SUPERVISION IN THE SCHOOLS OF THE
NORTH-WEST TERRITORIES AND SASKATCHEWAN,
1934 TO 1953

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1960
SUPERVISION IN THE SCHOOLS OF THE
NORTH-WEST TERRITORIES AND SASKATCHEWAN,
1884 TO 1953

A Thesis
Submitted to the Faculty of Graduate Studies
In Partial Fulfilment of the Requirements
for the Degree of
Master of Education
in the College of Education
University of Saskatchewan

by
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Saskatoon, Saskatchewan
August, 1960

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SECTION I

THE PROBLEM AND REVIEW OF THE LITERATURE

Introduction

The present system of education in Saskatchewan has evolved from legislation and regulations established in the latter part of the nineteenth century, when education in the West became a responsibility of the Territorial governments. In the intervening years there have been great changes in all aspects of the educational programme. Traditionally, supervision has been inspectoral in nature, but striking changes in the system of inspection and supervision of the schools are apparent when one compares the practices of the nineteenth century with those in use today. An examination of these changes and an evaluation of current practices in the supervisory programme should contribute to an understanding of the development of the educational system in Saskatchewan.
CHAPTER I

THE PROBLEM

Statement of the Problem

It is the purpose of this study to investigate some aspects of the growth and development of supervision in the elementary and secondary schools of the North-West Territories and Saskatchewan from 1884 to 1953.

Delimitation of the Problem

This study is confined to publicly supported elementary and secondary schools. No attention is given to either private or church schools, and the Normal Schools are dealt with only insofar as their activities are related to supervision in the schools under consideration.\(^1\)

An attempt is made to answer the following specific questions:

(1) What legislation has been enacted and what special regulations have been established which have affected the supervisory programme of

\(^1\) Prior to 1893 the training of teachers was done in the Normal Departments of the Union Schools, which had been established to provide for higher education. In 1893 the first regular Normal School was established in Regina. This term was used to denote teacher training institutions in the province, other than the College of Education, up to 1953. At that time legislation was passed by the Provincial Government changing the name of the two Normal Schools to Saskatchewan Teachers' College, Moose Jaw, and Saskatchewan Teachers' College, Saskatoon.
the schools?

(2) What changes have occurred in the administrative organization for supervision and what effect have these changes had on supervision?

(3) What developments have taken place in the period, 1884-1953, with respect to supervisory personnel and their duties?

(4) What developments have taken place in the area under consideration with regard to supervisory devices and techniques?

(5) What changes have occurred in the principles and philosophy of supervision during the period, 1884-1953?

Background of the Problem

By 1884 Manitoba and British Columbia had already joined the federation of provinces united by the British North America Act. The formation of these two provinces left a vast territory, extending from the forty-ninth parallel on the south to the Arctic Ocean on the north, and stretching from the Province of Manitoba on the east to British Columbia on the west, designated as the North-West Territories. A separate district lying north of Manitoba, called Keewatin, had already been created in 1876. In 1882 that part of the North-West Territories south of the fifty-fourth parallel was divided into four districts: Assiniboia, Saskatchewan, Alberta, and Athabasca. Studies concerned with the early development of any aspect of education in Alberta or

2 Manitoba became a province in the Dominion in 1870, while British Columbia joined the federation in 1871.
Saskatchewan must of necessity consider developments in this area, known as the North-West Territories.

The need for some type of supervision in the schools was recognized early. At first, those who inspected the schools in Canada were trustees, clergymen or other interested citizens who volunteered their services on a part time basis. After the middle of the nineteenth century, in the Eastern provinces, many local districts appointed and paid inspectors to perform these services. However, adopting practices established in England in 1839, the provincial departments soon assumed a dominant role in supervision. The central authority in each province set out qualifications for the inspectors and eventually became their direct employers.

The first local officers with supervisory functions were appointed in 1816 in Upper Canada and in 1833 in New Brunswick. At first these officials were appointed on a part time basis, sometimes with little regard to previous educational experience, and were most often remunerated on a per visit basis. Phillips reports that supervision under these conditions oftentimes was farcical, so that in the latter years of the nineteenth century more stringent regulations with respect to professional qualifications and duties were adopted. In

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3 C. E. Phillips, *The Development of Education in Canada*, p. 244.
4 Ibid., p. 245.
5 Ibid., pp. 246-247.
1884, the first school ordinance of the North-West Territories was passed by the Territorial Legislature. In this ordinance provision was made for the appointment of inspectors. As in Eastern Canada, the first inspectors were not professional educators. The original inspectors were mostly clergymen and represented both the Protestant and Roman Catholic faiths.

In the past little or no differentiation was made between administration and supervision. The modern idea stresses that supervision is one of the services to be provided by educational administration; that while close relationships exist between the two fields, supervision is that part of the administrative programme specifically concerned with improvement of instruction. Supervision is usually defined in terms of purposes rather than techniques. Briggs and Justman state:

In general, to supervise means to coordinate, stimulate, and direct the growth of the teachers in the power to stimulate the growth of every child through the exercise of his talents toward the richest and most intelligent participation in the society and the world in which he lives.

Supervision, then, deals with the instructional phases of the school programme and is aimed at improving the total learning situation for each pupil by promoting the growth of all those concerned with the learning process. To quote Kelchior: "Supervision is concerned with

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6Ordinances of the North-West Territories, No. 5 of 1884, s. 5.
7T. H. Briggs and Joseph Justman, Improving Instruction through Supervision, p. 4.
everything that directly concerns the further development of every member of the faculty and student body toward physical and social competence:"8

It is apparent that supervision must fall within the larger framework of administration. Administration is the broader concept and, as such, will be concerned with matters usually beyond the scope of instructional supervision such as providing and maintaining school grounds and buildings, securing instructional materials, financing the system, establishing standards of progress, and setting up curricula. While supervision deals with the instructional phases: pupils, curriculum, procedures, and evaluation, it is also interested in the administrative details insofar as they directly concern the learning process. As Barr, Burton, and Brueckner state: The division between supervision and administration, "can only be an arbitrary one for the purpose of discussion. Intimate inter-relationships and overlap are inherent and inevitable."9

Throughout the years much has been written on the need for and the purposes of supervision. At different educational levels, supervision (or what has passed for supervision) has performed many services which seemed vital to the existence of the school system. These services have included: inspection of schools to ensure that they are operated

8W. T. Melchior, Instructional Supervision, p. 9.
within the framework of law formulated by the legislature, provision of materials adequate to the learning situation, examination of the curriculum as to fitness of content, recommendation of diagnostic and remedial measures, stimulation of the in-service education of teachers, and the fostering of better personal relationships. The purposes of supervision, as stated by Briggs and Justman, are not meant to be all inclusive. The authors point out that each supervisory programme must eventually develop its own set of purposes. They suggest that supervision should help teachers see more clearly the real ends of education and the problems and needs of growing people. Supervision should help in promoting professional improvement of the school by fostering harmonious staff relations and by stimulating in-service growth of teachers. It should induct the beginning teacher into the profession, help the teacher find the work for which he or she is best suited, and also help all teachers to develop greater competence in teaching. Supervision includes the tasks of evaluating each teacher's work, of assisting teachers in diagnosing learning difficulties, and of administering effective remedial instruction. Another view advanced by Briggs and Justman is that supervision may foster harmonious school-community relations.¹⁰

Many educators have raised objections to the type and purposes of supervision which seemed prevalent in the past. Generally, however,

teachers want supervision. From the standpoint of economy, both in time and money, studies have shown that children taught by supervised teachers learn faster that those taught by unsupervised teachers.\textsuperscript{12} While no studies of this nature have been carried on in this province, it is generally agreed that an adequate supervisory programme is basic to the development of a sound educational system. In Saskatchewan rapid political and economic changes of the past substantially increased the necessity for supervision in the schools. Changes in the organization of government; the immigration of various cultural groups; the trend toward urbanization and larger farm holdings; an ever changing curriculum; the frequent shortage of qualified teachers; all these added tremendously to the work of educational supervision.

Supervision is not static. Using a process of self-evaluation it constantly seeks to improve itself. Over the years the concept of supervision has changed much, and to some extent the changes in Saskatchewan parallel those occurring in other places. At first supervision was mere inspection, a check-up to see if the school was being kept in the manner prescribed by the authorities. Little or no differentiation was made between administration and supervision. The system was characterized by the use of a limited number of procedures and by its emphasis on the teacher and her methods. Barr, Burton, and Brueckner

\textsuperscript{11}A. S. Barr, W. H. Burton, and L. J. Brueckner, \textit{op. cit.}, p. 35.

\textsuperscript{12}J. H. Bennett, "Supervising Principal and Constructive Supervision," \textit{Educational Administration and Supervision}, 1936, p. 89.
contrast the traditional and modern concepts of supervision. Their ideas are set forth as follows:

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<th>Modern Supervision</th>
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<tr>
<td>(1) Inspection</td>
<td>(1) Study and analysis</td>
</tr>
<tr>
<td>(2) Teacher focused</td>
<td>(2) Aim, material, method, teacher, pupil and environment focused</td>
</tr>
<tr>
<td>(3) Visitation and conference</td>
<td>(3) Many diverse functions</td>
</tr>
<tr>
<td>(4) Random and haphazard or meager formal plan</td>
<td>(4) Definitely organized and planned</td>
</tr>
<tr>
<td>(5) Imposed and authoritarian</td>
<td>(5) Derived and cooperative</td>
</tr>
<tr>
<td>(6) One person only</td>
<td>(6) Many persons</td>
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These authors further state that supervision has undergone four stages of development. Of course this development has not proceeded on an even front in all places, and at any given time one could find supervisory programmes which would fall into any one of the classifications they describe.

Barr, Burton, and Brueckner say that at first supervision involved inspection under a laissez-faire concept. In this stage, schools and teachers were inspected and rated, but remedial measures were not adopted in the solution of teaching-learning difficulties. Praise or criticism usually followed the inspection but little concrete action was taken to improve the situation. Following this a coercive concept of supervision developed. It was brought about by a realization of the low efficiency of many teachers and a recognition of the need for improvement. This kind of supervision vested supreme power in the

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supervisor. It was his duty to point out the sources of teachers' errors and lay down a series of ready-made corrective procedures for the teachers to follow. The next step forward resulted in supervision becoming regarded as training and guidance. That the supervisory and administrative levels knew best was still a basic principle, but the coercive aspect was dropped. The training and guidance aimed at personal and cultural development, but, while the improvement of personality was recognized as important, there was little chance given for self-improvement. Decisions were still made at the top administrative and supervisory levels. The fourth stage, which is receiving strong emphasis today, considers supervision as democratic leadership. It stresses group participation and emphasizes self-direction rather than imposed supervision.\(^1\)

These changes in attitude toward supervision have been accompanied by definite changes in the principles and procedures of supervision. De Young suggests certain major trends which characterize these changes. Among these trends in the principles of supervision he has noted that supervision has broadened beyond the inspectoral concept and gives more attention to ultimate aims and values. It is now directed more towards self-improvement, is less authoritarian, and is more generally accepted by teachers. Supervision has become more democratic in its methods and personal relationships.

As far as procedures are concerned, De Young believes that there is less surprise visitation, teachers are not required to follow traditional lesson plan, and there are broader methods of evaluation used today. He also stated that the rating of teachers is being humanized and supervision allows for a wider use of materials.15

Other trends suggested by Barr, Burton, and Brueckner are that policies and plans for supervision are formulated through group discussion with participation by all. Supervisory activities and opportunities are distributed among an ever larger number of persons, and supervision is increasingly derived from the situation rather than imposed upon it.16

The principles of supervision as formulated by educational authorities are based upon the idea that supervision is democratic leadership. These principles suggested by Kelchior may be summarized as follows:

Supervision is philosophic in that it must be based upon the supervisory staff's attitude toward the function of the school, toward leadership, and toward people. Supervision is creative and cooperative in that all concerned with the supervisory programme must play an active part if the programme is to be effective. Supervision must employ the scientific method in problem solving, and supervision must be effective.

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in meeting the needs of the specific community in which it operates.  

This newer concept of supervision has also necessitated the broadening of procedures and techniques. Classroom visitation alone is no longer effective as a supervisory procedure. It has been necessary to expand considerably the means of supervision to meet the demands of a broadened programme. No attempt will be made at this time to prepare an exhaustive list of specific techniques used in supervision.

An understanding of our present concepts must be based upon an understanding of the concepts and events of the past. Historical research gives a greater understanding of the principles and procedures of supervision. It allows a scientific evaluation of the effect of procedures used and of the policy formulated for supervision. It also makes possible a consideration of the cultural and economic forces acting upon supervision and a determination of their effect on the supervisory programme.

Definition of Terms

Publicly supported schools. Publicly supported schools will mean all those schools which receive financial support from the Government of Saskatchewan and from local taxation. All publicly supported elementary schools in the Province may be classified as either public elementary or separate elementary schools. The School Act provides for the organization in certain public school districts of either Roman Catholic or

1

Protestant Separate School Districts. Both groups of schools serve under the same regulations as to courses of study, teacher certification, and inspection of schools.

In addition, there are continuation schools in which one room is maintained exclusively for students in Grade VII and or Grade VIII and one or more high school grades. High schools may be operated where one or more departments are maintained exclusively for pupils above Grade VIII. The high schools and collegiate institutes are established and operated according to legislation set down by the Secondary Education Act. These matters and others pertaining to the operation of secondary schools in Saskatchewan are described in more detail in Chapter VI.

School inspector and school superintendent. The terms school inspector and school superintendent are used reciprocally in parts of the thesis. The term school inspector was used from 1886 to 1940 to denote those officials appointed by the territorial and provincial governments to inspect and supervise the work done in the schools. In 1940 the School Act and Secondary Education Act were amended so that the term superintendent replaced inspector.18

School legislation. The School Act is the short title applied to the provincial statute respecting the governing of public and separate schools in Saskatchewan. There are, however, many other statutes regulating educational affairs in Saskatchewan. Among those which are referred to in this thesis, and described herein, are the Secondary

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18 Statutes of the Province of Saskatchewan, 1940, c. 75, s. 2.
Education Act, passed in 1907 and the Larger School Units Act, passed in 1944.

Sources of Data

The data for the investigation were drawn from the following sources: (1) School Ordinances of the Territorial Governments and Statutes of the Province of Saskatchewan; (2) Regulations of the Board of Education, Council of Public Instruction, and Department of Education; (3) correspondence of officials of the Department of Education; (4) the annual reports of inspectors and superintendents to the Department of Education; (5) the minutes of superintendents' conferences, and of other meetings concerned with school supervision; (6) analysis of questionnaires directed to superintendents and school principals; (7) personal interviews; (8) reports of committees established to investigate certain aspects of education in Saskatchewan; and, (9) miscellaneous pamphlets and reports.

Procedures Used in this Study

The sources of the data were examined to locate material applicable to the study. The data are arranged under the following topics: Organization for Supervision, Supervisory Personnel, Development of Supervisory Procedures, Trends in the Principles of Supervision, and Retrospect. Within each topic a chronological sequence is used to describe the order of events. The procedure used is one of documentary analysis.
CHAPTER II

REVIEW OF THE LITERATURE

Many of the books published describing the growth and development of Western Canada contain direct reference to the development of education. However, for the most part these references are very general. Canada and Its Provinces contains a brief description of the historical background of education in the West and describes the general pattern of organization of the early period.¹ The organization for the inspection of schools is outlined in an article entitled "The Educational System of the Territories," written by D. G. Goggin.²

The Development of Public Education in Canada, by C. E. Phillips, is a comprehensive history of educational development in Canada.³ Phillips devotes some four pages to a description of the origins and development of supervision in various parts of Canada. One chapter is devoted to "Teacher Education", and a section of this deals with "In-Service Education", in which the author describes the development of various in-service training programmes.

Prior to 1953 no research had been done to describe the development of supervision in the schools of the North-West Territories and

Saskatchewan. However, Part Two of "Rural Schools in Canada, Their Organization, Administration and Supervision," by Miller, is entitled "Inspection and Supervision of Rural Schools." While this early study deals with rural schools all across Canada, the author points out the essential similarities and differences in the programmes as they exist in each of the various provinces. In addition the statistical information is compiled in such a way as to make possible its identification province by province.

In the section of his thesis dealing with appointment and qualifications of inspectors, Miller describes the method of appointment used in each province, the minimum professional qualifications for appointment, the length of service of inspectors, and the degree to which the early life of inspectors had been in contact with rural living conditions.

Section Two is devoted to the duties of inspectors, which the author noted were much the same in all provinces. Section Three is entitled "Actual Conditions Under Which Inspectors Work," and is subdivided to include: (a) the number of schools, and the number of teachers per inspector, (b) distribution of inspectors' time and, (c) salaries and expenses of inspectors. The author also describes "Methods of Inspection and Supervision."

In summary, Miller makes the following suggestions and observations:

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(1) There should be provision for supplementary training of inspectors in the form of special courses, leaves of absence for visitation, investigation and study, and more time for private reflection and study.

(2) There should be some modification in the amount of work required, and more adequate salaries should be paid.

(3) There should be adjustment made so that the supervisory force will give greater attention to rural teachers, who are more in need of supervision than the usually more experienced city and town teachers.

(4) There should be some reduction in the number of teachers per inspector.

(5) A more definite organization of reading courses for teachers, and a special study of problems during the year would make the teachers' meetings, conferences, and convention more useful means of professional stimulation.

(6) The use of the model lesson as a means of helping the teacher is of variable value and effectiveness according to the circumstances under which it is used.

(7) There seems to be a need for fuller understanding and appreciation of the function and methods of supervision of instruction.

Toombs' thesis, "Some Aspects of the Growth and Development of Educational Administrative Policies in Rupert's Land and in the North-
West Territories to 1905, "does not deal directly with supervision, but it describes the organization of the Territorial government up to 1905, and the formation and development of educational administrative policies to that time. L. E. Lench"s "A History of Secondary Education in Saskatchewan," and "The Organization of Public Education in Saskatchewan" by Denny, also contain data on the development of certain administrative institutions in Saskatchewan.

The thesis, "The Growth and Development of the Regina Educational System from Its Beginnings to 1944," by Neely, contains an historical outline of the development of education in Regina. It does not lay much stress on the growth and development of supervision in that city, but it does contain statistical data on the appointment of superintendents and other supervisory officers. The author also describes the major contributions made by each superintendent to education in Regina during his tenure as superintendent. No mention is made of the supervisory duties

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of the superintendent, special supervisors, or school principals. The author advocates the appointment of a High School Superintendent for Regina, and the acquisition of a special guidance officer or teacher psychologist.

Norgenroth's thesis, "The Development of the Organization and Administration of the Saskatoon School System 1884-1947," contains a chronological account of the organization and growth of the Saskatoon schools. The appointment and length of service of superintendents and other supervisory officers is described, but no attempt is made to describe their work.

In 1937, T. N. Spencer made a study of the supervisory activities of school principals in rural Saskatchewan. This thesis describes briefly the history of supervision in Saskatchewan as far as school principals are concerned. It also contains a description of the experiment carried on in the Kindersley-Glidden Rural Supervisory Area in 1930, when a rural school supervisor was appointed to aid instruction in the schools of that area.

One chapter of Spencer's thesis is devoted to describing the number and kinds of supervisory activities performed by principals in

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rural Saskatchewan. The information is based upon an analysis of data gathered from questionnaires prepared by the author and sent to various rural school principals. Spencer also discusses the influence on supervision of the qualifications of the principal, the experience of the principal, the population of the school centre, the size of the school, and the time spent on supervision. The supervisory activities carried on in the Kinistino Inspectorate and in the Nelfort Public School are also described.

Spencer stated that supervision in Saskatchewan is in an experimental stage, and that only in some cases has the principal been given authority to supervise and provided with time for supervision. From an analysis of data derived from the questionnaires, the author pointed out that the average number of supervisory activities carried on by principals was 36.9.\textsuperscript{11} The questionnaire contained a list of seventy-three suggested activities.

With regard to the influence of certain factors on the supervisory programme, Spencer stated:

The most favorable combination of factors was indicated to be a degree in Education, ten or more years experience as principal, six or more years in the present position, population of two thousand or more, four to eight rooms in the school, and three or more hours of supervision per week.\textsuperscript{12}

When considered by themselves, the qualifications of the principal, and the length of service in the present position were regarded as being

\textsuperscript{11}Ibid., p. 31.

\textsuperscript{12}Ibid., p. 89.
obscure factors in determining the number of supervisory activities carried on by the principal.

The following conclusions are those stated by Spencer as being warranted by the facts presented in this study:

(1) A special course of training should be planned for principals in which supervision would receive careful attention.

(2) The school principal should be given full responsibility for supervision as his most important duty.

(3) The principal should be free from teaching duties for a part of each day so that he can supervise the instruction in his school.

(4) The principal should give special attention to activities related to the improvement of the teacher in-service.

(5) Some more adequate provision for supervision of one room rural schools should be undertaken.\(^{13}\)

Certain research projects have been undertaken by students in classes in supervision in the College of Education at the University of Saskatchewan. These projects attempted to obtain some assessment of the types and value of supervisory techniques used in Saskatchewan. The reports of these investigations are reproduced in full in the Appendices. Specific parts of the investigations will be examined in Section IV of the thesis describing the development of supervisory procedures in Saskatchewan.

For the first project, conducted in 1951, a questionnaire was sent

\(^{13}\)Ibid., p. 92.
out to the school superintendents of the Province.14 The questionnaire contained a list of twenty-five suggested supervisory activities. The superintendents were asked to indicate which devices they used and also to rate each device, whether they used it or not. The scale provided for the rating was divided into four categories: excellent, good, fair, and poor. Space was also provided for a short statement on the merit of each of the devices listed. In addition the superintendents were allowed to suggest and rate other devices they used, not included in the original list.

The questionnaires were distributed to sixty-eight superintendents. Sixty-one replies were received, but three came too late for classification. The devices were first arranged in rank order according to the frequency of use by the superintendents. Then, by assigning scores to each item, according to the merit rating received, a list was drawn up to indicate the rank order of the value of the devices, according to the superintendents' replies to the questionnaire. The report contained a list of fourteen other supervisory activities not listed in the questionnaire, but submitted by some superintendents as procedures they used. Also included was a list of the more typical opinions expressed by superintendents concerning each device.

A second project, conducted early in 1953, also made use of the

14"A Survey of Supervisional Devices Being Used in Saskatchewan by Superintendents," a research project conducted by the members of an undergraduate class in supervision in the College of Education, University of Saskatchewan, under the direction of M. P. Toombs, 1951.
questionnaire. For this survey, questionnaires were sent to principals in the village and town schools of Saskatchewan having two rooms or more. No questionnaires were sent to the principals in the schools of Regina, Saskatoon, Moose Jaw, or Prince Albert.

The method used in obtaining the sample to which the questionnaires were distributed is not clear. Therefore any generalizations reached must be restricted to the group reporting in the questionnaires.

Seventy-two questionnaires were distributed and fifty-eight replies were received in time for analysis. Any noticeable trends in the kind of supervisory procedures used, which appeared to be due to the size of the school, were noted in the comments. The questionnaire contained a list of fifteen questions, the sub-parts of which suggested a total of forty-three specific supervisory activities. The principals were asked to indicate which of the devices they used and also to comment on each one, whether they used it or not. In addition, the questionnaire contained four other questions, each requiring a short written statement by the principals.

In reporting the data the questionnaire was reproduced, and the summation of all answers given in the "Yes" or "No" columns. Thus it is possible to note the extent to which each device was used by the principals. A summary of the principals' comments on each technique is also

15"Supervisory Practices in Fifty-eight Village and Town Schools in Saskatchewan," a research project conducted by the members of an undergraduate class in supervision, in the College of Education, University of Saskatchewan, under the direction of K. P. Toombs, 1953.
included. These remarks also contain data and comments by the investigators as to the use of each activity suggested.

In analyzing the data for the last four questions, the investigators prepared an outline for each question. This outline attempted to summarize the principals' comments, and also to present some conclusions drawn by the researchers from the data submitted.

The general observations which arose from the study may be found en toto in Appendix A. These observations, and others arising from an examination of the survey, will be reviewed in the section dealing with the development of supervisory procedures.

After the revival of interest in education marked by "Saskatchewan's Campaign for Better Schools,"16 the Executive Council passed an order in June 1917 authorizing the hiring of an expert to make a survey of education in Saskatchewan. The Council chose H. W. Foght, a specialist in rural school practice from Washington, District of Columbia. One section of the report which came from this survey is entitled, "School Inspection and Professional Supervision," and supervision is also discussed in the chapter, "City, Town and Village Schools."17 This report noted that the schools of Saskatchewan were inspected, not supervised.

16In 1916-1917, the Department of Education instituted a campaign to revive interest in the promotion of education. This campaign was called "Saskatchewan's Campaign for Better Schools," and featured the investigation into school conditions conducted by H. W. Foght.

Another conclusion drawn was "The open country and small village schools have no provisions for close effective supervision." The prevailing system of supervision was described as being centralized, working outward or downward from the central Department of Education. Foght favored this plan over a suggested one of having local inspectors, but he did think there should be local supervisors working under the direction of the provincial inspectors. The report also described the qualifications, experience and salary of the inspectors at that time. In this regard it is noted: "Neither is it wise to pay the inspectors less than the salaried town and city principals and superintendents, whose schools they inspect." 

From data gathered in the survey, Foght made the following recommendations for closer and more effective supervision:

(1) Provisions for the gradual development of a dual plan of supervision—provincial and local;

(2) Increase in the number of provincial inspectors, as financial conditions may permit, until they become numerically strong enough to establish thoroughly among schools and patrons the educational policy of the government, and enforce in spirit and in fact the educational law of the land;

(3) Establishment of each municipality as a unit for local supervision under immediate direction of the provincial inspector in whose inspectorate the municipality lies. Such supervision to be in charge of the principal of the rural high school...;

(4) Plan for organization of two or more municipalities into one supervision district, where there are no municipal high

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18Ibid., p. 33.
19Ibid., p. 38.
20Ibid., p. 36.
schools. Such district supervisor to be directed by the inspector of the inspectorate within whose inspectorate said municipalities lie. The provincial government to pay not to exceed one-half of the district supervisor's salary;

(5) Maintenance of the standard of provincial inspectors at a high level of excellence:

By selecting new inspectors preferably from among those educators of high standing and long experience in the Province who have completed a college or university course and in addition thereto have had an advanced course in a normal school or faculty of education;

By making the appointment provisional for two years, after which it shall be made permanent;

By providing ample opportunity for professional improvement through granting each inspector (1) sabbatical leave at full pay; or (2) shorter leave for study every second or third year; or by requiring inspectors to attend lectures at the University of Saskatchewan for a period of six weeks or two months each winter. The University to organise for the purpose advanced courses in the educational theory and practice leading to degrees in education . . . ;

(6) Placing the initial compensation of all provincial inspectors at $2000.00 per annum with increases thereafter at the rate of $200.00 per annum up to $3000.00;

(7) Recognition of the inspectors in every respect as officials of the Department of Education with materially increased powers in matters of policy and judgement concerning government grants, boards of education, teachers, etc.;

(8) Allowance to each inspector of a reasonable amount of secretarial help to release his valuable time for more important tasks.21

At the time the survey was being conducted, the School Act permitted the appointment of superintendents by the local boards in

21 Ibid., p. 38-39.
districts where there were not less than fifteen departments in operation. In 1918, four cities, Regina, Saskatoon, Moose Jaw, and Prince Albert employed school superintendents. The School Act, then as now, left it to the local board to assign duties to the superintendent. Foght stressed the need for supervision especially in town and village schools. He stated:

Nothing would mean more to urban educational progress in Saskatchewan than for city or town boards of education to delegate the details of management to a professionally trained superintendent of schools, and to give the superintendent all the necessary assistance in carrying on the work thus placed in his hands.

The following summary contains the list of recommendations made by Foght with regard to supervision in city or town schools:

(1) The position of town or city superintendent of schools should be given more recognition by law and by regulations. Any city, town, or group of towns or villages should be permitted to engage a superintendent or supervising principal, receiving aid from the Province of Saskatchewan for part of the salary of such an officer;

(2) An annual school census should be taken by the school authorities as the basis for attendance records and follow up. The superintendent of schools should have sufficient clerical and research assistance to tabulate and study the records thus obtained;

(3) In the larger cities buildings of eight rooms or over should be in charge of a principal at least half of whose time should be free for supervision. In smaller communities supervision should be secured through a cooperative arrangement with other communities . . . ;

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22 Statutes of Saskatchewan, 1915, c. 23, s. 112. An amendment in 1917 raised the required number of teachers to twenty-five. Statutes of Saskatchewan, 1917, (Sess. 2), c. 32, s. 5.

23 H. W. Foght, op. cit., 1918, p. 82.
(4) One of the first aims of any supervision system that may be established would be to eliminate the excessive formalism in teaching that prevails in many of the town and village schools;

(5) At the earliest opportunity the high school district as a separate establishment should be abandoned. There should be but one board for public schools and high schools.\(^{24}\)

Foght recommended that one member of each normal school staff be designated as "Director of Extension Service," with authority to organize study centres at strategic points.\(^{25}\) He suggested that these courses should supersede the reading courses for teachers, then in effect, as a means of in-service training. It was planned that teachers not holding permanent certificates would take these courses of academic and professional study, and would be tested from time to time on their progress.

The Report of the Committee on School Administration, 1939,\(^ {26}\) made only brief reference to inspection or supervision. In this connection the report stated:

> If an inspector could be given charge of a unit consisting of seventy-five schools he would be able to keep in closer contact with all the schools than he can today when he has many more than seventy-five schools in his charge. The inspectorates generally are too large, with the result that inspection does not mean as much to the schools and the teachers as it should. Larger units with an inspector or supervisor in charge of each unit would be an improvement, but better supervision could be given under the present system if there were more inspectors with smaller inspectorates.\(^ {27}\)

\(^{24}\)Ibid., pp. 86-87.

\(^{25}\)Ibid., p. 126.

\(^{26}\)Report of the Committee on School Administration, 1940, 73 pp.

\(^{27}\)Ibid., p. 60.
SECTION II

ORGANIZATION FOR SUPERVISION

Introduction

In this section an attempt is made to describe the manner in which supervision fits into the total organizational plan for Saskatchewan schools at both the departmental and local levels. Within the organizational plan that is established for any system of education some place must be made for a supervisory programme so that there will be a specific and continuous attempt to improve the quality of instruction and to evaluate its effectiveness.

When one studies the supervisory programme of the Saskatchewan schools, no one particular pattern appears to emerge. At the highest level the programme is administered outward or downward from the Department of Education, so that a large measure of centralized authority is achieved. However, a great deal of local direction is also given to supervision. Thus it is necessary to consider the organization for supervision in the local districts and the Larger School Units.

At the local level of administration various plans of organization have been advanced. These include the dualistic, line and staff, and coordinate plans. In Saskatchewan none of these plans has enjoyed general use at the local level, although the line and staff plan of administration has been used in the three city systems described in Chapter VII. The particular type of administrative plan operated by the
local school authorities should depend upon the size of their school system, the desired lines of communication and the skill with which the supervisors are able to maintain group coordination.

Because some of the cities of Saskatchewan administer their own supervisory programmes, with special arrangements suitable to their situations, these must be considered separately from the local districts and Larger School Units. Then too, the organization for supervision in the secondary school districts of Saskatchewan must be given special attention because of the special arrangements existing for the supervision of instruction in such schools. Thus this section is organized to describe the administrative patterns for supervision that have evolved at the provincial level, within the smaller local districts and larger school units, within the secondary school districts of Saskatchewan, and in the public and separate school districts in three of the larger cities of the province.
CHAPTER III

ORGANIZATION FOR SUPERVISION UNDER THE
TERRITORIAL GOVERNMENTS, 1884 TO 1905

Board of Education

When, in 1884, the first School Ordinance of the North-West Territories was passed, provision was made for the establishment of a Board of Education to direct educational matters in the Territories. The Board was to be composed of twelve members, six Roman Catholics and six Protestants.¹ The Board could pass regulations pertaining to the general organization of the schools and rule on such matters as school attendance. However the Board was divided into two sections, one Roman Catholic and the other Protestant. These individual sections had complete control over the general management of their own schools, the examination and licensing of their teachers, the selection of texts and curriculum content, and the appointment of inspectors.² Thus it is not strange that we find most of the school inspectors of the early days were clergymen, representing on one hand the Roman Catholic section, and on the other, the Protestant section of the Board of Education.

The School Ordinance of 1885 gave the state a greater responsibility for education.³ The Board of Education was reduced to five

¹Ordinances of the North-West Territories, No. 5 of 1884, s. 1.
²Ibid., s. 5.
³Ordinances of the North-West Territories, No. 3 of 1885.
members. The Lieutenant Governor acted as chairman and he appointed four other persons, two Roman Catholics and two Protestants, to act as the other members. This joint Board assumed more duties than the one previous to it. The Board's functions included the appointment of inspectors, examination and certification of inspectors, and the making of regulations pertaining to the organization of schools. The Board was still divided into two sections for certain purposes, including the selection of texts and subjects to be taught.

On March 11, 1886, eleven school inspectors were appointed. Six of these were clergymen. In 1887 a new ordinance changed the composition of the Board to eight members, five Protestants and three Roman Catholics. The Lieutenant Governor was replaced as chairman by a member elected from the Board. The power to appoint inspectors was returned to the individual sections of the Board. However, provision was also made whereby the whole Board was empowered to regulate the duties of inspectors and to provide for a uniform system of inspection. This system involved a simple line organization, with the inspectors

4 Ibid., s. 1.
5 Ibid., s. 5.
6 N. F. Black, History of Saskatchewan and the North-West Territories, p. 783.
7 Ordinances of the North-West Territories, No. 2 of 1887, s. 1.
8 Ibid., s. 6.
9 Ibid., s. 8.
10 Ibid., s. 7.
responsible to, and directed by, the particular section of the Board appointing them.

**Council of Public Instruction**

The power to appoint inspectors and a general board of examiners was returned to the Lieutenant-Governor-in-Council by amendment to the School Ordinance of 1891. This amendment was the forerunner to a sweeping organizational change brought about by the School Ordinance of 1892.\(^{11}\) By this ordinance the Board of Education was abolished and in its place a Council of Public Instruction was established. This council was composed of the Executive Committee of the North-West Territories and four other persons, two Protestants and two Roman Catholics. The appointed members acted in an advisory capacity and had no voting powers. The chairman was appointed by the Lieutenant Governor from the members of the Executive Committee.\(^ {12}\) Section Six of this ordinance provided for the appointment of a Superintendent of Education, who would also act as secretary of the Council of Public Instruction. The first to hold this position was D. G. Goggin, who was appointed in December, 1893.\(^ {13}\)

The power to appoint inspectors rested with the whole council. By 1898 there were five inspectors at work in the Territories. Two of

\(^{11}\)Ordinances of the North-West Territories, No. 22 of 1892.

\(^{12}\)Ibid., s. 5.

\(^{13}\)N. F. Black, *op. cit.*, p. 784. Goggin also served as Director of the Normal School from April of 1893 until his retirement in 1902.
these inspectors worked from Regina, while the others made their headquarters in Moosomin, Whitewood, and Edmonton.  

Department of Education, 1901 to 1905

In June, 1901, the Council of Public Instruction was abolished and a Department of Education established. The head of the Department was called the Commissioner of Education.  

The Educational Council was organized, consisting of five members, at least two of whom were to be Roman Catholic. These members were appointed for a term of two years. One function of the council was to advise the Commissioner on general regulations regarding the inspection of schools.  

In 1901 the Department employed six inspectors, including one who also served as an instructor in the Regina Normal School. Figure 1, on the following page, represents the organization for supervision that had evolved by 1905.

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15Ordinances of the North-West Territories, No. 29 of 1901, s. 3.

16Ibid., s. 8.

17Ibid., s. 10.

FIGURE 1

ORGANIZATION FOR SUPERVISION UNDER THE TERRITORIAL REGIME
CHAPTER IV

ORGANIZATION FOR SUPERVISION UNDER THE
PROVINCIAL GOVERNMENT, 1906 TO 1944

Introduction

The Acts creating the Provinces of Alberta and Saskatchewan resulted in little actual change in the administrative system for education. In Saskatchewan no change in the school law by which the schools were administered was made because it was felt the existing laws, which had originated with the school system, were working satisfactorily.

All general regulations relating to the inspection of schools were referred to an Educational Council for discussion. The Department of Education was headed by a Commissioner of Education who was a member of the Executive Council of the Province. The executive officer of the Department was the Deputy Commissioner.\(^1\) In 1909, the titles of Minister of Education and Deputy Minister were substituted for the titles of Commissioner and Deputy Commissioner.\(^2\) However, the line of administration for inspection remained as shown in Figure 1, to the deputy minister and minister and thence to the cabinet. Throughout this period from 1905 to 1944 it is important to note that the vast majority of school districts in Saskatchewan were small, independent districts administered by three

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\(^1\)Ordinances of the North-West Territories, 1901, sec. 8, 10.

\(^2\)Statutes of the Province of Saskatchewan, 1909, c. 7, s. 1, s. 2.
Expansion of Inspectoral Services

From 1906 to 1944 there was little change in the administrative organization for supervision, except for the additions to the inspectoral staff and to departmental supervisory staff to meet the changing conditions brought about by the rapid growth and development of the Province.

In order to provide adequate supervision of schools the Department of Education had to enlarge greatly its supervisory staff. Table I shows the rapid increase in elementary school enrolment and in the number of school departments in operation, and the corresponding increase in the size of the inspectoral staff at various times in the Province's history.²

In the thirty-six years, from 1906 to 1942, the Department of Education increased the number of inspectors in its employ from six to forty-three. Yet this increase in staff was barely able to keep pace with the rapid expansion in school enrolment and facilities. One of the major problems faced by officials of the Department of Education, in administering the supervisory programme, was that of securing men of adequate training and experience to do the field work required.

Appointment of a Chief Inspector of Schools

Until 1917 the inspectors were directly responsible to the Deputy

²The term "school department," which is used in the statistical reports of the Department of Education, is synonymous with school classroom.
TABLE I

COMPARISON BETWEEN NUMBER OF INSPECTORS TO INCREASING ENROLMENT IN SASKATCHEWAN PUBLIC SCHOOLS, 1906 TO 1942

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Public School Inspectors</th>
<th>Number of Elementary Pupils</th>
<th>Number of Departments in Operation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1906</td>
<td>7</td>
<td>31,275</td>
<td>1,017</td>
</tr>
<tr>
<td>1909</td>
<td>11</td>
<td>53,969</td>
<td>1,937</td>
</tr>
<tr>
<td>1912</td>
<td>16</td>
<td>79,882</td>
<td>2,947</td>
</tr>
<tr>
<td>1915</td>
<td>22</td>
<td>119,279</td>
<td>4,006</td>
</tr>
<tr>
<td>1918</td>
<td>41</td>
<td>147,232</td>
<td>4,844</td>
</tr>
<tr>
<td>1921</td>
<td>43</td>
<td>177,968</td>
<td>5,591</td>
</tr>
<tr>
<td>1924</td>
<td>44</td>
<td>197,207</td>
<td>5,948</td>
</tr>
<tr>
<td>1927</td>
<td>44</td>
<td>211,599</td>
<td>6,377</td>
</tr>
<tr>
<td>1930</td>
<td>47</td>
<td>220,352</td>
<td>6,856</td>
</tr>
<tr>
<td>1933</td>
<td>39</td>
<td>215,695</td>
<td>6,857</td>
</tr>
<tr>
<td>1936</td>
<td>39</td>
<td>206,645</td>
<td>6,938</td>
</tr>
<tr>
<td>1939</td>
<td>41</td>
<td>195,430</td>
<td>7,000</td>
</tr>
<tr>
<td>1942</td>
<td>43</td>
<td>174,212</td>
<td>6,827</td>
</tr>
</tbody>
</table>

*This material gathered from Statistics of the Department of Education, as listed in the annual reports of the Department for the years indicated.*
Minister of Education. In 1917 James Duff was appointed Chief Inspector of Schools, to act as the departmental official in charge of this phase of school work. The duties of the chief inspector at this time were:

1. to unify the work of inspection;
2. to read reports and diaries of inspectors and to advise on departmental action with regard to any matter arising out of such;
3. to consider the advisability of rearrangement of boundaries of inspectorates;
4. to discuss with each new appointee the nature of the duties of an inspector of schools, and to give such assistance in actual field work as he may think advisable;
5. to take trips with inspectors in the province where such action is deemed necessary and in the public interest;
6. to act as chairman at any conference of inspectors that may be called by the Minister;
7. to assist when required in the work of inspection in any public or high school.

In 1919 Duff resigned his position, and while no new appointment was made, some of these duties were assumed by J. A. Snell, who was appointed the first High School Inspector in Saskatchewan.

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In 1922 a new Chief Inspector of Schools was appointed in the person of Dr. J. H. McKechnie, who for many years had served as an inspector of schools.7 McKechnie served in this new capacity for twelve years before he was appointed Deputy Minister of Education in 1934. While no new Chief Inspector was appointed in 1934, Dr. G. B. Stillwell, was promoted from the position of high school inspector to that of the departmental official in charge of the work of inspection of schools. In 1935, Dr. Stillwell was named the Director of Teacher Training and Supervision.8 Dr. Stillwell died in May of 1944, and was replaced by Dr. J. W. Tait, who was appointed to this position in the fall of 1944.9 In 1945, the administration of these two aspects of education under one head was abolished. Dr. Tait continued to serve in the Department as Director of Teacher Training, while L. F. Titus became head of the Department's supervisory programme under the title of Chief Superintendent of Schools.10 The work of the Chief Superintendent was described in the Specifications of the Public Service Commission in 1953 as follows:

This is highly responsible supervisory and administrative work involving the direction and supervision of the work of a large number of public and high school superintendents and the coordination of field services with the operations of the several Divisions in the Department of Education. Work

7The Saskatchewan Gazette, Feb. 15, 1922, No. 3, p. 2.
involves, in addition to assigning, directing and reviewing the work of Superintendents, the general planning, in consultation with the executive heads of the Department and the Departmental Planning Committee, of revisions, extensions and modifications in the overall operations of field services and the investigation, at the direction of the Minister or Deputy Minister, of school problems beyond the jurisdiction of local superintendents or with which they are unable to deal.

The employee of this class, however, exercises major responsibilities in planning, organizing and directing the activities of Superintendents in conformity with general policy and regulations laid down by provincial educational laws, and he must show initiative, foresight, and prudent judgment in coordinating activities of a large professional field staff with the programs of several divisions and branches having operations province-wide in scope.

The employee of this class assigns to their territories, instructs, and gives oral and written directives to a large number of public school superintendents, and he assigns to high school superintendents itineraries of inspection for each school term. He reviews superintendents' reports for completeness, adequacy and reasonable production standards, considers therein any matters requiring the direct action of the department; prepares memoranda and written directives to superintendents and visits them in the field to discuss their immediate and long range problems. He arranges for regular and special superintendents' conferences and assists in the development of a suitable program. He aids the high school superintendents by visiting schools and making regular reports thereon and makes special investigations and inquiries in the settlements of major conflicts among groups within an area, as when a minority group wishes to set up a separate school, or when disputes arise between the local superintendent and the authorities with which he deals. He consults with the Minister and Deputy Minister of Education in formulating major departmental policy, and submits for their approval proposed modifications in the policies regarding supervision of schools. He discusses with the directors of departmental divisions the utilization and coordination of field supervisory services in developing their programs, and he provides positive leadership to executive officers, directors, superintendents and local school authorities in the improvement of supervisory services.11

11 Specifications of the Public Service Commission, Chief Superintendent of Schools, Preliminary 5605.
The desirable experience and training suggested for this position were: 12

Broad experience in elementary and secondary school teaching and in school administration with progressively increasing responsibility for administrative direction, supervision and planning, preferably as a superintendent of schools and university graduation in education with post-graduate work in school administration and educational psychology. 13

The centralization of authority for the supervisory programme, under an official specially charged with these duties was, of course, a necessary step in effective administrative procedure, but as will be indicated later, many aspects of the supervisory programme remained outside the jurisdiction of this official, so that there was some lack of coordination in the programme at the departmental level.

Appointment of Special Departmental Supervisors

In addition to increasing the size of the inspectoral staff to meet the changing conditions in Saskatchewan, and appointing a departmental official to be chiefly responsible for coordinating and directing the work of the inspectors, the Department of Education, early in the history of the Province, found it necessary to employ special supervisors to aid organization of school districts in foreign speaking settlements.

12 It should be noted that where the Specifications are used in this thesis they suggest essential skills, not necessarily prerequisites, and the desirable training and experience necessary for the job, not the minimum standards necessary for appointment.

13 Specifications of the Public Service Commission, Chief Superintendent of Schools, Preliminary 5605.
Among the most pressing problems facing educators in the early days of this province was the language problem in the schools, brought about as a result of the great immigration of non-English speaking peoples. To deal with this problem Joseph Legas, in 1908, was appointed Supervisor of School Districts in Foreign Speaking Communities. By 1914 the Department employed four men in this role. However, in 1919 J. T. H. Anderson was made the sole departmental official in charge of this work, under the title of Director of Education among New Canadians. When this position was abolished in 1923, Anderson returned to a post as an inspector.

The work of these men, particularly in the early stages, was mainly concerned with the organization of schools among the non-English immigrants. These supervisors were also vitally concerned that all the children attending schools in "foreign" districts should speak English. The supervisors held meetings with school boards, at which they gave advice on the construction of schools and the interpretation of the School Act. Much of their time was spent in securing teachers for their districts who could teach a particular national group and still carry on the work of "Canadianization." The men engaged in this work arranged lantern slides and lectures to help to explain Canadian life to these new Canadians. They also had English language newspapers

delivered free to foreign language schools.

The period from 1915 to approximately 1924 seemed to mark a great advance in some aspects of education in Saskatchewan. In this period the Strathcona fund was established to encourage work in Physical Education, the Government appointed an American educational expert, H. W. Foght, to make a study and report on educational conditions in rural Saskatchewan, and all over the Province tremendous impetus was given to the erection of better school buildings, the beautification of school grounds, and the planting of school gardens.

Part of this impetus was derived, no doubt, from the establishment in 1913 of a Dominion Subsidy for Agricultural Education. To use this subsidy the Government of Saskatchewan established a committee of Agricultural Education to supervise a School Agriculture Branch. In 1915, F. W. Bates and A. W. Cocks were appointed Directors of School Agriculture and Miss F. A. Twiss was appointed Director of Household Science. All were placed under the advisory direction of the Committee of Agricultural Education. At first, Bates and Cocks shared the work of school agriculture by dividing the Province into northern and southern areas of work. In 1919 Bates was appointed sole Director of Rural Education and School Fairs. Other employees of the Department worked under his direction in the field of school agriculture. An

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examination of Bates' reports to the Department reveals that his work entailed:

(1) lecturing at the Normal Schools;
(2) conducting short courses for teachers at the University of Saskatchewan Summer Schools;
(3) addressing teachers at their institutes;
(4) inspecting school gardens and grounds and encouraging the beautification of same;
(5) organizing and judging at rural school fairs.

In 1924 the Dominion Subsidy for Agricultural Education was discontinued, with the result that the activities of the School Agriculture Branch of Saskatchewan were greatly curtailed. Bates resigned as Director to take a position as school inspector. The work of this Branch was then carried on by a clerk, whose chief function was to act as a liaison between schools and agencies such as the Dominion Forestry Stations. 18

Interest in school agriculture and related activities was revived somewhat with the appointment of A. R. Brown as Director of Rural Education on January 1, 1930. 19 From a supervisory point of view the most interesting aspect of the work of this Branch was the organization of the Kindersley-Glidden Voluntary Supervisory Area.

For many years educators, particularly inspectors and certain

departmental officials, had been advocating some sort of plan whereby supervision could be made more effective in the rural school. Foght, in his report on educational conditions in Saskatchewan, favored a plan whereby local supervisors would work under the direction of provincial inspectors. In order to implement such a plan the Department made arrangements with certain school districts in the Kindersley-Glidden area of West-Central Saskatchewan. The districts undertook to pay the expenses of the supervisor up to a fixed annual maximum of thirty dollars per classroom. The Department selected the supervisor and paid her salary. Miss Mary I. Grant, from Saskatoon, assumed the duties of Supervisor of the Kindersley-Glidden Supervisory Area on August 25, 1930. The duties assigned to her were:

(a) To direct the work of teaching in the schools included in the area;

(b) To outline and plan the work to be done in each grade;

(c) To hold conferences with groups of teachers at regular intervals for discussion of difficulties and to work out details of plans to be followed;

(d) To visit all teachers in their schools regularly and as frequently as possible and to give them practical advice and help;

(e) To give particular attention to assisting newly appointed and inexperienced teachers;

(f) To advise boards of trustees in the selection of teachers to fill vacancies;

(g) To report to the trustees and the department any teacher who is not cooperating or doing satisfactory work;

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(h) To advise boards when essential equipment such as library books, science materials, etc., are required for teaching purposes;

(i) To stimulate the organization of parent-teacher groups to the end that there may be closer cooperation between the home and the school;

(j) To organize and direct extra-curricular activities such as inter-school sports, educational meetings, exhibits of school work, oratorical contests, night schools, etc.;

(k) To cooperate with the teachers in giving helpful advice relative to the maintenance of the health of all school children;

(l) To cooperate with the inspector and to report to him any condition requiring his advice.21

This experiment apparently became a casualty of the depression. The service was discontinued following the 1932 school term.

As previously noted in addition to the appointment of two men to act as Directors of School Agriculture in 1915, the Department also appointed a Director of Household Science, in the person of Miss F. A. Twiss.22 Her duties included lecturing to students at the Normal School, lecturing to teachers at their Institutes, inspecting the work in Household Science wherever it was taught in the schools, and addressing ratepayers for the purpose of encouraging them in developing Household Science departments.

The Department appointed another supervisory official on April 1, 1917, when Miss Jean E. Browne was employed as School Hygiene Officer.23

In 1922 Miss Browne resigned and was replaced by Miss Ruby Simpson, who assumed the office of Director of School Hygiene.\textsuperscript{24} By this time there were several registered nurses, located at various centres in the province, and working under the Director. These nurses, working through the school inspectors, carried out health examinations among the pupils of the schools in their respective districts. They submitted reports of their findings to the inspectors and to the Director, who then reported to the Department of Education. As the size of the territory covered by each nurse made it impractical to hold follow-up visits within a short period of time after the original visit, the work of checking to see if remedial measures were adopted was often done by the school inspector. Working with the Director of Household Science, the nurses of the School Hygiene Branch also sought to improve the noon lunch programme and the general sanitary and health conditions surrounding the schools themselves, particularly in the rural areas.

By 1926, Miss Simpson had a sufficient number of nurses in the field to assign to each a definite district, three or four inspectorates in size, as her particular area of work. Under this plan the nurses were able to visit 1,736 schools, examine 50,136 children, find 28,423 cases in need of some sort of medical care, and report that 12,655 cases received treatment.\textsuperscript{25} In 1928 the School Hygiene Branch was attached to the Department of Public Health, and the services of a Supervisor of

\textsuperscript{24}\textit{Annual Report of the Department of Education}, 1922, p. 17.

\textsuperscript{25}\textit{Annual Report of the Department of Education}, 1926, pp. 88-89.
Home Economics were discontinued. Home Economics was taught in the normal Schools where prospective teachers received training from qualified instructors.

The economic depression of the 1930's and the exigencies of the Second World War resulted in a reduction of services by nearly all branches of the government. The Department of Education employed fewer special supervisors during this period. It was not until the appointment of H. P. Toombs in 1941, as Supervisor of Audio-Visual Education, that the Department increased its staff of special supervisors.

Toombs' work was mainly concerned with:

1. The distribution of audio-visual aids from the audio-visual aids library;

2. The preparation, development and sponsoring of educational broadcasts;

3. The supervision of the organization of rural circuits and the presentation of film programmes for the National Film Board of Canada;

4. The demonstration of the classroom use of educational broadcasts and audio-visual aids before special meetings of school boards and of other adult organizations interested in the work of the Schools;

5. The development of proper types of teacher outlines which will assist teachers in making use of the materials provided in the educational broadcasts and through the medium of the audio-visual aids library.26

The appointment of specialist supervisors illustrates the Department of Education's recognition of the need to provide services to the school beyond the scope of most classroom teachers, and at the same

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time provide personnel to give leadership to teachers in various facets of the educational programme.

The following figure represents the general organizational pattern for supervision in the period 1906 to 1944. This figure does not include those departmental officials engaged in other than supervisory duties.

![Diagram of Departmental Organization for Supervision, 1906 to 1944]

**FIGURE 2**

**DEPARTMENTAL ORGANIZATION FOR SUPERVISION, 1906 TO 1944**

**Foght Report**

With regard to the organization for supervision, the recommendations made by Foght in his study of school conditions in Saskatchewan in 1917 are worth noting. Foght found that the existing system of supervision was centralized, working outward or downward from the Department of Education. Foght favored this centralization, but felt that if rural school supervision was to be effective some plan would
have to be adopted whereby local supervisors would work under the
direction of provincial inspectors. Foght made the following
recommendations:

Provisions for the gradual development of a dual plan
of supervision --- provincial and local;

Establishment of each municipality as a unit for local
supervision under immediate direction of the provincial
inspector in whose inspectorate the municipality lies. Such
supervision to be in charge of the principal of the rural high
school. [It should be noted that Foght advocated the dis-
establishment of all rural and village school districts; and
the establishment of the municipality as the basis for the
school board]

Provision for organization of two or more municipalities
into one supervision district, where there are no municipal
high schools. Such district supervisor to be directed by the
inspector of the inspectorate within whose inspectorate said
municipality lies. The provincial government to pay not to
exceed one-half of the district supervisor's salary.27

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The position of town or city superintendent of schools
should be given more recognition by law and by regulations.
Any city, town or group of towns or villages should be
permitted to engage a superintendent or supervisory principal,
receiving aid from the Province of Saskatchewan for part of
the salary of such an officer;

In the larger cities buildings of eight rooms or over
should be in charge of a principal at least half of whose time
should be free for supervision. In smaller communities super-
vision should be secured through a cooperative arrangement with
other communities . . .

At the earliest opportunity the high school district as a
separate establishment should be abandoned. There should be
but one board for public schools and high schools.28

28Ibid., pp. 86-87.
The organization for supervision between 1905 and 1944 was, as Foght characterized it, "centralized, working outward or downward from the central Department of Education."\(^2^9\)

Schools were administered by local boards, some of which lacked the ability or interest to fulfill their functions, thus emphasizing the inspectoral aspect of the work of the inspectors or superintendents, who had to ensure that the schools were conducted according to government legislation and departmental regulations. Except in the cities, and in the one instance described in the Kindersley-Glidden Supervisory Area, no supervisors were appointed by local boards. At various times officials were employed by the Department of Education to act as special supervisors. However the work of these people was not coordinated under the Chief Inspector, but under the Deputy Minister. Thus, in the Department of Education a system of multiple control and direction of the supervisory services was established.

The inspectors or superintendents were responsible to the Chief Inspector, while the staff supervisors operated on the same level as the Chief Inspector and reported directly to the Deputy Minister. This lack of coordination in the supervisory programme was not as serious as might appear on the surface. The structure of the Department of Education, in the period under consideration, was much less complicated than in later years; and, if the special supervisors had been placed

\(^2^9\)Ibid., p. 33.
under the direction of the Chief Inspector, it would have given him so much executive responsibility that he would, in fact, have been the Deputy minister. A more equitable work load was secured by placing the special supervisors under the direction of the Deputy minister, even though it resulted in multiple control of the supervisory programme.
CHAPTER V

ORGANIZATION FOR SUPERVISION WITHIN THE LARGER
UNITS OF ADMINISTRATION, 1944 TO 1953

Introduction

The organization of the Larger Units of Administration in 1944 contributed greatly towards establishing an effective supervisory programme, particularly among the rural schools. For years prior to the actual inception of the Larger Units, many educators had voiced their objections to the control exercised by the local boards. Many felt that more effective supervision and other educational improvements could be obtained through some form of larger district organization.

One inspector reported in 1909:

The conviction grows stronger with me that the superintendent should take the place of the inspector in our educational system. . . . If it pays a city or municipality to employ a superintendent for upwards of thirty-five rooms, it should be money well spent for rural municipalities to employ a superintendent for say seventy-five schools. The municipalities could share the expense either with each other, or with each other and the Department of Education, the inspector employed by the Department having fewer districts and superintending the work where necessary by multiplying his visits to each school.¹

Perhaps the inspectors' ideas were best summed up in the 1914 annual report of J. A. McLeod, who was then inspector of schools in the Estevan area:

I think it is beyond the power of trustees materially to improve the situation as long as they act as individual boards. They might accomplish much by cooperation, but to be sufficiently effective the cooperation must be province-wide, a consummation for which it would not be only useless but unreasonable to hope. An occasional instance of consolidation may be looked for but not much of this is likely for the reason that while some of the assets of the school account are quite incomprehensive to trustees and ratepayers, all of the liabilities are extremely palpable. Municipalities may sometime think of combining for educational betterment, they may even talk of it, but history teaches us that we must not look for solution from that quarter. The strong hand of centralized authority must be over all, must arrange and direct so as to insure uniformity of operation and continuity of policy.

Personally, I am quite convinced that the solution of the problem of the rural school lies in adequate supervision. We have the strong departmental control that is so necessary, all that we need is the intimate contact between Department and school. The medium of contact should be the Inspector with greatly enlarged supervisory usefulness. The value of an Inspector's supervisory work at his first visit would be increased many times if it were certain that it would be followed by a second and a third visit the same term.

There are 4000 departments in Saskatchewan schools at present. This would make 40 divisions of 100 rooms each. With only 100 rooms the inspector could easily make two visits to each during the year. Better still, if it were left to his discretion he might often do better by giving some of the strong teachers but a single visit, thus leaving himself free to visit weaker teachers so much the more frequently.  

It has already been noted that H. W. Foght, in 1917, favored the establishment of each municipality as a unit for local supervision under the immediate direction of a provincial inspector, the disestablishment of all rural and village school districts, and the establishment of the municipality as the basis for the school board.  

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3Supra., p. 51.
The establishment of consolidated schools was an attempt to solve some of the problems that beset local school boards and individual rural schools. An amendment to the School Act in 1913 made it legal for school districts to consolidate, provided the area covered in consolidation was not less than thirty-six square miles nor more than fifty square miles.\(^4\) Boards were responsible for transporting pupils who lived one and a half miles or more from school. By 1921 the number of consolidated school districts had reached twenty-one. This number remained approximately constant up to 1941. Consolidation, however, did not solve many of the problems of local administration. No doubt, this was partly attributable to conditions which often necessitated the long conveyance of pupils under extremely bad weather conditions. A report on school administration in 1939 stated:

Larger units with an inspector or supervisor in charge of each unit would be an improvement, but better supervision could be given under the present system if there were more inspectors with smaller inspectorates.\(^5\)

**Organization for Supervision in the Larger Units**

In 1944 the government passed the Larger School Units Act.\(^6\) The aim of this legislation was to bring the five thousand or so rural and village school districts then in existence into sixty larger school

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\(^4\)Statutes of Saskatchewan, 1912-13, c. 35, s. 5.  
\(^5\)Report of the Committee on School Administration, 1939, p. 60.  
\(^6\)Statutes of Saskatchewan, 1944, (second session) c. 41.
units to be administered by sixty unit boards. The number of superintendents was increased from forty-six to sixty during the next year, and each was assigned to an area corresponding to the superintendency boundaries, either organized or proposed.\(^7\)

In 1943 there were forty-four public school superintendents in superintendencies then established.\(^8\) There was also an Administrator of Education for Northern Saskatchewan. By 1953 fifty-four larger units had been organized. The effect of the formation of the Larger Units of Administration upon the work load of superintendents, the types of in-service training used, and the employment of supervisory personnel will be discussed in later chapters.

Where there were larger units of administration established, the schools of the area were administered by a unit board of five or six members, depending upon the number of sub-units in the district. The local boards were retained but had materially reduced powers. Unit boards employed secretary-treasurers and other staff members to handle such matters as files, correspondence, distribution of supplies, construction, and bookkeeping.

The position of the superintendent and other supervisory officers in this organization was sometimes hard to define. The superintendents were empowered by the Larger School Units Act to exercise general supervision over the teachers, the work of the Secretary-Treasurer, and


the unit office. However the Act was amended in 1953 to the extent that the superintendent "shall confer with the unit board on the work of the unit office." Chief Superintendent Titus in addressing a superintendents' conference in 1949 said:

We have from the beginning felt, we may be wrong, that we would like to keep our departmental representative responsible for supervision. We would like to control the supervisory side of it and leave the administration to the unit board and any other agent that they might employ.10

However, there is no doubt that the superintendents also performed a broad administrative role. An examination of the duties performed by the superintendents will verify this. The question of the superintendent's role as an administrator of unit affairs and his role as a supervisor created some problems in the larger units. The matter of administrative direction was decided by the individual superintendents, secretary-treasurers, and unit boards for the respective areas. There appears to have been some lack of direction from the Department in this matter. The role of the superintendent might best be described as that of educational leader in the district and representative of the Department of Education.

In 1953, the administrative organization for many larger school units followed the pattern described in Figure 3.

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9Statutes of Saskatchewan, 1953, c. 66, s. 11.
Under such organization the superintendent, helping teacher, and teacher psychologist were the supervisory officials in the unit. The superintendent was the chief supervisor and also attended all unit board meetings as an advisor and educational leader. The helping teacher was employed by the unit board. Units were given departmental grants, equivalent to those paid for the operation of a high school room, for the employment of such teachers. As a supervisor, the helping teacher worked under the direction of the superintendent of schools. Teacher psychologists were employees of the Department of Public Health, which
received grants from the Federal Government for their services. However, because their work was done in the schools, and because that work might be supervisory in nature, they were placed under the direction of the superintendent of schools.

**Departmental Organization for Supervision, 1944 to 1953**

With the formation of the Larger Units, and due in part to the period of prosperity following the war, the Department of Education greatly increased its staff of special supervisors. The depression and war years had caused a reduction in the number of these officials employed, but many appointments were made following 1944. In that year Toombs resigned and the services of Leo Thordarson were secured as Supervisor of Audio-Visual Education. T. H. Spencer was also appointed as Director of Guidance and Public Relations. In 1945, the work of the Audio-Visual Branch was subdivided. In addition to a Supervisor of Visual Education, a Supervisor of School Broadcasts was appointed by the Department. Other appointments made in 1946 were Supervisor of School Libraries and Supervisor of Technical Education.

Shortly thereafter the Supervisor of Technical Education was named as Director of Vocational Education with a Supervisor of Shop-work working under his direction. In 1946 a Supervisor of Music was

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appointed,\textsuperscript{14} and in 1948 the Division of Physical Fitness and Recreation was transferred from the Department of Health to the Department of Education.\textsuperscript{15}

In many cases the supervisory duties of these officials were merely adjunctive to their other responsibilities. The work of these officials, and their influence upon the supervisory programme for Saskatchewan schools is described in Chapter \textit{X}.

In order to determine the lines of direction and coordination of the supervisory programme in Saskatchewan in 1953 it is necessary to examine the role of the aforementioned officials and others in the departmental organization. Figure 4 illustrates the departmental organization for supervision.

It is apparent from a study of departmental organization that the total supervisory programme was administered by several Directors working under the supervision of the Deputy Minister. It should be remembered that there were many other branches of the Department of Education, not shown on the chart, which also relied on direction from the Deputy Minister. The supervisory programme was really administered by four people, the Chief Superintendent, the Director of Curricula, the Director of Vocational Education, and the Director of Physical Fitness and Recreation. While these officials operated on the same administrative level, an examination of the work as outlined in the


\textsuperscript{15}Annual Report of the Department of Education, 1947-1948, p. 44.
1. Public School Superintendents.
2. High School Superintendents.
3. Administrator of Education for Northern Saskatchewan -- In the supervision of schools for organized school districts in the Northern Area the work of this official is directed by the Chief Superintendent. In other matters the Administrator of Education for Northern Saskatchewan is directly responsible to the Deputy Minister.
4. Teachers' College - Moose Jaw.
5. Teachers' College - Saskatoon.
7. Supervisor of School Libraries.
8. Supervisor of Music Education.
10. Supervisor of Visual Education.

**FIGURE 4**

DEPARTMENTAL ORGANIZATION FOR SUPERVISION, 1944 TO 1953
Specifications of the Public Service Commission, and also of the wages paid to these officials revealed that they did not exercise the same degree of executive authority. The Chief Superintendent and the Director of Curricula occupied more responsible positions than either the Director of Vocational Education or the Director of Fitness and Recreation. It would seem, therefore, that the latter two officials operated on a lower administrative level than either the Chief Superintendent or the Director of Curricula. From a supervisory point of view the Director of Vocational Education and the Director of Fitness and Recreation operated on about the same level as the Special Supervisors who worked under the supervision of the Director of Curricula.

The Director of Curricula acted as a director in the field of supervision because of his authority over the special supervisors hired by the Department, as indicated in Figure 4. In actual practice these supervisors performed their duties oftentimes upon direct call from superintendents or other officials, but in the final analysis they were responsible to the Director of Curricula.

Thus, it is evident that there was little provision for supervisory coordination at the departmental level. Coordination was achieved through conferences among the Directors and the subordinate staffs concerned. The Department of Education was fortunate in having personnel in these positions who were able to achieve a large measure of coordination because they were able to attain good personal
relationships.

A great burden was also placed upon the Chief Superintendent of Schools. He was expected to supervise directly and coordinate the work of some sixty public school superintendents and three high school superintendents.
CHAPTER VI

SUPERVISION IN THE SECONDARY SCHOOLS

In 1907 the Secondary Education Act was passed whereby:

The council of any town or city municipality may at any time pass a bylaw for the establishment of a high school within the municipality, and for declaring such municipality to be a high school district.¹

It was further provided that:

Any high school that complies with the regulations of the department with respect to collegiate institutes may be raised to the rank of a collegiate institute by order of the Lieutenant-Governor-in-Council; and any collegiate institute that fails to comply with the said regulations may by order of the Lieutenant-Governor-in-Council be reduced to the rank of a high school.²

By a subsequent amendment to the Secondary Education Act it was stated that:

Upon receipt of a petition in that behalf signed by at least twenty resident ratepayers the council of a town or city municipality may pass a bylaw for the establishment of a high school within the municipality and for declaring the municipality to be a high school district.³

The conditions under which a municipality may establish a high school included:

¹Statutes of Saskatchewan, 1907, c. 25, s. 8.

²Ibid., c. 25, s. 7. The provisions necessary before a high school might have the status raised to that of a collegiate institute included an average daily attendance of pupils above Grade VIII of one hundred and twenty-five, and at least four duly qualified teachers regularly employed for two terms prior to the date of application for collegiate institute status.

³Statutes of Saskatchewan, 1924, c. 23, s. 3.
(1) regular employment of at least five teachers in the schools situated in the municipality;

(2) the establishment of no other high school within a radius of forty miles of the municipality within a period of two years of application for a high school;

(3) an average daily attendance of at least twenty-five pupils above Grade VIII.⁴

While the passage of the Secondary Education Act in 1907 established a system of multiple control in districts having both elementary and secondary schools, it was not until 1919 that provision was made for special supervision of the secondary schools. Prior to that time the public school inspectors inspected all the grades in schools under their charge. As school enrolments grew and departmentalization became possible, there was an increasing demand not only for more adequate instruction, but also better supervision in the senior grades. The Deputy-Commissioner of Education reported in 1906:

\[\text{It will be necessary to appoint some qualified person who will be at liberty to devote a portion of his time at least to the work of supervision of the higher phases of work in these schools.}\]

The organization of high schools and the growth of the high school population was rapid. In 1908 there were six high school districts and two collegiate institutes in the province, with a total

⁴Statutes of Saskatchewan, 1910-1911, c. 25, s. 2.

enrolment of about 470. In 1912 there were two thousand and fourteen students enrolled and sixty-seven teachers employed in the high schools and collegiate institutes. In 1919, J. A. Snell was appointed as the first high school inspector in Saskatchewan. In that year there were one hundred and sixty-four teachers employed in the secondary schools. In 1924, Ir. Stillwell became a high school inspector, and in 1926 he was joined in this work by A. B. Ross. From 1926 to 1944, when the number of teachers employed in the secondary schools approximated three hundred and student enrolment was around ten thousand, there were two men performing the work of secondary school supervision. J. A. McLeod replaced Ross in 1930, and Dr. G. R. Anderson was added to the staff in 1931. In 1940 the Secondary Education Act was revised so that the title of high school superintendent was substituted for high school inspector. In 1946 a third appointment to staff was made. The Department of Education employed three officials to act as High

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8Annual Report of the Department of Education, 1919, p. 20. The inspection of high schools prior to 1919 was the responsibility of D. P. McColl was served as Deputy Minister to 1912, and Superintendent of Education after that time.
12Statutes of Saskatchewan, 1940, c. 74, s. 10.
School Superintendents to 1953 when a fourth person was added to staff. Among those who served in this capacity during this period were J. MacLeod, A. H. Derby, A. McCallum, L. W. Ogden, W. E. C. Tallant and J. Wooff.

The demands of this post required people of outstanding capacity. In 1953, the required certificate was a permanent high school certificate issued by the Department of Education. However, a list of the suggested qualifications included:

- Advanced knowledge of effective methods and techniques of high school and technical school instruction and of the problems commonly met with by teachers in the secondary education fields;
- Knowledge of the philosophy, psychology and methodology of secondary school teaching;
- Knowledge of secondary school organization and administration and the laws and regulations controlling their operation;
- Knowledge of adolescent and educational psychology and of the fields of vocational and personal guidance;
- Skill in the manipulation of materials and equipment commonly used in high school courses and in the demonstration of effective teaching devices;
- Ability to demonstrate effective classroom teaching methods and techniques used in the academic, technical, and commercial classes of a modern secondary school;
- Ability to evaluate the progress of students and the efficiency of teachers in secondary school work;
- Ability to give constructive criticism and advice in the organization and administration of a large secondary school and to give effective assistance in the planning and developing of expanding school programs in conformity with the aims and philosophy of a modern democratic secondary curriculum;

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14 Specifications of the Public Service Commission, 1951, Superintendent of High Schools, Preliminary 5603.
 Ability to provide effective educational leadership to teachers, school boards and the public through public addresses, informal talks, and interviews, and through conferences and on committees;

Ability to do effective educational research in the fields of educational finance, school administration, curricular construction, guidance and testing;

Ability to develop and maintain effective working relationships with senior administrative officers, local school authorities, principals and teachers of secondary schools, technical schools, and collegiate institutes, and with committees of secondary teachers engaged in special examination and curriculum work.15

In general the Department has appointed as High School Superintendents men who have developed their administrative and supervisory ability through experience in the field. While many have not had advanced professional training in supervision, they have brought to the position practical experience gained as teachers, principals and public school superintendents.

When the position of high school inspector was created in 1919, it was recognized that it demanded special knowledges and skills, and as a consequence the remuneration was set at a slightly higher rate than that of public school inspectors. Until 1945 there was no negotiated salary scale but only a set maximum after a certain number of years experience. Like other educational officials, the high school superintendents felt the financial pinch of the depression of the 1930's through reduced salaries. When the Public Service Commission established class specifications and negotiated salary scales for civil service

15Ibid.
employees the minimum salary for a superintendent of high schools was set at $430.00 per month with annual increments of $17.00 per month until a maximum of $515.00 per month was reached.\textsuperscript{16}

The work of superintendent of high schools was described in the specifications of the Public Service Commission. The following excerpts are included:

The work involves regular inspection of educational institutions having two or more high school departments to determine the efficiency of instruction and school administration, the adequacy of plant, grounds and equipment and the conformity of operating procedures with the rules and regulations of the Secondary School Act, the Vocational Education Act and the regulations established thereunder. Comprehensive reports are prepared on each department visited which serve as a basis for the permanent certification of teachers, payment of regular or special educational grants by the Department to local educational authorities, and the accrediting of schools for promotional purposes at the grade eleven and twelve levels. Work also involves the study of improved teaching techniques and curricular developments, the perfection and demonstration of more expert methods of teaching high school classes, the stimulation of more progressive educational thought and activities among teachers, local school authorities and parents, and the giving of positive guidance to school boards in the administration of their schools, the selection of teachers and the improvement of school plant and equipment.

The work of this class is performed under the administrative direction and supervision of the Chief Superintendent of Schools who periodically draws up an itinerary of schools to be visited in a major segment of the Province, or assigns them to special missions of inquiry, inspection or investigation. Employees of this class, however, have considerable responsibility for making in conformity with established regulations and school laws.

\textsuperscript{16}Articles of Canadian Bargaining Agreement between the Government of the Province of Saskatchewan and the Saskatchewan Civil Service Association (Trades and Labor Congress of Canada), 5603, Superintendent of High Schools, 1953.
independent decisions and prudent judgments in the evaluation of teachers, the mediation of disputes between teachers and school authorities, and in recommendations to local school trustees for efficient operation of large colleges and technical schools.

Employees of this class visit schools in all parts of the Province. They observe the teachers during regular classroom periods, do demonstration teaching to regular classes, hold conferences with teachers after school hours and with local school trustees during the evening. They advise and assist teachers with their curricular and extra-curricular activities, with problems of teaching method and with problems of personal and pupil adjustment. They recommend to local school authorities or assist them in the improvement of such things as school organization, attendance, school grounds, buildings, equipment and supplies, library facilities, athletic and extra-curricular activities, fire drill, audio-visual aids, special departments of instruction, records and progress reports. They evaluate the qualifications of teachers and aid in the selection of teachers for particular schools. They mediate disputes arising between teachers and school boards, teachers and pupils, and parents and teachers. They prepare comprehensive reports on schools visited for submission to the Department of Education and to the local school authorities and prepare special reports of investigations and inquiries into irregularities in school practices, unprofessional conduct of teachers, or maladministration by local school authorities.\(^\text{17}\)

The high school superintendents were also assigned important duties in the conduct and marking of departmental examinations. In actual practice, insofar as qualifications, special training in supervision and administration, remuneration, tenure are concerned, conditions of employment for high school superintendents approximated those for public school superintendents. However, the high school superintendents were all located in Regina, with no definite geographical territory assigned to them. Together, with the Chief Super-

\(^{17}\) Specifications of the Public Service Commission, 1951, Superintendent of High Schools, Preliminary 5603.
intendent, they drew up their itinerary for the year. They had at
their disposal one car provided by the Department of Education, but
much travel was done by rail. The schools supervised by a superin-
tendent usually varied from year to year depending upon the part of the
province covered during the year's itinerary.18

The burden imposed upon high school superintendents in the
conduct of their duties was tremendous. At various times in the
Province's history, one, two, or three men were expected to supervise
all the secondary school instruction in an area covering 125,000 square
miles. The number of teachers employed in high schools and collegiate
institutes numbered one hundred and ninety-six in 1924 when there was
just one high school inspector.19 In 1944 there were three hundred and
sixteen teachers employed in collegiate institutes and high schools,
supervised by two high school superintendents.20 In 1953 there were
three high school superintendents for the four hundred and nineteen
teachers employed in the secondary schools.21 In addition the high
school superintendents were responsible for the supervision of in-
struction in many public schools where some rooms were given over to
high school instruction. It was reported in 1953 that the average

18 Since the information contained above was written the Depart-
ment of Education has instituted plans to appoint additional high school
superintendents and has assigned them to zones in various regions of the
province.

number of visits to high school rooms by high school superintendents was three hundred and six.\textsuperscript{22} In many years the figure for the average number of visits would be higher. In addition to these duties the high school superintendents were called upon to submit reports to school boards and to the Department. They were often called upon to perform missions of inquiry and investigation for the Department, and to supervise the marking of departmental examinations in Grades Eleven and Twelve.

While undoubtedly these men performed valuable services in advising boards on the conditions and needs in their schools, in evaluating the work of teachers, and in keeping the Department informed on prevailing conditions in the secondary school grades, it is doubtful if they were able to render much supervisory assistance to teachers. The working conditions mentioned previously and the organization for supervision at the secondary level limited the liaison between superintendent and teacher to such an extent that close effective supervision was practically impossible. Little time was available for counsel or revisitation. If the superintendent had suggested a supervisory plan for the improvement of instruction in a school, the implementation of that plan would, of necessity, have been left to another official not so remote from the scene. The prevailing system certainly encouraged practices which are closer to the old inspectoral concept than to modern supervisory procedures.

\textsuperscript{22}Ibid., p. 18.
CHAPTER VII

SUPERVISION IN THE SCHOOLS OF MOOSE JAW, REGINA, AND SASKATOON

Introduction

In 1953 there were eight incorporated cities in Saskatchewan. In this chapter, supervision in the cities of North Battleford, Prince Albert, Swift Current, Weyburn, Yorkton and other urban centres with lesser populations will not be described. The schools of these communities were supervised by the provincial superintendent within whose administrative area the centre lay. In these communities the organization for supervision closely followed a pattern already described for the larger school units and other superintendencies. At one time Prince Albert did employ a superintendent of schools for that city. In 1918, Foght noted that Prince Albert, which was then a small city of just over six thousand people, was one of the cities employing a superintendent. The writer has been unable to ascertain definitely when this position was abandoned but it seems that the practice was discontinued in a matter of a few years. Later Prince Albert received the services of a superintendent assigned to that superintendency by the Department of Education.

1 Since the foregoing was prepared the Public School Boards of North Battleford, Estevan and Lloydminster have employed superintendents, and the Swift Current Public School Board and the Swift Current High School Board have engaged the services of a Superintendent of Schools to direct the work in the public schools and collegiate institute.

The organization for supervision of instruction in the urban centres of Saskatchewan was complicated by the passage of the Secondary Education Act in 1907. As a result of this Act, many areas established high school districts controlled by a high school board, entirely separate from the school board which controlled the operation of the elementary schools of the district. Thus many districts established dual or multiple control of the schools in their areas. All the high schools of the Province were inspected or supervised by the Provincial officials appointed for these purposes.

The early school inspectors appointed by the Territorial Governments were responsible for the inspection of all schools and grades within their inspectorates. However, with the rapid growth of the West the urban centres began to grow rapidly, and the inspectors found that trying to cover all the schools and grades was becoming an increasingly heavy chore. The following quotation from the 1903 Annual Report of the Department of Education indicates the feeling of certain administrators at that time.

"While speaking of the supervision of our schools it may be well to point out that by reason of the rapid growth of our villages, towns and cities, it may be found advisable in the near future to appoint an inspector who will be at liberty to devote the greater portion of his time to supervising graded schools."

The Provincial government approached this problem by empowering town or city school boards to appoint their own superintendents. While

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the original legislation in this regard first appeared in 1915, the Regulations of the Department of Education for 1907 stated in part:

1. The Board of Trustees of any town or city school in which at least fifteen teachers are regularly employed may subject to the approval of the Commissioner of Education appoint a superintendent of schools for such town or city.

2. No person shall be appointed a superintendent of a city or town school who is not a holder of a valid first class certificate issued under the regulations to the Department of Education.

3. The Superintendent shall have the general control, management and organization of the schools, and shall devote his entire time to the work of supervision.

4. Subject to the approval of the board of trustees by whom he is employed the superintendent shall have all powers and duties placed upon principals by law and Regulations of the Department.

The Regulations of 1921 established the qualifications for a Superintendent of Schools for a city or town system.

The superintendent shall be a graduate in Arts and Science from an approved Canadian or British University, or other University whose degrees are recognized by the University of Saskatchewan, and shall be holder of a permanent first class certificate issued under the regulations of the Department of Education.

It is interesting to note that, while the original regulations establishing the position of town or city school superintendents specifically assigned a supervisory function to these officials, such

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4Statutes of Saskatchewan, 1915, c. 23, s. 112.

5Statutes of Saskatchewan, 1917 (Sess. 2), c. 32, s. 5. The number of teachers required was raised to twenty-five.


7Regulations of the Department of Education, 1921, p. 11.
officials generally acted as educational administrators for the system to which they were appointed, with broad administrative powers. School boards have also set their own standards of qualifications for appointment, in addition to those demanded by the Department. The system for each city is described separately and an attempt is made to summarize the principal findings, trends and recommendations in Chapter Twenty.

**Noose Jaw**

The first school district in the North-West Territories was organized in Noose Jaw on December 24, 1884. The first school building in Noose Jaw was completed in 1889. A high school district was established there in 1907.

In March, 1903, when the only school in Noose Jaw was expanded to eight rooms, Dr. J. W. Sifton was employed as principal of the school. In 1906 Sifton was appointed Superintendent of Public and High Schools. Sifton became principal of the Noose Jaw Technical School when it opened in 1931, and continued to serve in this dual capacity, as superintendent of public and high schools, and principal of the Technical School, until his death in 1936. For more than thirty-three years he rendered faithful service in his community, and for the last

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It should be noted that while these officials acted as educational administrators, the management of business administration was given over to a secretary or secretary-treasurer. These officials were directly responsible to the school boards employing them, thus a dual management of the school systems was established.
thirty years performed a dual role for the school boards of Moose Jaw. During his tenure in office the Moose Jaw system expanded from one school with eight classrooms to eleven schools containing about one hundred and seven classrooms.9

Following Sifton's death, A. E. Peacock, who had been Vice-Principal at the Technical School since its opening, was appointed to act both as principal and superintendent. Peacock held these positions until 1946 when he gave up his duties as principal to devote full time to his activities as superintendent. These two men largely guided the development of the Moose Jaw educational system. The services rendered by Sifton and Peacock are reflected in the expansion of school facilities, staff, and services since 1903.

The writer has not attempted to compile a complete list of the special supervisors employed from time to time by the Moose Jaw school boards, but as early as 1909, when there were four elementary schools in the city, the primary rooms were placed under the charge of a special supervisor in charge of primary work.10 In 1930 four special teachers were employed to aid instruction in art, music, manual training, and domestic science.11 In 1936 it was reported that the board

9The information recorded above was gathered from materials sent to the author by A. E. Peacock in response to inquiries. Information forwarded contained Annual Reports as well as commemorative booklets.


employed a music supervisor, as well as providing nurse and dental services. 12 In 1953 a primary supervisor, music supervisor and recreation and physical education supervisor were employed. Consideration was being given to the appointment of a supervisor in art. It is apparent, from the organization chart on page 62, that the special supervisors occupied a staff relationship, and were directly responsible to the superintendent, who delegated the work to them. Most often the supervisors worked through the principals in approaching the classroom teachers. Special emphasis was given to the maintenance of good public relations between the supervisors and the school principals.

The superintendent presided at regular monthly principals' meetings dealing with administrative and supervisory problems. In Moose Jaw, the principals were allowed about eleven percent of their time free from teaching duties to perform the other duties expected of them. They were relieved of their classroom duties when their classes were being taught manual training, and for an additional one half day a week, when a relieving principal took over the class. The principals in Moose Jaw received a supervisory allowance of $1250.00 per annum.

Peacock reported that with regard to his assigned duties the Board formulated policy and then gave him wide jurisdiction in administering the schools. 13 A cursory examination of the work done by the

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13 The information regarding special supervisors, techniques and duties of the superintendent as reported above was contributed by Peacock in response to a questionnaire.
superintendent revealed that in addition to his role as supervisor, he was in fact the educational director of the Moose Jaw school system, with wide administrative powers and responsibilities.

In 1953 the responsibilities, working conditions, and professional problems confronting a city superintendent were in some instances quite similar to those of a superintendent working in a superintendency or larger school unit. Each, of course, had certain elements in his working situation that were unique to his case, and applied or developed special procedures to deal with these problems. In general the techniques used by city superintendents were similar to those used by superintendents operating in rural areas, except where adaptations were made because of situations in the local area with respect to the size of the system, the size of the supervisory staff, and the professional attitudes of the superintendent.

In Moose Jaw classroom visitation was a major part of the supervisory programme. The only reports submitted on teachers to the Department were for those requiring a superintendent's report for certificate purposes. Each year a convention was held. This was often arranged in conjunction with the teachers of the Moose Jaw Rural Superintendency. Institutes were also organized for both the elementary and high school groups. There was generally one a year for each group of teachers. In addition, Grade Meetings were arranged where all the teachers of one grade met periodically to discuss problems pertaining to instruction in that grade. The special supervisors helped to implement remedial testing programmes, prepared instructional material,
and held group meetings with teachers to discuss matters pertaining to the supervisors' specialized fields.

Whereas legislation and departmental regulations promote multiple control of schools in centres having elementary and secondary school boards, the City of Loose Jaw, has adopted an organizational pattern that tends to diminish the effects of this multiple control.

The system was described as follows:

There has been no change in the general plan of organization from that discussed in reports of other years. A study of the personnel of the two elected Boards and the Vocational Education Committee shows how these bodies are integrated. Each Board is responsible for its own particular phase of our educational system, but at the same time is vitally concerned with the other Board or Vocational Committee.

Two elected Boards, and an advisory committee for technical school work, are responsible for all local policies concerning the public schools and high schools, within the limits set by the Department of Education. The superintendent, as the administrative officer, is responsible for seeing that these policies are carried out, and together with the staff is responsible for the instruction and routine duties within the schools.

The superintendent and general administrative staff are employed by both Boards and are interested in all pupils from kindergarten to grade twelve. By such organization the elementary and secondary schools are, for practical purposes, unified in one system. It is believed by our boards that this type of organization has many advantages.14

The administrative figure on page 82 shows the organizational pattern for the educational system in Moose Jaw. This chart was adapted from one prepared by Peacock in the Superintendent's report to the Board.15


15 Ibid., p. 1.
By Proclamation of Lieutenant Governor Lewdney, Regina was established as the Regina Protestant School District, Number 4 on December 20, 1884. Actually school had been conducted in the settlement since March 1, 1883. The organized school district received its

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17Ibid., p. 11.
first inspection from Inspector T. Grover in April of 1886.\(^{18}\)

In common with many other prairie communities, Regina quickly grew in the succeeding years from a pioneer settlement to a substantial commercial and distributing centre. In 1884, there was one teacher employed in Regina; by 1906, there were seventeen teachers on staff.\(^ {19}\)

By 1926, there were one hundred and fifty-one teachers in the system, with a total pupil enrolment of six thousand three hundred and sixty-nine.\(^ {20}\) In 1946 the public school enrolment was six thousand six hundred, and there were two hundred and twenty-one teachers employed. The subsequent growth of the city to 1953 resulted in about a fifty percent increase in enrolment and staff in the public school system.\(^ {21}\)

In the early years there was no official appointed by the school board to coordinate and direct the school programme in Regina. In 1900 the secretary of the board was instructed to "request the principals to report quarterly to the board in writing in regard to discipline, general progress and any other matters that might be of interest to the board."\(^ {22}\)

In 1906 E. B. Hutcherson was appointed the first superintendent of schools for Regina. He left this post in 1912. Subsequently the

\(^{18}\)Ibid., p. 17.

\(^{19}\)Annual Report of the Department of Education, 1930, p. 84.


\(^{21}\)This information was supplied by F. A. Dickson, Secretary-Treasurer, Regina Public School Board.

\(^{22}\)B. R. G. Keely, op. cit., p. 51.
post of superintendent of schools for Regina was occupied by T. E. Ferrett who served from 1912 to 1915; Charles Hivins, 1915 to 1919; J. D. Penny, 1919 to 1936; and George MacDonald, 1937 to 1950. W. C. How was appointed to this position in 1951. In 1952, because of the additional burdens imposed by the rapidly expanding school system, George Lee was appointed as assistant superintendent.

The duties of the superintendent were prescribed by the Regina Public School Board in accordance with the Regulations of the Department of Education. In the main, the superintendents served as the chief educational officers for the board, with wide administrative and supervisory responsibilities. The work of instructional supervision was done mainly by the special supervisors. When Lee was appointed as assistant superintendent, he was made responsible for the supervisory services.

The need for additional supervisory and instructional services was soon recognized by the Regina school boards. In 1903 Bennett was appointed as Superintendent of Manual Training, a position which called for establishing and equipping manual training facilities, and also for instruction in this subject. The first school nurse, Miss Jean Drowne, was appointed in 1911. As many as four people have been employed in this position at one time, as a result of the growth of the school system since 1911. Dental services were first provided in 1915 when Dr. Harvey was employed as the School Dentist. Just prior to

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23 Ibid., p. 56.
World War II, two dentists were employed and their services were free to those qualifying under a means test. 24 In 1915 there were nine supervisors or specialist teachers employed. There were three in the field of Manual Training, and one each for Physical Education, Cooking and Sewing, Music, Primary Work, and Art. 25 In 1926 the total number of supervisors employed was six. 26 Until 1944 the number of such personnel employed during any one year remained constant, except during the depression years when the staff was reduced to a low of four. It should be noted that some of these officials supervised the work of other teachers in the field, while others, particularly in manual training and physical education, spent most of their duties in actual instruction of pupils, and therefore might better be classified as specialist teachers. For example, for many years in addition to his duties in organizing baseball leagues and field days, the Physical Education Supervisor taught each class between Grades Three and Eight one lesson a week. This was followed by a lesson by the teacher under the guidance of the Supervisor.

Charles Nivins, the superintendent of the Regina public schools from 1915 to 1919, and for many years before that a provincial school inspector, opposed the hiring of specialist teachers, stating: "To engage a body of teachers for public school work and have as many as

24 Ibid., p. 98.
five or six subjects taught for them seems a wanton expenditure of money."27

However, the practice of employing specialists and supervisors continued. One of the most significant developments, aside from the employment of the assistant superintendent, was the employment of relieving teachers, so that school principals might receive additional time to devote to the administrative duties. In 1953, in addition to the Superintendent and his Assistant, the supervisory staff included a Supervisor of the Primary Department and her Assistant, Art Supervisor, Director of Music, and Supervisor of Physical Education.28

Additional services were provided in the Regina school system with the establishment of special classes for the subnormal which were started in 1910. After 1937 five classrooms were operated for these students. These rooms were staffed by teachers with special qualifications or abilities suited to this work.

The first salary schedule introduced for the Regina schools in 1911 recognized the special qualifications and experience required of a supervisor.29 The practice of providing additional remuneration for special qualifications was continued through the years.


28This information was supplied by F. R. Dickson, Secretary-Treasurer, Regina Public School Board, who also indicated that since 1953 the Regina Public School Board appointed two consultant assistants for Mr. Lee, two Primary Consultants, an assistant to the Art Supervisor and an assistant to the Director of Music.

The school principals in Regina were relieved of their instructional duties on occasions when their classes were being given instruction in manual training and other special subjects and also, at a later date, when they received the services of relieving teachers. However, there is nothing to indicate that the Regina principals, in the past, have devoted any more of their energies and abilities to the specific job of supervision than did principals in smaller centres.

In the very important matter of in-service training of teachers Neely made the following observations:

Yet now little attention is given to the continuous education of teachers of the city schools. . . . With the exception of "sabbatical year" and the annual two day convention this large field has been almost entirely neglected.30

It would appear that while the Regina board has endeavored to secure a good teaching staff, has provided fine facilities for instruction, and has offered many additional services, it has somewhat neglected the in-service growth of its teachers.

Separate Schools. In response to the wishes of the Roman Catholic citizens of Regina, the Gratton Separate School District was organized in 1899.31 The first permanent building was opened on October 2, 1900.32 For a time the principal of the separate school acted as a supervising principal, holding, in addition to his teaching

30Ibid., p. 145.
31Ibid., p. 59.
32Ibid., p. 66.
duties, responsibilities similar to those of the superintendent of public schools. This post was originally held by J. McLennan. In 1924 D. S. Sheehan, who had been principal since 1911, assumed the duties of superintendent and secretary-treasurer of the Graton Separate School Board. This arrangement was continued during the tenure of J. J. Gleason who assumed these offices in January, 1939. He was succeeded in 1947 by J. P. Miller. No additional administrative or supervisory staff was employed to aid the superintendent in his duties.

Secondary Schools. In accordance with the Secondary School Act of 1907, Regina maintained a dual control of its elementary and secondary schools, providing a school board for the administration of each system. The Regina High School Board did not see fit to take the steps adopted by the Saskatoon Board in coordinating the work of the high schools: namely, establishing a Board of Principals. Neely described the system:

No superintendent is employed by the board. At various times a senior principal has been appointed by the board, but the system has never been very successful. Each principal reports for his own collegiate. The work of coordination, and much detailed overall work is left for the board to do, although often principals may be directed to settle matters of common interest.

There seems to have been little attempt to introduce a close continuous programme of supervision in the high schools of Regina. As

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33 Ibid., p. 116.
34 Ibid., p. 114.
35 Ibid., p. 129.
of 1953, there were no supervisors of instruction employed for the secondary school system.36

Saskatoon

While pupils had been enrolled in an established school in Saskatoon from August of 1884, the first school district was organized there in February, 1885.37 In common with other western centres the city and the school system underwent a period of extraordinary expansion, particularly in the years following the turn of the century. This growth is evident in figures quoted in the Annual Report of the Department of Education, 1928. This report noted that the number of teachers employed in the Saskatoon public school system rose from one in 1888 to eighteen in 1908, and to one hundred and sixty-eight in 1928.38

Early in the century the school board of Saskatoon recognized the need for closer administrative and supervisory direction for their teachers when, "with the hope of making schools function more effectively R. G. Irvine, in 1906, was appointed principal not only of King Edward School but also of all public schools in Saskatoon."39

36 However, in 1956, T. W. Hunt was appointed Superintendent of High Schools in Regina.


39 K. G. Morgenroth, op. cit., p. 36.
This arrangement apparently proved unsatisfactory, for it was discontinued two years later. However, in 1910, H. H. Smith was appointed Superintendent of Schools in Saskatoon. He continued to serve in this capacity until 1921 when ill health forced his resignation. He was replaced in that year by J. H. Snell who continued to serve until 1926. The next Superintendent of Schools for Saskatoon was C. A. Oulton, who served the longest term of any of the Saskatoon School Superintendents, from 1927 to 1948. Upon Dr. Oulton's death he was replaced by A. L. Thomson who served until June, 1950. When Thomson resigned, F. J. Gathercole was appointed to this position.

In addition to the employment of a superintendent, the Saskatoon School Board continued to provide additional supervisory staff through which to supplement and enrich the school programme. The Board was particularly zealous in checking the physical and mental well-being of the pupils under its charge. From 1911 to 1926 Dr. T. W. Walker served as Medical Inspector of public schools. In 1925 Dr. G. J. Finning was appointed to the post of Medical Director. In 1919 the Board appointed Dr. ... Foynty to act as full time school dentist. In 1920 Dr. Countryman assumed these duties on a part time basis. Later the work was taken up by Dr. Haseltine, who in 1944 became the full time

40Ibid., p. 69.
41Ibid., p. 70.
42Ibid., p. 70.
school dentist.43

The proximity of the University of Saskatchewan made it possible for personnel at the University to provide additional services in the Saskatoon schools. Dr. S. R. Laycock of the College of Education, University of Saskatchewan, did work in the Saskatoon school system from 1929, in the organization of special classes for slow learners and gifted children. With the assistance of Dr. Minnie Steinhauer in 1937, Dr. Laycock also did research and field work in child guidance.44

Other specialists and supervisors were employed from time to time by the school board. In 1928, seven special teachers were employed, three in manual training, three in household science, and one in physical education.45 In 1953, the supervisory staff included, in addition to the superintendent, one assistant superintendent who was mainly responsible for the Art programme and Film programme, one assistant to the superintendent whose main responsibility was the maintenance and supervision of the school libraries, and one Child Guidance Councillor.46 These supervisors were directly responsible to the superintendent in the conduct of their duties. As of 1953, in addition to the requirements of the Department of Education, the Saskatoon

43Ibid., p. 70.
44Ibid., p. 85.
46This information was submitted by F. J. Gathercole, Superintendent of Schools, Saskatoon.
School Board required a degree in Arts for appointment to the office of superintendent. An examination of the duties assigned to the Superintendent of Schools by the Public School Board makes it clear that he was truly the chief educational official of the board, with wide administrative and disciplinary powers. Section 10 of Bylaw No. 20 of the Saskatoon School District No. 13 lists these duties as follows:

The Superintendent shall in general act as the executive official of the board and the School Management Committee and shall:

3. Take charge of the government of the schools, direct and control the business of teaching, and assign members of the staff their respective positions in the schools, subject to the approval of the School Management Committee, or the Buildings and Grounds Committee as the case may be.

4. Visit the schools and administer their government in every practical detail, instituting and enforcing such regulations as may be necessary to their efficiency.

6. Require from the Principals and himself make monthly returns to the Board, of the attendance of teachers and pupils, and also report on such other matters as may be desirable to record.

8. Have authority to suspend any member of the staff under his direction, for any reason that may seem to him to warrant such action, and shall promptly report such suspension to the Committee concerned with the reasons for the same.

10. Have the power, with the consent of the School Management Committee, to require pupils to attend any school under the board, and under the same authority have power to make transfers of pupils from one school to another.

11. Receive all complaints from parents or guardians regarding the treatment of the pupils in the schools.

II. Report on the work of each teacher in the term in which such teacher has joined the staff, and report from time to time to the School Management Committee when, in his opinion, any
teacher has not been doing efficient and satisfactory work.

12. Make such recommendations in the transfer and employment of teachers as in his judgment are for the best interests of the schools and to give a report to the Board upon the work of the principals, Supervisors, or teachers employed when so required.

15. Perform such other duties under the direction of the Board as are required in the Saskatchewan School Act. 47

In common with other centres in the province, Saskatoon has long recognized the importance of the school principal in providing immediate supervision and direction to teachers and pupils. A plan introduced in Saskatoon in 1953 allowed time for supervision, on the basis of one half day each week for every one hundred pupils in the school. The maximum allowance for supervision was one half time. In order to involve the principals more directly in the work of supervision the superintendent established Principals' Committees to study instructional and promotional problems facing the Saskatoon schools.

In addition to the services provided by the supervisory staff, there were many other activities organized in Saskatoon which were designed to foster teacher improvement. In 1917 Hr. Marshall, principal of Western Business College, was engaged by the board to give twelve one-hour lessons to teachers in the art of handwriting. 48 Two-thirds of the teachers from each school in the city were selected for attendance. The aim of the programme was to train the teachers so that

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47Duties of Superintendents, Section 10, Bylaw Number 20, of Saskatoon School District No. 13.

48K. G. Korgenroth, op. cit., p. 77.
they would be better able to instruct their pupils. In 1930 a scheme of sabbatical leave was provided for Saskatoon teachers who had served at least ten years in the Saskatoon school system. Subject to the approval of the superintendent, qualifying teachers were to receive sixty percent of their salary if they wished to take a year for study. In 1922 summer vacation classes were first organized in the Saskatoon school system. The Saskatoon teachers also made use of the convention and institute as a means of in-service training. In 1953 the practice was to hold two one day institutes, one in autumn and the other in January. In common with many other superintendents, Mr. Gathercole indicated he felt that the present form of the convention was not really an effective supervisory device.

Separate Schools. On June 30, 1911, St. Paul's Roman Catholic Separate School District Number 30 was established in the Saskatoon area. Classes were first held in September of 1911, and the first permanent school was St. Mary's, built in 1913. Because of the limited size of the system, the separate school board did not find it necessary to engage a special supervisory staff. Morgenroth reports: "According to a policy laid down by the members of the separate school board in 1915, the principal of St. Mary's School also became the superintendent.

49 Ibid., p. 78.
50 Ibid., p. 80.
51 Ibid., p. 37.
of the separate schools in Saskatoon."\(^5\) The duties assigned to him as superintendent were to inspect the schools and to make annual reports of his findings and recommendations to the board.

**Secondary Schools.** The Saskatoon High School District was established on January 11, 1908, following passage of the Secondary Education Act in the preceding year. The first permanent high school established was the Saskatoon Collegiate Institute in 1910. The name of the school was later changed to the Nutana Collegiate Institute. In 1933 the system included two other collegiate institutes and one Technical school. Unlike Moose Jaw, but in common with most centres having both elementary and high schools organized within the district, Saskatoon made no attempt to coordinate the management of the schools through a single board. Rather each system, elementary and high school, retained a separate school board responsible for the conduct of the schools within its own system. No superintendent was employed to act as educational director for the secondary schools in Saskatoon, nor were any special supervisors employed to direct phases of the instructional programme in the Saskatoon collegiate institutes. However, in 1930, an attempt was made to provide some coordination and supervision of the instructional programme within the various high schools when:

An agreement was reached by the members of the collegiate institute board and the principals of the collegiate institutes whereby the latter should be a committee, known as the Board of Principals, to advise the former on all matters of adminis-

tation, curricula, and engagement of teachers.\textsuperscript{53}

\textbf{Some Generalizations}

The supervisory systems in the three cities under consideration followed the same general pattern, with only a few important modifications. School law and regulations, particularly in respect to separate and secondary schools, encouraged the development of administrative patterns which greatly affected the supervisory programmes in these cities.

The principal developments in regard to supervision in these cities may be summarized as follows:

1. In each case the public school boards, at an early date, appointed a superintendent of schools who acted as chief educational officer for the board, responsible to the members of the board, for the conduct of instructional services. The boards also engaged various kinds of supervisors and specialist teachers to work under the direction of the superintendents. These teachers were particularly useful in introducing into the city systems services and subject matter beyond the capabilities of the ordinary classroom teacher. The school principals in these cities received salary allowances and time free from instructional duties in recognition of their administrative and supervisory positions. It would appear that the city principals were particularly conscious of their management duties, and spent much more

\textsuperscript{53}\textit{Ibid.}, p. 131.
of their time on these activities then on supervision. The employment of superintendents and special supervisors established a line and staff supervisory organization in the cities of Moose Jaw, Regina, and Saskatoon. The superintendent acted for the school board as its chief educational officer. The specialist teachers and subject-matter supervisors were staff officers directly responsible to the superintendent. The principals were line officers, directly responsible for the instructional services in their schools. The special supervisors worked with the classroom teachers upon the request of the principals or at the direction of the superintendent.

2. In each of the three cities a separate school system was developed for children of Catholic ratepayers. The religious distribution of population in these centres meant that the Separate School Systems were smaller than the Public School Systems. At first the separate school boards employed the services of a supervising principal who, aside from his instructional duties, exercised the responsibilities of a superintendent of schools. Later superintendents were appointed in Regina and Saskatoon, but no separate school boards employed subject-matter supervisors.

3. Regina and Saskatoon followed the lead of the Secondary School Act in that in these cities there were established two distinct boards to direct the elementary and secondary school systems. On the other hand Moose Jaw, while retaining the two board system, held to a practice of almost reciprocal membership on the two boards, so that the same group of people administered both the elementary and secondary
schools. Some other centres, among them Swift Current, followed this practice. Thus the Superintendent of Schools for Moose Jaw occupied the position of educational director for the whole system, and the supervisors were operative throughout the system. In Regina and Saskatoon the supervisors served the elementary schools only. The supervisory programmes for the secondary schools in Regina and Saskatoon suffered because the High School Boards did not see fit to appoint a superintendent or other supervisors. Thus, while the elementary school boards in these cities employed administrative and supervisory personnel in an attempt to direct and coordinate the work of the teachers in the elementary schools, the high school boards did not secure any staff of this nature. It has been previously noted that all high schools and collegiate institutes in the province were supervised by the provincial high school superintendents, but at best such supervision was infrequent and oftentimes superficial. It is true that the amenities offered by the city systems attracted superior teachers, and that the high school boards were therefore able to offer above-average services to their students. However, it seems particularly lamentable that, in these systems employing upwards of a hundred teachers each, where there was so much specialization, no special supervisors were employed to develop a coordinated programme.

4. There is little to indicate, in the material gathered for this thesis, that the public school principals in the three cities under consideration were any more active in their supervisory roles than principals in any of the smaller centres. The supervisory role
of principals in schools large and small throughout the province was limited by the same circumstances, namely: too little time free for supervision, confusion as to what supervision was or should be, and a lack of guidance for school principals as to their supervisory functions from senior administrative officials.

5. Neely's observation regarding the Regina schools, "Yet now little attention is given to the continuous education of teachers of the city schools,"^54 may be taken as a valid criticism of the city systems in general. While the cities made quite effective use of the standard procedures of supervision such as classroom visitation, conventions and institutes, there is no evidence to suggest that they led in the development of new types of in-service education procedures.

SECTION III
SUPERVISORY PERSONNEL AND THEIR DUTIES

Introduction

The inspector or superintendent has long been regarded as a key person in the supervisory programme. In this chapter the work of certain other personnel is also described. These include the school principal, supervisory officials employed by the Department of Education and working from the central office, helping teachers, and teacher psychologists. No attempt has been made to describe the work of city superintendents, or their staffs, as this is discussed in Chapter VII.
CHAPTER VIII

INSPECTORS AND SUPERINTENDENTS

The Role of the Inspector, 1884 to 1905

Appointment. The government of the North-West Territories provided, in the first School Ordinance, for the appointment of inspectors of schools. This 1884 Ordinance stated that it was the duty of each section of the Board of Education to, "appoint inspectors who shall hold office during the pleasure of the section appointing them." 1

Under the Council of Public Instruction, which existed from 1891 to 1900, and under the Department of Education of the North-West Territories, the power to appoint inspectors was transferred to the Lieutenant-Governor-in-Council. 2

The first school inspectors in the North-West Territories were appointed March 11, 1886. The Protestant section of the Board appointed six inspectors, while the Catholic section named five. The original inspectors included:

- Protestant. Thomas Grover, B.A. Western Assiniboia
- John Hewgill Eastern Assiniboia
- Rev. A. B. Baird, M.A. Edmonton district
- P. G. Laurie Battleford district

1Ordinances of the North-West Territories, 1884, No. 5, s. 5.
2Ordinances of the North-West Territories, 1892, No. 22, s. 11.
Rev. James Flett  Prince Albert district
Rev. M. M. McLean  Calgary and McLeod districts
Catholic  Father Lebret  Assiniboia
I. W. Costello  Calgary and McLeod
Father J. H. Lestanc  Edmonton district
E. E. Richard  Battleford district
Father Alexis Andre  Prince Albert district.3

It is interesting to note that six of the eleven were clergymen.

By 1888, each section of the Board of Education was employing seven inspectors. Some of these men, of course, did not devote their full time to the job of school inspection.4

With the establishment of the Council of Public Instruction in 1891, inspectors were made directly responsible to the Government of the North-West Territories. The inspectors were assigned definite territories within the four districts of the North-West Territories, and were responsible for the inspection of all schools within their area, regardless of religion. In 1896 there were four inspectors and three hundred and sixty-six schools in operation in the region.5 In 1902 the Department of Education increased the number of inspectors to

3Report of the Board of Education, 1886, p. 3.
seven.

The structure of the Board of Education, and the School Ordinance of 1884, which provided that "Protestant and Roman Catholic schools shall be inspected by officers of their own faith," encouraged the practice of appointing someone who could ensure that the moral and religious interests of the pupils were being guarded, and at the same time inspect the schools to ensure that they were being operated according to the law and regulations of the state.

None of the original inspectors had advanced training in educational matters. In 1884, it was felt that school inspection could be done on a part time basis and, as a consequence, the first School Ordinance stated that school inspectors were not entitled to any remuneration for their services. As the Territories became more populous and numerous school districts were organized, it was realized that men would have to be employed who could devote their full time to the job. The School Ordinance passed in 1885 provided for the remuneration of inspectors, but did not set a salary schedule. However a resolution of the Board of Education, 1888 stated:

The remuneration of Inspectors shall be at a rate of twenty dollars per annum, per each organized school within their

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7 Ordinances of the North-West Territories, 1884, No. 5, s. 68.

8 Ibid., 1884, No. 5, s. 69.

9 Ordinances of the North-West Territories, 1885, No. 3, s. 5.
Inspectorates, open during the year or in any part thereof. For travelling expenses they shall be allowed five dollars for each day absent in the discharge of their duties; but where the railway is used, they shall be allowed the actual fare paid such railway.\(^\text{10}\)

The School Ordinance of 1892 stated in part: "The Lieutenant-Governor-in-Council may appoint inspectors of schools in the Territories and fix their salaries and travelling allowances."\(^\text{11}\) The writer has been unable to find out what salaries and expenses were granted following this time, but they probably approximated those reported by Hiller in his study, that is one thousand six hundred dollars per annum.\(^\text{12}\)

Duties. The functions of the school inspectors and superintendents varied with changing times and conditions. The duties of these men were set forth in the school laws and in the regulations of the Department, but oftentimes, as special problems arose, inspectors and superintendents were called upon to assume duties beyond the field of school administration and supervision.

The duties assigned to the school inspectors by Ordinance Number 5 of 1884 were to:

1. Visit from time to time the schools under their charge and examine the pupils in the different classes as to proficiency in their studies;

\(^\text{10}\) Report of the Board of Education, 1893, p. 3.

\(^\text{11}\) Ordinances of the North-West Territories, 1852, No. 22, s. 11.

(2) At the desire of the trustees of any district, examine the teacher employed or proposed to be employed by such trustees, as to his proficiency in the studies he is expected to teach, and as to his methods of teaching;

(3) Examine any candidate for the position of teacher who may apply to him for such examination and grant him such certificate of proficiency in study and method as he may think just;

(4) Report from time to time to the Lieutenant-Governor as to the efficiency, methods and usefulness of the schools under his charge as he may deem advisable and also when deemed advisable to the trustees of the different districts.13

further and more specific duties were assigned the inspectors by Ordinance Number 3 of 1885. It stated:

It shall be the duty of the inspector to:

(1) Visit at least once a year the schools under his charge and examine the pupils in the different classes as to the proficiency in their studies;

(2) At the desire of the trustees of any district, examine a teacher possessing no certificate and employed or proposed to be employed by such trustee as to his proficiency in the subjects he is expected to teach and as to his methods of teaching;

(5) Report from time to time to the Board of Education as to the efficiency, methods and usefulness of the schools under his charge, and also when deemed advisable to the trustees of the different districts;

(5) To observe that no books are used in any school but those selected from the List of Books recommended by the Board of Education;

(7) To make a full report of his inspection of every school to the Board of Education not later than September in each year,

13Ordinances of the North-West Territories, 1884, No. 5, s. 90.
and to particularize in each report, name of school, name of teacher, his certificate, the grant he is entitled to, number of school children on the register, number present on day of inspection, remarks of proficiency of pupils, special remarks, if any, state of school buildings and premises, state of school apparatus, general tone of school;

(10) Grant provisional certificates to competent applicants recommended by trustees of school districts, and require such applications to be in the teachers own hand writing;

(12) To observe if the school register is systematically kept;

(13) To inspect the school buildings and premises and to suggest to the trustees any alterations he may deem necessary for the comfort, accommodation and health of the scholars;

(14) To inspect the school timetable and to endorse his approval on it if satisfactory;

(15) To make the timetable the basis of his examination of the classes;

(16) To inspect the visitors book and write therein a general report of the condition in which he found the school and its teacher;

(17) If the teacher holds a provisional certificate to endorse it in his favor or otherwise. 14

Further regulations were issued in 1886, but these were principally classification and extensions of duties already assigned. 15

The Council of Public Instruction issued a list of duties for inspectors in 1892. These duties were essentially the same as had been previously assigned, except that a few duties previously assigned were omitted and the following added:

14 Ordinances of the North-West Territories, 1885, No. 3, s. 82.
15 Annual report of the Board of Education, 1886, p. 10.
(1) The minute and other books of the Secretaries of all School Boards shall be inspected annually and if irregularities are found, the Inspector shall report the same to the Superintendent of Education and shall make such recommendations to the trustees as he may deem necessary;

(2) The Account Books of the Treasurers of all School Boards shall be inspected annually and the Inspector shall have power to call for vouchers, receipts, auditors reports, statements of accounts, and assessment calls. Any irregularities shall be reported to the Trustees and the Superintendent of Education.16

In addition to the above, Section five of this Ordinance provided that an inspector: "Shall perform such other duties as may be imposed upon him from time to time by the Council of Public Instruction."17

It is interesting to note the remarks contained in the Report of the Council of Public Instruction.

Inspectors are appointed by the Lieutenant-Governor-in-Council and report to the Council of Public Instruction and the trustees of each district on the scholarship, behavior and progress of the children, teaching and governing power of the teacher, conditions of the buildings, grounds and apparatus, and state of the Treasurer's books. They are expected to give advice and instruction necessary for the successful conduct of the schools. They have nothing to do with religious instruction.18

This would seem to indicate that while the State was anxious to exert increasing influence over the inspection and supervision of the schools, it was also anxious to protect the religious freedom of its citizens, and thus avoid any trouble with regard to religion and education.

16Ordinances of the North-West Territories, 1892, No. 22, s. 91.
17Ibid., s. 11.
These laws and regulations governing the duties of inspectors remained in effect until 1907, when the Saskatchewan government issued new regulations. It is apparent that the inspectors' duties encompassed a wide field of activity, and required men of ability and enthusiasm who were willing to devote long hours to their tasks.

Working Conditions. One of the most striking features of the work of the early inspectors was the great distances they had to travel to inspect the schools in their territories. The four districts established by the Territorial Government comprised an area of approximately four hundred and thirty-one thousand square miles.\(^{19}\) There were one hundred and eight schools in this area in 1888,\(^{20}\) and eight hundred and seventy-three in 1906.\(^{21}\) Occasionally the railroad could be used, but the bulk of the travel was done by horse and carriage, often over crude trails. An inspectorate at this time might extend ninety-five miles from one end to the other, and cover an area of over ten thousand square miles. Under these conditions it was difficult for an inspector to make even one visit to each school in any one year.

The duties assigned to the inspectors of schools by the Regulations of the Department and the school ordinances left little doubt that these men were inspectors, in the true sense of the word. They

\(^{19}\)N. F. Black, History of Saskatchewan and the North-West Territories, p. 227.
were expected to see to it that the schools were being conducted according to school law and regulations, that teachers were properly qualified, that the specifications of new school buildings were followed, that schools were adequately equipped, and that teachers adhered to the curriculum.

The payment of part of the grant to local districts by the Department, on the basis of the inspectors' reports emphasized this inspectorial aspect of their work. The grants ranged from seventy-five cents to two dollars per pupil capita, depending upon the classification assigned to the school by the inspector.  

Prevailing conditions made necessary the emphasis on the inspectorial features of their work. Settlers were immigrating to the Territories in great numbers, and new school districts were being rapidly organized. Often these settlers were ignorant of the school regulations, and even of the customs and traditions of the country itself. It was essential that there be officials who could assist and advise local boards on matters of teacher selection, school law, and general regulations.

The need for in-service training of teachers was recognized early in the history of the Territories, and to this end institutes and conventions were encouraged by the Department of Education. The work of organizing and directing these institutes and conventions was at first performed by officials of the Normal School, but later became the

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responsibility of the inspectors.

In 1901 the Department of Education established a Teachers' Reading Course as a means of in-service training. The plan was optional, but teachers who participated were expected to read three books a year for three years, submitting reports on the books they had read. The inspectors were made responsible for reading the reports written by the teachers.

The responsibility of training prospective teachers was also entrusted to the inspectors. The need for teacher training facilities was such that Normal Departments were organized at Moosomin and Regina in 1890. The classes held for the training of teachers were conducted for the next three years by the inspectors, until the establishment of the Territorial Normal School at Regina.

The early school inspectors deserve tribute for the zeal and ability they demonstrated. They were assigned a wide range of official duties, and, in addition were required to perform many other tasks to advance the cause of education. The inspectors often worked under difficult and discouraging conditions, but the leadership they provided was instrumental in developing Saskatchewan's educational system.

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Inspectors and Superintendents Serving the Provincial Government, 1905 to 1944

Appointment. When the Province of Saskatchewan was created on September 1, 1905, the Provincial Government retained four men previously employed as Territorial Inspectors, and in the next year hired four more men, bringing the staff of provincial School Inspectors to eight. The first school inspectors in Saskatchewan were: A. H. Ball, B.A., L.Lb.; C. Nivins, B.A.; E. B. Hutcherson; J. Hewgill; N. F. Black, M.A.; H. M. Barrett, B.A.; J. F. Hutchison, B.A.; H. H. Smith, B.A.25

It should be noted that six of these men held university degrees, and all had teaching experience. J. C. Miller in his study of rural school conditions in Canada stated that as a minimum professional qualification an inspector had to hold the highest professional certificate granted by the province.26 He further noted that in every province successful teaching experience was a prerequisite for appointment, but in Saskatchewan the range of experience necessary was not specifically stated in the published regulations.27

The salary range of Saskatchewan school inspectors reporting in Miller's study varied from sixteen hundred to eighteen hundred dollars a year, with additional expense allowances of from four hundred and fifty

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26J. C. Miller, Rural Schools in Canada, Their Organization, Administration and Supervision, p. 144.

27Ibid., p. 145.
dollars to seven hundred and twenty-five dollars a year. Miller noted that these salaries compared favorably with those paid to school inspectors in Eastern Canada, but that:

The relative place of the inspector's salary with that of other professional and business occupations in the same provinces indicates that the West is not so far ahead of the East as the matter would appear on the surface. 29

He further stated that the salaries paid to inspectors of schools were "deplorably low if real educational leadership is to be expected and professional growth on the part of inspectors expected." 30

In the "Survey of Education," conducted by Foght in 1917, it was noted that all the school inspectors of that time were men. At the time the government employed thirty-two inspectors. Foght found that so far as training was concerned all had degrees, ranging from the B.A. to the Ph.D. The teaching experience of the men varied from six and a half years to thirty-four years. The inspectors were paid salaries of from eighteen hundred to twenty-four hundred dollars a year, with an additional sixty-five dollars per month allowance for expenses. 31

With respect to appointment, training and remuneration of inspectors, Foght made the following recommendations:

(1) Maintenance of the standard of provincial inspectors

29Ibid., p. 159.
29Ibid., p. 158.
30Ibid., p. 158.
at a high level of excellence:

By selecting new inspectors preferably from among those educators of high standing and long experience in the Province who have completed a college or university course and in addition thereto have had an advanced class in a normal school or faculty of education;

By making the appointment provisional for two years, after which it shall be made permanent;

By providing ample opportunity for professional improvement through granting each inspector (1) sabbatical leave at full pay; or (2) shorter leave for study every second or third year; or by requiring inspectors to attend lectures at the University of Saskatchewan for a period of six weeks or two months each winter. The University to organize for the purpose advanced courses in the educational theory and practice leading to degrees in education.

(2) Placing the initial compensation of all provincial inspectors at $2000.00 per annum with increases thereafter of $200.00 per annum up to $3000.00.\(^{32}\)

During the period that followed, the Department of Education was unable to maintain the high standard of qualifications for the whole inspectorial staff. Oftentimes as many as thirty percent of the inspectors did not hold a degree. This situation prevailed throughout the depression and World War II years, and it was not until after the war that the Department was able to greatly improve the situation.

In the period 1923 to 1929 the maximum salary paid inspectors was three thousand one hundred dollars. The depression that followed resulted in quite severe reductions in salaries, so that the average salary of inspectors in the period from 1930 to 1942 approximated two thousand four hundred dollars.

\(^{32}\)Ibid., pp. 38-39.
Assigned Duties. After 1905 the Government of Saskatchewan continued to operate its schools according to ordinances and regulations of the Territorial Governments. However, in 1907 and 1914 the Provincial Department of Education did issue special regulations concerning the duties of school inspectors. In this regard the Regulations of 1914 stated:

(1) During his official visit to the school the inspector shall have supreme authority in the school. It shall be the duty of the inspector:

(a) To have his place of residence within the limits of the territory assigned to him.

(b) To visit each school in his inspectorate as often as the minister may direct.

(c) To conduct his inspection with such special instruction as he may receive from the Department.

(d) To assist whenever required:

   (i) In the inspection of high schools and collegiate institutes;

   (ii) In the preparation of examination papers at the departmental examinations;

   (iii) In reading examination papers at the departmental examinations;

   (iv) In the work of teachers' institutes and teachers' conventions;

   (v) In reading such essays of the teachers' reading course as may be assigned by the Department.

(e) To act when necessary as presiding examiner at such centres as may be designated;

(f) To conduct Third Class Normal Sessions at such centres as may be chosen and to assist in the Provincial Normal Schools whenever required;
(3) To perform such other duties as may be required from time to time by the Minister.\textsuperscript{33}

The work of the inspectors was becoming increasingly supervisory. Inspectors and departmental officials often stated that the most important service the inspector could render in his job was a supervisory one. However, the term inspector seemed to place the emphasis on inspection of schools rather than supervision of schools. Accordingly, in 1940, amendments were passed to the School Act and the Secondary School Act, whereby the term "superintendent" was substituted for "inspector".\textsuperscript{34}

In 1941 the Department of Education issued a new series of regulations describing the duties of Superintendents of Schools. A partial list of these are included:

It shall be the duty of the Superintendent of Schools appointed in accordance with section four of the School Act:

(1) To give educational leadership in the area assigned to him;

(2) To exercise general supervision over the work of schools and teachers in his area;

(3) To visit from time to time each school in his area. During his visit the superintendent shall have full authority in the school;

(4) To give specific supervision and counsel to the teachers in the classroom;

\textsuperscript{33}\textit{Regulations of the Department of Education}, 1914, p. 11.

\textsuperscript{34}\textit{Statutes of the Province of Saskatchewan}, 1940, c. 75, s. 2. \textit{Ibid.}, 1940, c. 74, s. 10.
(5) To discuss with teachers either individually or in groups educational principles and procedures both in general and as applied to a particular classroom or pupil;

(6) To hold meetings of ratepayers, parents and others to discuss educational questions in general or the educational needs of a particular community;

(7) To attend from time to time school board meetings and to confer with school boards on such matters as school accommodation, school equipment, and other matters affecting the progress and welfare of the pupils;

(8) To examine from time to time the minute book, the cash book and other records of the board;

(9) To approve or amend the annual requisition of any school district upon the request of the minister;

(10) To conduct investigations connected with school district administration upon the request of the minister;

(11) To act as official trustee of any school district when appointed by the minister;

(13) To make recommendations for the guidance of the minister in connection with approval of school sites, school district boundaries and teachers' residences.

Contrasting the duties assigned to an inspector of schools under the Territorial Government and those assigned to the Superintendents of Schools in 1941, it is apparent that the work of the superintendent was becoming increasingly supervisory and decreasingly inspectorial in nature. The approach to the solution of educational problems was more cooperative than had theretofore been the practice. However, in their role as departmental officials, superintendents were forced by the educational system and the economics of the times to perform many other

35Regulations of the Department of Education, 1941, s. 16.
services beyond those regularly expected of administrative and supervisory officers.

Working Conditions. The size of the inspectorates still remained tremendously large. H. H. Ball's inspectorate stretched from the Manitoba boundary to Range 14, West of the Second Meridian, and from the Qu'Appelle River to Township 36, encompassing an area about nine thousand, five hundred square miles. In this inspectorate there were one hundred and ninety school districts with an average drive of twenty-two miles between schools. In 1907 Inspector Barrett reported he travelled three thousand, four hundred and forty-nine miles by rail and three thousand and eight miles by trail in making his two hundred and thirty-nine visits. The automobile was not yet a main source of locomotion, so that whenever a school was situated off a railway line the inspector had to travel by horse and carriage. That the Department made an effort to solve these problems is shown by J. H. McKechnie, who reported in 1913 that four inspectors were then covering the area he had covered alone in 1909. However, the government was barely able to keep pace with the rapid growth of settlement.

It is little wonder that one inspector reported in 1907 that:

The work of inspection grows less attractive. It is a rough business. Five-sixths of the schools are in new territory amid pioneer conditions. Rough roads often through a

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Another inspector commented:

I think you will agree with me that the present supreme need of our schools is more adequate inspectorial supervision than is possible under existing conditions. . . . For example although in addition to railway work I have this year driven three thousand one hundred and fifty-one miles on inspectorial rounds and have made considerably over two hundred visits, scarcely any schools were visited more than once and several were not reached at all. 40

As improvements were made in the automobile and roads, reaching the schools became an easier task. However, while the Department was able to appoint some new inspectors and thus reduce the size of the inspectorates, the great influx of settlers prior to World War I caused such a growth in the extension of educational services that the actual load on the inspector was decreased little. Figure 6 shows the number of public school inspectors and superintendents in relation to the number of public school departments in Saskatchewan between 1906 and 1944.

In 1906, the average number of school departments per inspector was about one hundred and twenty-seven. By 1912 this average had climbed to one hundred and eighty-four departments per inspector. The great impetus given to educational matters about 1915 helped to reduce the number to an average of one hundred and fourteen departments by 1919. Using the average number of departments per inspector as the criterion of the work load of the inspectors, the most favorable period

The scale used is in the ratio of one inspector to every one hundred and twenty-five departments. Each vertical division on the graph represents an additional two inspectors or two hundred and fifty departments. The years are marked on the horizontal scale, one year for each division. The term "department" is synonymous with "classroom."
for the inspectors would be 1915-1920 when the average number of departments fell below one hundred and twenty. Conversely, the most unfavorable period occurred during the economic depression of the 1930's. During this time, when the Department had to reduce its services as an economy measure, the average number of departments per inspector rose to over one hundred and ninety.

While inspectors found their inspectorates too large to do really effective work, the Department of Education also recognized the problem, and, whenever conditions permitted increased the size of the inspectoral or supervisory staff. All departmental officials concerned with supervision realized that to do effective work the supervisory official needed time to visit each school in his area at least twice a year. School inspectors found this to be impossible, and, while they continued to put forth their best efforts, their reports to the Department contained many statements somewhat like the following:

With regard to the actual work of inspection I beg to state that in my opinion the number of schools in an inspectorate should be considerably fewer than at present. The work of an inspector should become more of a supervisory and less of a critical character under our system and educational conditions. Teachers while at work need the help of an expert.41

Inspector J. F. Hutchison thought that a partial solution to the problem would be to require the inspector to make one regular visit to all schools with a report to the Trustees and the Department. The allotment of the rest of his time would be left to the discretion of the

Another phase of the work which reduced the inspector's supervisory efficiency was the time spent on clerical duties. Many inspectors stated that too much emphasis was placed on writing reports and various memoranda for the Department and Trustees, and that much of this work could easily be done by someone not so busy with a multitude of other tasks. In this regard Foght recommended, in 1917, that each inspector be allowed a reasonable amount of secretarial help to release him for more important tasks. However, this problem remained a pressing one for a number of years.

With regard to the actual visitation of schools, it is interesting to note the details that concerned the inspectors at different periods of the Province's history. In the very early days inspectors were chiefly concerned with the erection and equipment of schools, with the assessment of student progress, with teacher certification, with the language problem, and with pupil attendance. Later, from 1915 to the mid 1920's, more attention was given to such things as school agriculture and gardens, and the teaching of a broader curriculum with the inclusion of such subjects as Home Economics, Physical Education and Manual Training. The effect of the depression of the 1930's on the schools was, of course, a factor noted by the inspectors. However, they mentioned more frequently such matters as the use of the project

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method in schools, and the amount of extracurricular activity carried on. The superintendents were instrumental in organizing school fairs, sport days, oratorical contests and home and school associations. Throughout this whole period such topics as teacher supply, student progress, and school finance were common in the reports of all inspectors.

These officials continued to perform duties beyond the immediate scope of school supervision. Often they were required to preside at, or aid in, the marking of departmental examinations. Nearly all the inspectors were called upon to spend some time each year in the instruction of prospective teachers at the Provincial Normal Schools. The average number of days spent by inspectors in the Normal School work increased from twenty-one days in 1921, to sixty days in 1922, and to eighty-seven days in 1923. Throughout the period under review, inspectors and superintendents continued to serve in this capacity.

Many felt that this integration of in-service training and pre-service training was valuable to the inspectors, the prospective teachers, and the institutional staffs of the Normal Schools. The two objections most often heard in this regard were that the time spent in Normal School work was taken at the expense of field work, and resulted in a decrease in the effectiveness of the inspector's and superintendent's supervisory programme, and that it limited their opportunities to acquire additional professional training.

In addition to these duties, the inspectors held many conferences with local trustees. In 1930 these averaged eighty per in-
In that year inspectors also made one thousand five hundred and nine visits to school districts on investigations of difficulties and on arbitrations.\(^{44}\)

In the 1929 annual report to the department, the Chief Superintendent included the following distribution of one inspector's time as typical:

<table>
<thead>
<tr>
<th>Activity</th>
<th>Days</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inspection</td>
<td>176</td>
</tr>
<tr>
<td>Teachers' Meetings and Conferences</td>
<td>9</td>
</tr>
<tr>
<td>Local and Provincial Conventions</td>
<td>6</td>
</tr>
<tr>
<td>Interviews with School Boards, Boards of Reference</td>
<td>11</td>
</tr>
<tr>
<td>Grade VIII Board of Sub-examiners</td>
<td>19</td>
</tr>
<tr>
<td>Vacation and Statutory Holidays</td>
<td>23</td>
</tr>
<tr>
<td>Office</td>
<td>54</td>
</tr>
<tr>
<td>Travelling</td>
<td>9</td>
</tr>
<tr>
<td>Inspectors' Conference</td>
<td>5</td>
</tr>
<tr>
<td>Sickness</td>
<td>1</td>
</tr>
<tr>
<td>Sundays</td>
<td>52</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>365</strong></td>
</tr>
</tbody>
</table>

The responsibilities of the school inspector of this period have been summed up by A. H. Ball, the Deputy Minister, who wrote in 1923:

> The duties of inspectors of schools besides inspection include attendance at school fairs, conventions and other educational meetings, supervision of the marking of answer papers of candidates writing upon departmental examinations, and normal school teaching.\(^{46}\)

In 1931 it was reported:

> ... An inspector has many duties besides visiting classrooms and reporting on conditions and progress of the school. His other duties include special investigation of difficulties


under the School Attendance Act, meetings with rural municipal councils relative to the financing of schools, conferences on the field with teachers, trustees and ratepayers, interviews in the office on Saturdays, correspondence, etc. The number of visits to districts for purposes other than the actual inspection of classroom work averaged forty-three for each inspector. When inspecting the school of a district the inspector makes a point to interview one or more trustees or an official of the board and frequently the complete board. 47

The Superintendent in the Larger Unit of Administration, 1944 to 1953

Appointment. The effect of the formation of Larger Units of Administration on the organization for supervision has already been described. The place of the superintendent in the larger unit administrative scheme was described in Section seventy-seven of the Larger School Units Act of 1944, which stated:

(1) Upon the establishment of a school unit the minister shall appoint a superintendent of schools for the unit and shall assign to him his duties.

(2) The superintendent shall exercise general supervision over all schools and teachers in the unit and over the work of the secretary treasurer and office of the unit board. He shall confer with the unit board in matters pertaining to education in the unit and shall advise the board thereon, and shall attend all meetings of the unit board. 48

Other than this, the only published instructions assigning duties to the superintendents are contained in the Regulations of the Department. These assigned duties remained the same as those issued in

48 Statutes of the Province of Saskatchewan, 1944 (2nd sess.), c. 41, s. 77.
Prior to 1941, the Regulations of the Department of Education made holding a degree in education one of the qualifications for the appointment of superintendents. The superintendents were also required to have a certain amount of teaching experience and to be holders of a First Class Teaching Certificate. Conditions in the Province were such that these regulations were not fully met until the 1945-1946 school term. Prior to that year, the proportion of superintendents holding degrees was only about seventy percent of the total number on staff. There was no stipulation requiring the superintendents to take any training in supervision.

The specifications of the Public Service Commission contain the following as Required Knowledges, Abilities and Skills for the position of a superintendent of schools in Saskatchewan:

Advanced knowledge of effective methods and techniques of elementary and secondary school instruction and of the problems commonly met with by teachers in elementary schools.

Thorough knowledge of the philosophy, psychology and methods of elementary school training.

Knowledge of elementary school organization and administration and the laws and regulations controlling their operation, with particular reference to operations under the Larger School Units Act.

Knowledge of child and adolescent psychology and of the fields of vocational and personal guidance.

49 Regulations of the Department of Education, 1941, s. 16.
Skill in the manipulation of materials and equipment normally used in elementary school activities and in the demonstration of effective teaching devices including arts and craft materials, sports and field day equipment and elementary woodworking tools.

Ability to demonstrate effective classroom methods and techniques used in the elementary and continuation schools of a modern public school system.

Ability to evaluate the progress of students and the efficiency of teachers in elementary school work.

Ability to give constructive criticism and advice in the organization and administration of a large public school system and to give effective assistance in planning and developing expanding school programs in conformity with the aims of the Larger School Units Act.

Ability to provide effective educational leadership to teachers, school boards, and the public through public addresses, informal talks and interviews, and through institutes, conferences and on committees.

Ability to develop and maintain effective working relationships with senior administrative officers, local school authorities, principals and teachers of elementary and continuation schools, and with committees of trustees, teachers and ratepayers in the solution of particular educational problems.\(^1\)

The Required License and Certificate for a superintendent of schools was a valid permanent high school certificate, but the specifications suggest as Desirable Experience and Training:

Considerable successful elementary school teaching experience preferably in a variety of schools and some experience in general school administration, preferably in a large school, and graduation from a recognized University with a degree in education including special courses in child and adolescent psychology, school organization and administration,

\(^{51}\)Specifications of the Public Service Commission, 1951, revised 5601, 1953.
and elementary school practice. At the Superintendents' Conference in 1952 discussion was held on the criteria that should be used in appointing superintendents.

The following were suggested as suitable qualifications:

(1) Bachelor of Arts and Bachelor of Education degrees, with no lower qualifications acceptable;

(2) Successful experience in various schools—probably ten years;

(3) Classes in supervision;

(4) A record of leadership in education in school and community;

(5) A record of ability to get along with colleagues and the public;

(6) Demonstrated administrative ability;

(7) To have respect of community in which he has worked and be a well adjusted personality;

(8) Good health and not over the age of forty at time of appointment.

Any person meeting all the foregoing qualifications might reasonably expect remuneration in keeping with a position of high standing and responsibility. Some mention has already been made in this thesis of the salaries paid to inspectors in the early days of the Province's history. In summary, we find that the original school inspectors of the North-West Territories received no remuneration for

52 Ibid.

their services. Later, inspectors were paid on the basis of the number of schools in their inspectorates. Miller found that the salaries paid to inspectors in 1911 varied from $1600.00 to $1800.00 with expense allowances of from $450.00 to $725.00 per annum.\(^{54}\) By 1917 according to H. W. Foght the salaries ranged from $1800.00 to $2400.00 a year with an allowance of $65.00 a month for expenses.\(^{55}\) In 1923 the maximum salary for inspectors was set at $3100.00. During the depression years the actual salaries paid inspectors fell well below this maximum, and the average salary paid to inspectors approximated $2400.00. During all this time there was no salary schedule in existence except for a set maximum wage. In March of 1945 the Public Service Commission established class specification for certain provincial civil servants, and corresponding salary schedules were negotiated. The salary schedule in effect in 1953 set the initial salary of superintendents at $397.00 per month with annual increments of seventeen dollars per month, to a maximum of $481.00 per month.

**Professional improvement.** When as many as one-third of the supervisory staff were without degrees, many inspectors spent the summer sessions trying to acquire the additional training necessary to meet the regulations. The acquisition of suitable training for superintendents was made difficult by a number of factors including:

(1) Lack of suitable facilities for graduate studies, particu-
larly in the field of supervision;

(2) The difficulties faced by many inspectors and superintendents in financing additional study, especially during the depression years of the 1930's;

(3) The lack of summer school courses designed to meet the needs of the school administrator and supervisors;

(4) The practice of assigning to inspectors and superintendents tasks in addition to their field duties.

In 1951, an outstanding project in educational supervision was initiated. In that year, the W. K. Kellog Foundation made a grant of over $230,000.00 to the Canadian Education Association for a project designed to improve educational leadership and supervision in Canada. This project also received financial support from all the provincial governments. Their contributions enabled inspectors and superintendents from every province to enroll for the courses. The initial grant was for a three year period, with expectation of further support dependent upon the satisfactory progress of the project.

The aims of the project were:

(1) To clarify the functions of superintendents or inspectors of large school areas;

(2) To work out practical solutions to problems now being encountered;

(3) To bring together a fund of knowledge and material based on Canadian experience in school administration and supervision;

(4) To encourage the establishment at the University of Alberta
of a programme of pre-service and in-service training in supervision and administration;

(5) To develop principles and procedures designed to improve Canadian school administration in general.

Basic to this project were yearly short courses, designed for superintendents, held at the University of Alberta. In 1953 great expectations were held for the influence which this project would have on the improvement of supervisory practices. It was thought that the persons selected to attend these courses would be able to transfer to their fellow workers in the field the knowledge and skills they had acquired. Ultimately, it was hoped that, at the University of Alberta, courses which would give adequate pre-service and in-service training to school administrators and supervisors would be offered.

Adequate pre-service training and short-term university courses for superintendents were not regarded as the only answer to the problem of professional improvement. Not all were in a position to take advantage of such opportunities, and even the most highly qualified personnel need to grow while on the job. The in-service training of superintendents in Saskatchewan was accomplished through two media. Each year the Chief Superintendent conducted Zone Conferences with his superintendents. The Province was divided into ten zones for this purpose, and the Chief Superintendent tried to hold two conferences in each zone each year. Discussions were held on problems common to the group. Sometimes a guest resource person also attended the conferences with the Chief Superintendent. The conferences were of one day
In addition, Joint Conferences of the Teacher Training and Supervisory Staffs were held each year. These were usually of five days duration. A theme was chosen each year for the conference which would be mutually beneficial to those concerned with the institutional training of teachers and to those concerned with the training of teachers in-service. There were several joint sessions, and each section of the conference also held its own group meetings. The type of topics discussed included curriculum planning, mental hygiene, school administration, teacher training and supply, and Larger School Unit problems.

The work of school superintendents, 1944 to 1952

The effect of the organization of Larger School Units on the school supervisory programme was immediate and striking. In September of 1945, fourteen new superintendents were appointed, raising the number to sixty to correspond with the number of larger units, organized or proposed. This, of course, caused a considerable decrease in the size of superintendencies, and reduced the number of teachers under the charge of any one superintendent by about one-third. While the administration of many schools from one central office increased the clerical work, the employment of secretary-treasurers and their staffs by unit boards relieved the superintendents of much of the clerical load. The superintendents received additional help, as many of the Larger Units employed helping teachers and other specialists such as audio-visual teachers to aid in the instruction of children. In 1952 thirty-one units employed
helping teachers.

The combination of these factors greatly increased the supervisory efficiency of the superintendents. It meant that, while having fewer teachers under their charge, they were able to devote more time to work of a supervisory nature. In addition to their classroom visits, the superintendents were now able to spend time on other supervisory techniques and in-service training practices. They were able to institute supplementary programmes which greatly enriched the school curriculum, such as additional library services, standardized testing programmes, and the promotion of home and school associations. The superintendents provided the leadership for the new emphasis which was given to the teachers' institutes. The amount of time superintendents formerly spent with local boards discussing administrative detail was reduced. However, the superintendent still met with local trustees on such matters as the care and management of school property, the progress of the children in school, and the quality of instruction offered by the teacher.

There was little or no doubt that the amount of and quality of supervision had been substantially increased since the inception of larger school units. One superintendent offered the following reasons for the improvements made in supervision:

(1) The services provided by helping teachers and librarians;
(2) The services provided by the teacher psychologists;
(3) Greater services on the part of the public health nurse;
(4) Expansion of the in-service education programme for teachers;
(5) Adoption of a testing and remedial programme;
(6) Use of regular supervisory bulletins to teachers;
(7) Use of teachers' professional reading library.56

While improvements had been made, a number of problems still beset the superintendents in their task of improving the quality of instruction given by teachers. Among these problems were:

(1) The physical size of the inspectorates—while the formation of Larger School Units made improvements in this regard, distances travelled by superintendents on their rounds were still too great;

(2) The number of teachers under the charge of each superintendent approximated one hundred. Again this was an improvement over conditions that existed prior to 1944, but no person could effectively supervise the work of one hundred others;

(3) The scarcity of teachers which resulted in a lowering of qualifications for those allowed to teach. In many cases schools were entrusted to "study supervisors" who had no teacher training. This imposed an additional supervisory burden on the school superintendent;

(4) The closing of many schools which meant that while the superintendent had fewer schools to visit he was now faced with the problem of conveyance.

CHAPTER IX

THE SCHOOL PRINCIPAL AS A SUPERVISORY OFFICER

Introduction

Educators have recognized the importance of the school principal as a supervisory officer. Cooke, Hamon and Proctor stated:

With the recognition of the fact that supervision is an integral part of the general administrative program; there has come a realization that the building principal occupies the most strategic position for performing the functions of supervision.¹

If adequate supervision could be rendered in our village, town, and city schools by their principals, it would mean that superintendents could spend more time in the supervision of scattered rural schools where the problem is especially great.

Luties and Responsibilities

In the North-West Territories the position of school principal was first recognized by law in the School Ordinance of 1896. This Ordinance stated in part:

In every school in which more teachers than one are employed the head teacher shall be called the principal and the other teachers assistants. . . .

The principal shall prescribe with the concurrence of the board the duties of the assistants and shall be responsible for the organization and general discipline

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of the whole school.\textsuperscript{2}

The foregoing legislation pertaining to the duties and power of principals was incorporated in a general way in the Regulations of the Department of Education, 1916.\textsuperscript{3} These published regulations remained in effect to 1953.

**Professional Training and Qualifications**

No standard set of qualifications was required for school principals in Saskatchewan. The qualifications for appointment varied with the times, the size of the particular school, and the requirements of the individual school boards. However, it seems obvious that the person responsible for the immediate administration of any school should be superior in training, experience, and qualities of leadership to the teachers under his charge. Spencer found:

> The most favorable combination of factors was indicated to be a degree in Education, ten or more years experience as principal, six or more in the present position, population of two thousand or more, four to eight rooms in the school, and three or more hours of supervision per week.\textsuperscript{4}

In the past principals were appointed with little regard for their qualifications for supervision, except that their appointment was usually based on academic training and experience--factors which

\begin{itemize}
\item \textsuperscript{2}Ordinances of the North-West Territories, No. 2 of 1896, s. 97, s. 98.
\item \textsuperscript{3}Regulations of the Department of Education, 1916, p. 10.
\end{itemize}
probably bore some relation to their ability to supervise.

In many schools in Saskatchewan, principals were employed who had not completed the requirements for a baccalaureate degree. This condition resulted from the existence of one year teacher training programmes, and from extended periods of teacher shortages. Even those who attended the College of Education at the University of Saskatchewan, and later became principals, may have had no training in supervision. For a number of years the College of Education offered a class in supervision, but it was an elective and therefore was not taken by many graduates.

The establishment of a 1953 summer school workshop in supervision, which was designed primarily to meet the needs of principals, was a progressive step toward the development of good supervisory practice. The plan was to make this course a permanent feature of the University of Saskatchewan Summer School, affording principals and prospective principals an opportunity to become acquainted with the aims and principles of supervision, and to participate in the discussion and solution of their problems.

The Principal as a Supervisor

The principal has many avenues of approach in giving leadership in his school. Among the possible techniques which might be used are:

(1) The orientation of new teachers into the school system;
(2) Classroom visits and teacher-principal conferences;
(3) Group study of school problems;
(4) Initiation of professional library services, standardized testing procedures and co-curricular activities;

(5) Providing leadership in Home and School Associations.

Generally however, the principals in Saskatchewan did not do an effective job of supervision. The two biggest barriers to effective supervision by principals were the failure to differentiate between administrative and supervisory duties, and the lack of time for supervisory duties. These two factors were closely related. School principals did perform an essential administrative function. Part of their day was spent on such problems as school finance, teaching supplies, and maintenance of records. If the principal was to carry out his administrative function and still have time to fulfill his role as a supervisor, he could not be expected to carry a full teaching load. In many cases there was a need to identify the supervisory functions and give some emphasis to these.

Local Boards and Unit Boards provided extra remuneration for principals, which was usually called a "supervisory allowance." Often however, it was really an "administrative allowance" paid to the principal in recognition of his service as school manager and head teacher. Principals were allowed little or no time from their teaching duties for the work of supervision. This problem was recognized by Spencer, and by the students in a class on supervision who conducted a
research project in 1953.\(^5\) Much earlier, Foght saw the same problem and stated:

In the larger cities buildings of eight rooms or over should be in charge of a principal half of whose time should be free for supervision. In smaller communities supervision should be secured through a cooperative arrangement with other communities.\(^6\)

Some superintendents were able to point out the principals' vital task in supervision through conferences with trustees and principals. One superintendente reported in his annual report to the Department in 1934:

I called a conference of principals of the larger schools to meet for study. My object was to formulate a plan for systematic study of the problems of supervision during the winter months. Several meetings have been held and already the results are apparent. Principals who never gave the question of supervision any thought are now visiting their teachers' rooms regularly with a view to the improvement of both the teaching that is being done in the various rooms, and of their knowledge of the teachers. They see now that principals have more to do then just teach the senior room. They see greater responsibility in their positions and I believe that we will develop better principals and schools.\(^7\)

The courses in supervision offered by the College of Education, at the University of Saskatchewan, were valuable in making principals aware of their responsibilities in regard to supervision. It remained for these principals to press their school boards for more adequate

\(^5\)"Supervisory Practices in Fifty-eight Village and Town Schools in Saskatchewan," a research project conducted by members of an undergraduate class in supervision, in the College of Education, University of Saskatchewan, under the direction of H. P. Toombs, 1953.


recognition of the principal's role as a supervisor.

The question of more adequate supervision of rural schools and small village and town schools continued to pose real problems. Principally, they were problems of economics and timetable. Could the school boards of small schools afford to hire a principal who did not share a full teaching load? If the principal in a small school took time from his regular classes to supervise instruction in his school, who was going to look after his classes? The superintendents seemed to have a particularly vital role to play in supervising the instruction in the small rural and village schools.

Spencer presented the following suggestions for improving the supervisory practices of principals:

1. A special course of training should be planned for principals in which supervision would receive careful attention;

2. The school principal should be given full responsibility for supervision as his most important duty;

3. The principal should be free from teaching duties for a part of each day so that he can supervise instruction in his school;

4. The principal should give special attention to activities related to the improvement of the teacher in-service;

5. Some more adequate provision for supervision of one room rural schools should be undertaken.8

The conclusions reached by students participating in the research project in supervision in 1953 included the following:

1. Principals could give more leadership to Home and School

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8Spencer, op. cit., p. 89.
Associations in Latin, them, part of their supervisor program;

(2) The teaching load of most principals prevents a good supervisory program;

(3) Principals might encourage professional growth among staff members through the use of such in-service education procedures as:

(a) Group study of school problems;

(b) Curriculum revision programs;

(c) Individual study of pertinent problems.

(4) School principals should make a study of the basic principles underlying supervisory procedures, and apply them to the day-by-day work of the school;

(5) Teachers need to find out the manner in which supervision can help them with their daily work.\footnote{\textit{Supervisory Practices in Fifty-eight Village and Town Schools in Saskatchewan}, \textit{Infra.}, p.}
CHAPTER X

DEPARTMENTAL SUPERVISORS

Introduction

The purpose of this chapter is to describe the work of those supervisory officials employed by the Department of Education, other than the superintendents of schools. It has been pointed out that the work of these people was not coordinated under any one departmental authority. A few were responsible directly to the Deputy Minister. Some received their instructions from the Director of Curricula. Nearly all had duties other than their supervisory responsibilities. The extent of their supervisory influence, in relation to their other duties, depended upon their particular position in the departmental organization. The aim of this chapter is to identify their place in the organization of the Department of Education, call attention to their assigned duties, and describe the part each performed in the supervisory programme for Saskatchewan schools.

Supervisor of Guidance

The work of this officer was performed under the executive direction of the Director of Curricula. The position required a valid permanent first class teacher's certificate or higher certificate issued by the Department of Education.¹

¹Specifications of the Public Service Commission, 1951, Supervisor of Guidance, Preliminary 5402.
The Public Service Commission specifications listed the Desirable Experience and Training as:

Several years teaching experience, preferably including experience in elementary and secondary school work and guidance activities; University graduation in education, preferably supplemented by graduate study in curriculum construction, educational psychology and related subjects.²

The employee of this class promoted the growth of guidance services by visiting schools, writing articles, and giving addresses at public meetings, teachers' institutes and conventions. The Supervisor of Guidance provided bulletins for teachers to aid them in the organization of guidance programmes and in the collection of information about pupils, occupations, and employment opportunities, directed news letters to teachers to keep them abreast of developments in the guidance field and arranged guidance programmes for radio broadcasts to schools. He supervised the guidance workers in elementary and secondary schools, in the Provincial Normal Schools and the School for the Deaf. He also operated a lending library for the use of teachers seeking technical and professional reading in the guidance field.

Under the direction of the University of Saskatchewan, the Supervisor of Guidance also conducted Summer School courses in Guidance for teachers at Regina College and the University of Saskatchewan. Aside from his strictly supervisory duties this official aided in the preparation of the Guidance Curriculum.

²Ibid.
Supervisor of Visual Education

The dual direction of the Audio-Visual Branch of the Department of Education was abolished in 1945 and the work in the field of visual education aids was entrusted to the "Supervisor of Visual Education." The requirement for this post was a valid superior first class teacher's certificate issued by the Provincial Department of Education. The work was performed under the direction and supervision of the Director of Curricula.

In 1945 the activities of the Visual Education Branch were reported as follows:

1. The distribution of audio-visual aids from the Visual Education Library;
2. The supervision of the organization of rural circuits and the presentation of film programs for the National Film Board of Canada;
3. The presentation of film programs for adult groups and particular organizations in the Province;
4. The demonstration of classroom use of audio-visual aids before special meetings of school boards, teachers and other interested bodies;
5. Development of teachers' manuals which will assist teachers in using the materials obtained from the library;
6. Photographic work of several types as required, and the building up of film strips in accordance with plans submitted by teachers for use in their own schools.

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3 Specifications of the Public Service Commission, 1951, Supervisor of Visual Education, Preliminary 5409.
It is apparent that the Audio-Visual Branch also acted as a service organization for other branches of the government. Beginning in 1942 an Audio-Visual course was offered, from time to time, at the University of Saskatchewan Summer School.

During the 1952-1953 term there were 578 sixteen millimeter motion picture projectors, 399 thirty-five millimeter filmstrip projectors and twenty-five other types of projectors in the schools.5

Supervisor of School Broadcasts

The work of this official was performed under the direction and supervision of the Director of Curricula. The desirable experience and training as stated in the Specifications of the Public Service Commission included:

Familiarity with the principles and techniques of accepted elementary and secondary school teaching, successful experience in journalism or newspaper reporting or radio script writing and graduation in arts from a university with special work in English.6

The nature of the work was described as follows:

This is specialized professional and supervisory work involving the promotion, preparation, direction and supervision of a series of school radio broadcasts to supplement activities in the curriculum of elementary and secondary education for the Province. The work involves the production and presentation annually of a series of radio broadcasts about selected subjects related to the regular activities of the school and consisting


6Specifications of the Public Service Commission, 1951, Supervisor of School Broadcasts, Preliminary 5403.
of radio plays, dramas, and talks suitable for presentation to elementary and secondary school classes during regular school hours. Work also involves compiling supplementary teachers' radio handbooks to promote the most effective use of broadcasts for individual school activities and conducting correspondence with teachers, school officials and other interested persons on all matters relating to the work of the branch.

The broadcasts usually ran for a period of about twenty-nine weeks, from October to May of that school year. They were heard daily, Monday through Friday and were of half hour duration. The broadcasts were of three levels, national, regional and provincial. The national programmes generally dealt with current events, or great works of literature. The regional programmes were more often in the primary field, while the provincial broadcasts gave material more closely related to Saskatchewan's curriculum. The broadcasts covered nearly every phase of the curriculum.

The Supervisor of the School Broadcasts Branch reported in 1952-1953 that there were 3170 radio equipped schools following the broadcasts regularly. 8

Supervisor of School Libraries

This employee worked under the administrative direction and guidance of the Director of Curricula. A valid, permanent teachers certificate was required as qualification for the job. However, the desired experience and training included considerable experience in

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7Ibid.
teaching and in school library work and university graduation supplemented by at least one year's graduate study in library science.9

The employee had many clerical, administrative and service responsibilities in addition to supervisory duties. The work of a supervisory nature was described as follows:

The employee promotes the approved library service to teachers, superintendents and school boards and gives direct supervision where requested in establishing libraries in school units, town schools and city systems. This employee receives and answers a wide range of questions from teachers throughout the Province regarding reference problems. She forwards and recommends for selection, lists of books and other materials prepared in consultation with or on the recommendation of, departmental directors, which will be useful to teachers and educational administrators in dealing with problems of instruction and educational administration. In an advisory capacity, this employee . . . may advise on specifications for school library rooms and equipment.10

This employee arranged book displays at meetings of teachers, trustees' conventions or school superintendents' conferences. For school units she advised on request concerning the size and character of library materials, counseled upon the organization of library services, and established library experimental stations for promotional purposes. This employee also, in the course of her work, was called upon to prepare and present talks and other materials designed to instruct teachers and educators with respect to library needs and the use of library facilities. She also reviewed and supervised the publication of library lists and short lists on special subjects for use by teachers and

9Specifications of the Public Service Commission, 1951, Supervisor of School Libraries, Revised 5406.
10Ibid.
students.

Technical and Vocational Education

The work of this branch was entrusted to three officers, the Director of Vocational Education and the Supervisors of Shop Work. While still responsible for the supervision of all aspects of vocational education, the Director of this branch passed most of the supervisory functions to the Supervisors of Shop Work. The Director assumed mainly an administrative role covering the whole field of vocational education in the public schools of Saskatchewan. The Director was directly responsible to the Deputy Minister of Education for direction and supervision, while the Supervisors of Shop Work were responsible to the Director of Vocational Education.

The work of the Supervisors of Shop Work is described, in the Specifications of the Public Service Commission, as follows:

Both positions of this class carry responsibility for inspecting and supervising shop work classes in the technical and composite schools of the Province, and for drafting preliminary plans and specifications for additions and modifications to existing school plans. . . . 11

These employees made periodic visits to schools which teach such subjects as woodwork, metal work, motor mechanics and electrical work. They inspected the shops, observed methods of instruction, assessed class progress, administered tests of achievement both practical and theoretical, and assisted instructors to improve teaching methods. During these

11Ibid., 1954, Technical Supervisor, Revised 5406.
visits they gave advice on organizing teaching materials, improving scheduling, arrangement, interpreting curriculum and regulations, preparing timetables and selecting tools, equipment and materials. These employees were sometimes engaged as instructors for summer school classes in Industrial Arts, offered by the University of Saskatchewan for prospective shop teachers.

**Supervisor of Music**

The work of this supervisor was performed under the direction and supervision of the Director of Curricula. The position required a valid permanent high school teacher's certificate issued by the Department of Education. The Desirable Experience and Training included:

- Broad experience in teaching both elementary and secondary school courses in music and in general school administration with progressively increasing responsibility for administrative direction, supervision and planning of large school musical programmes and a professional degree in education with related courses and postgraduate work in the field of music and music appreciation.\(^{12}\)

This employee had major responsibilities for instruction at the Normal schools and for curriculum planning. As a music supervisor the employee:

1. Supervised teachers within this field;
2. Produced and directed that portion of the school broadcasts devoted to music;
3. Prepared bulletins designed to assist school music teachers;

\(^{12}\) Specifications of the Public Service Commission, 1951, Supervisor of Music Education, Preliminary 5401.
(4) Demonstrated and lectured to teachers' institutes and conventions;
(5) Conducted short courses for teachers at the summer schools.

**Director of Physical Fitness and Recreation**

The Director of this branch coordinated and supervised the work of a number of employees engaged in a wide field of fitness and recreational activities both inside and outside the schools. The work was performed under the direction of the Deputy Minister. Employees of this branch had major responsibilities for curriculum development, community recreation, and field services for other Departments of the Government.

In the area of school supervision they rendered valuable assistance by:

(1) The publication of a bulletin covering fields of recreation;
(2) Organizing and conducting coaches' schools, referees' schools and drama schools;
(3) Providing in-service training for teachers through individual conferences or teachers' institutes;
(4) Visiting schools to evaluate and supervise their programmes in physical education and drama;
(5) Providing staff for the University of Saskatchewan Summer School.

**Administrator of Education for Northern Saskatchewan**

This official also acted as a supervisor in that he performed
the functions of a school superintendent for settled districts in the northern regions, which were under the administration of regular school boards. In this role his activities were subject to supervision by the Chief Superintendent of Schools.

Supervisor of School Administration

This official worked under the administrative supervision of the Director of School Administration. His duties were mainly in the field of school administration, but he included some supervisory functions.

Some of the duties of this official were described as follows in the Public Service Commission Specifications:

He observes the operations of larger school units and boards in order to recommend better administrative methods, suitable transportation facilities and effective publicity programs. He evaluates the organization, management, efficiency and adequacy of the records maintained by larger school units by inspecting filing systems, office premises and equipment, and by reporting on the qualifications and suitability of office staff. When acting as liaison between the units and the Department of Education, he attempts to develop and maintain good public relations.

The employee of this class obtains viewpoints of school boards concerning Department legislation and regulations, and prepares comprehensive reports on meetings attended, capital loans and grants provided, repair grants issued and on other programs or projects as specified by superiors. He supervises the work of teachers as required to relieve regular school superintendents for short periods.13

13Ibid., 1951, Supervisor of School Administration, Preliminary 5743.
Chapter II

HELPING TEACHERS AND TEACHER PSYCHOLOGISTS

There were many kinds of supervisory personnel working under the direction of local boards or unit boards. In this chapter the work of such specialist personnel as manual training teachers and audio-visual teachers is not considered because most often they acted as specialist teachers rather than as supervisors.

Helping Teachers

The employment of helping teachers by unit boards has been one of the factors that increased the efficiency of the supervisory programme since the inception of the Larger School Units. The number of such teachers employed in 1950 was twenty-three,¹ in 1951 twenty-nine, and in 1952, thirty-one.² These teachers were employed by the boards to reduce the supervisory load on superintendents. The teachers generally worked under the direction of the superintendent, and had their duties assigned to them by the board, through the superintendent. Unit boards were encouraged to hire helping teachers by the Department of Education, which made generous grants to units employing these teachers. The yearly grant was eight hundred dollars, plus the cost of operating one ele-

mentary classroom in the unit based upon a cost equalization formula.

When the unit boards were fortunate enough to secure helping teachers with special training and skills, the helping teachers did much to supplement the supervisory programme. The helping teachers employed in 1953 were doing effective work in cataloguing and distributing library supplies, films, music supplies and office memoranda. They were often especially useful in the primary field, and in giving assistance to beginning teachers. A superintendent could assign the helping teacher to a particular school for a full day or longer, while he went about his regular administrative and supervisory duties.

In some instances unit boards dismissed the helping teacher, and did not fill the vacancy. In most of these cases the fault was in the lack of understanding between the superintendent and the helping teacher, or because of the employment of people not suited for the position. The helping teacher should have training equal to or superior to that of the teachers under her charge. In addition, she required a special knowledge and appreciation of rural school conditions, special skills in the field in which she was working, and the ability to work with others in the specific tasks assigned to her.

It is to be hoped that unit boards would not become discouraged in the employment of helping teachers, by the lack of success in a few instances. In units where good helping teachers were employed, and harmonious relationships achieved, the supervisory programme has been made much more effective.
Teacher Psychologist

"Employees of this class perform the function of a professional educational psychologist for an assigned school unit." These people were employed by the Department of Public Health, but worked under the direction of the school superintendent and the school unit board. However, the technical phases of their work were not subject to review by the board or the superintendent.

As special supervisors:

These employees visit the schools of their assigned units, observe classroom teaching, and hold conferences with the teachers individually. They discuss the reactions of individuals and classes to the classroom situation. They assist teachers to recognize personality difficulties of their pupils, and to cultivate in the classroom a situation which will contribute to the mental well being of the pupils. They also guide teachers in diagnosing causes of unacceptable behaviour among pupils, and recommend positive and specific treatment for particular individuals. When problems too difficult for handling by the teacher are discovered, they act as clinical psychologists, interviewing the pupils, analyzing their problems, applying appropriate tests and measurements, and, when necessary, conducting therapeutic interviews and prescribing alterations in home and school environment in the interest of pupils' mental health. When the personality disorders have progressed beyond correction by this type of treatment, pupils are referred by a Teacher Psychologist to a mental health clinic for more extensive treatment.

The desirable experience and training listed for this position included:

3 Specifications of the Public Service Commission, 1951, Teacher Psychologist, Preliminary 5417.

4 Ibid.
Several years of successful teaching experience, university graduation including courses in psychology, and graduation from a recognized college of education or teachers' college including courses in a number of special fields of psychology, or an equivalent combined academic and professional degree, and a year of specialized postgraduate training in mental health.⁵

In 1953 four teacher psychologists were employed in the province.⁶ There is little doubt that the school programme would be greatly enriched if more units were able to receive the services provided by such personnel.

⁵Ibid.

⁶This information submitted by J. Lahon, Teacher Psychologist in the Swift Current health Region.
SECTION IV

THE DEVELOPMENT OF SOME SUPERVISORY PROCEDURES

Introduction

The effectiveness of supervisory techniques must be judged on the basis of the extent to which they have contributed to the improvement of the learning situation. Each supervisor, depending upon his situation, may find certain methods more useful than others in achieving his purposes. At certain times some techniques are used independently to achieve certain ends, while on other occasions these same techniques are used as subsidiary devices in a larger plan of action. Thus, no attempt is made in this section to describe an all encompassing list of techniques, or to try to suggest the use of desirable devices in particular situations. Rather, reference is made to a list of supervisory activities suggested by Briggs and Justman. The authors also show to what general purpose these activities may be used. The examination of certain techniques which have seemed to play an important part in the supervisory programme of the North-west Territories and Saskatchewan is included. In 1951 and 1953 studies in supervisory practices were conducted by students in the College of Education, University of Saskatchewan.¹ These studies are included in total in the appendices, but certain parts are examined in this section with a view to describing some of the supervisory practices which, to 1953, were in vogue in

¹Infra., pp. 240-254.
Saskatchewan.

A Review of Some of the Techniques Used in Supervision

As has been noted, a complete list of supervisory techniques is practically impossible to compile. The following list, prepared by Briggs and Justman indicates some of the means or techniques used in supervision.¹ The authors suggest that the major purposes for supervision may be classified under four general headings:

(1) Professional leadership;
(2) Improvement of teaching;
(3) Aiding teacher growth;
(4) Guiding staff and community relations.

In order to achieve professional leadership some of the activities suggested by the authors are: various types of teachers' meetings, study groups, and experimental activities in schools. In the second group, improvement of teaching, Briggs and Justman list as some of the possible activities of the supervisor the selection and assignment of teachers, observation and demonstration teaching, training teachers in the use of special equipment, and retention of competent teachers. In aiding teacher growth the supervisor should free teachers as much as possible from routine housekeeping duties, encourage teachers in profitable use of leisure time and special studies, assign to teachers

¹T. H. Briggs and Joseph Justman, Improving Instruction through Supervision, p. 32-38.
special responsibilities which will challenge their talents, and plan with teachers a programme of in-service growth. Finally, the authors include in the processes leading to guiding staff and community relations, recognizing and rewarding merit, making the school available as a cultural centre for the community, and encouraging teachers to assume civic responsibility and leadership.3

The above list is included to enable the reader to envisage a few of the procedures open to the supervisor. It is not intended to suggest that supervisors in Saskatchewan should use any or all of these procedures, nor is it suggested that the description of devices used in Saskatchewan is all inclusive.

3Ibid.
CHAPTER XII

TEACHERS' MEETINGS

Types of Meetings

Exclusive of staff meetings within a school, four types of teachers' meetings which had supervisory significance were developed in Saskatchewan. These were the Convention, the Institute, the Teachers' Local, and the Workshop. No attempt is made to describe any of these in great detail. The history of their development and the resulting educational implications might well provide a fruitful source of study in itself. The differences between them, up to 1953, may be summarized as follows:

The Convention was usually an annual meeting held by teachers grouped together in a convenient administrative unit. Traditionally, these conventions were organized within superintendency boundaries, and more recently within the boundaries of larger school units. These meetings fulfilled a number of functions, not all of them supervisory. Such time was given over to the business of the teachers' professional organization, later called the Saskatchewan Teachers' Federation. The convention nearly always provided time for some social activity as a means of enhancing *esprit de corps* among the teachers.

The Institute was sometimes organized along the same administra-
tive lines as the convention, but usually involved a fewer number of teachers. It was usually of one day duration, whereas the convention
might take three. The institutes were usually held both in the fall and the spring terms, and were almost solely devoted to instructional problems.

The Teachers' Locals were organized among the local associations of the Saskatchewan Teachers' Federation within the various superintendentcies in the province. The meetings generally involved about the same number of teachers as the institute, but provided more continuity than the convention or the institute could offer. Meetings were usually held in the evenings at least once a month. Here problems raised at the convention or the institute were often given more intensive study.

A later development in in-service education was the Workshop. The workshop was defined as "flexibly organized, informally conducted, short-term programs of study in which teachers and other educators work intensively upon a need or a problem that has arisen out of their daily occupations."¹ The workshop retained many of the features of the institute and convention, but emphasized informality and group procedures.

The Convention. While early legislation in the Territories specifically defined the power of teachers to organize themselves for the holding of institutes, and regulations were established for the conduct of both institutes and conventions, it was not until 1901 that the teachers were empowered by legislation to hold conventions.²

The General Regulations of the Board of Education, 1889, stated

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¹T. H. Sriggs and Joseph Justman, Improving Instruction through Supervision, p. 453.
²Ordinances of the North-West Territories, 1901, No. 29, s. 161.
Inspectors of schools are empowered to grant permission to teachers to attend Teachers' Conventions, and to visit schools for the purpose of gaining knowledge in the methods and art of teaching. . . .

No deduction shall be made from a teacher's salary for the time he is absent attending a Teachers' Convention or visiting schools.3

The Regulations of the Department of Education in 1907 were more explicit in this regard. They stated that:

(1) Upon receiving the approval of the Commissioner of Education the officers of any Teachers' association may arrange for an annual convention, the object of which shall be to promote the teaching efficiency of its members.

(2) The inspector shall be, ex-officio, a member of the committee of management of each association in his inspectorate, and he shall be consulted by the committee with respect to the arrangements for the annual convention.4

The regulations also provided for the holding of the convention on a Friday and Saturday, a roll call, and a report on the convention, to be made to the Department by the president of the teachers' association.

The Ordinances of the North-West Territories in 1901 provided for this aspect of the in-service training of teachers as follows:

Any number of teachers may organise themselves into an association and subject to the regulations of the department may hold conventions and institutes for the purpose of receiving instruction in and discussing educational latters.5

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4Regulations of the Department of Education, 1907, Section 15, p. 11.
5Ordinances of the North-West Territories, 1901, No. 29, s. 161.
The School Grants Ordinance of 1901 provided that grants were to be paid to school districts for the days when the teacher was absent attending an institute or convention.6 The Ordinance of 1909 established the maximum number of days allowable for the payment of the grant, when the schools were closed for an institute or convention, at four.7 Amendments up to 1953 had raised this number to a maximum of eight. Some idea as to the nature of early conventions may be gained from the remarks of one of the inspectors. In 1903 he wrote:

In this inspectorate there is but one teachers' convention yearly. The aim is to have the best papers prepared by the best teachers, and to add the interest of numbers to the interest of the work taken up. About one hundred teachers usually attend. . . . In addition to this central convention smaller gatherings are informally organized, the meetings being held on Saturdays, once or twice a month. These organizations embrace about ten or twelve teachers. At their meetings usually one formal paper is read while the balance of the time is taken up with a general discussion of immediate school problems.8

For many years the organization and form of conventions changed only slightly. The organizing and planning was done by administrative and supervisory officials with little aid from teachers. Papers were prepared and read to teachers. When available, guest speakers were brought in to address the teachers on some particular phase of education. However, as time passed there was more involvement of teachers in arranging and carrying out the convention programme and more time was

6Ibid., no. 31, s. 4.
7Ordinances of the North-West Territories, 1909, c. 30, s. 4.
given to the business of the teachers' professional organization.

An estimate of superintendents' opinions concerning the convention programme may be gathered from the summary of their discussion of this topic at the 1949 Superintendents' Conference. The superintendents agreed that the convention should include an official business meeting of the teachers, as well as entertainment and social diversion. They thought that there should be some inspiration provided, and that the superintendent should give leadership, but should not dominate either the arrangements or the programme. The superintendents felt that as the convention was for the professional development of teachers, the teachers should organize the programme. While the superintendents could not agree as to the time apportioned, they did feel that matters of special interest to the Saskatchewan Teachers' Federation should have an adequate place on the programme.9

The Institute. The organization of this type of meeting has already been explained. The institute was for many years the main in-service training procedure available to teachers. The School Ordinance of 1892 provided that:

Any number of teachers may organize themselves into a Teachers' Institute for the purpose of receiving instruction in the methods of teaching, and for discussing educational matters, subject to the regulations of the Council of Public Instruction.10

10Ordinances of the North-West Territories, 1892, No. 22, s. 133.
In 1901 the regulations of the Department established certain rules for the conduct of institutes. The regulations provided that the institutes would be arranged by the Commissioner of Education, and that all teachers residing within a reasonable distance of the place where the institute was conducted should be informed of the arrangements. All such teachers were expected to attend. It was required that the person conducting the institute keep a record of attendance and report to the Department.  

Some indication of the nature of these institutes may be gleaned from remarks made in the annual reports of the Department. In 1896 it was reported:

During April, May and June in each year Teachers’ Institutes are conducted by the Superintendent of Education assisted by the Inspectors. They are devoted to the further instruction of teachers in principles and methods of teaching, and the fostering of professional zeal and spirit. Public meetings in the evening afford opportunities for directing the attention of citizens to the best means of promoting the welfare of the schools. Over ninety per cent of the teachers voluntarily attend these institutes.  

In 1898 nine institutes were held at separate points and these were attended by two hundred and sixty-nine teachers. The programme included talks on Memory Work, Spelling, Arithmetic, Canadian History, Nature Study, and Agriculture. In the evenings public meetings were held at which an address entitled "Responsibility of Parents in the

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11 Regulations of the Department of Education, 1907, s. 16, p. 11.
Education of Children," was given.\textsuperscript{13} In 1903, at one institute, addresses were delivered by officials on school discipline, arithmetic teaching, and the difficulties which arise in teaching foreign speaking pupils. At another institute a lesson was taught to a senior class illustrating the teaching of a selection in literature, and a paper was given on aims in the teaching of history.\textsuperscript{14}

Some of the aims of these institutes as listed by inspectors were to maintain \textit{esprit de corps}, to gain a close interpretation of the courses of studies, to bring isolated workers in touch with the freshest professional thought, and to give assistance to those teachers who needed aid.

In 1902 the Superintendent of Education conducted seven institutes and organized eleven teachers' associations. The attendance at the institutes increased from two hundred and sixty-nine in 1898 to four hundred and nine in 1902.\textsuperscript{15} Teachers welcomed these meetings as one of the few opportunities available to discuss common problems and receive educational instruction.

In the succeeding years there was considerable expansion of the institute programme. The school inspectors were later entrusted with the principal responsibility for the conduct of institutes within their superintendencies. Institute programmes reflected the changing concepts

\textsuperscript{14}Annual Report of the Department of Education, 1903, p. 85.
\textsuperscript{15}Annual Report of the Department of Education, 1902, p. 15.
and techniques in education. Between 1915 and 1924, a great deal of attention was given to school agriculture and school gardens. Demonstration and discussion regarding project techniques and standardized tests became more common. These institutes were characterized by: organization and programming mainly from the administrative and supervisory levels, demonstration and lecture as to approved pedagogical methods, and frequent use of guest lecturers who were often authorities in some particular phase of education.

Leclerc's description of this phase of in-service training for teachers is an accurate one for institutes in the early days of this province.

Whether or not lectures at conferences are popular with certain educators of today, one fact is a matter of record: teachers and principals in former days anticipated the privilege of hearing noted speakers. . . . Except for the local preacher and occasional political speaker, they were the only inspirational and instructive contacts for the great body of teachers. . . .

At state and national association meetings, as at country institutes the teacher was always a listener. There were no group or section meetings. . . very few spoke to the masses. . . .

Prior to 1946 the formalized techniques of presentation and the availability of other sources of in-service instruction had resulted in certain apathy towards the institute. In 1946 the Department formulated a new policy toward institutes with a view to revitalizing them. Through departmental direction and discussions at joint teacher training personnel-superintendents' conferences a new plan for institutes was developed.

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16. T. Leclerc, Instructional Supervision, p. 35.
In most areas, institutes were held twice a year, in the fall and in the spring. In these institutes teachers were involved in the organization and the resource personnel were used as consultants rather than lecturers.

The superintendents' conference of 1945 devoted a major portion of the time to a discussion of the problems relating to the institute. Under the heading, "The Place of the Institute in the Supervisory Programme," the superintendents' findings were summarized as follows:

1. It should be a study group;
2. It should be a medium through which the superintendent meets his staff and gives guidance for the year;
3. There should be an institute following the convention and one in the spring;
4. The institute project should be farmed out to study locals;
5. The institutes should be devoted to professional study only;
6. The institute is in-service training; the superintendent is the leader in this programme;
7. The institute ranks high in the supervisory programme but it should not tend to eliminate the classroom visit. Rather it should make the classroom visit more effective;
8. Institutes should be held early in the fall, but in any case to meet the needs of the teachers relative to the particular field of institute study.

The superintendents felt that the fundamental values of the institutes were to stimulate the participants through group effort and to develop an *esprit de corps*. They also thought that the institutes were valuable for the dissemination of information to a large group, for keeping teachers up to date and for furthering public relations. Other
suggestions were that the institutes offered an opportunity to help teachers discover their own problems, to initiate remedial measures and to give the superintendent a feeling of the real problems of the area.

Some weaknesses of the institute programme were noted. Excessive teacher turnover destroys continuity, and geography and climate may have a detrimental effect on attendance. The superintendents felt that some institutes suffered because there was a lack of long range planning, and programmes were not sufficiently specific or practical. Sometimes not enough attention was paid to the varying abilities of the teachers attending, and the participants lacked knowledge in group discussion techniques. The superintendents felt that occasionally proceedings were stereotyped, or that outside speakers might dominate the programme when assuming the role of an expert. They also felt that while the teachers might benefit from the institutes, there was not sufficient follow-up through the teachers' locals.

The superintendents suggested the following means of improving the institute:

(1) It was suggested that in each unit teachers' professional bulletins be issued prepared mainly by teachers;

(2) The type of institute meeting should be varied frequently;

(3) Arrangements should be made for an exchange of ideas among institutes;

(4) It was felt that separate institutes for high school teachers have a place, but that the leadership and general educational interest of the high school teachers should be retained in institutes common to all teachers. A good arrangement might be to hold one institute each year for high school teachers, but that these teachers should join the elementary teachers in the other institutes;
(5) The teachers should see actual classroom evaluation and techniques as part of the institute;

(6) The visiting participants (experts and otherwise) should raise questions rather than lecture.17

An indication of the extent of the institute programme was shown in the figures reported in the 1950-1951 Annual Report of the Department of Education. During that term 5,564 teachers and forty-seven consultants attended the 218 fall institutes. In the spring, an additional 225 institutes were held involving 5,276 teachers and thirty-six consultants.18

Teachers' Locals. The relation of the Teachers' Locals to the Convention and Institute has already been explained. Some felt that the teachers' locals should reflect closely a study of the problems raised at institutes and conventions. If provided with effective leadership, the Local might provide opportunities for discussion of the day to day teaching problems common to the local, for study and research into educational problems, and for effective use of resource people who might pass on to teachers valuable information.

The Workshop. The workshop was a later development in in-service techniques. As a result, its use in Saskatchewan was not too widespread in 1953, although it seemed to be increasing in favor. In this province it was welcomed by some as offering a remedy for the weaknesses of the institute and convention.


Among the advantages of the workshop over the more conventional type of teachers' meetings, Briggs and Justman suggest that the workshop tends to have more clearly defined and recognized purposes, usually related directly to the problems and needs of the teachers' daily work. They also state that the workshop is planned, organized, and conducted by teachers or by teachers working with supervisors, rather than primarily by supervisors. Consequently the workshop usually elicits greater activity from every attending member. It is usually conducted with greater informality, and with greater emphasis on promoting good human relations.19

Two areas that used the workshop with some success were the Hinderley and Apple Creek Larger School Units. The usual plan was to allot the time normally used for the convention and at least one institute to a workshop. The workshop was usually conducted at the beginning of the school year.

The Staff Meeting

Faculty meetings may be placed in one of three categories, administrative, supervisory, and social. All of these have a part to play in any well balanced school program. The supervisory type of staff conference, however, is the main concern of this study.

Kimball Miles summed up the situation pertaining to supervisory faculty meetings when he wrote:

The literature of supervision raises faculty meetings as a way of improving the quality of a staff and the school program. They are described as opportunities for cooperative thinking, for staff planning, for the presentation of stimulating talks by resource people, for getting to know the total school, and for interchange of ideas— all of which result in growth for the staff member.

When teachers are asked about faculty meetings, the story is altogether different. Most teachers rate faculty meetings very low as places for securing ideas about better teaching. Most teachers do not feel that they have any part in setting up faculty meetings, that the meetings belong to an administration that is imposing on their time. As result of teacher resistance, the usual practice is for the administration to announce a policy of one faculty meeting a month, with a definite amount of time set for the meeting, or to promise teachers at the beginning of the year that faculty meetings will be held to a minimum. Teachers have come to expect nothing from faculty meetings and wait impatiently for the meeting to end.

Persons in positions of official leadership must examine faculty meetings carefully. They must ascertain why a device that gives such high promise has yielded such poor results.

In Saskatchewan one of the duties of teachers, according to the school act, was attendance at meetings called by the principal or superintendent. The Regulations of 1907 included the provision that:

In every school in which more than two teachers are employed it shall be the duty of the principal to convene, at least once a month, a meeting of his assistants for the purpose of conferring on matters pertaining to the organization, management and discipline of the school. A brief record of the proceedings of each meeting shall be kept and shall be referred to the inspector on the occasion of his official visit. It shall be the duty of the assistant-teachers to attend such meetings and in case of their neglect or failure to do so the principal shall report the

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20. I. M. Call .illes, Supervision for Better Schools, p. 150-151.
21. Minutes of the North-West Territories, 1901, c. 25, s. 153.
In the past the failure of school principals to understand the true meaning of supervision, and their failure to assume a leadership role has restricted the development of the staff meeting as a supervisory device. Certain factors, such as the size of the school staff, the quality of staff relationships, and the understanding of supervision were too varied throughout the province for any safe generalizations as to the character of staff conferences. Thirty-six principals, reporting in a questionnaire submitted by students at the College of Education in 1953, stated they used the results of classroom observation in staff discussion. Fifty-four of the principals reported the staff participated in planning for staff meetings and administrative activities. However the study also noted that staff meetings were often held on a very informal basis, for instance, as recess chats. It would appear that the management and social aspects of staff meetings received more emphasis than meetings devoted to supervisory objectives.

There were several factors militating against the use of the staff meeting as a supervisory procedure. The great number of teachers employed in one or two classroom schools, with little or no opportunity for contact with other teachers, restricted the use of this procedure for a large segment of the teaching body. In addition, it was realized

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22Regulations of the Department of Education, 1907, s. 14, p. 10.
23Infra., p. 249.
that time for planning and organization was required if the meetings were to be effective, but many principals and teachers felt that they were already overburdened.
Chapter XIII

Survival Introductions III: the Classroom

Classroom Visitation

It is not the intention of this study to present all the aims which supervisors might hope to accomplish through the use of the classroom visit. It is obvious, however, that if the supervisor is to evaluate the learning situation and determine the needs of the class he must see what is happening in the classroom.

Classroom observation took many different forms, depending upon the purpose of the visit, and who was doing the visiting. Some visits were merely incidental, a matter of a moment's pause to check upon some detail, or perhaps to foster harmonious staff relationships. Visits quite often were of the unannounced variety, but, toward the end of the period under review, the practice of having regularly scheduled visits, or visits upon the call of the teacher was increasing. Some visits were for the purpose of inspection, while others were for the purpose of allowing the supervisor to demonstrate. The supervisor might use the visit to observe and study, so that action might be taken with the teacher at a later date to improve some aspect of the classroom situation.

In the North-West Territories classroom visits by the school inspector definitely were for purposes of inspection. Certain conditions restricted the number of visits per year to one and occasionally to two. Not only travel and road conditions, but the philosophy of the times
resulted in lost visits using of the unannounced variety. In the diary which inspectors on that day were required to keep, they noted the conditions of school buildings, school attendance, and certification of the teachers. They were also required to rate the school on a scale ranging from excellent, very good, very fair, fair, to moderate. At least part of the school grant, ranging from $2.00 per day down to $0.75 per day, was paid on the basis of the rating.\(^1\)

This inspectorial concept was expressed by André, an inspector, who in recommending three visits a year to the schools stated: "The knowledge of the appearance of an inspector at regular times will be an incentive for the teachers to work hard in order that their schools may receive credit for what they have done."\(^2\)

Inspector Orłowski, in 1908, expressed a somewhat different point of view:

"By first term's work has given me the impression that if the inspector could do more supervising or superintending instead of merely inspecting and grading which is a great part of his work under present conditions, he might become a much more helpful factor in our educational system.\(^3\)

Even with the recognition that classroom visitation by departmental officials was to be effective in improving the school situation they must be increasingly supervisory in nature, many of the

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inspector features were retained. The emphasis upon reporting and the use of the inspector's diary were evidence of this to the teacher.

As time passed however, the inspectors more and more assumed a supervisory role in trying to help teachers improve themselves. Demonstration teaching became more common. The inspectors were able to recommend certain techniques of instruction, and the use of many teaching aids. There were still elements in the situation, however, which were at variance with the modern supervisory concept. The inspector was the educational authority, wise in his experience and training, who by assessing the school situation was able to show or tell the more inexperienced teacher ways in which the school situation might be improved.

As time passed the classroom visit was increasingly used as a supervisory technique rather than for mere inspection. That is not to say that the inspectorial aspect disappeared. Superintendents, as the liaison officers between the schools and the Department of Education, still reported on conditions as they found them. The department was kept informed on whether their schools were being conducted in a manner prescribed under law and regulations.

Some of the purposes suggested for the classroom visit at the superintendents' conference in 1947 were to see pupils at work, to become better acquainted with pupils, and, to try to carry out the supervisory programme as defined in institutes. In the 1945 Conference, the

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superintendents suggested that the classroom visit was much more important than any other device in the supervisory program.\(^5\)

By referring to the remarks of superintendents and to the direction they received from the department, and by reviewing their work in the field it is apparent that superintendents more and more tried to use the classroom visit for the purpose of helping the teacher rather than reporting on him. The classroom visits of audio-visual and helping teachers, who have no inspectorial powers, emphasized the supervisory role of this device.

Superintendents rated highly the unannounced classroom visit followed by teacher conferences. Their replies indicated a preference for unannounced visitation to announced visitation upon request of the teacher.\(^6\) Principals also reported widespread use of this procedure, although in most instances these visits were used more for management purposes than for supervision.\(^7\)

**Intervisitation**

Educators in the North-west territories recognized intervisitation as a valuable means of in-service training. Provision was made for such a plan in the Regulations of the Board of Education in 1945. In making provision for visits to other schools the regulations state

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\(^5\)Report of the Superintendents' Conference, 1945, Inspectors, Department of Education.

\(^6\)Infra., p. 241.

\(^7\)Infra., p. 249.
that the inspector should recommend the best desirable schools in the
inspectorate for teachers to visit, and set the number of days for the
visits at one day at a time and not more than two days in any one term."

According to Briggs and Justman the values which may accrue to
teachers from this procedure include the chance to see the application
of some theory or principle of teaching which was previously unfamiliar
to them, and to see how a particular feature of a common programme of
studies is developed. Opportunities arise to compare practices and to
obtain a standard of comparison by which to evaluate the teacher's own
instruction. Some special skill may be demonstrated, or teachers may
learn to use equipment unfamiliar to them. The authors also suggest that
this device may be used to become acquainted with pupils soon to be
assigned to the teacher, as well as to help teachers to know the work of
other teachers in the school.

The difficulty of implementing such a programme in Saskatchewan
was mainly due to such factors as the scattered distribution of schools,
together with transportation and weather problems. In urban areas,
where proximity eliminates some of the administrative problems of the
rural area, supervisors did not have the staff, or the time themselves
to take care of the class which was left while the teacher was out on
visitation.

In the study described in Appendix D, principals reported very

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6Regulations of the Board of Education, Report of the Board of
Education, 1889-1890, p. 20.

9T. H. Briggs and Joseph Justman, Improving Instruction Through
little intervisitation either within their own schools or between schools. This technique was rated twenty-second in usage out of twenty-five devices used by fifty-eight Saskatchewan superintendents, and quite low in value as a supervisory device. Their remarks seemed to indicate that the low repute of this procedure was mainly due to difficulties of administration.

Demonstration teaching was one of the most common forms of supervision. Some felt that it was an outmoded device, but it enjoyed general use for a long period of time. This technique was likely to prove most effective if the following principles were considered. First, demonstration must result from, and be a part of, a planned program. It should result from some particular problem and be designed to accomplish a specific purpose. It should not be a random lesson organized by the supervisor to illustrate generalities or to convey an impression of good teaching. The lesson must result from cooperation between the supervisor and the teacher.

Demonstration teaching, for a long time, played a part in the pre-service education of teachers in Saskatchewan. In 1929 the Normal Schools adopted a new plan of practice teaching whereby the prospective

10 Infra., p. 249.
11 Infra., p. 241.
12 Infra., p. 242.
Teachers spent some time "practice teaching" in both urban and rural schools. Here, of course, the student spent some time in the observation of teachers in a day to day demonstration of their teaching. However, B. F. McColl in the Annual Report of the Principal of the Rural School in 1903 noted the institution of a plan for observation, demonstration, and practice teaching of actual lessons. In 1891 Inspector Hewgill reported: "I have endeavored to assist younger teachers by giving examples of teaching and by correcting manifest errors in management."

Demonstration teaching became more and more common following this period. Inspector Hewgill's remarks are characteristic of the times. The supervisor was the authority, and his job in providing the demonstration was to show the teacher "the best way" -- a sort of benevolent authoritarianism.

During the years between the two World Wars the annual reports of the inspectors made increasing reference to demonstration lessons at institutes and conventions. Standardized tests, school exhibits, and group project work were playing an ever increasing role in the educational curriculum of the time, and many of the teachers' meetings were devoted to demonstration classes to illustrate the newer techniques and philosophies. It is probable that during these years the demonstration lesson enjoyed its greatest popularity in Saskatchewan.

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Later the demonstration lesson was more often used by special
visitors, such as helping teachers or subject matter specialists, by
the superintendents. As indicated in the studies referred to in
Appendices, school principals in the past had neither the time nor
inclination to carry out a programme of demonstration teaching in
our schools.\(^5\) While eighty-five per cent of superintendents replying
to the questionnaire submitted to them stated that they did some demon-
stration teaching, they rated this device eighteenth in order of value
in a list of twenty-five.\(^6\)
CHAPTER XLV

MISCELLANEOUS SUPERVISORY TECHNIQUES

Professional Reading

Nearly all teachers do some professional reading. Often however, this reading is random, and the inspiration gained and the knowledge acquired are not applied by the teachers to their work. A planned programme of professional reading may be good if it meets the specific needs and interests of the teachers concerned, if it awakens teachers to problems facing them as educators, if it stimulates them to further investigation, and if the knowledge gained is applied.

The General Regulations of the Board of Education recommended that teachers subscribe to at least one leading educational magazine.¹ In 1900 the Department of Education instituted a Teachers' Reading Course.² The plan was to have each teacher read three books a year for three years, from a suggested list. After the books were read the teacher was required to submit a report to the inspector in that area. Sometimes these reports were used as a basis for papers at institutes and other professional meetings. The plan was compulsory for those teachers holding a conditional certificate, and optional for those with a permanent certificate.

In 1917 H. W. Foght recommended the appointment of a Director of Extension Services with authority to organize study centers for teachers at strategic points. After completion of the study the plan was to have the teacher tested on the knowledge acquired. Foght suggested that such a plan should supersede the reading course. The inspectors seemed to find the reading course burdensome, and eventually this method of in-service education for teachers was eliminated.

In the light of the replies and comments of principals and superintendents polled in the surveys conducted by College of Education students at the University of Saskatchewan in 1951 and 1953, the following generalizations may be made. Professional library facilities were inadequate in most public schools as to restrict any programme of professional reading. Superintendents did not rate highly the requirement of professional reading as a supervisory device. Many recommended professional reading to their teachers, but judged the reading programme ineffective.

Evaluating the Efficiency of Teachers

In the North-West Territories the school inspectors were entrusted with the evaluation of all facets of the school programme, including the school house, the register, materials of instruction,

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grounds and attendance. This was an administrative evaluation. Using
the results of this evaluation, with his estimate of pupil progress and
teacher effectiveness, the inspector assigned to each school a rating
upon which part of the school grant was paid.

The usual method of evaluating the teachers' effectiveness was
to assess the pupils' mastery of subject matter through inspecting their
work books, and asking written and oral questions. Many inspectors
prepared written and oral tests in the basic skills, which they
administered in the schools under their charge. The supervisory aspect
was implied in that teachers were encouraged to improve the quality of
their instruction through a desire to maintain or raise the rating
assigned to the school, or through fear of an adverse report to the
board.

During the 1920's the measurement movement which received great
impetus in the United States had its effect upon the evaluation of
teaching services. The use of intelligence tests and subject matter
achievement tests gave rise to the idea that a good way to test
teachers' efficiency was to test pupils in various subjects and compare
their scores to national or local norms. One of the main weaknesses of
such a scheme, of course, was that the tests did not measure many of the
important objectives of the educational program. The use of standard-
ized tests became quite widespread in certain areas of the country
during the early 1920's, but the main method of evaluation was still the
examination of pupils' knowledge and work habits, together with a
subjective evaluation of the teacher, made with the aid of a check-list
The appointment of helping teachers and other special supervisors meant that the superintendent had some help in the task of evaluating a teacher's effectiveness. These other supervisors did not, however, have responsibility for administrative evaluation, and did not report to the Department.

The Department supplied the superintendents with a superintendents' notebook. The notebook contained two forms, which served as a guide to the superintendent in assessing the work of the teacher and the condition of the school and equipment. The use of these forms was explained as follows:

The superintendent should keep full notes for future reference as an aid in preparation of such reports as are required and as an aid in conference with the teacher. Nevertheless, the notebook should be as inconspicuous as possible in the classroom. The notebook contains two forms, A and B. Form A is a cumulative record of the work of the teacher covering four successive visits. The rating of each item should be: excellent, 5; good, 4; average, 3; fair, 2; poor, 1. Where it is desirable to arrive at a general estimate, this should be a considered general judgment and should not be a mere average of the ratings, since strength in one factor may outweigh weakness in a number of others and vice versa. Form B was used to record the condition of the school plant and equipment.

In order to estimate the efficiency of the teacher the superintendent was asked to rate the teacher under four general categories:

1. The Teacher as a Person,
2. The Teacher in the Classroom,
3. Classroom Environment,
In rating the teacher as a person the superintendent checked on the teacher’s health and physique, appearance, speech, social graces, mental health, personal contacts and general ability. In rating the teacher in the classroom the items checked by the superintendent included teacher’s understanding of and sympathy with pupils, his professional knowledge, his scholarship, and his skill in facilitating learning, as shown by the teacher’s motivation of the lesson, presentation of materials, use of blackboards, correction of assignments, and classroom organization and supervision.

In rating the classroom environment, the neatness and attractiveness of classroom and grounds, and care of school property were to be considered by the superintendent. The superintendent was also asked to rate student progress in a wide variety of subject matter fields as a way of assessing pupil environment.

The manner in which the superintendent used this form was left to his own discretion. The Department of Education required reports on beginning teachers, and some school boards asked for written reports on teachers. Many superintendents stated that there was less of this reporting aspect as time went by. In some areas of the United States, evaluation of teaching services developed with merit rating pay scales and tenure procedures; salary increases and security of tenure being dependent upon the rating. This was not the case in Saskatchewan.

Many modern educators have come to believe that the best form of
evaluation is cooperative or self-evaluation. Melchior suggests:

Teachers evaluation is precarious unless its procedures and criteria are created cooperatively by teachers, supervisors, and administrators. Unfortunately this has not been the general practice.

All thus far said means that evaluation when done to teachers may be (and generally is) harmful; when done by teachers in cooperation with supervisors, it is desirable. Whether or not the results of the latter procedure should be used also for administration purposes depends upon the local situation. There is evidence that when teachers prepare the criteria and procedures, there is little opposition to using the results as a basis of merit rating. On the other hand there is more evidence that when teachers are rated by supervisors for purposes of promotion and salary increases, only ill will and frustration result. Leaders in the field believe that when the evaluation is carried on under the same philosophy and procedures that are inherent in effective guidance, teachers will welcome it.

Wiles states:

The best hope seems to lie in self-evaluation by the total staff, by classroom groups, by individual teachers, and by individual pupils.

Evaluation of teaching must be a part of an entire school program of evaluation. It must not be a treatment that is applied to teaching alone. Teachers cannot be expected to participate wholeheartedly in the evaluation of teaching unless it follows or goes concurrently with an evaluation of the school's goals, administrative procedures, and supervisory techniques. It cannot be something forced on them. It is a part of a total process of improvement.

Except in isolated instances this concept has not developed in Saskatchewan as yet. Among the reasons for this are the lack of training for principals and other supervisors in supervisory procedures, the lack of understanding by teachers of the real purposes of supervision and

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8W. T. Melchior, Instructional Supervision, pp. 420–422.

9Kimball Wiles, Supervision for Better Schools, p. 254.
Teacher evaluation, and the fear that evaluation might lead to merit rating. The dual role of the superintendent, who acted as an inspector and a supervisor, also restricted the development of cooperative evaluation, since teachers associated teacher-evaluation with inspection.

Curriculum Study

Another of the modern trends in education is to involve both classroom teachers and representatives of the lay public in curriculum planning. The Director of Curricula for Saskatchewan, H. Janzen, gave great impetus to this concept of curriculum development.

The revitalization of the institute programme, which occurred during the late 1940's, was featured in many cases by curriculum discussions. Teachers were given the opportunity to express their opinions on such matters as selection of textbooks, teaching aids, and course content. Superintendents and special consultants were then able to pass on to the Department many suggestions which led to curriculum revision. Substantial changes were made, for example, in the Social Studies course of study.

Janzen also invited the Saskatchewan Teachers' Federation to establish a Curriculum Committee, the function of which was to review proposed curriculum changes, and to make recommendations to the Director of Curricula. The committee was also empowered to establish special committees of teachers to investigate specific curriculum problems.

Besides building a better curriculum, it was hoped that this activity would offer to teachers a large measure of in-service growth.
was thought that teachers would be more interested in a program which they had helped to plan. In the process of planning, teachers would become more aware of the goals of education, would see the need for materials of instruction, and would be stimulated to undertake further study and experimentation.

One of the more ambitious projects in curriculum revision was undertaken in 1953 when the programme of studies for Health instruction was reviewed. School units and urban municipalities throughout the province were encouraged to establish their own health courses. Under the direction of the superintendents, many areas organized meetings of public health officials, trustees, lay organizations and teachers to establish a course of studies in health. Some areas devoted the major portion of the institute programme to a study of the problem. While the success of the project varied considerably in different areas many were able to develop good programmes based upon local needs and desires.

In Saskatchewan there were at least two major obstacles to an effective plan of curriculum study. First the large number of rural schools made it difficult to hold frequent gatherings of teachers. Second many teachers did not have enough educational background to cope with the problems of curriculum study.

Bulletin

Supervisory bulletins proved to be useful and time saving devices when used as a supplement to other supervisory activities. Post bulletins issued by superintendents and principals were used for
In addition to the superintendents of administrative policies, but the strictly supervisory bulletins might serve any functions. The use of the supervisory bulletin was not restricted to the superintendent-teacher level or the principal-teacher level in administration. Indeed, it is evident that some states have been quite active in issuing supervisory bulletins. The bulletin was designed to deal with supervisory problems. At the 1945 Superintendent Conference it was revealed that departmental bulletins were issued three times yearly to the superintendents only, and that superintendents use it as a basis for the bulletins they send out to teachers.\(^\text{10}\)

The superintendents thought that these departmental bulletins should contain reports of activities of the institutes and locals, and of unit ward policy. They should be supervisory rather than administrative in nature.\(^\text{11}\) In addition to these periodic bulletins, the superintendents requested that they be supplied with a summary of institute reports sent in by individual superintendents.\(^\text{12}\) While there was no plan in operation for the issue of periodic bulletins, the Department forwarded to superintendents copies of the minutes of their own conferences, and those of the meetings of other educational personnel whose discussions had some bearing on supervision. In addition the Chief Superintendent, Mr. Titus, and the Director of Teacher Training, Mr. Tait, issued many memoranda dealing with supervisory problems.

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11 Ibid.
12 Ibid.
at their meeting in 1945 the superintendents suggested that there should be a bulletin prior to an institute or one following the institute. In rel. to the question are submitted to the 1941, exactly 16 per cent of the institutes indicated that the use of supervisory bulletins in the usual bulletin form would be used to twenty-four institutes. In addition to submitting the usual bulletin form, the institutes could fulfill the functions of the supervisory bulletin.

While no institution is a single one to be able to accomplish the work of a supervisory bulletin, it is likely that such, when widely used, may become an schools have such small school staffs that the function of the supervisory bulletins might often be best accomplished through less formal means. In the larger schools the bulletins that were issued were used mainly for administrative purposes. The supervisory bulletin was used by superintendents to fill the needs discussed at institutes, to list for teachers and institutes, to recommend changes which were to be made in their teaching, or to keep teachers informed as to general professional matters within the area.

Formal study

Like many other professional groups, teachers found that periods

13 Ibid.
14 Ibid., p. 242.
15 Ibid., p. 243.
of formal study were necessary to keep abreast of developments in the field. In Saskatchewan, many teachers held conditional or interim certificates, and additional study was required to maintain tenure. Salary scales which rewarded higher qualifications also encouraged teachers to work toward a higher certificate, and even teachers who achieved the maximum professional training needed to broaden their interests and maintain their proficiency through professional study. Formal study usually included courses in the cultural arts and sciences as well as professional courses pertaining to the practical problems of teaching. In general, directed formal study for teachers was carried out through the following media: summer school courses, correspondence courses, evening classes offered by the University of Saskatchewan, and extension courses.

The first Summer School Session offered by the University of Saskatchewan was in 1914. The first course, in agriculture and nature study, was of ten days duration, and was attended by fifty-seven teachers. In 1915 the course was lengthened to three weeks and other special courses were given at the Normal Schools. In 1916 the first and second year university courses in agriculture, nature study, and household science were given. Special courses were offered in music and physical training.16

Later summer school sessions were not designed exclusively for teachers, though the great majority of summer school students were

Teachers. Courses were offered in Arts and Science, Law, etc., in...

Education. Many of these were also offered at Regina College, a junior affiliate of the University of Saskatchewan. In addition, summer art classes were established at Lake. The establishment of the Summer School by the University of Saskatchewan, and the Regulations of the Department allowing teachers to earn advanced certificates through summer school courses were particularly valuable in an educational system where the short term pre-service training of teachers had been found necessary.

The first classes conducted by the Department of Correspondence Courses at the University of Saskatchewan were organized in 1929. Teachers were not allowed to take more than five classes through the correspondence school for a higher certificate or for a degree. The correspondence school offered no professional classes in education, but many of the academic classes leading to Bachelor of Education or Bachelor of Arts degrees were given. Correspondence courses might be less effective than summer school in meeting the needs of teachers, but in Saskatchewan where many teachers lived in isolated settlements and found it difficult to attend many summer school sessions, the Correspondence Department of the University of Saskatchewan served a real need.

The Adult Education Division of the Department of Education sponsored a variety of classes for many different groups in Saskatchewan. However, the Department and the University of Saskatchewan did not

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17This information was supplied, upon request, by J. L. Stedmond, Assistant Director, Department of Correspondence Courses, University of Saskatchewan.
Develop a cooperative plan of in-service training of teachers through extension courses, where instructors from the University of Saskatchewan or the Department could go out into local areas to instruct teachers in particular phase of educational work. This was probably due in part to recognized weaknesses in such a programme, namely: the difficulty of securing competent instructors, of adapting courses to meet the need of the teachers within a local area, and of securing suitable physical facilities with adequate equipment for the conduct of such classes.

However, in well organized administrative groups, extension courses, sponsored either by the University of Saskatchewan or the Department of Education, which would require little in the way of specialized equipment and could be designed to meet the needs of local groups, might serve as a valuable means in the in-service education of teachers.
CHAPTER IV

AN EVALUATION OF SURVEYS CONDUCTED TO ASCERTAIN CERTAIN SUPERVISORY TECHNIQUES USED BY SUPERINTENDENTS AND PRINCIPALS IN SASKATCHEWAN

Introduction

The complete texts of the two surveys are contained in the appendices. Appendix A describes "Supervisional Devices Being Used in Saskatchewan," while appendix B describes the study made to ascertain the "Supervisory Practices in Fifty-eight Village and Town Schools in Saskatchewan." This chapter deals with some of the major findings of the survey.

A Survey of Supervisional Devices Being Used in Saskatchewan by Superintendents, 1951

The first item reported in the survey was a list of twenty-five supervisory devices, in rank order according to the percentage of superintendents using each. This list is reproduced below:

<table>
<thead>
<tr>
<th>Device</th>
<th>Per cent of Usage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Conference with teacher following visitation</td>
<td>100%</td>
</tr>
<tr>
<td>2. Unannounced classroom visitation</td>
<td>100</td>
</tr>
<tr>
<td>3. Group conferences with teachers</td>
<td>98</td>
</tr>
<tr>
<td>4. Classroom visitations on request</td>
<td>97</td>
</tr>
<tr>
<td>5. Evaluation of pupil's notebooks during visitation</td>
<td>95</td>
</tr>
<tr>
<td>6. Recommendation of professional literature of teachers</td>
<td>93</td>
</tr>
<tr>
<td>7. Recommendation of materials and equipment</td>
<td>90</td>
</tr>
<tr>
<td>8. Discussing educational problems with prominent members of the community</td>
<td>88</td>
</tr>
<tr>
<td>9. Periodic bulletins to all teachers</td>
<td>85</td>
</tr>
<tr>
<td>10. Recommendation of new teaching procedures</td>
<td>85</td>
</tr>
<tr>
<td>11. Other individual conferences with teachers</td>
<td>86</td>
</tr>
</tbody>
</table>
12. Demonstration teaching, 69
13. Teacher participation in planning institutes, 33
14. Teacher participation in evaluating the results of institutes, 83
15. Announced classroom visitation, 78
16. Giving assistance in the formulation of course objectives, 74
17. Written constructive criticism following visit, 71
18. Provision of professional library for unit, 71
19. Use of check list or other standard form to evaluate teaching, 66
20. Comprehensive testing program, 62
21. Interviewing employers to discuss the fitness of graduates for their positions, 40
22. Teacher intervisitation within Unit, 71
23. Requirement of certain professional reading by the teacher, 31
24. Use of check list or other standard form to evaluate pupil growth, 26
25. Teacher visitation to outstanding schools in other units, 12.1

While this list gives the reader an indication of the devices used by superintendents, it does not show the frequency of use. It is possible that a high percentage of superintendents might report using a specific technique, but might have used it so infrequently as to make it relatively unimportant as a supervisory device. Also, while all the devices listed may have served as supervisory techniques, certain of them could have been used for other purposes, such as inspection or promoting good public relations. This might be particularly true of the fifth, eighth, nineteenth, twenty-first and twenty-fourth listed devices.

The superintendents were asked to rate each device in order of its value as a supervisory procedure. They ranked the devices in the

1Infra., p. 241.
following order.

1. Conference with teachers following visitation.
2. Group conferences with teachers.
4. Classroom visitations at request.
5. Other individual conferences with teachers.
6. Unannounced classroom visitation.
7. Teacher participation in planning institutes.
8. Discussing educational problems with prominent members of the community.
9. Recommendation of materials and equipment.
10. Teacher participation in evaluating the results of institutes.
11. Announced classroom visitation.
13. Comprehensive testing program.
14. Periodic bulletins to all teachers.
15. Giving assistance in the formulation of course objectives.
16. Written constructive criticism following visitation.
17. Provision of professional library for the Unit.
18. Demonstration teaching during visitation.
19. Recommendation of professional literature to teachers.
20. Teacher intervisitations within Unit.
21. Interviewing employers to discuss the fitness of graduates for their positions.
22. Use of check list or other standard form to evaluate teaching.
23. Use of check list or other standard form to evaluate pupil growth.
24. Teacher visitations to outstanding schools in other Units.
25. Requirement of certain professional reading.

Some of the conclusions reached by those who conducted the survey were:

1. Of the many types of visitations that can be used, Saskatchewan Superintendents seemed to favor the unannounced visitation.
2. Individual conferences with teachers are the most important and helpful means of aiding teachers in better teaching.
3. Other individual conferences with teachers would be appreciated if it were possible to arrange that.

2Infra., p. 242.
4. Teacher evaluation of institutes is valuable but it is not recommended that they take part in the planning of institutes.
5. One would like to see more comprehensive testing programs than are now in operation. This may be forecast as a future step in supervision in Saskatchewan.
6. Although 65% are using periodic bulletins of one sort or another the superintendents do not think too highly of them.
7. Demonstration teaching is not too popular with the superintendents but 85% of them use this device anyway.

Since eighty-three per cent of superintendents reported teacher participation in planning institutes, and since this device was ranked seventh in value in a list of twenty-five, it is difficult to agree with the latter part of the conclusion number four.

A review of the findings, and an analysis of the opinions of superintendents regarding each device, would also seem to indicate that:

(1) Teacher intervisitation was not highly rated by the superintendents, and most of them found that the administration of such a plan was difficult.

(2) The requirement of professional reading was a device seldom used by superintendents, although ninety-three per cent recommended certain professional reading to their teachers. The prevailing opinion seemed to be that the initiative for the reading program must come from the teacher, and that the teachers did not assume this initiative.

Supervisory Practices in Fifty-eight Village and Home Schools in Saskatchewan, 1953

The summary and general observations made by the participants in
the study may be found in Appendix B. In examination of the principals' replies and the comments of the participants in the study would seem to warrant the following observations:

(1) Classroom visitation was used by a great majority of principals, over half of whom used their observations on such visits as a basis for teacher-principal conferences or for staff discussions.

(2) Demonstration teaching was not a common practice among the principals in the schools included in the study.

(3) Teacher intervisitation was not a common practice.

(4) Staff conferences, in which teachers played a part in planning, were common. These meetings were used for discussion of classroom problems, administrative activities, and improvement of teaching methods.

(5) The use of standardized tests of many types was quite common in the majority of the schools included in the survey, and in many cases the results of the tests were used in pupil and parent counselling.

(6) Professional library facilities were inadequate.

(7) Most schools had student councils, but in the main these were used for the promotion of student activities, and not for study of teaching-learning problems.

(8) Counselling in the form of student-teacher or parent-teacher conferences was rare, and most often occurred in response to some immediate problem.

(9) Home and School Associations did not contribute much to the supervisory programme. There were instances of Home and School Associ-
ations being very effective in this regard, but a general lack of understanding of the meaning of supervision restricted this programme. Many associations did good work in fostering parent-teacher relationships and in discussing problems directly pertinent to the school.

(10) Principals might encourage greater professional growth among staff members through the use of such in-service education procedures as group studies of school problems and curriculum revision programmes.
SECTION V

TRENDS IN THE PRINCIPLES UNDERLYING SUPERVISION

Introduction

That supervision underwent changes in aim and attitude, and that these changes brought subsequent revisions in supervisory procedures, is a fact recognized by most educators. Some writers contrasted the old and the new in supervision, finding the differences mainly in aims of the programmes, personnel involved, techniques used and the amount of coordination in the supervisory processes. Other writers attempted to trace supervision through definite stages of development, assigning to each stage certain characteristics. A summary of some of the thought of leading educators in this regard is contained in the first chapter of the thesis.¹

It seems reasonably certain that most supervisory systems developed from a system of inspection, which had little regard for follow-up activities. This system of inspection led to a type of supervision based upon the principle of corrective authority. The function of the supervisor in this period was to seek out weaknesses in the programme, and then impose or demonstrate corrective practices. In the next stage the emphasis in supervision was on training and guidance. The coercive aspect was lessened, but the teacher still played a passive role in the

¹Supra., pp. 9-10.
programme. As time passed most educators came to believe that supervision should be based on the principle of democratic leadership. The supervisor occupied the position of leader in aiding teachers to cooperatively improve themselves.

An examination of trends in the North-West Territories and Saskatchewan reveals this same general pattern, although there is no clear line of demarcation between the various stages. The trends in principles underlying supervision may be traced through a study of the changes which occurred in the regulations pertaining to supervision, in personnel employed, in supervisory techniques, and in statements of departmental officials describing supervisory practices and purposes.
CHAPTER XVI

THE TERRITORIAL GOVERNMENTS ESTABLISH A SYSTEM OF INSPECTION

Melchior states: "The origin of supervision placed upon the superintendent, principal or supervisor the responsibility of protecting the taxpayers investment in public schools."[1]

These remarks might well apply to a description of the origin of supervision in the schools of the North-West Territories. The system established in the Territories provided for observation and examination by inspectors with a view to determining how far the school met the needs of the pupils and the requirements of the state.

Evidence of this is found in Territorial legislation and the regulations formulated during the Board of Education period. These duties have already been discussed in the chapter dealing with the work of inspection. Among these duties the following particularly emphasized the inspectoral aspect of the inspectors' work:

Report from time to time to the Board of Education as to the efficiency, methods, and usefulness of the schools under his charge and also when deemed advisable to the trustees of the different districts;

To observe that no books are used in any school but those selected from the list of books recommended by the Board of Education;

To make a full report of his inspection of every school to the Board of Education not later than September in each year, and to particularize in each report; name of school, name of teacher, his certificate, the grant he is entitled to, number

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[1] W. T. Melchior, Instructional Supervision, p. 34.
of school children on the register, number present on day of inspection, remarks on proficiency of pupils, special remarks, if any, on state of school buildings and premises, state of school apparatus, general tone of school;

To observe if the school register is systematically kept;

To inspect the school timetable and to endorse his approval on it if satisfactory;

To inspect the visitors book and to write therein a general report of the condition in which he found the school and its teacher.2

It is also interesting to note that the legislation did not assign to inspectors any duties with respect to in-service training of teachers, whereas later legislation and regulations were explicit in this regard.

The early practice of rating schools, and using that rating as a basis for payment of government grants also emphasized the inspectorial aspect. The inspector rated the schools on his judgement of the condition of the school plant and effectiveness of instruction. While teachers were encouraged to do better through payment of the grant, the inspection was not accompanied by remedial measures.

Other indications of the emphasis upon inspection were:

(1) The Board of Education chose to call its officials "inspectors."

(2) No other personnel were employed for supervisory purposes.

(3) Inspectors were originally employed on a part time basis, with no remuneration for services.

2Revised Ordinances of the North-West Territories, 1888, c. 59, s. 89.
The scattered distribution of population, poor transportation facilities and other factors restricted the early inspectoral system in its procedures, so that the system was random and haphazard in its approach, and could not provide effective supervision. The system in the North-West Territories was imposed from the top. Inspection was something done "to" teachers rather than "for" them. The inspectors, in representing the government, might and did use their authority in having their suggestions put into effect. The programme was limited in both personnel and techniques, and was not closely integrated with other facets of the educational system.
CHAPTER XVII

THE INTRODUCTION OF SUPERVISORY PROCESSES

It was soon evident to the early inspectors and other educational officials that any plan of inspection that did not include provision for the improvement of teacher-learning conditions was wasteful of the taxpayers' money. With this realization supervision embarked on a second stage in its development, beginning during the 1890's and continuing into the First World War period. An illustration of this change in concept was provided in the Regulations of the Department of Education, 1914. These regulations made no mention of the specific inspectoral duties assigned in earlier legislation, but did assign to the inspectors duties in promoting the in-service training of teachers through institutes, conventions and reading courses.\(^1\) The schools, of course, were still inspected, but now the inspectors served a dual role which included supervision.

The period was also marked by the expansion of in-service training programmes. The Teachers' Reading Course was begun in 1900.\(^2\) The development of the Institute and Convention programmes received most impetus during the later years of the 1890's.\(^3\) Provision was also made for intervisitation, and demonstration teaching on the part of inspectors

\(^1\)Regulations of the Department of Education, 1914, p. 11.
\(^2\)Supra., p. 181.
\(^3\)Supra., pp. 159, 162.
was becoming more common.

The following description of this phase of the educational programme is contained in the annual report of 1896:

Inspectors are appointed by the Lieutenant-Governor-in-Council and report to the Council of Public Instruction, and the trustees of each district on the scholarship, behavior, and progress of children, teaching and governing power of the teacher, condition of school buildings, grounds and apparatus, and state of treasurers' books. They are expected to give any advice and instruction necessary for the successful conduct of the schools. They have nothing to do with religious instruction.

The following quotations taken from the reports of inspectors give additional insight into the system during the first decade of this century.

I have endeavored to assist younger teachers by giving examples of teaching and by correcting manifest errors in management.

... and many of these who are otherwise excellent teachers fail to adapt themselves promptly enough to the requirement of our official regulations, especially as regards arithmetic.

... The work of an inspector should become more of a supervisory and less of a critical character under our system and educational conditions. Teachers while at work need the help of an expert.

I think you will agree with me that the present supreme need of our schools is more adequate inspectoral supervision.

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than is possible under existing conditions.  

My first term's work has given me the impression that if the inspector could do more supervisory or superintending instead of merely inspecting and grading which is a great part of his work under present conditions, he might become a much more helpful factor in our educational system.

As late as 1917, Foght noted: "The open country and small village schools have no place for close, effective supervision." 

By contrasting this stage of development with the previous period of inspection it was possible to note the following trends in the principles underlying supervision. The concept of supervision had broadened to the extent of providing remedial measures for the improvement of instruction, but still retained many inspectoral features. The techniques used to achieve the aims of the supervisory programme had been expanded to include institutes, conventions, professional reading and intervisitation, among others. Supervision remained limited in its personnel. With the exception of the employment of a few subject matter specialists in the cities, the institution of the supervisory programme was the responsibility of the inspector. Supervision was still imposed. Teachers played little or no part in its planning. The supervision provided was still authoritarian. The administrative practices of the time hindered the establishment of close, effective supervision in the rural areas of Saskatchewan.

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9 Ibid.
CHAPTER XVIII

EMPHASIS PLACED ON GUIDANCE AND TRAINING IN THE SUPERVISORY SYSTEM

The experimental movement in education had a marked effect upon all aspects of educational endeavor. During the 1920's the results of this experimentation with regard to individual differences, educational measurement, and the psychology of learning led to many changes in school organization and in methods of instruction. These changes in philosophy and method were accompanied by changes in supervision. The role of the supervisor changed from that of an authority imposing his will on the group, to that of a consultant and guide. In many places, of course, inspectors and others clung to old ideas regarding supervision. This was due not only to acceptance of the older philosophy, but also to the economics of the time which forbade the expansion of services which would have made supervision effective.

This changing concept of supervision is evident in the following statements in the annual reports of the Department of Education.

The most important part of the inspector's work, it seems to me, is to help the teacher to do more effective work, partly by sympathetic council and criticism and partly by example in handling of a class. His visit should also be a stimulus to the pupils.1

Inspection is no longer a matter of checking-up, counting seats, measuring blackboards, listing equipment, and mere testing of pupils. The nature of the inspectors' work is now one of supervision, and our inspectors of schools have been particularly aggressive in their study of educational literature and

in postgraduate study in order to be familiar with the best and latest trends in education. One particularly encouraging feature is the number of meetings of groups of teachers held in every inspectorate for the purpose of professional study and of initiating desirable activities.\(^2\)

I spent some time in purely supervisory work and feel that this is a field which has not been sufficiently explored. On leaving a school after such a visit I frequently feel that I have accomplished more than if I had actually "inspected" the school.\(^3\)

The establishment of the Kindersley-Glidden Supervisory Area in 1930, providing a special supervisor with wide administrative and supervisory powers covering a group of rural and small village schools, and the employment of numerous subject matter supervisors in the larger cities of Saskatchewan illustrated the increased recognition supervision was receiving.

The institute and convention programmes of this period also showed the new trend in supervision. Much of the time was given over to demonstration lessons and exhibits, using actual classroom examples. Guest speakers were used extensively, but the topics were mainly limited to those which were of immediate concern to teachers.

In order to bring the legislation in line with the newer concepts, the School Act was amended in 1940 so that the term "superintendent of schools" was substituted for "inspector of schools."\(^4\) The Regulations of 1941 were the first to specifically assign to the superin-

\(^4\)Statutes of the Province of Saskatchewan, 1940, c. 75, sec. 2.
tendent supervisory duties which included individual counselling of teachers.  

Thus the supervisory programme became more philosophic in nature, in that it was now concerned with aims and values in education as well as methods and materials of instruction. It had become a little more democratic, with the supervisor adopting the role of a guide and the inspectoral aspect was minimized. An increasing number of people were involved in the supervisory activities and the supervisory programme was more closely integrated with the actual classroom situation. However, teachers were still not involved very actively in the institution of the supervisory programme, and continued existence of small independent school districts, served as an impediment to the development of supervision in the rural areas.

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5Regulations of the Department of Education, 1941, Section 16, Article 4.
CHAPTER XIX

SUPERVISION AS DEMOCRATIC LEADERSHIP

The idea of supervision as democratic leadership was accepted many years ago. However, it was not until after World War II that an attempt was made to put this principle into supervisory practice on a large scale in Saskatchewan. Among the reasons for the lag between theory and practice were:

(1) Many teachers and even principals in the province had only a minimum of professional training, often only one year, and consequently had little knowledge of supervision.

(2) The organization of the school system prior to the Larger School Units Act of 1944 was such that a supervisory plan involving the principles of democratic leadership would have been difficult to initiate.

(3) The economic and manpower demands of the depression and war years.

Even in 1953, there were some who had not fully accepted this concept either in theory or practice. However, the acceptance of this philosophy of democratic leadership by departmental officials and by supervisors working in the field is indicated by the reports of discussions at superintendents' conferences, bulletins issued by the Department, and by changes in supervisory practices.

The Deputy Minister of Education, in 1947 summarized the changes which had occurred in supervision. He stated that:
When public schools were first introduced the public demanded some sort of supervision of the schools. The early concept was mainly one of "inspection" to ensure that the school was operated according to the law and regulations, and that the moral and religious interests of the children were guarded. Today the concept is that supervision should aim at the constant improvement of the educational offerings to our children.¹

The Superintendents' Notebook contained the following statement for the guidance of superintendents:

The aim of supervision is constant improvement of the learning situation; the centre of interest is the pupil. The work of the superintendent, therefore, involves evaluation of pupil progress and methods and materials of instruction. Praise for good work should be freely given, and where weaknesses are found teachers should be assisted in bringing about improvement. Evaluation of the work of the school must, to some extent, depend on the experience and good judgment of the superintendent, but the goal should be the fullest possible use of scientific means of evaluation and remedial procedures.²

In his remarks to superintendents at their annual conference in 1947, L. F. Titus, the Chief Superintendent, listed several principles of supervision.

(1) Supervision is the cooperative planned study of classroom activities and environment by teachers, principals, superintendents and other administrative officers for the purpose of promoting total growth of pupils through the operation of the curriculum.

(2) Supervision has a three-fold function which includes study of the teacher-learning situation of the pupils, improving this situation, and evaluating the means, methods and outcomes of supervision.


²Superintendents' Notebook, Foreward.
itself.

(3) The teacher-learning situation is conditioned by five sets of factors--the plant, equipment and materials; the pupils; the socio-physical environment; the curriculum; and the teacher.

(4) Supervision requires planned leadership. Coercive leadership is ineffective, and reporting and rating have little or no automatic effect on teaching efficiency.

(5) It is more important that the superintendent report to the board or the Department on the status of the pupils than on the status of the teachers.

(6) It is more important that the supervisory activities be planned and accepted in advance of classroom work to which they are to be applied, than that they look for shortcomings after the work is done.

(7) Supervision is not merely concerned with tool subjects. It must apply to personal growth and attitudes--to the whole range of pupil development.3

The effect of the new philosophy of supervision was also noticeable in in-service training activities. In the institutes and conventions group discussion techniques largely replaced lecture methods, and workshops became popular. Teachers were invited to participate in the curriculum development programme. In addition, the techniques used by superintendents in their classroom visits illustrated a more democratic approach in the field of personnel relations.

In spite of the changes which occurred in supervision, many teachers were not receiving the benefits of this kind of a supervisory programme. This was probably due to the large number of teachers and principals, who because of insufficient background in the field, were not appreciative of the aims, and the wide range of duties assigned to superintendents made it difficult for them to provide the close supervision, which the modern concept demands. The employment of "helping-teachers" and other supervisors alleviated this situation somewhat.

Where the concept of supervision as democratic leadership was put into practice the following trends occurred in the principles underlying supervision. Supervision was broadened. It involved more than mere inspection. Supervision became more philosophical. Supervision became more democratic in its personnel relationships, and aimed at self improvement, rather than imposed improvement. The supervisory programme was more closely integrated with other aspects of the total educational programme and became more cooperative and participatory.

One of the great challenges facing educational leaders in Saskatchewan was to win support for this type of supervision from the teaching body and to establish such a programme throughout the province.
SECTION VI

RETROSPECT

Introduction

The aim of this section is to review the principal developments in the supervisory programme in the schools of the North-West Territories and Saskatchewan to 1953. The main trends with regard to administrative organization, the personnel concerned, the procedures used and the underlying principles are summarized. From observations drawn from the study, suggestions are made for the improvement of the supervisory processes.
CHAPTER XX

ORGANIZATION FOR SUPERVISION

The first School Ordinance in the North-West Territories provided for the establishment of a Board of Education to control all matters pertaining to the schools organized in the Territories. The Board was divided into two sections, Catholic and Protestant, and the original inspectors were responsible to that section of the Board appointing them. When the Council of Public Instruction was established in 1892 inspectors were appointed by the Council as a whole, and worked under the direction of the Superintendent of Education. The Department of Education was organized in 1901 and the inspectors were made responsible to the Commissioner of Education through the Deputy Commissioner.

Following the achievement of provincial status there were several developments in the organization for supervision. In 1907 towns and cities employing fifteen teachers or more were empowered to employ superintendents of schools. The required number of teachers was later raised to twenty-five. This legislation resulted in the establishment of local direction of the school services in some urban centres in Saskatchewan. The Secondary Education Act in 1907 established a system of high school districts. Eventually the Department of Education employed special personnel to inspect and supervise the work in the schools of the high schools. In 1919, the supervisory programme was further centralized when a Chief Inspector of Schools was appointed to direct the work of inspection.
The organization for supervision was also affected by the appointment of special supervisors. As school services expanded the Department found it necessary to employ officials to direct and supervise the work in such specialized fields of instruction as School Agriculture, Household Science, School Hygiene and Audio-Visual Education.

Originally one man was able to coordinate the total educational programme in the schools of the North-West Territories. By 1953 the Department was divided into many branches, some of which had staffs far larger than that of the whole Department of Education in its early years. This expansion in staff created some administrative problems. Too many administrative responsibilities were placed upon the Deputy Minister, due to the great number of officials over whom he had immediate direction.

Multiple control of the supervisory processes resulted in a lack of coordination in the programme. The direction of supervision was distributed among the Chief Superintendent, the Director of Curricula, the Director of Teacher Training, the Director of Vocational Education, the Director of Physical Fitness and Recreation and the Administrator of Education for Northern Saskatchewan. This system created an administrative anomaly in that it implied that these directors operated on the same administrative level, when in reality they did not.

The organization of the Larger School Units reduced the number of classrooms that individual superintendents had to supervise, and also reduced the number of school boards through which a superintendent had to work to one. The centralization of administration meant that many
additional services could be provided, including the employment of helping teachers. However, the role of the superintendent was complicated by the establishment of the school units. While the regulations and general statements of the Department of Education made it clear that the superintendents were to be in charge of instructional supervision in the schools of the units to which they were assigned, in actual practice they performed many services beyond the realm of supervision. The superintendents were called upon to act as professional advisors to the unit boards and to exercise general supervision over unit officers. In many units the superintendents made the recommendations for the employment and dismissal of teachers. The Department was naturally reluctant to establish a system whereby superintendents would have become employees of unit boards. This would have broken the link in the chain of centralization that developed in the educational system of Saskatchewan, and would have deprived the Department of the liaison it had established with the work of the schools. For similar reasons, the Department was reluctant to limit the superintendents' duties to supervision.

One of the outstanding features of the system of supervision that developed for the secondary schools was that it was highly centralized. The high school superintendents were not assigned any specific territory but operated from the central office in Regina. They were assigned many duties closely connected with the work of the Department, such as supervising the marking of departmental examinations and conducting investigations for the Department. Whereas in the elementary schools sub-
stantial progress was made toward a system of close effective supervision, no such progress was made in the supervision of high schools.

In Moose Jaw, Regina, and Saskatoon the public school boards appointed superintendents of schools to act as the chief educational officers in their systems. Special supervisors to aid in administration and supervision were also employed. Moose Jaw circumvented, to some extent, the dual control of the elementary and secondary schools that was fostered by school legislation. In that city the same members were elected to both the public school and secondary school boards, and the superintendent was employed to administer both systems. In Regina and Saskatoon little was done to provide a plan of supervision for the secondary schools.

In all three centres the Catholic ratepayers established a separate school system. In earlier times a supervising principal was employed to direct the school programme, but later in Regina and Saskatoon superintendents were employed to act as educational directors for the separate school systems. There were no significant differences in in-service education or in the role of the school principals that would distinguish the large city systems from the small town, village or rural areas.

Recommendations

In view of the foregoing observations it would appear that the organization for supervision would be improved if the direction of the total supervisory programme were assigned to the Chief Superintendent of
Schools. The Administrator of Education for Northern Saskatchewan should be placed under the administrative direction of the Chief Superintendent, and the officials of the Physical Fitness and Recreation and Vocational Education Branches should be responsible to the Director of Curricula. In this organizational plan, the Director of Curricula and the Director of Teacher Training, whose supervisory responsibilities are adjunctive to their other duties, would be subordinate to the Chief Superintendent in matters pertaining to supervision. This would allow the Chief Superintendent to plan with the Directors of Curricula and Teacher Training for the most efficient use of the personnel under their direction in the supervisory programme. In this manner the onerous responsibilities of the Deputy Minister would be reduced, and centralized coordination of supervision would be achieved. These changes are illustrated in the administrative pattern proposed in Figure 7.

The high school superintendents should be assigned to "zones," and their numbers increased so that each would have a place of residence within a zone of not more than ten superintendencies. This would result in decreased administrative responsibilities for the Chief Superintendent, because the immediate direction of a group of superintendents could be given over to "Zone" Superintendent. The Chief Superintendent would retain his contact with individual superintendents through zone conferences and the annual conference, and at such other times as he saw fit through individual direction. Such a system would facilitate coordination of the work of superintendents within a zone, and would provide for closer cooperation between elementary and high school super-
A Diagram to Illustrate Proposed Changes in Departmental Organization for Supervision

1. Teachers' College.
2. Teachers' College.
3. Elementary School Superintendents.
5. Administrator of Education for Northern Saskatchewan.
7. Supervisor of School Libraries.
8. Supervisor of Music Education.
10. Supervisor of Visual Education.
11. Director of Vocational Education.
12. Director of Physical Fitness and Recreation.
intendents, a condition which the Department was trying to promote.
This change would also make it easier to coordinate and plan, with high
school principals in a zone, an effective supervisory programme.

In order to clarify the role of the superintendent of schools,
and at the same time allow the larger school units to secure the expert
direction they needed and wanted, the Department should establish
permissive legislation to enable school units to employ the services of
local superintendents. This might be done by restricting the pro-
vincially appointed superintendents' duties to supervision, and liaison
between the Department and the local school situation, and then empower-
ing unit boards to employ educational directors who would exercise wide
administrative powers; or by authorizing the superintendents to act as
the educational directors of the school units in which they serve, and
assisting the units to employ such other administrative and supervisory
officials as would be needed. In this case it would be possible to
maintain the liaison between the Department and the school units with a
smaller staff than was formerly required. Zone superintendents, or other
such officials as the Department of Education desired to appoint, might
provide the desired coordination.

More urban communities should take advantage of the legislation
which permits the appointment of superintendents of schools in systems
employing at least twenty-five teachers. In this way many communities
could secure expert local direction for their school systems. In
those centres having both public school boards and high school boards
more adequate supervision would be provided if high school superin-
tendents and appropriate staffs were employed to direct the work in the secondary systems. However, many educators, notably H. W. Foght and J. H. McKechnie, favored the abolition of the high school district as a separate establishment. For purposes of administration it would be better for urban centres to employ a director and such staff as he would require to supervise all the grades in the elementary and secondary schools.

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CHAPTER XXI

SUPERVISORY PERSONNEL

Inspectors and Superintendents

The first school inspectors were appointed in 1886. From the beginning these officials were the central figures in the system of supervision. In 1906 eight men were employed as school inspectors. In 1953 there were sixty-one superintendents of schools, each assigned to a larger school unit or superintendency. In addition there were four high school superintendents working from the central office in Regina. The first high school inspector was appointed in 1919. In 1906 the average number of classrooms per inspector was one hundred and twenty-seven. In 1935 the average number of classrooms per inspector reached a high of over one hundred and ninety. The average number of school districts per superintendency in 1953 was eighty-two, and the average number of teachers within the superintendencies was ninety. There remained, however, a great difference in the number of teachers employed within a superintendency, ranging from a low of forty-five to a high of one hundred and forty-five. In 1940, the term superintendent of schools was substituted for "inspector."

In the performance of their duties the inspectors and superintendents often had to travel great distances under arduous conditions. They had to cope with language differences, ignorance of school law and regulations, and frequent shortages of qualified teachers. In addition to their supervisory duties they were required to serve the Department
in instruction at the Normal Schools, conducting investigations and marking departmental examinations. Clerical responsibilities also added to the work load of inspectors and superintendents. The duties assigned to the original inspectors emphasized the inspectoral aspect of their work.

As time passed the inspectors became increasingly concerned with supervision, but while the Department in 1953 stressed the supervisory role for the superintendents, in actual practice they performed a wide range of duties. Perhaps these are best described by the participants in a workshop in educational leadership conducted at the University of Saskatchewan Summer School in 1953. The participants listed these duties as follows:

1. To act as representative of the Department of Education in his administrative and supervisory area;

2. To see that school laws and Department of Education regulations, e.g., School Act, School Attendance Act, examination regulations, etc., are observed;

3. To supervise the instructional programme in the area. This involves periodic visits to the schools and reporting to the Department of Education on such things as buildings and equipment, methods of instruction, pupil-teacher relations, and progress of the pupils. There are no stipulations as to the number of visits required, but the Chief Superintendent believes there should be at least one visit a year;

4. To make an annual report to the Department concerning the condition of education in the area. It includes a report on such things as buildings, equipment, qualifications of teachers, teachers' salaries, etc.;

5. To make recommendations concerning the issue of permanent certificates to teachers in his area;

6. To plan teachers' institutes and organize in-service for teachers;
7. To approve promotions and recommendations of pupils;

8. To serve in any capacity when called upon by the Department of Education, e.g., in the Teachers' Colleges, examination boards, etc.;

9. To assume the role of educational leader in his area;

10. To act in an advisory capacity in the administrative functions of the Unit Office in the larger units;

11. To act as professional advisor to the school board in the development of educational policy;

12. To assume responsibility for keeping the community constantly informed concerning the purposes, value, problems, and needs of the school system;

13. To conduct research into the instructional needs of the schools in order that the Board, insofar as possible, may base its development of policy upon factual information;

14. To endeavour to provide the means whereby Principals and teachers may engage continuously in the study and improvement of the teacher-learning environment.¹

One of the problems associated with inspectors and superintendents was the maintenance of a high standard of professional qualifications among the staff. In 1913, J. C. Miller noted the need for increased facilities and opportunities for the training of inspectors.² In 1918, Foght made several recommendations for the maintenance of the standard of professional qualifications for inspectors including selecting inspectors from among educators of high standing in the Province who had completed a college or university course and had an advanced course


²J. C. Miller, "Rural Schools in Canada, Their Organization, Administration, and Supervision, 1913, p. 207."
at a normal school or faculty of Education. In 1953, the required certificate for appointment as a superintendent was a valid permanent high school certificate. The appointee must have had a number of years successful teaching experience, and must have demonstrated leadership qualities. In 1953, appointees were required to hold at least two university degrees, one of which had to be a professional degree. The real deficiency in the qualifications for appointees was that there was no requirement for previous training in supervision. Participation by a number of Saskatchewan superintendents in the Kellog project in educational leadership in 1953 was an encouraging development in this regard.

The first salary scale for superintendents was negotiated by the Public Service Commission in 1945. The original inspectors were paid on the basis of the number of schools in their inspectorates, plus a travel allowance. Later, salaries paid ranged from $1600 to $3200 per annum. In 1953 the minimum salary for superintendents was $387.00 per month for public school superintendents and $430.00 per month for high school superintendents. The maxima were $481.00 and $515.00 per month respectively.

The School Principal

During the Territorial administration the principal's responsibility for the administration and discipline of the school was recognized. He was also made responsible for directing the work of teachers

under his charge and might convene meetings at which their attendance was compulsory. However, no standard of qualification was required for those holding the position of principal, and frequent periods of teacher shortages and the development of short term teacher training sessions resulted in many schools being placed in charge of teachers with only one year or less of professional training. Few principals were allowed time free from teaching duties. These factors restricted the development of the principal's effectiveness as a supervisor.

**Departmental Supervisors**

The expansion of educational services under the provincial administration necessitated the employment of a staff. Such appointments included, at one time or another, officials to direct the work in foreign language schools and to supervise instruction in School Agriculture, School Hygiene, Household Science, Audio-Visual Education and many other fields. These officials had many other duties in addition to supervision. In fact in many instances their services in regard to supervision were merely adjunctive to their other responsibilities. The addition of these personnel to the departmental staff, without regard to administrative principles, contributed to the administrative weaknesses previously described. However, the departmental supervisors aided greatly in providing additional supervisory services for teachers.

**Other Supervisors**

The financial limitations of the small local school boards which
existed prior to 1944 restricted the employment of subject matter specialists or other supervisors by small town, village or rural school districts. With the establishment of larger school units, many unit boards employed helping teachers, audio-visual teachers and teacher-librarians. Other units were supplied with the services of a teacher-psychologist through arrangements with the Department of Public Health. However, because the health units comprised several school units, the value of the services rendered by teacher-psychologists were restricted by the large territory and great number of pupils placed under their individual jurisdiction.

Recommendations

In order to improve on the situation with regard to supervisory personnel a number of changes should be made. There is a need for more adequate training facilities, at both the undergraduate and postgraduate levels, for those desiring to secure positions as educational administrators. There should be a compulsory class in administration and supervision for students at the College of Education, University of Saskatchewan. The establishment on a permanent basis of the Summer School class in administration and supervision designed for principals and other school administrators would be beneficial.

In addition to the qualifications now required, some training in administration and supervision should be made a prerequisite for appointment to a school superintendent's position. In order to make the position of superintendent of schools attractive to outstanding teachers
the salary scales for superintendents should be placed under periodic review.

School principals should be allowed more time free from their teaching duties so that they might devote more time to administrative and supervisory responsibilities. The development of coordinated supervisory programmes would be facilitated by placing more emphasis on the formation of principals' groups to study the problems of supervision.

The instructional services for the larger school units would be improved if more of the units employed helping teachers, or secured the services of a teacher-psychologist.
CHAPTER XXII

SUPERVISORY PROCEDURES AND THE TRENDS UNDERLYING SUPERVISION

Procedures

For many years after the establishment of the system of education in the North-West Territories, the Convention and Institute were the only kind of in-service training activity available to most teachers. To many these offered one of the few opportunities to come in contact with the thought of others engaged in educational work, and with new developments in educational practice. These early meetings were characterized by the reading of papers on educational matters, and inspirational lectures by leaders in the field. As time passed the meetings became less formal, involved more teacher participation, and tended to deal with the expressed problems of teachers, rather than problems selected by senior administrative officials. Later the Teachers' Local and the Workshop were developed as a part of the in-service education of teachers. All the evidence produced in this study would seem to indicate that staff conferences were devoted mainly to problems of school management or to social activity, and did not play a significant role in supervision.

With regard to supervisory practices in the classroom, unannounced visitation was easily the most popular single device used by superintendents, who also rated it the most valuable. Intervisitation among teachers was not extensively used because of the administrative difficulties involved, especially in the small town, village and rural schools. While demonstration teaching was for a time widely used,
superintendents in 1951 did not rate the device very highly.

For a time professional reading and written reports on the reading were required of all teachers holding conditional certificates. There were many inherent weaknesses in this type of plan, and consequently there was no scheme of compulsory professional reading in 1953.

The system of inspection which developed in the schools of the North-West Territories and Saskatchewan was featured by an assessment of the school and teacher, with a view to determining how well the school situation met the needs of the community, and met certain legal requirements. Inspectors were required to make an evaluation of the teacher and to report on their findings to the local boards and the Department of Education. For a time the amount of part of the departmental grant was dependent upon the rating assigned to the school and teacher by the inspector. Teacher evaluation in Saskatchewan was not associated with clearly defined merit rating practices.

The involvement of the teaching body in curriculum study was a later development in the in-service growth of teachers. The establishment of a Teachers' Curriculum Committee of the Saskatchewan Teachers' Federation and the discussion of curriculum problems at institutes helped to promote this programme.

Teachers were afforded a further opportunity for formal study by the establishment of summer school courses by the University of Saskatchewan beginning in 1914. These courses, which later could be applied as credits toward degrees in Arts and Science and Education, as well as toward an advanced certificate, were offered in both academic and
professional subjects. The development of correspondence courses in 1929, at the University of Saskatchewan, created for teachers further opportunity for formal study. The administrative difficulties in developing a plan of extension courses for teachers, which could be offered locally, restricted the development of this type of study.

Recommendations

It is the writer's opinion that the teachers' in-service programme was restricted by employment practices which developed. In the main, teachers were employed during a ten month school term and used the two month summer vacation period for holidays, study, or other employment.

More could be accomplished in the field of professional improvement of the teachers if the service for teachers were extended to cover the full year, with one month devoted exclusively to a study of professional problems, or some other type of in-service education activity. This would leave teachers with a vacation of one month, a period comparable to or greater than that enjoyed by people in most other fields of work. The additional month of service could be devoted to intensive study of particular school problems, to enrichment courses for the teachers, to study of curricula, or to the preparation of instructional aids. By such a programme teachers could not only improve the quality of their instruction, but would unquestionably enhance the status of their profession.

Other improvements in the supervisory processes could be secured
by establishing coordinated programmes for conventions, institutes and teachers' locals for the teachers of any one administrative area.

Cooperation between the Department of Education, the University of Saskatchewan and the Saskatchewan Teachers' Federation in planning extension courses would be valuable.

Trends in the Principles Underlying Supervision

In Saskatchewan, as elsewhere, the concept of supervision underwent many changes. The early concept of inspection was replaced with the concept of supervision as democratic leadership. The outstanding features of this change included a broadening of the aims and procedures of supervision, a more democratic approach to personnel relationships, the integration of the supervisory programme with the total school programme, the emphasis on cooperative self-improvement and the involvement of more personnel in the supervisory processes.

This philosophy was accepted and encouraged by the officials of the Department of Education, and was fostered by the instructors at the teacher training institutions in the province. Many superintendents and other supervisors put this concept into practice. However, many teachers, school trustees, and others still regarded supervision in the light of the old inspectoral system.

More adequate attention should be given to this problem in the pre-service training of teachers, so that when they enter the field they will have a real appreciation of what supervision is and does. If full implementation of supervision as democratic leadership is to be realized,
teachers in-service and other groups concerned with the education of children must be assured that supervision offers them more than merely an inspectoral service, and that proper supervision may do much to improve the learning situation for pupils.
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APPENDIX A

A SUMMARY OF
A SURVEY OF SUPERVISIONAL DEVICES BEING
USED IN SASKATCHEWAN BY SUPERINTENDENTS

prepared by
The Education 55 Class
University of Saskatchewan
1951
I. FREQUENCY OF USE OF LISTED DEVICES BY FIFTY-EIGHT SASKATCHEWAN SUPERINTENDENTS

<table>
<thead>
<tr>
<th>Device</th>
<th>Percentage of Superintendents using each device</th>
</tr>
</thead>
<tbody>
<tr>
<td>Conference with teacher following visitation</td>
<td>100</td>
</tr>
<tr>
<td>Unannounced classroom visitation</td>
<td>100</td>
</tr>
<tr>
<td>Group conference with teachers</td>
<td>98</td>
</tr>
<tr>
<td>Classroom visitations on request</td>
<td>97</td>
</tr>
<tr>
<td>Evaluation of pupils' notebooks during visitation</td>
<td>95</td>
</tr>
<tr>
<td>Recommendation of professional literature to teachers</td>
<td>93</td>
</tr>
<tr>
<td>Recommendation of materials and equipment</td>
<td>90</td>
</tr>
<tr>
<td>Discussing educational problems with prominent members of the community</td>
<td>88</td>
</tr>
<tr>
<td>Periodic bulletins to all teachers</td>
<td>88</td>
</tr>
<tr>
<td>Recommendation of new teaching procedures</td>
<td>88</td>
</tr>
<tr>
<td>Other individual conferences with teachers</td>
<td>86</td>
</tr>
<tr>
<td>Demonstration teaching during visitation</td>
<td>85</td>
</tr>
<tr>
<td>Teacher participation in planning institutes</td>
<td>83</td>
</tr>
<tr>
<td>Teacher participation in evaluating the results of institutes</td>
<td>83</td>
</tr>
<tr>
<td>Announced classroom visitation</td>
<td>78</td>
</tr>
<tr>
<td>Giving assistance in the formulation of course objectives</td>
<td>74</td>
</tr>
<tr>
<td>Written constructive criticism following visit</td>
<td>71</td>
</tr>
<tr>
<td>Provision of professional library for Unit</td>
<td>71</td>
</tr>
<tr>
<td>Use of check list or other standard form to evaluate teaching</td>
<td>66</td>
</tr>
<tr>
<td>Comprehensive testing program</td>
<td>62</td>
</tr>
<tr>
<td>Interviewing employers to discuss the fitness of graduates for their positions</td>
<td>40</td>
</tr>
<tr>
<td>Teacher intervisitation within Unit</td>
<td>31</td>
</tr>
<tr>
<td>Requirement of certain professional reading by the teacher</td>
<td>31</td>
</tr>
<tr>
<td>Use of check list or other standard form to evaluate pupil growth</td>
<td>26</td>
</tr>
<tr>
<td>Teacher visitation to outstanding schools in other units</td>
<td>12</td>
</tr>
</tbody>
</table>

The above order of frequency was based on the replies of fifty-eight superintendents who cooperated in the survey.
II. RANK ORDER OF VALUE OF DEVICES ACCORDING TO FIFTY-SEVEN SUPERINTENDENTS

1. Conference with teachers following visitation.
2. Group conferences with teachers.
3. Evaluation of pupils' notebooks during visitation.
4. Classroom visitations on request.
5. Other individual conferences with teachers.
6. Unannounced classroom visitation.
7. Teacher participation in planning institutes.
8. Discussing educational problems with prominent members of the community.
9. Recommendation of materials and equipment.
10. Teacher participation in evaluating the results of institutes.
11. Announced classroom visitation.
13. Comprehensive testing program.
14. Periodic bulletins to all teachers.
15. Giving assistance in the formulation of course objectives.
16. Written constructive criticism following visitation.
17. Provision of professional library for the Unit.
18. Demonstration teaching during visitation.
19. Recommendation of professional literature to teachers.
20. Teacher intervisitation within Unit.
21. Interviewing employers to discuss the fitness of graduates for their positions.
22. Use of check list or other standard form to evaluate teaching.
23. Use of check list or other standard form to evaluate pupil growth.
24. Teacher visitations to outstanding schools in other Units.
25. Requirement of certain professional reading.

Of the fifty-eight Saskatchewan Superintendents who reported in the survey, one refused to rate the relative value of each device or to express an opinion on its worth in supervision.

The Superintendents rated each device as being excellent, good, fair, poor, and doubtful. Three evaluations were made giving these ratings values of 5-4-3-2-1, 4-3-2-1-1, and 3-2-1-0-0 respectively. The average correlation between these results using Spearman's Rho Method was .988.
III. ADDITIONAL DEVICES BEING USED BY SASKATCHEWAN SUPERINTENDENTS

<table>
<thead>
<tr>
<th>Device</th>
<th>Number of times listed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Discussion with Chairman or other Trustee</td>
<td>5</td>
</tr>
<tr>
<td>Promotion of Home and School Clubs</td>
<td>5</td>
</tr>
<tr>
<td>Use of teacher organizations such as the Saskatchewan</td>
<td></td>
</tr>
<tr>
<td>Teachers' Federation</td>
<td>4</td>
</tr>
<tr>
<td>Talk to the students of the school</td>
<td>2</td>
</tr>
<tr>
<td>Giving assistance in the organization of school activities</td>
<td>2</td>
</tr>
<tr>
<td>Trustee institutes</td>
<td>2</td>
</tr>
<tr>
<td>Periodic articles to local newspapers</td>
<td>2</td>
</tr>
<tr>
<td>Workshops</td>
<td>2</td>
</tr>
<tr>
<td>Demonstration teaching at institutes</td>
<td>2</td>
</tr>
<tr>
<td>Unit newspaper</td>
<td>2</td>
</tr>
<tr>
<td>Special attention to library</td>
<td>1</td>
</tr>
<tr>
<td>Trustee intervisitation</td>
<td>1</td>
</tr>
<tr>
<td>Public speaking contest</td>
<td>1</td>
</tr>
<tr>
<td>School display days</td>
<td>1</td>
</tr>
</tbody>
</table>

There were 50 devices in all listed additionally but many of these were classified in the 25 devices originally listed, and the others were grouped into the 14 listed above.
IV. SOME OF THE MORE COMMON OPINIONS EXPRESSED BY THE SUPERINTENDENTS

CONCERNING EACH DEVICE

1. Conference with teacher following visitation:
   --a more natural situation,
   --most important part of the entire visitation,
   --a free exchange of ideas,
   --can learn much from good teachers.

2. Unannounced classroom visitation:
   --a more natural situation,
   --geography of country does not allow planning,
   --absolutely necessary.

3. Group conferences with teachers:
   --better for larger staffs,
   --groups should be small,
   --not as good as individual conferences,
   --for special purposes only,
   --better for keen teachers.

4. Classroom visitation on request:
   --very good for special problems,
   --not very good since the ones that need visits do not request them.

5. Evaluation of pupils' notebooks during visitation:
   --gives a good general picture, --stimulating,
   --too time-consuming, --unscientific,
   --aids teacher in getting neater work done.

6. Recommendation of professional literature to teachers:
   --teachers do not read them, --only a few are interested.

7. Recommendation of materials and equipment:
   --better to recommend them to school board than to teacher,
   --limited by finance.

8. Discussing educational problems with prominent members of the community:
   --very necessary to have the public with you,
   --why just prominent members of the community?

9. Periodic bulletins to all teachers:
   --would need clerical help,
   --not read by many,
   --maintains professional interest.

10. Recommendation of new teaching procedures:
    --good, but few teachers will try new techniques,
    --better when given at institutes.

11. Other individual conferences with teachers:
    --best when teacher asks for it,
    --aids in good relationships.

12. Demonstration teaching during visitation:
    --good for inexperienced teachers,
    --some teachers try to teach as little as possible during visit,
    --time-consuming, particularly in making lesson plans,
    --not good for teachers since pupils start making comparisons,
13. Teacher participation in planning institutes:
--difficult to arrange,
--uncovers needs of teachers,
--good for motivation and interest.
14. Teacher participation in evaluating the results of institutes:
--necessary--results are more meaningful,
--good for self-evaluation.
15. Announced classroom visitation:
--unnatural situation,
--excellent except for Saskatchewan roads.
16. Giving assistance in the formulation of course objectives:
--especially good for the inexperienced,
--best if done at institutes in groups,
--must be left to the experts.
17. Written constructive criticism following visitation:
--good for nervous teacher,
--official report only--teacher gets a copy,
--conference is better,
--time consuming.
18. Provision of professional library for Unit:
--not used as extensively as it should be;
--teachers are not interested in professional matters,
--books don't contain enough pictures.
19. Use of check list or other standard form to evaluate teaching:
--more objective,
--there is so much that cannot be put on a check list,
--are provided by the Department of Education.
20. Comprehensive testing program:
--teachers as a whole do not know much about interpretation of test results,
--used in skill subjects only, --rounds out the guidance program,
--a waste of time--you can't test for most important objectives.
21. Interviewing employers to discuss the fitness of graduates for their positions:
--important at high school level,
--good in larger centres only,
--employers interested in dollars and cents only,
--we do not pretend to fit them completely for any job.
22. Teacher intervisitation within Unit:
--good in theory but difficult to arrange in practice,
--not practical,
--must be interpreted.
23. Requirement of certain professional reading by teacher:
--difficult to apply,
--teachers are too overworked already,
--if it's not for credit they won't read it,
--initiative must come from the individual teacher.
24. Use of check list or other standard form to evaluate pupil growth:
--impossible in only one visit per year.
25. Teacher visitation to other outstanding schools in the other Units:
--tried it once, got badly stung,
--not practical.
V. CONCLUSIONS

1. Of the many types of visitations that can be used, Saskatchewan Superintendents seem to favor the unannounced visitation.
2. Individual conferences with teachers are the most important and helpful means of aiding teachers in better teaching.
3. Other individual conferences with teachers would be appreciated if it were possible to arrange them.
4. Teacher evaluation of institutes is valuable but it is not recommended that they take part in the planning of institutes.
5. More Superintendents would like to see more comprehensive testing programs than are now in operation. This may be forecast as a future step in supervision in Saskatchewan.
6. Although eighty-eight per cent are using periodic bulletins of one sort or another the Superintendents do not think highly of them.
7. Demonstration teaching is not too popular with the Superintendents but eighty-five per cent of them use this device anyway.
8. Although they recommend professional literature to the teachers they do not seem to enjoy doing it too much.
9. Any sort of visitation to other Units by the teachers seem to be frowned upon by the Superintendents.
10. Good public relations seem to be an objective of many Superintendents.
APPENDIX B

A SUMMARY OF
SUPERVISORY PRACTICES IN FIFTY-EIGHT VILLAGE
AND TOWN SCHOOLS IN SASKATCHEWAN

AS REPORTED IN
AN ACTION RESEARCH PROJECT

BY
THE MEMBERS OF THE EDUCATION 55 CLASS
SUPERVISION IN ELEMENTARY AND SECONDARY SCHOOLS

APRIL, 1953
SUPERVISORY PRACTICES IN FIFTY-EIGHT VILLAGE AND TOWN SCHOOLS IN SASKATCHEWAN

Introduction

During the university term, 1952-1953, the students in Education 55, Supervision in Elementary and Secondary Schools, under the direction of Professor M. P. Toombs, prepared a questionnaire on supervisory practices of school principals. The following methods were used:

(1) Schools having more than two teachers were selected from various school areas in the province, excluding the cities of Moose Jaw, Prince Albert, Regina, and Saskatoon.

(2) The questionnaire was sent to the principals of seventy-two schools through the cooperation of Mr. L. F. Titus, Chief Superintendent of Schools for the Province, and fifty-eight principals sent in their replies.

The questionnaire has been reproduced and besides the number of "Yes" or "No" answers to each question, a summary of the principals' comments pertaining to each question is given.
ANALYSIS OF QUESTIONNAIRE RESULTS

Information Regarding Supervisory Activities

1. Do you visit classrooms
   a. at the request of the teacher? 50 2
   b. without the teacher's request? 30 12
      for purposes of
      a. making announcements 53 4
      b. observing classes at work 36 18
      c. demonstration teaching 6 34

   | Yes | No |
   --- | --- |
   a. 50 | 2 |
   b. 30 | 12 |
   a. 53 | 4 |
   b. 36 | 18 |
   c. 6 | 34 |

   Comments: Principals visit teachers both at and without request but more numerous visits are made upon request. Much classroom visitation seems to be incidental; e.g., for purposes of making announcements. More principals use visitation for observing classes at work than for demonstration teaching. Visitation appears to serve an administrative function rather than a supervisory one. The analysis shows that, where demonstration teaching is done, it tends to take place in centres of 1200-2500 population.

2. After you visit classrooms do you
   a. discuss classroom problems with the teacher? 47 4
   b. use these classroom problems in staff discussions? 36 14
   c. use information gained for reporting to the school board? 23 26

   | Yes | No |
   --- | --- |
   a. 47 | 4 |
   b. 36 | 14 |
   c. 23 | 26 |

   Comments: Most principals use information gathered in classroom visits to discuss problems with the teacher; fewer use visitation as a basis for staff discussions; still fewer use information gained for reporting to the school board. Information reported to the board is usually concerned with such things as supplies and equipment, rather than with the objectives of the school program and the extent to which these are being achieved.

3. Do teachers participate in planning for staff meetings and administrative activities? 54 3

   | Yes | No |
   --- | --- |
   54 | 3 |

   Comments: All principals reported that they give the teachers an opportunity to plan for staff meetings and administrative activities. Teachers submit topics for the agenda and participate in committee activities in the larger centres. Staff meetings are often held on a very informal basis; e.g., recess chats.

4. Do your teachers visit other classrooms
   a. in your school? 13 43
   b. in other schools? 7 47

   | Yes | No |
   --- | --- |
   a. 13 | 43 |
   b. 7 | 47 |

   Comments: Teachers do not use the opportunity for intervisitation either in their own or other schools. Any intervisitation is on an informal and incidental basis.

   This procedure has been used on a trial basis at
5. Do you encourage teachers to come to you with their
   a. school problems?
   b. personal problems?
   Yes  No
   57 1
   30 25

6. Do you plan with your teachers
   a. for the improvement of teaching methods?
   b. for the use of a variety of teaching aids?
   Yes  No
   46 9
   48 7

7. Do you make use of
   a. mental ability tests?
   b. standardized achievement tests in specific subject matter fields?
   c. personality-rating scales?
   d. aptitude tests?
   Yes  No
   46 10
   34 20
   27 26
   31 24

8. Do you use these tests as a guide for
   a. reporting to the home?
   b. promotions?
   c. pupil counselling?
   d. parent-teacher conferences?
   e. other purposes (please specify)
   Yes  No
   23 24
   36 13
   48 5
   26 16

---

Most principals encourage teachers to come to them with school problems. Discussion of personal problems is less frequent but help is usually given if principals are approached.

Principals generally plan with their teachers both for the improvement of teaching methods and for the use of a variety of teaching aids. This planning does not seem to be carried out as extensively in the smaller centres.

Mental ability and aptitude tests are used more often than standardized achievement or personality-rating scales. These tests are used much less extensively in the smaller centres because of lack of competent personnel, although to some extent this deficiency is being overcome through the assistance of superintendents and helping teachers. There is a trend toward using mental ability tests more extensively in elementary grades.

Larger centres use tests, as outlined in question 7 above, for vocational guidance and as a guide in helping to determine the ability of students. They are sometimes used as a basis for class grouping. However, in smaller centres, due to lack of trained personnel, the test results are often merely recorded in formal records and little practical use is made of them.
<table>
<thead>
<tr>
<th>Yes</th>
<th>No</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>9. In regard to reporting to the home do you</td>
<td></td>
<td>There is a tendency to use the percentage-type report card in most of the high schools, while the letter-division type seems more popular in the elementary schools. The personal letter type of report is restricted to special cases; e.g., pupil problems, discipline cases, etc. In some schools in larger centres the personal letter only is used for reporting in grades 1 and 2.</td>
</tr>
<tr>
<td>a. use the percentage-type report card?</td>
<td>42</td>
<td></td>
</tr>
<tr>
<td>b. use the letter-division type of report card?</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>c. make use of personal letters to the parents?</td>
<td>32</td>
<td>21</td>
</tr>
<tr>
<td>d. use a combination of personal letters with either a or b (if convenient, attach a copy) of your report card?</td>
<td>34</td>
<td>21</td>
</tr>
<tr>
<td>10. Is use made of your school library by pupils for purposes of</td>
<td></td>
<td>The school libraries are used quite extensively, though in many schools such facilities are inadequate.</td>
</tr>
<tr>
<td>a. reading of pupils own choice?</td>
<td>50</td>
<td>3</td>
</tr>
<tr>
<td>b. supplementing regular classroom texts?</td>
<td>52</td>
<td>2</td>
</tr>
<tr>
<td>c. references for use in group projects?</td>
<td>50</td>
<td>3</td>
</tr>
<tr>
<td>11. Is there a professional library in your school?</td>
<td>18</td>
<td>36</td>
</tr>
<tr>
<td></td>
<td></td>
<td>There is a definite lack of professional library services in schools. In some larger centres, the professional literature that is available is largely contributed by staff members.</td>
</tr>
<tr>
<td>12. Do you have a students' council?</td>
<td>48</td>
<td>9</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Most of the centres reporting had student councils. A few of the smaller centres did not have councils.</td>
</tr>
<tr>
<td>13. Which of the following Student Council activities are carried on in your school?</td>
<td></td>
<td>Very seldom is a representative of the students asked to attend staff meetings, but in most cases a staff advisor attends council meetings.</td>
</tr>
<tr>
<td>a. a representative of the students council attends staff meetings when matters of immediate</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
interest to students are being discussed.

b. students assist in helping new students become acquainted with the school.

c. planning for athletic, social, and club activities.

d. planning and participating in Education Week activities.

14. Are individual student-teacher conferences held for the purpose of discussing

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. achievement and promotion?</td>
<td>8</td>
<td>2</td>
</tr>
<tr>
<td>b. discipline?</td>
<td>10</td>
<td>0</td>
</tr>
<tr>
<td>c. personal problems?</td>
<td>8</td>
<td>2</td>
</tr>
</tbody>
</table>

15. Are parent-teacher conferences held for purposes of discussing

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>a. pupil assignments?</td>
<td>2</td>
<td>6</td>
</tr>
<tr>
<td>b. pupil progress?</td>
<td>6</td>
<td>5</td>
</tr>
<tr>
<td>c. pupils' personal problems?</td>
<td>5</td>
<td>4</td>
</tr>
</tbody>
</table>

Where new students are assisted in becoming acquainted with the school and its activities, there is seldom a planned program. Most activities are on an informal basis.

Even though some principals reported that individual student conferences were held, there is little planning, and such conferences appear to be incidental in nature.

There is an indication that parent-teacher conferences may be used more in the larger centres, but even here, they are held only when the need arises. Principals tend to wait for parents to take the initiative.
16. List other supervisory activities that you carry out in your school, which are not listed above.

There seems to be little distinction between administration and supervision. In centres up to 1500, there appears to be some confusion in the meaning of the terms. Principals in the larger centres (3000-8000) appear to have a better understanding of the concept of supervision.

17. Do you feel you have enough time to carry out supervisory activities in your school? If you have not sufficient time, what are the reasons?

The majority of the principals stated that they had a full-time teaching load which hindered supervisory activities. Those in larger centres had more time for supervision. One of the main obstacles to effective supervision appeared to be the lack of cooperation and understanding between the public, school board, and staff.

18. How does your Home and School Association contribute to the supervisory program?

Home and School Associations do not contribute very much to the supervisory program. "Home and School" members, including teachers, do not have an adequate understanding of the meaning of supervision. There appears to be, in some instances, a general lack of interest in school affairs, as shown by the fact that some associations have been organized then became inactive and died of inertia. However, in some larger centres, there are thriving associations. In such centres, panel discussions on pertinent topics, and the fostering of better parent-teacher-pupil relations appear to be the main activities.

19. What aspects of your guidance program are an aid to supervision?

Some of the aspects of the guidance program which were mentioned most frequently as an aid to supervision are:

Personal and vocational counselling;
Testing programs;
Class discussions of problems common to students.

In the majority of cases, principals made little distinction between administration and supervision; hence they listed many aspects of the guidance program which were not applicable to supervision.
Summary and General Observations

The members of the committee would like to acknowledge the excellent cooperation of principals, who, though busy with many activities, took time to answer the questionnaire. General observations which arose from the study may be stated as follows:

1. Some principals do not differentiate between administrative and supervisory duties. The members of the committee would like to emphasize the fact that in most of the present day literature on supervision, and in the practices of the best schools, the definite trend is to think of supervision as a means of improving the total learning situation.

2. There appears to be a lack of understanding concerning the part which Home and School Associations should play in the school program. The Associations, in some instances, seem to be suffering from lack of leadership.

3. Library facilities in the schools replying are inadequate. The professional library which can play such an important part in the supervisory program is practically nonexistent.

4. The teaching load of most principals prevents a good supervisory program. Some principals are using their supervisory time for administrative duties only. Some of the work is merely clerical. Superintendents might give more leadership to their principals in this matter.

5. Principals might encourage greater professional growth among the staff members through the use of such in-service education procedures as:
   a. group study of school problems;
   b. curriculum revision programs;
   c. individual study of pertinent problems.

6. A study of the basic principles underlying supervisory procedures and of the application of these principles to the day-by-day work of the school is a must for all school principals.

7. It is most important for teachers to understand the meaning and purpose of supervision. Too often, supervision is thought of as checking on the work of the teacher and reporting thereon. This procedure is merely inspection and is foreign to the idea of supervision.

8. Teachers need to find out the manner in which supervision can help them with the daily work, to the end that the total program of the school may be improved. Each teacher would do well to try to answer the question: In what way can supervision help me to be a better teacher?

This vital question could be the starting point for a study by the staff of the meaning and purpose of supervision and of its place in the improvement of the learning situation for the pupil.