogeneous.

9. Shared services which have the staff of each school employed by one board and hence are administered by one board appear to have the least administrative problems. For this reason, the Bay de Verde plan appears to work best.

10. An increase in the number of shared services in the province is unlikely. Although Integrated boards generally have an 'open door' policy on shared services, Roman Catholic boards will build their own schools wherever feasible. However, an increasing influence in this area is municipal pressure to preserve the identity of the community. Hence the emphasis, in the future, may be on community based schools rather than denominational schools.

11. Any involvement by the DEC in evaluating or monitoring shared services has been informal.

RECOMMENDATIONS

1. Agreements between school boards which participate in shared services must contain meaningful clauses which clearly define:

- (a) how administrators at each level will relate to each other,
- (b) the duties and responsibilities of administrators and,
- (c) the rights of each party to the agreement.

A minimum list of items to be included in these agreements is:

- (a) administration
- (b) inter-board liaison
- (c) staff appointments
- (d) religious education
- (e) use of buildings
- (f) cost sharing
- (g) review of agreement
- (h) termination procedure.

2. Existing agreements should be reviewed in the light of past experience and particularly to maintain consistency with the Newfoundland Teachers' Association Collective Agreement. All agreements should be reviewed periodically, thereafter.

3. The Denominational Education Committees should be more actively involved in assessing the effectiveness of shared services. Specific functions for the DEC could include:

(a) overseeing the periodic revision of agreements,

(b) encouraging boards to keep their communication channels open and active, and

(c) assessing public reactions to shared services.

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APPENDICES

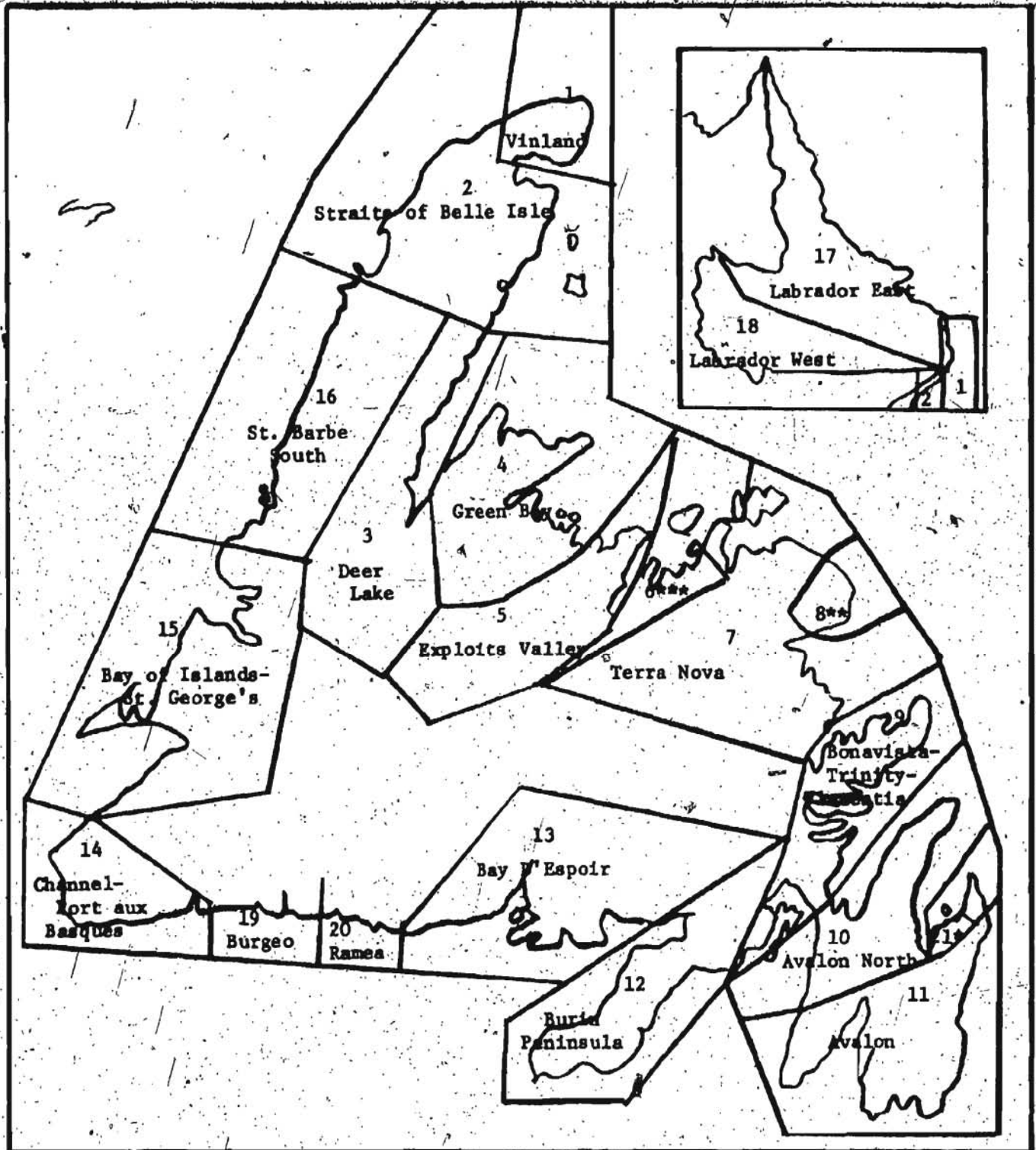
APPENDIX A

TERM 17 OF THE TERMS OF UNION OF NEWFOUNDLAND
WITH CANADA (1949)

In lieu of Section Ninety-Three of the British North America Act, 1867, the following Term shall apply in respect of the Province of Newfoundland.

In and for the Province of Newfoundland the Legislature shall have exclusive authority to make laws in relation to education, but the Legislature will not have authority to make laws prejudicially affecting any right or privilege with respect to denominational schools, common (amalgamated) schools, or denominational colleges; that any class or classes of persons have by law in Newfoundland at the date of Union, and out of the public funds of the Province of Newfoundland provided for education

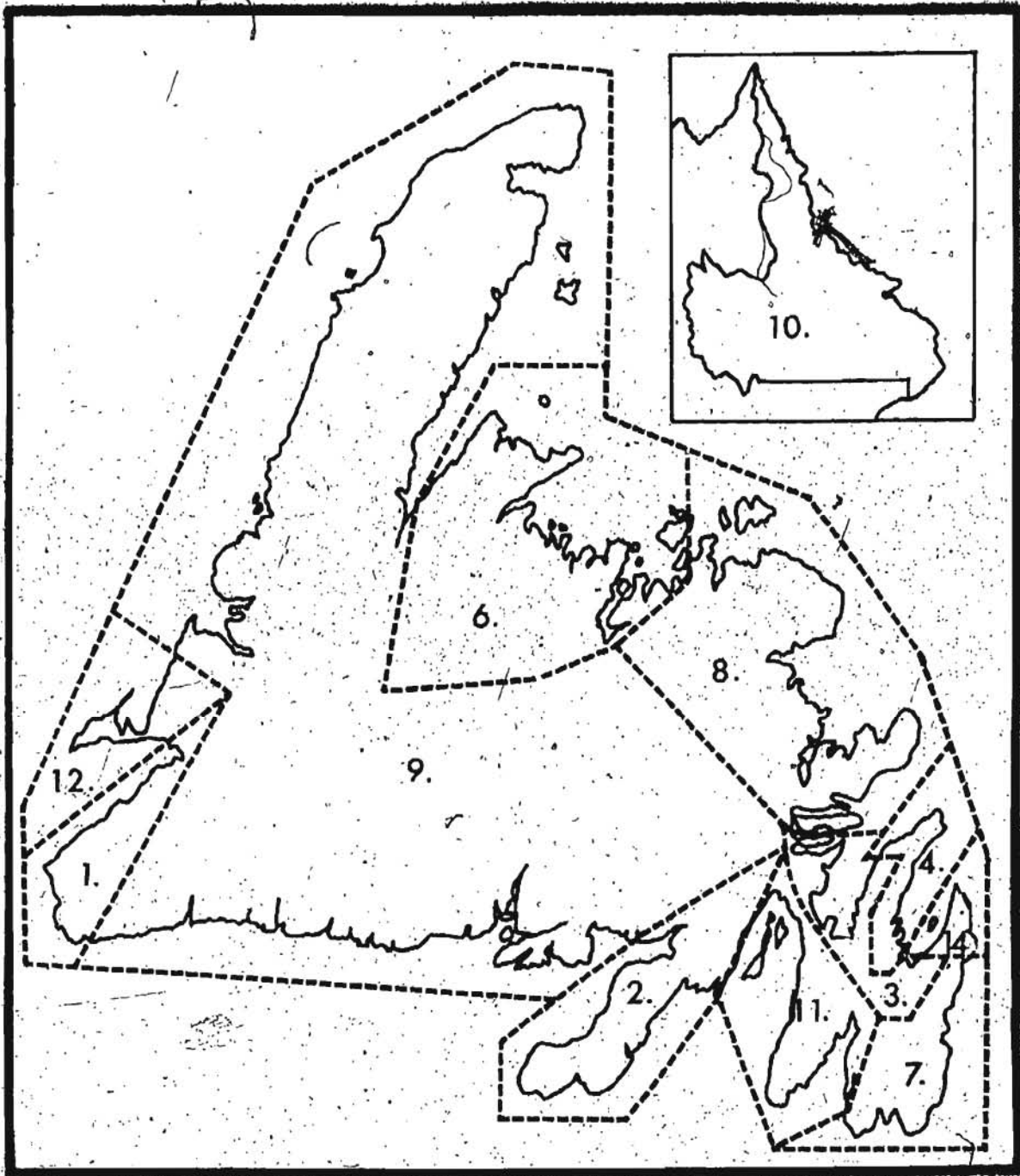
- (a) all such schools shall receive their share of such funds in accordance with scales determined on a non-discriminatory basis from time to time by the Legislature for all schools then being conducted under authority of the Legislature; and
- (b) all such colleges shall receive their share of any grant from time to time voted for all colleges then being conducted under authority of the Legislature, such grant being distributed on a non-discriminatory basis.



21* Conception Bay South 8** Cape Freels 6*** Notre Dame

Figure A.1

Integrated School Board Districts



- 4. Conception Bay North
- 8. Gander-Bonavista
- 10. Labrador

Figure A.2

Roman Catholic School Board Districts

APPENDIX D

QUESTIONNAIRE TO SUPERINTENDENTS

Definition of Shared Service School—A shared service school shall be any day school where:

1. children of the Integrating denominations and the Roman Catholic denomination attend the same school, and
2. there is a written agreement between an Integrated school board and a Roman Catholic school board governing the operation of the school.

Section A: Identification

1. Name of School Board _____
Address _____
Telephone _____

Section B: Shared Service Schools

1. Using the given definition, are there shared service schools in your district?

no yes

If yes, continue with Section B.

If no, go on to Section C.

2. Please identify the shared service schools and provide the information requested in the table below.

| Name of School and Location | Co-operating Board | Grades Taught | No. of Teachers | Current Enrollment by Denomination | | | | | |
|--------------------------------|-----------------------|------------------|--------------------|---------------------------------------|-------|-------|-------|-------|-------|
| | | | | R.C. | Ang. | U.C. | S.A. | Pres. | Other |
| 1. _____ _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ |
| 2. _____ _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ |
| 3. _____ _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ |
| 4. _____ _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ |
| 5. _____ _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ |
| 6. _____ _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ | _____ |

3. Please forward a copy of the signed agreement between your board and the cooperating board.

Section C: Other Forms of Co-operation

1. Are there other schools in your district where pupils, not of your board's denomination(s), attend by an agreement less formal than is referred to in the definition above? (Exclude schools where no agreement exists).

no

yes

If yes, complete the table below.

If no, the questionnaire is completed.

APPENDIX E

INTER-BOARD AGREEMENTS

1. St. Patrick's-Little Bay Joint Service.
2. St. George's Integrated School Board and Bay St. George Roman Catholic Consolidated School Board.
3. Bay of Islands-St. George's Integrated School Board and Bay St. George Roman Catholic Consolidated School Board.
4. Roman Catholic School Board for Gander-Bonavista and the Terra Nova Integrated School Board.
5. Roman Catholic School Board for Gander-Bonavista and Terra Nova Integrated School Board.
6. Proposed Constitution of Joint Committee of Roman Catholic School Board for Labrador West Integrated School Board.
7. The Integrated School Board-Straits of Belle Isle and The Roman Catholic School Board-Humber St. Barbe.

ST PATRICK'S-LITTLE BAY JOINT SERVICE

Interim statement of agreement between the participating School Districts,

The following is a recapitulation of the points discussed by Reverend Father O'Brien representing the Exploits Valley Roman Catholic School District and Roger Simmons representing the Green Bay Integrated School District.

1. The provision of facilities and equipment, maintenance and repair, janitorial services, teacher contracts, payroll and related matters shall be the responsibility of the respective Districts.
2. The provision of consumable teaching supplies shall be the responsibility of the Green Bay Integrated School District, provided that the Exploits Valley Roman Catholic School District shall underwrite two-thirds of the total cost of such supplies.
3. Student bus transportation shall be the responsibility of the Exploits Valley Roman Catholic School District.
4. The co-ordination and supervision of the education program and related matters shall be the responsibility of the Green Bay Integrated School District, provided that complete documentation, including copies of pertinent correspondence shall be supplied to the Exploits Valley Roman Catholic School District offices.
5. The provision of Religious Education programs shall be the responsibility of the respective School Districts, and timetabling and related arrangements shall be made so as to ensure that all Roman Catholic and Integrated students will be enabled to attend the Roman Catholic and Integrated Religious Education classes,

respectively.

6. This agreement shall be subject to review annually.

March 3, 1972

AGREEMENT BETWEEN

BAY OF ISLANDS - ST. GEORGE'S INTEGRATED SCHOOL BOARD AND
THE BAY ST. GEORGE ROMAN CATHOLIC CONSOLIDATED SCHOOL BOARD

1. The Bay of Islands - St. George's Integrated School Board shall lease to the Bay St. George Roman Catholic Consolidated School Board the former All Saints School at Stephenville Crossing. The fee for the above school will be \$1.00 per annum in addition to the cost of placing adequate insurance on the building and its contents.
2. The school shall be operated by the Bay St. George Roman Catholic Consolidated School Board and its authority shall be in accordance with the Education Act and the regulations made under it.
3. The Bay St. George Roman Catholic Consolidated School Board shall assume full responsibility for the maintenance and upkeep of the above school.
4. The Bay St. George Roman Catholic Consolidated School Board shall assume responsibility for the education of the former students of All Saints School as well as other children who would normally have entered that school.
5. The Bay of Islands - St. George's Integrated School Board shall have the right to nominate three teachers for the staffs of the schools at Stephenville Crossing.
6. Provision shall be made so that children of Protestant families will be given the opportunity to group for religious instruction and that the prescribed religion course will be taught by the nominees mentioned in Item 5.
7. Provision shall be made so that the canteen and lunch room at the All Saints School will be available at lunch time for out of town students desiring it.
8. Social functions for church, school or community may be held in the school building, provided that they do not interfere with the regular operation of the school and that due notice has been given to the Joint Committee or its nominees. No gambling of any kind shall be permitted in the school building.

9. A Joint Committee consisting of a member of each of the participating Boards shall be formed to settle any problem which may arise as a result of this agreement.
10. This agreement shall be in effect for the school year 1971-72 and shall be further renewed if both parties are amenable.

Joseph McIsaac
Witness

R. Hussey
Bay of Islands-St. George's
Integrated School Board

Joseph McIsaac
Witness

Rev. C. S. Costello, P.P.
Bay St. George Roman Catholic
Consolidated School Board

May 26, 1971

AGREEMENT BETWEEN

BAY OF ISLANDS - ST. GEORGE'S INTEGRATED SCHOOL BOARD AND
THE BAY ST. GEORGE ROMAN CATHOLIC CONSOLIDATED SCHOOL BOARD

1. The Bay St. George Roman Catholic Consolidated School Board shall ~~assume responsibility~~ for the education of the former students of St. David's Integrated School as well as other children who would normally have entered that school.
2. The Bay of Islands - St. George's Integrated School Board shall have the right to nominate two teachers for the staff of the elementary school and one teacher for the staff of the high school at St. Fintan's.
3. Provision shall be made so that children of protestant families will be given the opportunity to group for religious instruction and that the religious education course prescribed by the Integrated Education Committee will be taught by the nominees mentioned in Item 2.
4. A Joint Committee consisting of a member of each of the participating boards shall be formed to settle any problem which may arise as a result of this agreement.
5. This agreement shall be in effect for the school year 1973-74 and as long thereafter as the parties to this agreement or their successors deem necessary with the understanding that if unforeseen developments necessitate modification or cancellation of this agreement either party has the right to request such modification or to cancel the agreement. It is further agreed that at present no such developments are anticipated.

Witness

Bay of Islands-St. George's
Integrated School Board

Witness

Integrated Education
Committee

Witness

Bay St. George Roman
Catholic Consolidated School
Board

An agreement between the Roman Catholic School Board for Gander-Bonavista and the Terra Nova Integrated School Board to operate a Joint Service for Kindergarten to Grade Six at Glenwood, Newfoundland.

TERMS OF AGREEMENT:

1. Under this agreement the Boards agree to operate a Joint Service for Kindergarten to Grade Six in Glenwood.
2. Under this agreement the Kindergarten and Grade One students will attend class in the building owned by the Roman Catholic School Board at Glenwood. Roman Catholic students in the Grades Two to Six (both inclusive) may transfer either to the Integrated Elementary School - Glenwood, or to St. Joseph's Academy - Gander.
3. The respective Boards will have full responsibility for the ownership, insurance, operation and maintenance of their own buildings.
4. The Co-ordinating Principal of the Gander Integrated System shall be responsible for co-ordination of all educational matters for the Joint Service.
5. The respective Boards shall agree that an adequate number of Roman Catholic and Protestant teachers are available in each school building to carry out the Religious Education Programs of the co-operating Boards in accordance with Term No. 6.
6. A Religious Education Program in accordance with the appropriate D.E.C. approval shall be provided and carried out in a manner approved by the Religious Education Specialists of the Co-operating Boards.
7. Staffing of schools in the Joint Service shall be conducted by the Superintendents in consultation with the Co-ordinating Principals.
8. Students transferring into the R.C. System must do so by Grade VII. A student transferring into the Terra Nova Integrated System will do so in Grade VIII.

9. Liaison between the Boards shall be provided by a committee of one appointee of each Board and the respective Superintendents.
10. This agreement shall be reviewed annually before the first of June.

Signed on behalf of the
Roman Catholic School
Board for Gander-
Bonavista

G. M. Woodford
Chairman

Frank Smith
for R. Penton
Vice-Chairman

Signed on behalf of the Terra
Nova Integrated School Board

George Fowlow
Chairman

Wm. Elliott
Secretary-Treasurer

September 1, 1975

AGREEMENT

An agreement between The Roman Catholic School Board for Gander-Bonavista and The Terra Nova Integrated School Board to operate a Joint Elementary School Service at Gambo, Dark Cove, and Middle Brook, Newfoundland.

TERMS OF AGREEMENT:

1. Under this agreement the two School Boards agree to operate a joint service for Kindergarten to grade six inclusive at Gambo, Dark Cove and Middle Brook for the school year 1971-72.
2. The respective boards will have full responsibility for the ownership, insurance, operation and maintenance of their own buildings.
3. Under this agreement the Primary and Elementary pupils will attend classes in the following buildings:
 - a) The Primary pupils from Gambo will attend classes in the building operated by the Roman Catholic School Board at Gambo.
 - b) The Primary pupils from Middle Brook will attend classes in the building operated by the Integrated Board at Middle Brook.
 - c) The Primary pupils from Dark Cove will attend classes in the building assigned under an arrangement previously agreed upon with the Co-ordinating Principal for the system.
 - d) Elementary pupils (Grades 4 - 6) from all three communities will attend classes in the elementary school building in Dark Cove operated by the Integrated School Board.
4. The Co-ordinating Principal of the system shall be responsible for co-ordination of all educational matters for the joint service.
5. All teachers shall be appointed on their merit provided that an adequate number of Roman Catholic and Protestant teachers are available in each school building to carry out the Religious Education programs of the co-operating boards in accordance with item # 6.

6. A Religious Education program shall be provided, and carried out in a manner approved by the Religious Education Specialist of the co-operating boards.
7. Staffing of schools in the Joint system shall be conducted by the Superintendents in consultation with the Co-ordinating Principal.
8. Liaison between the boards shall be provided by a committee of two appointees of each board and the respective Superintendents.
9. This agreement shall be reviewed before June 1, 1972, and at that time further intervals for review shall be specified.

SIGNED ON BEHALF OF THE
ROMAN CATHOLIC SCHOOL
BOARD FOR GANDER-
BONAVISTA

1) William Shallow
Chairman

2) Raymond G. Penton
Vice-Chairman

September 8, 1971
Date

SIGNED ON BEHALF OF THE TERRA
NOVA INTEGRATED SCHOOL BOARD

1) M. G. Parsons
Chairman

2) Leonard Whitten
Vice-Chairman

21 Sept., 1971
Date

Proposed Constitution of Joint Committee of the Roman Catholic School Board for Labrador and the Labrador West Integrated School Board for the operation of Labrador City Collegiate.

- I. The name of the organization shall be the Labrador City Collegiate School Committee.
- II. This Committee will exist until as long as required by mutual agreement of both Boards or until alternate facilities are available to meet the needs of both Boards.
- III. Purpose
 - (a) To assist the School Boards in the administration and maintenance of the Labrador City Collegiate.
 - (b) To assist the Boards in the formulation of policy by making recommendations and assisting with the implementation of policy when adopted.
 - (c) To act as a means of communication between the School Boards, the community and especially the parents of children attending the school.
- IV. Membership
 - (a) The Committee shall consist of five members of each School Board.
 - (b) The Principal and Superintendents shall act as advisors to the Committee.
 - (c) Teachers or members of the student council may be called to a meeting if it is deemed necessary.
- V. Meetings
 - (a) Meetings shall be held on an evening during the first week of the month to be decided by the membership.
 - (b) Minutes of meetings shall be kept and numbered in sequence to indicate the number of the meeting. Copies of the Minutes shall be forwarded to both School Board offices.

- (c) A majority of the membership shall be a quorum for a meeting.
- (d) Meetings shall be chaired alternately by a member of the participating Boards.
- (e) The Chairman shall have the same right of voting as other members, and in case of an equality of votes for or against any motion, the question shall be considered as resolved in the negative.

VI. Duties and Responsibilities of the Committee

- (a) To insure that the building is well kept and maintained in good condition at all times.
- (b) Inspect the sanitary facilities and cleanliness and where necessary recommend changes.
- (c) Decide on the transportation system for the school including contracting, bus routes and stops.
- (d) Assist in providing and maintaining accommodations for teachers.
- (e) With the cooperation of the Superintendents, the Principal recommend teachers for appointment to the school, program to be adopted and teaching materials to be supplied.
- (f) Grant the use of the school building to other organizations provided that:
 - (1) the use does not interfere with the normal school work.
 - (2) arrangements are made for cleaning and care of the building.

VII. All normal current and capital expenditures will be handled through the office of the Roman Catholic School Board.

VIII. General

The School Committee exists for the purpose of improving the teaching-learning situation in the schools. It is, therefore, important that a close liaison be created with the Principal and staff and also with parents of children attending the school. Therefore, the Committee should meet in a general meeting with parents and staff at least twice each year. Cooperation between all groups concerned is

necessary if we are to provide the level of education our children deserve.

If the remaining party accepts the offer prior to the expiration of thirty (30) days the sale shall be completed upon the following terms:

(a) The price shall, unless agreed by the parties, be fixed by arbitration before three arbitrators, one each to be appointed by the parties and a third by the arbitrators so appointed and the decision of any two of such arbitrators shall be final and binding between the parties and part 5 of The Judicature Act (Chapter 114 of The Revised Statutes of Newfoundland 1952) shall apply to such arbitration.

(b) The sale shall be completed and the amount of the purchase money paid within thirty (30) days after the acceptance in writing of the offer to sell or within thirty (30) days after the price shall have been fixed by the arbitrators whichever period shall be the longer and thereupon the party selling shall deliver vacant possession of the premises to the party remaining and a proper conveyance of its interest.

If the remaining party does not elect to purchase the withdrawing party's interest the school lands and premises shall be sold as soon as is conveniently possible and the proceeds shall be divided equally between the parties hereto.

For the purposes of this paragraph and this paragraph only The Roman Catholic Episcopal Corporation of Humber-St. George's is deemed to be one of the parties to this agreement.

4. The parties agree that as soon as is conveniently possible a gymnasium addition to the school will be constructed. The operating board agrees to completely finance the costs of the gymnasium and if the other board agrees to pay to the operating board one half of the capital costs of the said addition (but will make no payment on account of interest or borrowing charges made or incurred with respect to the financing by the operating board) in equal consecutive annual instalments over a period of years, the first of which instalments shall be made one month after the completion of the said addition.
5. The school shall be operated by The Integrated School Board-Straits of Belle Isle and its authority shall be in accordance with the Department of Education Act 1968 as amended. The Education (Teacher Training) Act, 1968 as amended, and The Schools Act, 1969, as amended, and the regulations made under said Acts. Requests

made by The Integrated School Board-Straits of Belle Isle for the services of the supervisory staff of The Roman Catholic School Board-Humber St. Barbe in the school should be made in writing by the Superintendent of the Integrated Board to the Superintendent of The Roman Catholic Board, with a copy forwarded to the principal of St. Augustine's School.

6. Whatever percentage of statutory grants that may be demanded by departmental regulations to be raised at the local level shall be provided by the respective denominations according to their percentage of enrollment in the school at the end of October each year. The Integrated School Board shall provide an annual statement of income and expenditure relating to St. Augustine's School to the Roman Catholic School Board-Humber St. Barbe at the end of each school year. Any surplus that may remain at the end of the year from income relative to St. Augustine's School, either from statutory grants or other sources, shall be invested in improving the school or shall be divided between the two school boards in the ratio of enrollment of the respective denominations. Any deficit in the operational costs shall be shared between the two denominations also in the ratio of their enrollment. Provided however that no expenditure which would give rise to a deficit in any year in excess of \$2,500.00 shall be incurred without the approval of both parties to this agreement. A budget for the operating expenditures for the ensuing school year should be prepared and submitted for approval to the Roman Catholic School Board-Humber St. Barbe not later than June 1 each year.
7. Any assessments levied by either school board shall be collected by that school board and shall be the property of that school board. The school boards may delegate the principal of the school to act as a collecting agent.
8. Where practical, there shall be representation on the teaching staff proportionate to each denomination's enrollment. Whenever practical, when the principal is of a denomination other than Roman Catholic the Vice Principal shall be Roman Catholic or when the principal is Roman Catholic, the Vice Principal shall be other than Roman Catholic. The staffing shall be the responsibility of the superintendents of education of both boards. If the staffing is incomplete as of June 30, the board operating the school shall complete the staffing.

9. A joint committee consisting of three members selected by the Integrated Board and three members selected by the Roman Catholic Board shall be established. This committee shall meet at least three times a year in the interest of the school and shall report to the Integrated School Board for the Straits of Belle Isle.
10. Any minister of any denomination a party to this agreement shall have the right to conduct religious services in the school for students of his denomination at a time and place in the school mutually agreed to by the minister and the principal.
11. Social functions for Church, School or Community may be held at any time in the school building, provided they do not interfere with the regular operation of the school. No gambling of any kind shall be permitted in the school building. The authority to grant the use of the school for such purposes shall be vested in the local committee as established in Section 7 above, in consultation with the principal.
12. The said school shall be operated in accordance with the following rules and regulations and such other rules and regulations as may be mutually agreed upon by the parties hereto:
 - (a) The school shall open in September of each year on a date to be determined by the two superintendents as representatives of the school boards, in agreement with the Education Acts of 1968-69 as amended.
 - (b) Dates and periods of vacations shall be determined by the same superintendents in that same capacity.
 - (c) School shall open and close with a form of prayer approved by the clergy of the two churches.
 - (d) The class schedules shall provide for regular religious education period which, for Roman Catholic students, shall not be less than four periods of not less than thirty minutes each with no more than one period to be held on one day. For students other than Roman Catholic, the time for religious education shall be determined by the Integrated School Board for the Straits of Belle Isle.
 - (e) The principal of the school may set up a canteen and operate same with the assistance of other staff members or older students. Profits realized from this source or from student activities shall be used to purchase miscellaneous items for the school. An annual

statement of income and expenditure in this connection shall be sent to the Integrated School Board, Straits of Belle Isle by the principal at the end of each school year.

EXECUTED for and on behalf of The Integrated School Board-Straits of Belle Isle in the presence of:

Chairman

Witness

Secretary

EXECUTED for and on behalf of the Roman Catholic School Board-Humber St. Barbe in the presence of:

Chairman

Witness

Secretary

The terms of the above agreement are hereby confirmed and consented to by The Roman Catholic Episcopal Corporation of Humber-St. George's in the presence of:

Witness

APPENDIX F

School Board _____

1. What is your board's present policy with respect to entering into a shared service with school board?

2. Check one of the four responses below to indicate the willingness of your board to participate in a shared service in the future.

| | | | |
|--------------------------|-------------------------------|--------------------------|--------------------------|
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| enthusiastic | participate with reservations | participate reluctantly | refuse to participate |

Please feel free to comment on your response.

