

PROGRAM PLANNING IN ENGLISH AS A SECOND
LANGUAGE AT THE PROTESTANT SCHOOL BOARD
OF GREATER MONTREAL: A
HISTORICAL STUDY

© Shirley Slobod

A Thesis

in

The Centre for the Teaching of
English as a Second Language

Presented in Partial Fulfillment of the Requirements
for the degree of Master of Arts in Applied Linguistics at
Concordia University
Montreal, Quebec, Canada

January 1982

© Shirley Slobod, 1982

ABSTRACT

PROGRAM PLANNING IN ENGLISH AS A SECOND LANGUAGE AT THE PROTESTANT SCHOOL BOARD OF GREATER MONTREAL: A HISTORICAL STUDY

Shirley Slobod

This study investigated the planning procedures involved in developing and implementing four programs in English as a second language at the Protestant School Board of Greater Montreal. Because the programs occurred at different times of the Board's history, the paper focused on two areas of inquiry : 1) an evaluation of the success of each program in meeting the needs of the school board community and 2) a comparison of the programs to determine whether there was growth in ESL program planning at the Board, so that the most recent program comes closer to meeting the needs of the student and adult members of the Board than did the preceding programs. The criteria by which these programs were investigated and evaluated were based on Rubin's model of language planning: factfinding, actual planning, implementation and feedback. Although Rubin developed this set of procedures as

a basis for planning at the governmental level of society, the model, nevertheless, has applicability at a local, school board level. By means of Rubin's model it was possible to place curriculum planning in a sociological context and to thereby ascertain the influence upon each program of such variables as historical, political, economic, cultural, financial and temporal factors. It was also possible to show that the greater the consideration given to these sociological constraints by the program planners, the more realistic were the stated objectives and the more successful was the program in meeting these objectives. On the basis of these inquiries it was concluded that there has been growth in ESL program planning competence at the Protestant School Board of Greater Montreal.

ACKNOWLEDGEMENTS

Research is a co-operative effort involving the assistance of many groups and individuals. In this regard, I wish to thank the officers and other personnel of the Protestant School Board of Greater Montreal who generously made available to me relevant records and documents.

I also wish to thank Bruce Barkman and Joe Palmer of the TESL Department of Concordia University for reading this thesis and for commenting critically on various aspects of it.

I especially wish to thank Mary Pétrie, my advisor, who has, with great kindness, instructed, directed and guided me through all the phases of this endeavour.

TABLE OF CONTENTS

ABSTRACT	i
ACKNOWLEDGEMENTS	iii
LIST OF FIGURES	VI
LIST OF TABLES	VII
INTRODUCTION	1
Purpose of the Thesis	1
Plan of the Thesis	4
BACKGROUND	6
Review of the Literature	6
Historical Background to the Study	11
PROGRAMS FOR NON-ANGLOPHONE JEWS: 1903-1908	17
Background	17
Reasons Behind the Programs	18
Programs for non-anglophone Jews	21
Evaluation of Planning Procedures	34
PROGRAMS FOR FRENCH PROTESTANTS: 1958-1967	42
Background	42
Reasons Behind the Programs	45
Programs for French Protestants	47
Evaluation of Planning Procedures	52
PROGRAMS FOR NON-ANGLOPHONE GREEKS: 1968-1976	55
Background	55
Reasons Behind the Programs	59
Programs for non-anglophone Greeks	64
Evaluation of Planning Procedures	84

PROGRAMS IN THE BOARD'S FRENCH SECTOR	
SCHOOLS: 1979-1980	90
Background	90
Reasons Behind the Programs	96
Programs in the Board's French	
Sector Schools'	97
Evaluation of Planning Procedures	121
DISCUSSION	124
Summary of the Research	124
Comments on Future ESL Program Planning	130
REFERENCES	134
APPENDICES	146
1 Procedures in ESL Curriculum Planning	146
2 Breakdown of Compulsory Courses (including	
ESL) at the Secondary School Level	147
3 Sections of MEQ Document 16-0063 Pertinent	
to ESL Programs at the Elementary Level	148

EIST OF FIGURES

1	Responsibilities of the Protestant and Catholic Sectors in Public School Education in Quebec	15
2	Course Outline for Kindergarten 1902-1903 and 1910-1911	29
3	ESL Texts for French Protestant High School Students, Grades 8-11, 1964	49

LIST OF TABLES

1	Pupil Attendance Figures at the Baron de Hirsch Day School for the Years 1904-1907	23
2	Percentage of Immigrant Non-Anglophone Students in PSBGM Elementary Language Schools, 1965-1966	60
3	ESL Programs in PSBGM High Schools	65
4	Estimated Number of Students in ESL Programs, 1979-1980	99

CHAPTER I

INTRODUCTION

Purpose of the Thesis

This thesis analyzes the planning procedures of four programs in English as a second language (ESL) offered by the Protestant School Board of Greater Montreal (PSBGM) at four different periods of the Board's history. The purpose of this analysis is to determine whether ESL program planning has evolved over a period of time so that the most recent program more closely meets the needs of the students and the PSBGM than the earliest ESL program.

The four cases include: 1) ESL programs for Yiddish-speaking immigrants, 1903-1908; 2) ESL programs for French Protestants, 1958-1967; 3) ESL programs for Greek-speaking immigrants, 1968-1976; and 4) ESL programs for students in French-language schools, 1978-1979. Three aspects of each program are presented: 1) the reasons behind the program, 2) a description of the program and 3) an evaluation of the effectiveness of the program planning. The programs are dealt

with under two broad headings: Immersion ESL programs and non-immersion ESL programs. Immersion programs in ESL are programs which prepare students to enter English-language instruction. Non-immersion ESL programs are those in which ESL is taught as one of the subjects in the school curriculum. The immersion programs discussed in this paper include the ESL programs for Yiddish-speaking immigrants and the ESL programs for Greek-speaking immigrants. The non-immersion programs include the ESL programs for French-Protestants and ESL programs for students in French-language schools.

The model by which these programs are evaluated is the model proposed by Rubin. Rubin, who has written widely in the field of language planning (1971, 1973, 1975, 1976 and 1977 among others), lists four stages necessary to successful planning: fact finding, actual planning, implementation and feedback (1971: 218-220). Although Rubin applies this model to a definition of language planning as the organized pursuit of solutions to language problems at the national level, her model, nevertheless, has applicability to ESL program planning at the school board level.

In the first place, Rubin's stages provide a model for sound planning procedures in any area of social activity (1971: 219), and, in this regard, resemble John Dewey's steps in problem-solving (1933: 106, 127).

Secondly, although Rubin refers to her definition of language planning as the normative position, she concedes that not all scholars agree with this interpretation of the term. Rubin reports that at the Round Table discussions held at Georgetown University in the Spring of 1969 concerning the theoretical aspects of language planning, some scholars viewed language planning as the language problem-solving activities engaged in by individuals or groups at any level of society. Rubin agrees that these interpretations deserve serious consideration (1973: V, VI), an opinion shared by Fishman. In his discussion of macro-language planning and micro-language planning, Fishman notes that "micro-analysis of language planning has not yet received the attention it deserves" (1974: 86).

Thirdly, the use of a language planning model which places great importance on bringing a sociological perspective to the problem enables the investigator to place the examination of program planning procedures in a context wider than that of curriculum. In doing this the researcher can determine what kinds of constraints are imposed upon the plans by social, political, historical and economic factors. The importance of treating language planning as a sociological task is emphasized repeatedly in the literature (Das Gupta 1971; Fishman 1971, 1974; Karam 1974; Kelman 1971; Jernudd and Das Gupta 1971 and Rubin 1971, 1973 and 1976 among others).

In this thesis, following a comparison of the effectiveness of the planning procedures for each program are indications for future directions. These indications are important at this stage of the Board's history. The PSBGM must conform, as it has never before, to directives from the Ministry of Education, because education in the province of Quebec is becoming increasingly centralized at the ministerial level.

The mid-1980's will witness the implementation of new Ministry-planned curricula in most subject areas including that of English as a second language. How well the new programs meet the needs of the PSBGM community will depend on how systematic the present planning process is. It is the intention of this paper to evaluate the planning procedures of the four ESL programs of the Board so that planning may proceed, as Fishman states, "more successfully in the future than it has in the past" (1974: 26).

Plan of the Thesis

Chapter II considers background material: definitions of language planning, a brief review of the literature and a description of the political and historical backgrounds for this study. Chapter III discusses the programs for non-anglophone Jews, 1880-1910, and analyzes them in the light of

Rubin's model. Chapters IV, V and VI parallel Chapter III with the study and evaluation of programs for French Protestant students, 1956-1967, Greek immigrant students, 1967-1976 and students in the Board's French sector schools, 1978-1979. Chapter VII provides a summary and suggestions for future involvement in ESL planning by the PSBGM.

CHAPTER II

BACKGROUND

Review of the Literature

The language lessons that take place in the classroom are the product of a process that begins at the ministerial or governmental level of society. According to Corder (1975: 12, 13), the total language-teaching operation is a hierarchy involving three levels of decision-making. The initial step in this undertaking occurs at the highest level of government and is political rather than pedagogic in nature. Here, policy decisions determine whether a language or languages will be taught, which language or languages will be taught and to whom a language or languages will be taught. These decisions are influenced by such non linguistic variables as historical, economic, political and sociological factors (Corder 1975: 12, 13; Kelman 1971: 34, 35; Garvin 1974: 69). At the second level, decisions of a linguistic and socio-linguistic nature are made by curriculum planners who, working within the government's policy constraints, devise a course of study. Corder states that the planner deals with the problem of "what to teach, when to teach, how much to

teach" (1975: 12). It is at the third level, however, that the course material comes to life, for level three takes place in the classroom where the teacher uses his or her knowledge of the learning process in general and of his or her students' abilities and preferences in particular to determine how to teach the program.

The term "language planning" has normally been reserved for the activities pertaining to language use which take place at the centralized level of government, a view supported by many scholars. Jernudd and Das Gupta (1971: 211) define language planning as the organized activity of the administrative arm of government aimed at solving language problems, while Rubin (1971: XVI; 1973: 5) notes that language planning is that part of the political and administrative processes of society that is concerned with language change. Fishman concurs (1974: 96), but points out that the planner has a particular obligation to develop the best solution to a language problem within the resources available to the society.

Other writers deal with language planning in terms of language standardization. Karam (1974: 118) defines language planning in technological terms as "the management of linguistic innovation". Isayev (1977: 13) employs the term "language policy" to describe the political activities

of society in influencing language change, while Avrorin, (in Isayev 1977: 15) describes language policy as an integral component of the total national policy of a government. Fishman (1974: 26), however, is careful to point out that such attempts to influence language change are no more threatening than other kinds of social planning such as educational or agricultural planning. Nevertheless, all these definitions support the premise that governments regard language as an important political force.

As an example of the political influence on language policy in developing nations, Das Gupta (1971: 53-62) cites the situation in Pakistan, where Urdu, a minority language spoken by less than 4% of the population, has become one of two official languages of the country. Das Gupta describes how Urdu was successfully used by the politically elite speakers of Urdu as the language of self-identification in Pakistan's struggle for independence. In a similar study Whiteley (1971: 141-158) traces the establishment of Swahili as the official language of Tanzania to the fact that upon achieving independence from Great Britain the socialist government of Tanzania replaced English by Swahili as the official language. This action served to establish what the government termed "the anti-elitist character of educational policy and of Tanzanian socialism generally" (1971: 155).

Language planning is required not only in developing nations, but also in multilingual countries where the question of official and second languages must be resolved. All European countries, for example, must deal with the problems caused by the rising feelings of national identity among their ethnic communities and with the feeling of discontent harbored by members of these communities because of the lack of recognition which their language receives. For example, Switzerland, considered an ideal, multilingual country, must, nevertheless, contend with agitation among its Italian-speaking nationals who believe that their language, the third official language of Switzerland, is not accorded its proper status.

In Canada the language policies of the federal government contrast with the language policies of Quebec, one of the ten provinces of Canada. The dilemma facing Canadians in general and Quebecers in particular has to do with the understanding of the term "nation". The federal government regards Canada as one state with two major linguistic groups, French and English (Dunton and Laurendeau 1967: 15), whereas the present government of Quebec looks upon Canada as consisting of two nations, the French nation in Quebec and the English nation in the remainder of Canada. Consistent with this view on the part of Quebec is the recent establishment of French as the official language of Quebec (Bill 101, the Charter of the French Language 1977).

However, the English-speaking minority in Quebec does not support the concept of a French nation of Quebec, but has traditionally associated itself with the English language majority in the rest of Canada (Dunton and Laurendeau 1967: XXV). This is especially evident in the field of education where the English Protestant school system in the province has more closely resembled the public school systems of the other provinces of Canada than the public school system of French Catholic Quebec (Dunton and Laurendeau 1968: 30).

This is no longer the case. In 1964 the government of Quebec re-established the Ministry of Education (MEQ), dormant since 1875, to assume responsibility for education throughout the province. French was recently established as the language of instruction for all but a minority group of Anglophones who meet specific requirements (National Assembly 1977).

An example of the political influences on language planning in Quebec occurs in the area of second language programs. The policy statement on education by the Ministry of Education (1979) devotes sections 12.5 - 12.5.7 to the teaching of English and French as second languages. According to this document, children receiving their education in English may begin studies in French as a second language in the first grade of school, whereas children

enrolled in French language instruction may not begin English second language programs until they reach the fourth grade of schooling.

Schoolboards which so desire may begin teaching French as early as the first year of the primary course (12.5.6)

The government feels it necessary ... to establish the teaching of the second language (English), at the earliest, in the first year of the second cycle (12.5.1, 12.5.2).

The instituting of such measures by the Quebec government is typical of the procedures adopted by emerging nations (as described by Fishman, Kelman, Karam and others) to replace what they regard as the former colonial language with the indigenous language.

Historical Background to the Study

The roots of the present linguistic and pedagogical conflict in the province go back to the 17th century when the first French settlers came to Quebec, then called New France. Settlements were founded in 1617, and for the following 146 years the colony of New France remained under French domination. The Catholic church, more powerful in Quebec than in France, provided the administrators, the clergy and the teachers for the colony. Latin, the language of the church, was the only other language taught.

The Treaty of Paris in 1763, which marked the end of the Seven Year's War between France and England, terminated French domination in America, and New France passed into British hands. The victorious British renamed the colony Lower Canada and established policies that were intended to anglicize the province and to make it much the same as any other British province in America. The British defined the boundaries of Quebec and encouraged English-speaking immigration in the hope of submerging the French in an English-speaking population. However, this plan did not succeed, since the indigenous French-speaking population multiplied rapidly, thereby maintaining, its language, religion and culture (from Careless 1963: 29-104).

The 1801 Education Act established the Royal Institution for the Advancement of Learning. This act was the first attempt to set up a public education system in the province under separate Protestant and Catholic committees. Teachers in these schools were expected to know both English and French, but were free to prepare their own courses and to choose books from within the range of books approved by either the Protestant or Catholic committees. In addition to these schools special sociétés d'éducation were formed to finance schools for poor French-Canadian children. Joseph François Perrault, considered the father of public education in Quebec, founded several such schools. They were secular,

non-sectarian, and included English language instruction. Perreault himself was the author of the first text for English as a Second Language in Quebec, La nouvelle méthode pour apprendre la langue anglaise, published in 1823.

In 1846 the Parliament of the United Provinces of Canada adopted a school bill which established common schools on the basis of religious beliefs. In Montreal two distinct boards were set up, one Protestant, the other Catholic. Thirteen years later, an 1859 Order-in-Council established a Council of Public Instruction consisting of four Protestant and ten Catholic members to oversee the entire pedagogical operation in Quebec, from establishing regulations covering normal schools to organizing and administering the common, public schools. This affixed a sectarian stamp to public education in Quebec and entrenched the two parallel systems of education that have existed to the present day - one Catholic and mainly French-speaking, the other Protestant and mainly English-speaking.

Whereas most provinces in Canada had one educational system with one minister of education, one department of education, one curriculum, and laws and regulations that affected education applicable to all schools in the province, Quebec abolished its shortlived ministry of education in 1875 and did not re-institute such a ministry until 1964.

The following diagram, based on information contained in the Report of the Royal Commission on Bilingualism (Book II 1968: 29, 30, 33) and in A Brief History of Quebec Education from New France to Parti Quebecois (Magnuson 1980: 107), clarifies the responsibilities for public school education in Quebec from 1856-1964.

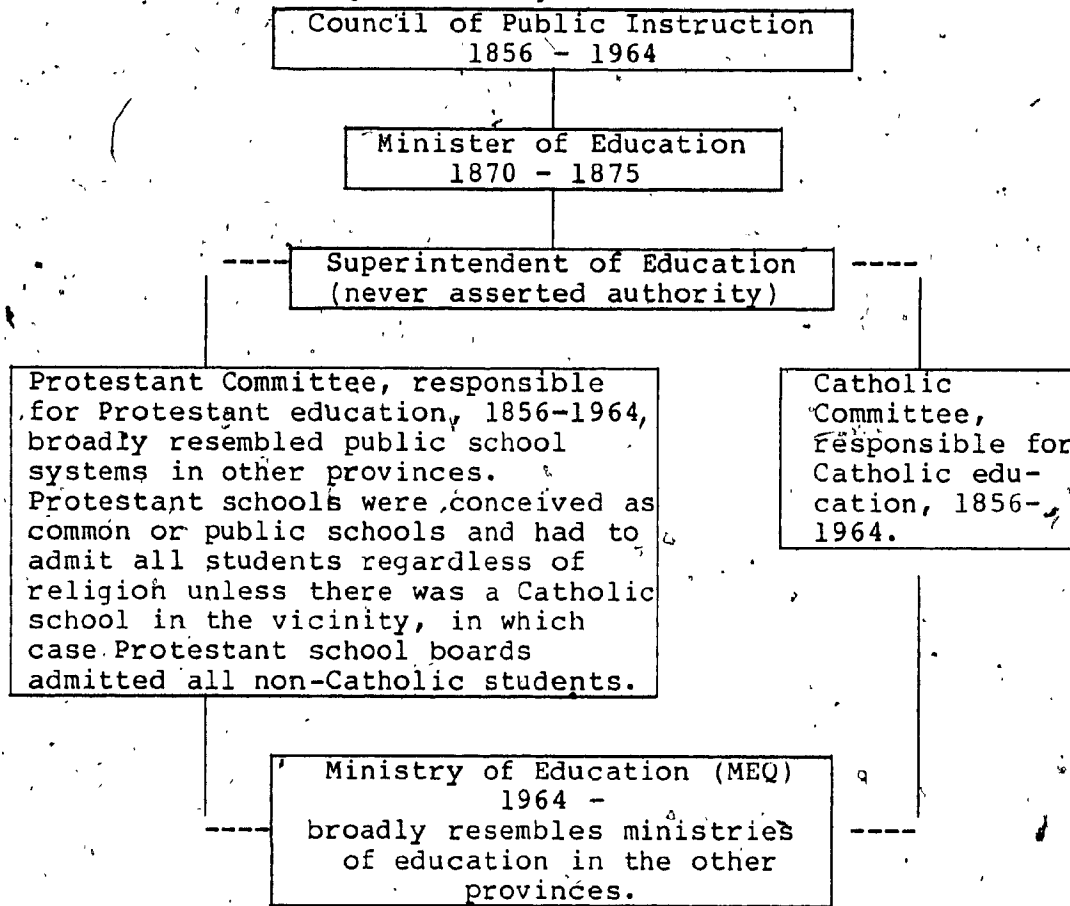


Figure 1

Responsibilities of the Protestant and Catholic Sectors
in Public School Education in Quebec, 1856-1964

Dunton and Laurendeau (1967) point out that although English-language Protestants have always been a minority in the province (1967: 87), section 133 of the British North America Act entrenched their English language rights (1967: 55, 87). Because anglophone Protestants were not dispersed throughout the province, but were concentrated in the urban centres of Montréal, Quebec City and Three Rivers, and because the average income of Protestants was higher than the average income of Catholics, the Protestant communities were able to use the monies gathered through the collection of property taxes to build an impressive English-language school system. The system was developed and administered by English-speaking Protestant educators to serve English-speaking Protestant children, and it has thus reflected the aspirations of this group.

CHAPTER III

PROGRAMS FOR NON-ANGLOPHONE JEWS: 1903-1908

Background

The largest Protestant school board in the province of Quebec is the Protestant School Board of Greater Montreal (PSBGM). Its main offices are located at 6000 Fielding Avenue in the west-end suburb of Notre Dame de Grâce, traditionally an area populated by a large section of the Montreal anglophone community. Nominally a Protestant board, the PSBGM has assumed responsibility through the years for the education of non-Protestant, non-Catholic children as well. These students have often been just-arrived immigrants from Eastern Europe, the Mediterranean countries and Asia. The Board has also welcomed non-anglophone Protestants such as the Huguenots, French Baptists and Pentecostals. At the present time the Board provides anglophone or francophone education to 33,311 students in its 67 schools (attendance figures September 30, 1981 obtained from Tom Blacklock, Chief Planning Officer, PSBGM).

The Protestant Board of School Commissioners (the PBSC) of the City of Montreal, as the PSBGM was first called, was created in 1846 by An Act of the Provincial Parliament, I VIC cap 27. Its principal functions were to acquire or build schools, appoint teachers, pay salaries and maintain a course of study that complied with the regulations of the Department of Public Instruction. In the early years, there were no specially designated texts and students brought to school whatever books they had at home. By 1875, however, the Board had achieved a measure of textbook conformity, and by the end of the century the Board had done away with the old grade designations of preparatory, primary, intermediate and senior, and had correlated the grade name to the year of the course. In the elementary school, therefore, a series of six grades, from first to sixth, preceded by kindergartén or preparatory classes, was established (PBSC Minutes November 1899: 6). The curriculum consisted of written and spoken English, written and spoken French, reading, writing, spelling, grammar, arithmetic, geography, history, natural science, scripture, singing and art (Report for the Superintendent of Public Instruction 1886: 9).

Reasons Behind the Programs

At the time that the PBSC was establishing itself and endeavoring to develop a cohesive school system, it had to

learn to cope with large waves of Eastern European Jewish immigrants whose culture and language differed remarkably from that of the School Board commissioners and that of the general school population. During the 19th century, the main concentration of Yiddish-speaking Jews was in the Baltic Countries. Because of anti-Semitism, the Jews were condemned to live in ghettos outside the boundaries of the urban community and were frequently the victims of organized massacres and lootings by the armies of the governors and czars. In order to escape these persecutions, masses of Jews fled to North America. Although 90% of this emigration was to the United States, many Jews settled in the large cities of Canada (Rome 1978: 8), including Montreal. The first large immigration arrived in Canada in 1880 and continued unabated until the outbreak in Europe of World War I in 1914 (1978: 10).

This first arrival of Jews in Montreal coincided with the establishment in Canada of heavy industry which employed workers in factory conditions. The Jews found work in such industrial plants as the Canadian Pacific Railways shops where they worked as carpenters, tinsmiths and locksmiths, and in the tobacco and garment factories (1978: 27, 29, 32). In 1882 these immigrants reached an agreement with the PBSC whereby the Board would educate their children in return for receipt of Jewish school taxes.

The education of Jewish children in the Common [public] school [is dependent upon] ... the continued payment of the school tax upon Jewish properties into ... the Protestant panel and not into the Roman Catholic nor into the Neutral panel (PBSC Minutes September 14, 1882).

The alliance between the Board and the Jews strengthened to the point that, by the turn of the century, the Jewish immigrant population in some of the schools was so dense that anglophone parents became concerned that their own children's schoolwork would suffer. David Rome notes:

Conservative elements of Protestant society ... feared that the foreign accents of the immigrants were being communicated to their own children (1975: 11)†

The problem would not go away. Not only did the Board have contractual agreements with the Jewish community, but the School Act of 1903 entrenched the right of Jewish children to an education within the Protestant system.

After coming into force of this act, the children of persons professing the Jewish religion shall have the same right to be educated ... and shall be treated in the same manner as Protestants for all school purposes (Statutes of Quebec - 1903, 3 Ed. II: 15.5).

Programs for non-anglophone Jews

Although the commissioners of the Board were willing to grant the Jews Protestant status with regard to education, they could not cope with the inundation of Yiddish-speaking children in some of the schools. The commissioners' solution was to set apart a special school for the purpose of educating the children.

In 1904 the Board reached a 3-year agreement with the Day School of the Baron de Hirsch Institute, a Jewish benevolent society, whereby the Day School would receive "Jewish pupils exclusively, many of whom on entering the school cannot speak the English language" (Report of the PBSC December, 1906: 6). In the Memorandum of Agreement between the Board and the Baron de Hirsch Institute three articles are of relevance: articles two, three and five. These articles defined which students were eligible for such classes, what programs of study these students were to follow and the length of time these students would spend at the Day School.

Article 2. The School shall be open (a) to all Jewish children who owing to lack of knowledge of the English language are unable to profit by instruction given in that tongue and (b) to all Jewish children seeking admission who have not

reached the standard equivalent to entrance of the fourth grade of the Public schools.

Article 3. The School ... shall follow the course of study prescribed for Public Schools and in its second and third years shall take the following tests laid down for those schools, viz, spelling, and arithmetic, in the second year and reading, writing, spelling, arithmetic, English and French in the third year.

Article 5. This agreement shall continue from ... 1st September, 1904 - 31 August 1907 (Memorandum of Agreement 1904).

The records of the PBSC from 1904 - 1907 do not reveal any special attention to the teaching of English. Copies of the principal's evaluations of teacher performance at the Day School for this period, however, indicate the importance placed on the teacher's ability to speak German or Yiddish, the children's mother tongues.

Annie Feigleson: Miss Feigleson is especially useful from her knowledge of Jewish and German languages. She teaches French very successfully.

... Pauline Levine: She is a useful teacher and speaks Jewish and German.

... Rose Heilig: Miss Heilig speaks Jewish and German. She has commenced very well and her children have improved under her (Canadian Jewish Congress Archives: 1904).

School Board attendance figures for the years 1904-1907, the years during which the Baron de Hirsch Day School was in

operation, reveal a small, but steady increase of Jewish immigrant students.

Table 1

Pupil Attendance Figures at the Baron de Hirsch
Day School for the Years 1904 - 1907

School Year	No. of Students at Baron de Hirsch Day School	No. of Students in All Board Schools	Percentage of Board Students at the Baron de Hirsch Day School
1904-05	502	9379	5.35
1905-06	576	10087	5.71
1906-07	661	9115	7.25

(from the Annual Reports 1904-1907)

In 1907, however, the commissioners ended their agreement with the Institute and closed the Baron de Hirsch Day School, causing the Jews to worry about their children's education. The editorial in The Jewish Times of June 28, 1907 spoke for the Jewish community.

Is the Protestant Board by law obliged to educate Jewish children not sufficiently competent in the English language to permit of their entering the classes in the public schools?

... The Board of School Commissioners takes the ground that under the law as at present constituted it is only obliged to

receive Jewish children on the same plane as Protestant children provided our children do not, through inability to understand English, hamper the teaching of the other children. Should the Board persist in this view, the serious problem will present itself to the Jewish community to make some provision for the education of these "non-competent children", between five and six hundred...

There is not a word in the Act of 1903 which gives the Protestant Board any color to the pretension which it is now putting forward, that it is obliged only to educate Jewish children of a certain section and can exclude recent arrivals.

... We can readily see that the attendance of Jewish children unable to understand the English language would, to a certain extent, interfere with the work of the schools, and, desirous of assisting in the common work, our people would be willing to agree to the tuition in a separate school of these children, until such time as they can attend the public schools, but it should be borne in mind that the cost must be met by the School Board into whose hands the Jews are by law compelled to pay their school taxes (The Jewish Times 1907).

The Baron de Hirsch Institute asked the Board to carry on the work begun by the Institute and to set up special classes for recently arrived immigrant children. The Board refused to do so, but did agree to admit these children into regular classes, provided their parents were willing to accept the regular course of study (PBSC Minutes November 14, 1907).

Thus the Board found itself again with a group of 500-600 non English-speaking children in its schools (Rome

1975: 11). This time it found a pragmatic solution to the problem. It placed the Jewish children in regular classes with younger English-speaking children. The commissioners reported that this solution was so successful that, within a short period of time, the Jewish children acquired enough English language skills to be able to cope with the regular curriculum. The commissioners commented further that these mixed-grade classes provided a positive and stimulating learning environment.

The great differences in the ages of pupils of the same grade should be regarded as evidence of the healthy condition, educationally, of the school work rather than the opposite, for it indicates clearly that the instruction given in the various grades is broad and general enough to meet individual needs as well as those of the larger class group, that the more capable are not compelled to "lockstep" with the less able or "mark time" for those less fortunate than themselves. It indicates that the slower minds are always surrounded and stimulated by the quicker and more active (Annual Report 1908-1909: 12).

The commissioners regarded this multi-aged grouping of children as a progressive, advanced approach to education because the children could progress at their own pace.

It must be assumed, therefore, that the Jewish children learned English not through any specially prepared materials or programs, but by following the regular course of studies for anglophone children at lower grade levels. Two programs in particular, the kindergarten program for 5-year-olds and the language arts programs for first, second and third grades, probably provided the core "ESL" instruction for Jewish students.

Descriptions of the Programs

Kindergarten Programs

During the period of intensive Jewish settlement in Montreal from 1880-1914, the Board was developing a system of kindergarten classes to provide young children with "transition work" in order to prepare them for the following first grade program (Report of the PBSC September, 1895 - September, 1897:6). The first two classes were established at Lorne school and at the High School for Girls in September, 1892 (Report of the PBSC 1892-1893: 7). By 1897 the Board had expanded this program to include other schools among which were Dufferin and Mount Royal Schools, two schools beginning to receive large groups of children of recent Jewish immigrants. (Reports of the PBSC September, 1895 - September, 1897: 6).

These young children participated in half-day programs revolving around monthly and seasonal themes, "with a salient idea" to be emphasized each month. The approach was flexible enough to permit the teacher to incorporate into the program "any event that might occur unexpectedly". The themes considered appropriate were:

September:	home
October:	Thanksgiving
November:	Mother Nature's preparation for Winter
December:	Christmas
January:	New Year
February:	the dignity of labor
March:	motive power (locomotives)
April:	Easter
May:	patriotism
June:	summer (PBSC 1902-1903: 4-7).

The day-to-day lessons consisted of activities in listening, speaking, talking and doing. The program was based on a rich variety of activities because activity was "looked upon as a means of arousing an idea". The children listened to and retold stories, sang songs, enacted small plays, went on walks, kept small gardens and pets, painted, folded, molded and modelled. Although these classes were not designed as ESL classes, there was sufficient provision within the oral program for concrete activities and "learning by doing" to provide the non-anglophone Jewish children who were placed in transition classes with a positive introduction to English language instruction. The following

table, prepared from information in appropriate documents, reflects a concern on the part of the Board for meeting the social, pedagogical and linguistic needs of the child and, as well, a growth in program planning at the Board.

DAILY SESSION: 9-12 A.M.		
	School year 1902-03	School year 1910-11
Scripture and	Stories, texts and verses to be memorized.	Bible stories, texts and verses to be memorized.
Morning talks	Stories, etc. appropriate to the season.	Conversations, simple plays expressing the interests of the children that lead to the development of the social nature of the child.
Songs & Games	Appropriate to the season.	Appropriate to the thoughts and interests of the children.
Nature		Walks, outdoors, windowbox gardens and any pets to be cared for by the children.
Numbers	a) Number: in the concrete only, not beyond 10.	
Occupations	b) Form: solids, surfaces, lines, paints, clay and sand table. c) Color: six standard colors, paint boxes.	Drawing, painting, card-sewing, weaving, clay modeling, sand-table, paper-folding, cutting, and tearing, all designed to meet and develop the child's desire for creative activity.
Manipulative Activities		Planned to meet the constructive activities of the children educationally. Activity is looked upon as a means of arousing an idea. Habits of comparison and powers of discrimination of likeness and difference are cultivated and some skill in planning, combination and invention may be looked for.
Fire Drill		Fire Drill.

(from PBSC Session 1902-1903: 2 and Session 1910-1911: 15)

Figure 2

Course Outline for Kindergarten, 1902-1903 and 1910-1911

Language Arts Classes in the Primary Grades (grades 1, 2 & 3)

Many of the Yiddish-speaking children in kindergarten classes were fortunate in having teachers who could speak to them in their mother tongue. Once these children entered the first grade, and especially when they returned to regular Board classes in 1907, they were placed with English-speaking peers and they found themselves in an "immersion" situation in which they learned English by learning in English. Although there were no special programs for Jewish children, it is possible to isolate areas of the curriculum that must have been of greatest benefit to them. For example, the primary grade language arts programs of the time provided these youngsters with the opportunity to learn English in an integrated fashion. The children practised their language skills on a daily basis in their classes in reading, writing, language and spelling.

Reading

The children were taught to read in grade one. The method followed was a combination of the phonics approach and the sight method. Phonics, which is described by Chall (1967: 105) as: the "knowledge of letter-sound correspondences" is a useful skill when reading words with regular spellings.

Sight reading, on the other hand, is the process of "identifying the printed words immediately without analysis of parts, e.g., without spelling or sounding out" (1967: 14). The children spent the first half of grade one learning to read letters, phonograms (VC) and words and sentences presented on the blackboard. By the end of grade one the children were expected to have read up to 50 pages in each of several readers. Similar programs existed for children in grades two and three. In grade three, however, the children were expected to understand passages of an expository nature in topics in natural science, such as snakes, coal and bread. In addition to reading for comprehension, the children were expected to memorize a certain number of poems and to retell stories and selections they had read (Gochrane 1968: 299, 301, 302).

Spelling

The spelling program began in grade two. In the first half of the year the children learned to spell words taken from the grade one reader. In the second half of grade two they learned to spell words taken from the grade two reader, and in grade three the children spelled words taken from the grade three reader (1968: 328).

Handwriting

The children began handwriting practice in grade one (1968: 321). These lessons were extremely important for the children from Yiddish-speaking homes since Yiddish, although a High German Indo-European language, uses the Hebrew Semitic characters for its written language. The letters face left; the letters and words are written and read from right to left, as follows:

His Colourful Biography

Moishe Olgin (Moishe Yosef Novatinsky) was born in Buki, a village in the forests of the Province of Kiev on March 24, 1878. His father, a lumber dealer by trade, was a Yiddish scholar who tutored his son not in the prevailing Russian language, but, rather, in the Yiddish culture, modern Hebrew script and Yiddish literature.

זיין קאלירפולע ביאגראפיע

משה אלגין (משה יוסף נובאטינסקי) איז געבוירן געווען דעם 24סטן מערץ 1878. אין דער בוקי קייזער גובערניע, אומאנער קרייז, זיין פאטער, א שאפער אין וועלדער, פריער אין קיעווער גובערניע, נאך דעם אין וואלין; ער איז געווען א ייד א למדן, דערצוויגן זיין זון אויף תנ"ך און גמרא, אבער אים ניט געשטערט צו לערנען רוסיש ביי די פויערים פון די ארומיקע דערפער, געגעבן אים א צוטריט צו מעדערנע העברעיִש אישע ספרים און אפילו צו דער יידישער ליטעראטור.

Language

The course of study for language lessons (composition and grammar) in the primary grades could be compared in some aspects to contemporary audio-lingual programs in ESL. The memoranda and instructions to teachers issued by the School Board in 1899 and for several years following include the following guidelines:

- a) encourage children to talk
- b) encourage children to use full statements in answers to questions
- c) talk about familiar topics
- d) have pupils reproduce (repeat) stories
- e) exert exact and correct forms of expression
- f) no written work is called for during the first part of the year (Memoranda and Instructions 1899-1900: 22).

Some of the first exercises for the beginning lessons in grade one are similar to contemporary audio-lingual exercises:

September: this is
this, that
plural form

October: is, are
these, those (development)
word building (vocabulary development)

November: (there is, there are
here there
pictures (descriptions)

December: has, have
was, were
pictures (word building)
(1899-1900: 23).

The grade two curriculum continued to stress the oral aspect of the program. Written lessons took place only once a week and consisted of "a written exercise based on previous oral instruction" (1899-1900: 26).

In grade three less emphasis was placed on oral work and more attention was given to the written form of the language.

The program concentrated on dictation exercises, punctuation, parts of speech, vocabulary development, and composition.

It can be concluded that those students who did succeed in mastering the primary English language arts program acquired a solid base on which to continue building English language competence as they continued their schooling.

Evaluation of Planning Procedures

The records do not reveal how the Jewish children fared in their school work while in Board schools or while at the Baron de Hirsch Day School. It must be assumed that success was an individual matter dependent upon motivation and intelligence, for there is nothing in the records to indicate that the Board was involved in language program planning of more than a limited nature. Rubin's definition of planning as focusing on "the solutions to language problems through decisions about alternative goals, means and outcomes to solve these problems" (1971: 218) includes the implication of change. It is this implication that helps define the Board's position. The records indicate that the Board did not wish to effect any changes to its system. In Article 3 of the agreement between the Board and the Baron de Hirsch in 1903 the Board made it clear that Yiddish-speaking children were expected to cover the same course content as anglophone children. In 1907 the Board reiterated this position when it informed the Jewish community that their children would be

admitted to regular classes on condition that the children follow the regular class programs.

An application of Rubin's model for effective language planning to this situation makes it possible to measure the extent to which the Board planned successfully to meet the needs of the children. Rubin's model includes four stages: factfinding, actual planning, implementation and feedback, each of which is necessary to provide a point of departure for the next stage. Rubin's model, therefore, provides the construct by which these planning activities can be judged.

7

Stage One: Factfinding This stage involves the gathering of sufficient information to enable those concerned to accurately describe the existing plan and the existing problems. An examination of available Board documents reveals that information relevant to language planning existed. Two sources of information were the annual census figures collected by the Board and the Board memoranda concerning curriculum. The annual reports for the period regularly listed the number of Jewish families in Montreal and the number of Jewish children in the schools. This information, however, was not used for ESL purposes. The figures were part of the collection of figures the Board undertook yearly for the purposes of collecting school taxes and planning new school sites.

It is also evident from an examination of existing records that the Board was aware of programs and methodologies for the teaching of modern languages. French had been taught as a second language (ESL) in the Board since 1871. At the time of heavy Jewish immigration, 1880-1914, it was taught in grades one to six of the elementary school (Cochrane 1968: 337). Although the ESL program was hampered by a dearth of bilingual Protestant teachers, all the support materials and personnel needed to maintain a second language program were available to those who taught the program (1968: 332-339). The "natural" or "direct" method was the prescribed method at the time, because it was considered a "modified imitation of the process by which a child becomes familiar with its mother tongue" (Memoranda and Instructions 1899-1900: 65). Cochrane notes that not only was the program well thought out and well supervised, but that the subject of French received more attention than any other subject at the Board in the last decade of the nineteenth century (1968: 335).

At this time the Board instituted Night Schools. These schools held classes for adults in many subject areas including English as a second language for New Canadians. The first class set up at the Baron de Hirsch Institute in 1892 included 114 Jewish students (Annual report 1892-1893). Records indicate that ESL night classes continued until 1925 and were held not only for Jews, but for Italians, Germans, Chinese, Russians and Greeks as well. That the Board was

satisfied with the progress being made by Jewish students in these evening classes is noted in the following comment:

They [the Jews] are most regular in attendance and persevering in their efforts to gain a working knowledge of the English language, and considering the limited amount of time they are able to give to this work weekly, their progress is remarkable. They are most deserving students (Annual Report 1912-1913: 23).

The records demonstrate, therefore, that the Board had information at hand which could have been used to plan English language programs for its young Jewish charges. The fact that this information was not put to this purpose implies that the Board did not perceive the situation of the Jewish children as posing a pedagogical problem. Rather, the solutions the Board did adopt indicate that the Board viewed the problem as a sociological one - the children caused problems because they were not typical students. The Board's solution was to move the students, at first to the Baron de Hirsch Institute, and then to lower-grade classes in its regular schools.

Stage Two: Actual Planning

In Rubin's model the actual planning activities are based on the conclusions drawn

from all the information gathered in the first stage. These conclusions aid the planners in establishing goals for the plans, selecting the means by which the plan will be implemented and predicting the outcomes of the implementation. These steps constitute the objectives of stage two. Since the Board did not gather information specifically for the purpose of developing a language program, it could not engage in the type of well-constructed planning process to which Rubin refers. But the Board did engage in what Rubin calls "limited" planning. This type of planning concerns itself with only the actual planning or second stage of Rubin's process. The scope of limited planning is to establish goals, select means and predict outcomes. The Board developed its plans in reaction to the critical situation caused by the heavy influx of non-anglophone speakers in some of its classes. Although no written records exist, it can be deduced that the Board established two goals.

The first goal was to remove the children lacking English-language competence from the regular anglophone classes. The means of achieving this was to place these children in what today would be called a reception centre, the Baron de Hirsch Day School. The probable predicted

outcome was that the children would remain at the Day School until they acquired sufficient English to return to regular grade four classes. (Article 2b: 21 of this document). Since there are no records extant of the Baron de Hirsch Day School, these predictions cannot be verified.

The second goal was established when the school at the Baron de Hirsch Institute closed in 1907 and the Board received all non English speakers back into anglophone classes. The goal, as indicated by the actions of the Board, was to anglicize the children in as short a time as possible. The Board accepted these children on the condition that they participate in all the regular classes such as spelling, reading, writing, arithmetic, English and French. The means of facilitating this participation was to advise parents that these students would be subject to the same end-of-year tests as all other students in that grade. The predicted outcome was probably that the children would learn English quickly by learning "easy" material in English.

Stage Three: Implementation During this stage the planner and the executants (teachers) act upon the plans. The plans for the Baron de Hirsch Day School were implemented by the teachers and the principal of the school. The Board welcomed the fact that several of the teachers spoke Yiddish and German, the mother tongues of the children. Evidently

Board commissioners realized that the children could more easily grasp concepts in the various subjects if these concepts were explained to them in Yiddish or German rather than in a foreign language. Once the Baron de Hirsch Day School closed and the children returned to local schools, the plans were implemented by the lower-grade teachers.

Stage Four: Feedback This is the sending back of information from the executant or implementor to the planners. The device of feedback permits the planner to determine how well the plan is proceeding and to make modifications where necessary. Minutes and reports of the Board during the period under study do not contain comments or observations on the programs conducted at the Baron de Hirsch Day School. Comments are available, however, on the progress made in the lower-grade classes at regular schools. The Annual Report of 1908-1909 referred to earlier in this study (p. 25) notes that the commissioners were pleased with the progress made by students in these classes.

This first extended attempt by the Board to accommodate non-anglophone speakers into its system is not well documented. Information that is relevant to the topic was included in Board minutes and reports because it touched on school matters of a general nature. Neither is it possible to examine early documents of the Baron de Hirsch Institute

since these documents are no longer in existence (Finegold 1981). However, since documents on Jewish life in Montreal at the turn of the century do exist in the archives of the Canadian Jewish Congress, references in these documents have been incorporated into this study.

In conclusion, it is evident that the Board, though well-intentioned, operated with a lack of awareness of proper planning procedures. Its planning activities revealed an ignorance of legitimate ESL goals, implementation was left to teachers inexperienced in ESL needs and methodology, and feedback was merely subjective.

CHAPTER IV

PROGRAMS FOR FRENCH PROTESTANTS: 1958-1967

Background

The Board's early experience with non-Protestant/non-anglophone Jews represented an experiment in accommodation. The experience of French Protestants in this school system was not as fortunate. The history of the struggle of French Protestants for French language Protestant education in Quebec and Montreal is one of difficulty and determination. In a description of this struggle, J.E. Boucher (1960) discusses the important contribution made by the French Protestant clergy to public school education in the province. In 1836 French-Protestant ministers joined the efforts of Joseph-François Perreault to establish primary education for children from working class and farming backgrounds. These evangelists, known as "les missionnaires réformés", travelled throughout the province in an effort to establish ministries, and, while doing so, set up classes wherever they settled. In most instances only small schools were established, but in several areas the classes grew to such a number that they were converted to boarding schools or "pensionnats". Two of these pensionnats, l'Institut Feller, established in 1841 (Mair 1981), and l'Institut Français Evangélique, established in 1861 (1981), remained in existence to the early 1970's.

Since the French Protestant schools were often the only school in a district and were open to all, many Catholic children attended them. According to Boucher, this movement so worried the Catholic clergy that they successfully exerted pressure on the church and government to establish public Catholic schools throughout the towns and parishes of Quebec.

Early Attempts by French Protestants for a School System within the PSBGM

In 1871 the French Protestant community of Montreal petitioned the Protestant Board of School Commissioners for a school. This request failed, but was presented again in 1873, this time with success (PBSC Minutes 1870-1876: 162, 192 and Report of the PBSC 1872-1929: 4,5). A school, Dorchester Street School, was opened in the Fall of 1874 whose purpose it was to provide the francophone Protestant children with French language instruction. It did not achieve this aim, since anglophone children were permitted to enroll, and did so in such large numbers that the school's function was perverted.

It had not been thought desirable, by the exclusion of English children, to make it an entirely French school; the consequence was that, though preference was given to French children, so many English children applied and entered promptly, as to give the school a preponderatingly English character, thus defeating, to some extent, the intentions

of the Commissioners in its establishment
(Reports of the PBSC 1872-1879: 4).

Because Dorchester School became overwhelmingly anglophone, attendance of French Protestant children at the school dropped. In 1875, the French Evangelical Committee once again asked the Board to turn over a school to French language students (PBSC Minutes September 30, 1875: 330). Such a school, Russell Hall School, opened in 1875, but closed in 1876 (PBSC Minutes November 30, 1876: 65), whereupon a new petition for a school was presented by the French Protestants. Although a new school in l'Eglise Evangélique on Craig Street was planned for (PBSC Minutes September 3, 1877: 109), this project had to be cancelled because of insufficient funds (1877: 109). In 1878 the PBSC finally closed its file on the establishment of French Protestant schools (PBSC Minutes January 10, 1878: 131).

French Protestants were unsuccessful in gaining recognition as a legitimate linguistic group within the Montreal Protestant school system at this time and were thereby denied access to their own francophone schools. French Protestant children who attended Board schools received their instruction in English. The French Protestants had to wait almost 80 years before achieving their goal of French language schools within the Protestant public school system.

Reasons Behind the Programs

Many of the French Protestants living in or immigrating to Montreal from France after World War II were members of the French Evangelical Society of the General Assembly of the Presbyterian Church of Canada. In 1949, Pasteur André Poulain, a member of the French Protestant clergy in France, was invited to Montreal by the Presbyterian Church to minister to French-speaking members of the congregation. Poulain believed as had the earlier "missionnaires réformés" that one of his primary tasks was to work toward the establishment of a French Protestant school system. He was aware of the fact that, although two private boarding schools, l'Institut Feller and l'Institut Français Evangélique did exist in Quebec, francophone non-Catholic children had no access to French-language instruction within the Protestant public school system of Montreal. Therefore, in 1955 Pasteur Poulain and several colleagues petitioned the PSBGM to open a school for French-speaking children. When the request was refused, the French Protestant community approached the Premier of Quebec, Maurice Duplessis, to intercede on their behalf. He did so, and when the French Protestants submitted their request to the Board in 1956, it was acceded to, albeit with several stipulations (Poulain 1981).

Since the Board was already underwriting some of the costs of the Institut Français Evangélique at Pointe aux Trembles (PSBGM Annual Report 1955: 7), the Board agreed to a compromise. If the French Protestant community ran the Institut not only as a boarding school, but also as a day school, and increased its student population markedly by the end of two years, the Board would then set aside schools for these children in more centrally located areas of Montreal.

In October of 1956 the Institut Français Evangélique was opened to day students with an initial enrollment of 48 students. But the school faced great odds in its attempts to increase this enrollment. In the first place, the school was not easily accessible from central Montreal and the children had to spend up to four hours daily getting to and from school. Secondly, the indigenous French Protestant community was not willing to take its children out of anglophone Protestant schools. Therefore, new students had to be recruited from among the immigrant French Protestants. Nevertheless, by the end of the school year the enrollment had increased to 65 students, and by June of the following school year the student population had risen to 250.

The French Protestants had so successfully demonstrated to the Board the need for a French Protestant sector within the PSBGM that the Board recognized its obligation and in

the fall of 1958 set aside Ecole Centenaire de la Paix in the north end of Montreal as the first French Protestant school under the PSBGM.

Programs for French Protestants

Elementary School Programs

There is little documentation available on ESL programs at Centenaire de la Paix for the period of this study. A search of relevant documents (PSBGM Curriculum Council Minutes 1958-1959 and 1959-1960; Quebec Department of Education Supplement to the Handbook for Teachers 1960) as well as discussions with teachers, René Bureau (1979) and Nérino Millo (1980), and with the principal, Gordon Fraser (1981), failed to produce evidence of organized programs in ESL during the early years of the school's existence. One document, however, does establish the fact that the school provided for classes in English language studies. A timetable for a grade 2 class for the school year ending June 1960 includes in its schedule provision for daily, 15-minute lessons in "English" (Millo September, 1959). It is likely that if English was offered to students in grade 2 it was also offered to students in the remaining higher grades, grades 3 to 7. What is not indicated is who taught these classes or what was the content of the courses. It is probable that classroom teachers taught English to their own

students, or exchanged assignments with a fellow teacher who had some command of the language, since none of the informants can remember an English-language specialist being present in the school during the early years of the school.

High School Programs

By 1963 there was a need for a secondary level French language school. That year, Baron Byng, a school located on St. Urbain Street in what had been the Jewish quarter, became the Board's first francophone high school. It existed as the Board's French Protestant high school until 1973 when classes were moved to a more suitable location at Ecole de Roberval, a short walk from the "feeder" school, Centenaire de la Paix.

In 1964 a sub-committee of the Board's Curriculum Council, the High School Committee, presented a course of study for French Protestant secondary school students from grades 8 to 11 (Curriculum Council May 30, 1963 and April 21, 1964). Among the recommendations of the subcommittee were course outlines for programs in ESL with the program materials consisting of core texts supplemented by spellers, a dictionary and a selection of simplified readers for class and individual study. A compilation of the recommended materials is included in the following figure.

Core Program			Supplementary Readers (simplified)		
Grade/Level	Core Text	Spelling Text	Dictionary	Class Sets	Individual Selections from the following readers
VIII	L'Anglais pratique à l'aide de l'image, huitième année or L'Anglais par l'illustration, classe de 6e	My Spelling, grade six	Cassell's Compact French-English and English-French Dictionary	Adventure in the Sierras or The Talking-Cat	King Arthur and the Knights of the Round Table Blue Lagoon Story of Greek Heroes Peter the Whaler King of the Undersass City
IX	L'Anglais pratique à l'aide de l'image, huitième année or L'Anglais par l'illustration, classe de 5e	My Spelling, grade seven	Cassell's Compact French-English and English-French Dictionary	The Empty Drum and Other Stories or The Tale of the Bounty	Traveler's Tales (from I-6) The Prince and the Pauper Robinson Crusoe Lorna Doone The Invisible Man Jane Eyre
X	L'Anglais par l'action, classe de 4e			Life and Adventure (I-6) The Witch of Blackbird Pond National Velvet The Tale of Two Cities	The Thirty-Nine Steps Rebecca Six Tales from Shakespeare David Copperfield The Kon-Tiki Expedition
XI	L'Anglais par l'action, classe de 3e			Life and Adventure (7-12) The Pied Piper The Pearl The Old Man and the Sea	Hatter's Castle Cry the Beloved Country Great Expectations Wuthering Heights The Jacaranda Tree

ESL TEXTS FOR FRENCH PROTESTANT HIGH SCHOOL STUDENTS, GRADES 8-11, 1964

Figure 3

(Adapted from the Minutes of the Curriculum Council meeting 1964)

These materials were apparently considered suitable since there is no further reference to ESL programs at the high school level in minutes of the meetings of the Curriculum Council of 1965-1968 in spite of the fact that in 1967, and again in 1968, concern over the general quality of programs in the francophone schools was voiced. This concern, however, was directed toward the content subjects of history, French and science, and not toward English (Curriculum Council 1967: 1 and High School Committee 1968: 1).

Planning as a Recent Phenomenon

Rubin points out that language planning has been isolated as an activity only since the 1960's (1971: 218). It is an endeavour that involves choosing from among alternative means, goals and outcomes to language problems the best, most economical solution. This process is a democratic one involving those affected by the situation as well as the policy makers and planners. It is evident from an examination of Board and Department of Education documents from 1955-1963 that during the period that the Board was setting up French Protestant classes at Ecole Centenaire de la Paix and Ecole Baron Byng, there was not yet an awareness in Quebec of the need for the type of systematic planning discussed by Rubin. It was only in 1964, with the publication of the Parent Report, that democratic principles

in education such as humanism, activism and community involvement were introduced. The contrast between institutional relationships before and after publication of this report is stark. The regulations of the Protestant Committee, contained in the 1957 edition of the Handbook for Teachers, made it clear that educational institutions were hierarchically structured, with responsibility for program planning and teacher evaluation vested in the hands of the chief administrative officer of each school board (Handbook 1957: 214, 215). The next edition of the handbook, which appeared in 1965, a year after the publication of the Parent Report, acknowledged the need for a wide representation of participants in the planning process.

There is a growing tendency to recognize teachers in program planning as key persons in curriculum development rather than as merely the recipients of curriculum planning done by others (Handbook 1965: 8).

The concept of multi-group participation in planning procedures was arrived at too late to be incorporated into the planning stages for ESL programs in the French Protestant schools. In 1967, however, when the Board set up committees to prepare ESL programs for non-anglophone Greek immigrant students, there was representation on these committees from various sectors of the Board.

Evaluation of Planning Procedures

Rubin's model of language planning is based on the exploration of alternative answers to questions posed. Networks of questions are raised in the first stage, factfinding. The answers to these questions lead to the development of further networks, the ramifications of which are evaluated and used as the basis for making choices in order to arrive at a decision. The planning of ESL programs in the Board's French Protestant schools does not appear to have followed these rigorous, investigative procedures. In the case of the elementary school programs at Ecole Centenaire de la Paix, all that is known is that there was provision for English lessons in the curriculum timetable. Available sources do not reveal whether or not such classes actually took place, who participated in these classes, or what was the content of these courses. Only slightly more information is available on ESL programs in the French Protestant high school.

Stage One: Factfinding The ESL programs for students at Ecole Baron Byng were planned by the Protestant Committee, the committee responsible for Protestant education in Quebec. The Board's participation consisted of sending representatives to the provincial committee that planned the program (Handbook 1965: 8). There is no evidence to indicate that

the planners took into account the constraints imposed by social, political or economic variables, an important consideration in Rubin's model. Neither is there evidence of attempts to define the linguistic and sociolinguistic needs of the students or to determine what resources were needed or available to meet the needs of the students.

Stage Two: Actual Planning The ESL program presented by the Board's High School Committee to the Curriculum Council in 1964 left little room for divergence on the part of the teachers. It was based on the application of what Rubin refers to as "universal strategies" (1971: 219), a belief that all learners learn languages in a similar manner. Such a perspective removes language learning from the context of the environment in which it is learned.

Stage Three: Implementation There is no evidence available to indicate how soon or how successfully the program was implemented. It can be assumed, however, that the program was, in fact, implemented, since texts of the original high school program still exist in several classrooms.

Stage Four: Feedback Records of 1967 and 1968 indicate that members of the Board's Curriculum Council were not satisfied with the quality of programs for French Protestant students (Curriculum Council 1967: 1, High School Committee

1968: 1) and that in 1967 a committee was set up to develop measures for improving the content of programs in French, history and science. Since no mention is made of ESL programs, it must be assumed that either the Curriculum Council was pleased with the progress being made by students in ESL classes or that ESL was a program of low priority for the Council.

It is evident from this resumé of planning procedures that, at this stage of the Board's history, ESL program planning was of a simple nature involving mainly the selection of text materials. The Board did not yet recognize the requirement that a well-constructed ESL program should meet the needs of the learner as well as the needs of the adult members of the Board.

CHAPTER V

PROGRAMS FOR NON-ANGLOPHONE GREEKS: 1968-1976

Background

The Effects of Political Change in the 1960's

Quebec in the 1960's was moving toward a recognition of its national identity. "Maitres Chez-Nous" was the slogan as Catholic, French-speaking Quebecers shook off the cloak of traditionalism that had been perpetuated by the church and government. One of the areas affected by this "Quiet Revolution" was education. In 1961 the new Liberal government appointed a Royal Commission of Inquiry on Education (popularly known as the Parent Commission after its chairman, Monseigneur Alphonse-Marie Parent) to examine and report on all aspects of education in Quebec in order to make recommendations for school reform. These reforms were necessary if Quebec was to discard its outmoded, clerically-based educational system which was unsuitable for an urbanized, secular population. The call for educational change was signalled by the publication of the report (1963-1966, 5 vols.). In 1964, in response to a recommendation of the Parent Commission (Report Part One:

102, recommendation 4), the government re-established a Ministry of Education, the first since 1875. This was the first step in building a centralized system of education which would come under political rather than clerical control.

The report extolled the spirits of humanism and activism in education. The new humanism "look [ed] upon education as a preparation for life in this day and age". Activism in education was defined as "an adherence to the belief that meaning arises out of the individual and that experience is a continuous stream of minute, complicated, integrated responses" (recommendation 11). The report enunciated four guiding principals in curriculum planning:

- a) the child needs concrete constructive and creative activity
- b) the elementary school must be conscious of individual differences in children
- c) the elementary school must give children an intellectual training and teach them working habits which prepare them for secondary education.
- d) the elementary school must aid in the adaptation of a child to conditions of modern life (adapted from recommendation 14).

Several recommendations were made which, when combined with these four principles, had relevance to ESL programs in the PSBGM from 1968-1976. These recommendations were concerned with kindergarten classes, second language education and

teacher training. Kindergarten classes did not exist within the Catholic school structure of Quebec. In an effort to remedy this situation the Parent Report recommended the establishment of kindergartens not only for 5-year-olds, but, as well, for 4-year-olds in "sections of cities which are underprivileged and where kindergarten is particularly needed to remedy the handicaps of the family in bringing up children".

In the specific area of second language teaching the Parent Report recommended that ESL instruction be compulsory in French language schools (recommendation 218) and that ESL teachers receive appropriate training at the universities for this task (recommendation 219). So important was second language instruction in the eyes of the commissioners of the Report that they also recommended the naming of a "coordinator for English as a second language" (recommendation 220).

Greek Immigration

The years following the 1907 return of non-anglophone Jews to regular Board classes were propitious years for both the Board and Jews in the Board community. The Board prospered. It continued to collect its own school taxes and, on the basis of the monies received, established and main-

tained its autonomy within the educational structure of the province. As discussed in Chapter III, the Jews were assimilated into the Montreal anglophone community in both a linguistic sense and a sociological one. Jewish children became speakers of English and participated in all areas of school activities. For them, as for most other students in PSBGM schools, French and Latin, rather than English, were considered second or foreign languages. This situation continued at the Board until the 1960's when, once again, waves of non English-speaking immigrants settled in Montreal. Typical of the new immigrants were the Greeks who came, as the Jews before them had come, to find work in the factories and shops.

Large-scale emigration from Greece to North America began in the 19th century and continued into the first two decades of the 20th century during which time Greeks left their island villages to escape the economic and political hardships at home. They became part of the labour force of the United States and, to a smaller extent, of Canada (Campbell and Sherrard 1968: 356-357). Greek immigration to Canada, which diminished after World War I recommenced in the years following World War II, 1939-1945, in large part due to the concrete aid Canada extended to Greece in the years immediately following the war. Although immigration was on a small scale during the early 1950's, it increased dramatically in the late 1950's and early 1960's.

The mean dwellings of the earlier Jewish immigrants of fifty years previous now served as the first Montreal homes for the Greek immigrants of the 1960's. These tenements, in the area of St. Lawrence Boulevard and Pine Avenue, had two advantages: they were cheap and they were close to possible sources of work.

It was the children of these immigrants as well as the children of other immigrant groups who requested admission to Board schools. Because these youngsters lived in the inner city, it was to inner-city schools that they went and it was in these schools that teachers found their class populations shifting from unilingual anglophones to multilingual non-anglophones. The procedures the PSBGM followed with regard to its immigrant students were guided by its internal policies, for during the 1960's it was still a fairly autonomous school board.

Reasons Behind the Programs

Factfinding School attendance figures for the school year 1965-1966 reveal that there were large immigrant, non-English-speaking populations in schools in three regions of the Board's jurisdiction: in the Mile-End area, in the Park Extension area and in the Snowdon area. These schools were popularly referred as "language schools". The following table indicates the percentage of immigrant students in these language schools.

Table 2

Percentage of Immigrant Non-Anglophone Students in PSBGM
Elementary Language Schools, 1965-1966

<u>Area</u>	<u>School</u>	<u>No. of immigrant children</u>	<u>Total school population</u>	<u>Percentage of immigrant children in total school population</u>
Mile End	Bancroft	767	938	81.8
	Devonshire	524	816	64.2
	<u>Ed. VII</u>	<u>261</u>	<u>479</u>	54.5
	Total	1552	2233	69.5
Park Extension	Barclay	401	956	41.2
	Guy Drummond	281	800	35.1
	<u>S. Laird</u>	<u>401</u>	<u>574</u>	69.9
	Total	1083	2330	46.5
Snowdon	Bedford	254	776	32.7
	Coronation	165	722	22.9
	Logan	118	402	29.4
	<u>Van Horne</u>	<u>210</u>	<u>843</u>	25.0
	Total	747	2743	27.2


(Annual Report 1965-66: 47, 48 and Report of the
Committee on Language Problems in the Schools 1967: 1, 2).

These percentages were high and continued to grow in the next few years (1967: 2). As a result, classroom teachers found it very difficult to cope with the large number of non-anglophone children in their classes. They had to modify their programs and their year-end curriculum objectives. They could no longer rely on the premise that young school children came to school with enough English language competence to be able to cope with the academic demands. The primary grade teacher, for example, no longer dealt with the child who could "probably use accurately and/or understand about four thousand words", and for whom the new words that appeared in the readers were "words that the child had not yet been taught to recognize in print" but could "most likely use correctly and understand ... in conversation" (Chall 1967: 203). The non-anglophone children were frustrated because they had difficulty coping with concepts in a language they could not speak; the anglophone children were frustrated because they were bored; the teachers were frustrated because they could not meet the needs of the students. As a result of these frustrations, the teachers petitioned the Board to provide special services for non-English-speaking children so that the students could learn "to understand and speak English", an objective the teachers considered to be of the highest priority (Report of the Committee on Language Problems in the Schools 1967: 3).

In 1966, in response to these requests, the Board set up two committees, one at the high school level, the other at the elementary level, to investigate the problem and to recommend solutions. The specific task of the high school committee was to prepare a syllabus for high school ESL programs; the specific task of the elementary school committee was to make recommendations concerning programs and facilities for younger students. The committees were made up of teachers, school administrators (principals and vice-principals), supervising assistants (curriculum consultants) and a district superintendent. Committee members visited classes in the Board's French Protestant schools, travelled to schools in Toronto, attended ESL meetings and conferences, contacted publishing houses, prepared materials and presented proposals to the Board's Curriculum Council in an effort to improve the situation in the schools.

The Elementary School Committee

Planning In their first major report, May 10, 1967, the Elementary School Committee made the following proposals in the areas of class assignment, curriculum, staff, summer school, budget and materials.



Proposals of the Elementary School Committee

Class Assignment The committee proposed:

1. the establishment of experimental "with-drawal" classes where non-anglophone children were taken out of their regular classroom for one half-hour each day to attend special language classes given by an adjustment teacher;
2. the establishment of "immersion" classes where children were first placed in a "language" class for two or three months, were then placed in a "transitional" class and were finally moved to a "regular" class. Because the situation was becoming so acute in some schools, teachers felt that "an entire school might have one 'normal' class at each grade level and [that] the rest might be language classes" (1967);
3. the establishment of "systematic streaming" (1967) in some schools;
4. the establishment of an experimental summer school in one of the language schools.

Curriculum The committee proposed that:

1. the greatest part of the school program for such children be devoted to the study of English;
2. once a sufficient knowledge of English was attained, reading, writing and arithmetic should constitute the bulk of the academic program;
3. until English was mastered, content subjects like geography and history should be considered for their cultural value only and be used as an aid in the assimilation of new Canadians.

Staff The committee proposed that:

1. in order to ensure a successful program it was necessary to choose sympathetic teachers for ESL classes;
2. these teachers receive training in language-teaching methods;
3. in one school, on an experimental basis, a non teacher be hired as assistant to the language teacher to give the teacher time to prepare materials, to set up individual programs and to work closely with each child.

Materials The committee proposed that:

1. language kits, filmstrips, phonics books, games, dictionaries, charts, records and tapes, ESL programs be made available to schools;
2. a special grant of \$2.00 per child with "a language problem" (1967: - 5) be given to schools for the purchase of teaching materials.
(Adapted from the Elementary School Committee Report May 10, 1967)

Programs for non-anglophone Greeks

The situation in the high schools was different. According to committee members, ESL classes were already in existence on a "stop gap" basis in several PSBGM high schools in the inner city: the High School of Montreal, Baron Byng High School, Rosemount High School and Strathcona Academy. The program in each of the schools is outlined in the following table.

Table 3

ESL Programs in PSBGM High Schools

<u>High School</u>	<u>High School of Montreal</u>	<u>Baron Byng</u>	<u>Rosemount</u>	<u>Strathcona</u>
No. of classes per week	2	2-3	5	3
Duration of each class	45-50 min.	45-50 min.	45-50 min.	45-50 min.
Total ESL time per week	90-100 min.	90-150 min.	225-250 min.	135-150 min.
Methodology	"Buddy System"	"Buddy System"	?	?
Materials used	Language Master	Language Master	?	Language Master
Student attendance	Irregular	Irregular	Irregular	Irregular
Observer's comments:	Success of classes is questionable	*see below	ESL replaces the regular English classes	ESL replaces the regular French as a second language (FSL) class

*The "Buddy System" in which a new arrival is teamed up with an older arrival of the same linguistic group actually hinders the newcomer's English because the "buddy" has a poor grasp of English himself and passes his or her errors on to the new student.

(Adapted from the report of the High School Committee 1967: 1, 2)

The committee observed that what was being done in these schools represented only a token solution on the part of the Board and involved only one or two concerned teachers in each school. Members pointed out that although many foreign, teenaged students entering PSBGM schools had some knowledge of English, they needed "a great deal of help before they could fit into regular classes" (1967: 1). Some, with no knowledge of English were placed in the most convenient grade according to their age, while others were "put back a year on the theory that they need[ed] this year in order to learn the language" (1967: 2). The committee believed, however, that these procedures did not meet the linguistic needs of the students and that the students did not attend these classes on a regular basis because they felt "they weren't getting enough out of them to make it worthwhile" (1967: 2).

The committee developed a set of procedures for the implementation of a program that would provide reception centres for students to "help these students solve their [language] problems, gain an education, and understand (though not necessarily believe) Canadian values and mores" (Sterioff 1966: 2).

The following implementation procedures were recommended in the committee's report (1967):

1. the establishment of a language reception centre at Strathearn High School, a school well located for this purpose;
2. the use of the "oral/aural" approach for which the committee "felt there was no substitute" (1967: 3).

The texts and materials selected to accompany this approach were:

- a) English for Today - McGraw Hill
- b) English This Way - MacMillan
- c) Language Through Pictures - I.A. Richards
- d) A Simple Audio Visual Aid to Foreign Language Teaching - W.R. Lee and H. Cooper
- e) Special English for New Canadians, a syllabus published by the Toronto Board of Education.

Committee members did not believe that any one textbook or aid could meet the widely varied needs of the students and, for this reason, pointed out that the teacher was the most important factor in the success of any program. The High School Committee stressed the need for experienced teachers who could select from among the various materials those appropriate to the linguistic and scholastic needs of each student.

In order to broaden the scope of the program the committee recommended classes in music, art and home and industry, to supplement the grammar lessons.

Implementation The Board acted on several of the recommendations of the two committees: a reception centre was established for high school students, withdrawal and immersion classes were established, texts and aids from the recommended lists were purchased, a teacher:pupil ratio of 1:16 was established, teachers were encouraged to attend conferences and to take appropriate university courses and ESL summer schools were organized. Nevertheless, the Inner-City Committee of the PSBGM believed that these measures were inadequate. In the Fall of 1968 this committee described the ESL program as inadequate and the teachers as unqualified. The committee disagreed with the concept of centralized reception centres, and recommended individualized programs taught by teachers qualified to teach ESL.

Although the Inner-City Committee decried the lack of trained and qualified ESL teachers, such training and qualifications were not easily achieved in Montreal at this time. Although the Parent Report had recommended that teachers of ESL hold a bachelor's degree with a concentration in the teaching of English and in the instruction of

languages in general" including "socio-psychological and cultural training" (Parent 1964: recommendations 216, 219), the Board considered this an unrealistic ideal.

The universities themselves were not yet able to help the teachers. In an article tracing the TESL program at Concordia University in Montreal, Stokes (1974), founder of the TESL Centre at the university, points out that, as a result of the study of the Royal Commission on Bilingualism and Bilculturalism in 1963, "thoughtful educators recognized that the teaching of English as a second language needed to be improved and expanded, and that there was a serious lack of trained people to do the job" (1974: 1). She notes that in 1965 Concordia University took the first step toward the establishment of a TESL Centre by sending one staff member to the English Language Institute at the University of Michigan for courses in methodology, grammatical theory and contrastive analysis (1974: 1, 2).

Teachers who taught the ESL classes, therefore, came armed only with their experience as teachers and confidence in their ability to deal with challenging situations. There was no course of study to which they could refer, no prescribed sets of objectives for them to achieve. The teachers did have, however, the support of their principals and the curriculum and student services departments of the Board.

Sylvia Eibel was one of the teachers involved with the ESL program from its inception in 1968 to its demise in 1976. Mrs. Eibel's experience is typical of her colleagues in the field.

In 1968 Mrs. Eibel accepted an ESL teaching assignment at the Strathearn High School reception centre, and also a position on the English for New Canadians Committee. Although she and her colleagues received a great deal of moral support from the Board, it was the teachers who were the pioneers in this project. They had to create the programs, the priorities, the objectives, and often, the materials themselves. Because of this, they became a closely-knit group who set up workshops and attended and reported on conferences.

The approach that the teachers followed was audio-lingual. This approach was well-articulated at conferences that the teachers attended, in course material texts that were available to teachers and in teacher reference texts, among which Finocchiaro's Teaching English as a Second Language (1969) was highly regarded. But the teachers also followed Finocchiaro's advice to use an eclectic method, "a method which will work with your student population, with your school organization, with your personality, and in your environment" (1969: 90). This statement offered teachers some leeway within the prescriptiveness of the audio-lingual approach.

Mrs. Eibel's reception class consisted of 12 to 16 male and female students from 11 to 23 years of age. Although the majority of students were from Greece, some students were from areas such as Hong Kong, Poland, the USSR and Israel. The ESL teacher received them upon their arrival and worked with them for at least five to six months, or until she felt "that they could cope with the minimum requirements of the regular class appropriate to their age" (Eibel 1981).

Sylvia Eibel was responsible for providing the total initial English-language education of her students. She arranged for her students to attend art, physical education and music classes with other students on a regular basis and Home Economics classes from time to time. Classroom work was developed along three bases: linguistic, cultural and content ESL materials. The ESL texts Mrs. Eibel used with her students were English for Today and English this Way, as well as others she had seen used at the Main Street School in Toronto and which were also recommended by the English for New Canadians Committee. These texts were supplemented by the Carson Martin series, An Introduction to Canadian English, the Reader's Digest series which provided short articles followed by comprehension questions and Readalongs, stories accompanied by a cassette-type tape recording.

This collection of materials enabled Mrs. Eibel to group her students according to what she ascertained to be their needs.

Materials To make the program more pertinent to the needs of their students, the teachers collected and prepared pictures for class discussion, used films, filmstrips, language masters and tape recorders. They also taught various content subjects in English in an attempt to help their students become familiar with the school curriculum. The term "content" refers to formal school subjects such as geography, history, mathematics, etc. The primary goal of the ESL teachers was to prepare their students for regular English language class work. In order to do so, ESL teachers collected appropriate texts from a variety of sources: homeroom teachers, closing schools and collections of "outdated" materials.

Testing Diagnostic testing was a regular activity in these classes.

I tested as I went along. Regular, diagnostic testing was a necessary aspect of the program. The students had to see how they were doing. I had to see where their strengths and weaknesses were.

But the tests were not meant to be punitive.

The tests were geared to the student's ability so that we could build up his self-confidence and a feeling of belonging. We discussed each test with the student, making sure to offer an encouraging remark.

Developing Cultural Insights Sylvia Eibel and her colleagues regarded the cultural aspect of the program as a very important part of their work. They did not forget the principles they had learned at Main Street School.

The problem of the new immigrant population in our school system is not solely a language problem. It is a cultural problem. And the new immigrant's culture and ours must be integrated and made compatible in the new personality of the immigrant himself (Sterioff 1966: 2).

The reception classes learned how to get about in Montréal and how to take advantage of what the city had to offer. They visited libraries, the Botanical Gardens, churches, post offices, museums, shopping centres and department stores. They attended concerts, went bowling and ate at restaurants. They learned how to get about in Montréal and how to take advantage of what the city had to offer. They learned how to shop and how to have things delivered. They learned about the school's facilities: the library, the cafeteria and the medical room. But the students were also encouraged to talk about their homeland and themselves.

On one occasion we had an interesting discussion about upcoming elections in Greece. On another occasion an earthquake had occurred near the home-town of a student and he was worried about

his relatives, "My grandparents are there - my aunts and uncles". And another child added, "We're lucky. All our family are here!" (Eibel 1981)

The criteria the teachers used to make decisions about promotions were subjective. They relied on their perceptions of the student's ability, perceptions based on diagnostic tests, student performance and teacher-student interviews, as well as conferences with the principal. Eibel believes that students who attended these classes were given a sufficient enough base in English to be able to enter and complete regular high school courses. In the ensuing years she has come across several former pupils now working in banks and in industry and concludes, therefore, that the ESL programs were successful.

The Role of Adjustment Teachers.

The high school teachers who received these post-immersion students commented favourably on the "improved oral fluency of students who had returned recently to classes ... after spending some weeks in these special classes" (Curriculum Council Minutes April 4, 1968: 4). Nevertheless, the Board recognized the fact that there were not enough classes for new Canadian students. To cope with the rapidly increasing number of students, the Board recommended:

- 1) that adjustment teachers, "remediation" specialists

already in schools and working with children with learning difficulties, assist in the ESL program and 2) that, ESL instruction begin in kindergarten. Both these recommendations merely reflected what was already taking place in schools. Some schools were so inundated by non-anglophone students that they had to call upon whatever human resources already existed in their schools. The adjustment teachers were such a resource and they continued to do what they had traditionally done: work with children having problems with their school work caused in this case by the students' lack of competence in English. The teachers withdrew small groups of non-anglophone children from regular classes and taught them English for a period of 30-45 minutes per day.

Role of the Kindergarten Teacher

The kindergarten teacher, too, acted as an ESL teacher. The social situation of interaction with young children and feedback from them caused the teacher to temper her language and to simplify her utterances to suit the children's level of comprehension and performance. In these classes, too, the emphasis was placed on the early introduction of English to young non-anglophones. There are no recommendations in the documents examined which indicate the desirability of assigning Greek-speaking teachers to the kindergarten classes as had been done in 1903 for Yiddish-speaking children at the Baron de Hirsch Day School.

Further Implementation

The Board realized that many of the kindergarten children would not acquire enough English-language skills by the end of the year to cope with the regular elementary school curriculum. The commissioners, therefore, took advantage of a recommendation in the Parent Report for classes for 4-year-olds. This would provide an extra year of English language education for children in inner-city schools, schools with the highest percentages of New Canadian children (1964, Part Two, Recommendation 3: 86).

The Curriculum Council of the Board responded to these recommendations in a positive way.

We would like to suggest that the Board set up two or three pilot four-year-old kindergartens in low socio-economic areas [inner-city schools]. Recent experiments along these lines in the United States seem to be proving that children with poor cultural background are better able to cope with the regular grade program after two years kindergarten. (Curriculum Council Minutes April 22, 1965: 3).

Feedback and Recommendations

In a 1968 report the Inner-City Schools Committee of the PSBGM emphasized the importance of an introductory year for children whose English language skills were below those of

the anglophone 4-5-year-old. It noted that many children from non English-speaking homes knew no English upon entering school and could not be expected to respond to the school experience in the same way as the native born, English-speaking child. The report noted that a crucial role of the introductory year was to provide the non-anglophone child with a year's practice in English. The committee articulated the purpose of the introductory year as follows:

To develop [the child's] ability to use the language of instruction fluently in oral communication, whether English is his first or second language (Report for the Inner City Schools Committee November 27, 1968: 2).

These observations and recommendations were supported by the Montreal Teachers's Association (MTA 1972: 5) and by the Greek Parents Federation (1972: 2).

In 1974, however, a report on inner city schools by Derevensky and Mitchell for the PSBGM stated that while there were at that time eight pre-kindergartens, "the pre-school program in PSBGM schools [was] still very much a program of development and change". They criticized the lack of clearly defined program objectives, the great variety in teacher expectations and approach as well as the lack of teacher commitment to objectives, of parent participation in the pre-kindergarten programs, of continuity between pre-

kindergarten, kindergarten and primary programs and of coordination of the pre-school programs among the various schools.

Among Derevensky and Mitchell's stipulations for improvement of pre-school classes was the recommendation that teachers of such classes receive training on aspects of child language development and of the psychology of learning. The Parent Report had recommended in 1964 that teachers be trained at the university level for this work.


We recommend that the preparation for instruction in English as a second language consist of socio-psychological and cultural training in at least one or two universities (recommendation 219).

The Board had maintained at that time that this recommendation was "an ideal" and that it was "unrealistic to demand these qualifications at the present time" (Curriculum Council Minutes April 22, 1965: 15). Derevensky and Mitchell's study and recommendations pointed out that, ten years later, the Board continued to be complacent about teacher qualifications in the field of second language and language development (Derevensky and Mitchell 1974: 50).

Findings of the Committees

The ESL committees created by the Board in 1966 continued to meet periodically for a period of five years.

In 1971 the committees handed in a common, final report ascertaining "how far the recommendations made in 1967 had been implemented" (Final Report of the Committee for New Canadians November 22, 1971: 1). The committees found that, on the whole, the recommendations for the elementary school had not been implemented. While many of the high school recommendations had been acted upon, they were done so to only a certain extent. The following summaries of the findings of the committee clarify the areas of implementation.



Elementary Schools

<u>1967 Recommendation</u>	<u>Implementation</u>
Establishment of ESL programs as a priority for non-anglophones	Not implemented
Modification of the regular curriculum to meet the cultural needs of children, field trips, visits, concerts, etc.	Implemented to a small degree
ESL, summer schools	Not implemented
Teacher:pupil ratio of 1:20 or lower	Implemented in three "immersion" classes at Barclay, Devonshire, Edward VII; not implemented in four "withdrawal" classes at Barclay, Bancroft, Devonshire and Sinclair Laird
\$200 grant per ESL student for teaching materials	Not implemented
In-service (special) courses in ESL methods for teachers	Implemented to a very limited degree
Availability to all schools of lists of recommended ESL materials	Implemented
Working relationship among the various "ESL" schools	Not implemented

High Schools

<u>1967 Recommendation</u>	<u>Implementation</u>
Establishment of reception "immersion" centre	Implemented
Oral-aural ESL approach	Implemented
Availability of recommended ESL texts	Implemented
Use of a wide variety of materials to meet the individual needs of the students	Implemented
Teacher:pupil ratio of 1: 15	Implemented
Classes in Music, Art, Home and Industry taught by specialist teachers	Implemented
Appointment of "suitable and interested" PSBGM teachers for ESL classes	Implemented
Relationship with Main Street School in Toronto	Implemented
Student admission to ESL centre based on principal recommendation; length of student stay at centre left to the discretion of the ESL teacher	Implemented

The main difficulty with these ESL programs was that there were still not enough classes to accommodate the evergrowing number of non-anglophone students. Whereas there were 9000 non-anglophone elementary students and 2000 non-anglophone high school students registered in PSBGM schools for the school year 1971-1972, there was still only a handful of classes set aside to meet the needs of these students (November 22, 1971: 5) and many students, between 40% and 50% of those entitled to language classes, "were having serious difficulties in coping with school work because English was not their language" (November 22, 1971: 5).

Lewis (1972) in a study of Greek immigrants in Montreal is critical of the fact that even though teachers and officers of the Board had been making recommendations for ESL programs since 1966, few of the important recommendations - the expansion of ESL classes and the lowering of teacher:pupil ratios - had been implemented. A large proportion of students, therefore, was forced to compete in a "sink or swim" situation in a language in which they had little competence.

Derevensky and Mitchell (1974) summed up the ESL programs as follows:

The ESL program varies from school to school - one claiming the virtues of an immersion approach to teaching ESL, the next school preferring to withdraw child-

ren from the classroom for intensified instruction each day. Each teacher serves a limited number of children (maximum of 50), yet five of the ten inner city schools have high percentages of children who are in need of second language instruction. It was a surprise therefore to find; that 89% of the teachers who answered the questionnaire used no ESL guides or reference materials; that there was no evidence of the regular language programs benefitting from ESL materials and methods; and that teachers have not received any encouragement or training to develop a classroom language program especially suited to the children's needs. (August 1974).

The authors recommended that teachers of immigrant children be supplied with reference books, guidelines, objectives and materials to support a language development program and that the Board provide training sessions in the preparation and use of TESL materials. Burford (1976: 8-10), however, believes that the problem must be resolved at the school level. For too long, he maintains, "school administrators felt that the problem was well in hand once a teacher had been hired, a teaching area chosen and the immigrant students away out of regular classes" (1976: 8). To offset this tendency Burford recommends that principals become closely involved in:

- the selection of ESL teachers
- the placement of students
- student family interviews
- ESL program planning
- instituting various community social services

- actively keeping the Board informed through its officers and commissioners, as well as through regular channels, of what progress the school is making and what help the school requires.

Such involvement on the part of principals did not take place and could not take place, since the heavy administrative load carried by principals impeded their participation in ESL programs.

It is evident, therefore, that educators in the PSBGM in the 1960's and 1970's were aware of the inadequate ESL programs in the schools, but could not come to any consensus on how to resolve the problem. In spite of studies, reports and recommendations, the Board did not develop a policy or system-wide program in ESL. Specialists continued, as they had done before, to work in their preferred way with students on a withdrawal or immersion basis, and continued to use either their own materials, or materials which they had inherited from previous ESL teachers.

Evaluation of Planning Procedures

Rubin comments that language planning is systematic and future-oriented (1971: 217). It is systematic problem solving because it is concerned with the formulation and evaluation of solutions and then with the choice among

alternative solutions to the problem. In seeking solutions, the planner must be cognizant of the constraints imposed on the situation by social, cultural, and economic variables if he or she is to find the best solution. Language planning is also future-oriented in that the planners must specify the outcome of the plans before the plans are implemented (Rubin 1971: XVI).

Although Board committees met for over five years in an attempt to solve the problem of educating large groups of non-anglophone Greek immigrants, the planning activities lacked direction. There is no indication that the Board prepared for the arrival of these students. The Board set up ESL committees to investigate the situation only after the arrival of the students, and only in response to agitation on the part of teachers who could no longer cope with the large number of non-anglophone students in their classes. The fact that the scope of the committees was limited and their mandate vague posed an additional impediment to the success of the program.

Stage One: Factfinding The mandate given to the committees was to determine the nature and extent of English second language problems in the schools and to recommend solutions. It is apparent from a search of the documents that the committees were concerned with only two aspects of

the problem: 1) how to make, in as short a time as possible, the Greek-speaking students sufficiently competent in English for English to be their language of instruction and 2) how to best manage this assignment within the structures of the school and of the classroom. Should the students be "withdrawn" or "immersed"? Should the students remain in a regular school or should they attend a specially designated centre? Which are the most popularly used texts? These were the questions the committees tried to answer. The planners did not consider the social, cultural or economic factors of the situation nor did they take into account the needs of the students or of the community to which the students belonged. The committees were apparently unconcerned with the basic need of the students to receive an education, for they did not investigate the efficacy of providing mother tongue instruction for part of the curriculum. The omission of such considerations affected the success of the program.

Stage Two: Actual Planning It is during this stage that planners evaluate the conglomeration of facts they have gathered to establish goals, provide strategies and predict outcomes. Because the information was incomplete, the planners did not have many alternative proposals from which to choose. They could not evaluate, for example, the strengths and weaknesses of a bilingual program because this alternative had not appeared in their description of the

problem. The goal of the committees, which can be taken from the first recommendation of the Elementary School Committee in their report of 1967, was simply "that children with language problems should have as a first priority the learning of English spoken and written". Given such a general statement, it is understandable that the predicted outcome lacks explicitness. Committee members believed that, if their major recommendations were implemented, the students would be able to "understand and speak English" (1967: 3). Aside from the fact that this is an incompletely stated objective in that it lacks both the given conditions under which the objective is to be reached and the specified level of attainment by the students, the objective is concerned solely with linguistic competence. Rubin questions such overemphasis on what she calls "universal strategies in language teaching" (1971: 219) without consideration for community concerns and values, and financial and human resources.

Stage Three: Implementation Although the recommendations were modest, many were, nevertheless, not carried out. At the elementary school level, the few that were instituted, were implemented to only a limited degree. The officers of the Board apparently did not recognize English-language classes as a priority in the designated elementary schools and refused to provide in-service TESL

courses for teachers, to agree to a \$2.00 per student grant, or to lower teacher: student ratios to 1:20 or less. The fact that the Board did not feel compelled to implement many of the committees' recommendations demonstrates a weakness in the planning procedures for this program. The behaviour of the committees and of the Board during the five planning years suggest that the Board regarded the committees as consultative rather than as planning committees. The committees were apparently set up to assess the situation and to make recommendations while the Board's officers appear to have reserved for themselves the responsibility for choosing and implementing the programs. There was no board-wide policy on this matter and programs were instituted on an ad hoc basis in individual schools.

Stage Four: Feedback Several groups and individuals commented on the lack of success of the program. The Montreal Teachers Association, Lewis, Derevensky and Mitchell commented separately on the fact that the Board had made little attempt to satisfy the needs of the student to receive an education and to understand and speak English. Although the criticism was clear and well-founded, there was no apparent effort on the part of the Board to modify its position. The weaknesses of the planning procedures are evident: the information gathered during the factfinding stage was too sparse to provide a comprehensive view of the

social, economic and cultural constraints; the needs of the student were assumed, and the predicted or hoped-for outcome that students would understand and speak English was unrealistic given these restrictions.

Rubin notes the importance of methodical, directed planning. This study demonstrates the necessity of establishing criteria for planning procedures and of abiding by these criteria. (See Appendix 1 for a formulation of appropriate steps in planning).

CHAPTER VI

PROGRAMS IN THE BOARD'S FRENCH SECTOR SCHOOLS: 1979-1980

Background

The political events that took place in Quebec in the late 1960's and throughout the 1970's put an end to the dominant role the anglophone community had held in the province since 1763. In 1969 the provincial parliament passed Bill 63, entitled An Act to Promote the French Language in Quebec. In spite of this appellation, chapter six of the bill granted all parents, whether immigrant or native-born, the right to choose either French or English as the language of instruction for their children (National Assembly of Quebec 1969). Those Quebecers struggling for cultural autonomy saw this bill as an assault upon the survival of the French language in the province.

The principle of language choice in education [is] a threat to French schools as well as an invitation to immigrants to attend English schools (Magnuson 1980: 126).

Despite strong, public reaction to Bill 63, the bill remained in force for five years. In 1974, however, in response to widespread agitation, the provincial government passed Bill 22, known as the Official Language Act, which had the effect of repealing Bill 63. According to Magnuson (1980: 127), the regulations of Bill 22 were promulgated with the intention of restricting the growth of anglophone education, especially in Montreal, where English-language instruction was perceived to be detrimental to the survival not only of French-language instruction in the city, but of the French language itself. At the time of the bill's passage, 40% of the Montreal population was anglophone, and francophone activists believed that the Montreal anglophone community had such high status that it could linguistically and culturally assimilate franco-Montrealers within 20 years. Not only were immigrants choosing to become part of the anglophone community, but many French-speaking, native-born Montrealers were sending their children to English-language schools as well.

Bill 22 restricted entrance to English-language schools to children who were sufficiently competent in English to cope with regular classroom work (Regulation 5: 1590). This competence was defined by the government as the ability "to understand the language of instruction and... to communicate in that language" (Ministry of Education 1976). The Ministry advised school boards to test all students whose English-

language competence was in question and provided ministry-prepared tests for this purpose (Regulations 5 and 6: 1590). The Ministry reserved the right to test or retest these students and to assign those who failed the English competence tests to French-language schools (Regulation 7: 1590), a stipulation which affected not only francophones, but non-francophone/non-anglophone immigrants as well (Regulation 13: 1591).

After months of deliberation, the PSBGM declared itself ready to implement the educational regulations of Bill 22 (Cox 1975). The Board prepared its own tests (PSBGM 1976) and administered its testing program from August 1975 to June 1976. In the summer of 1976 the Ministry insisted on taking over the testing program and used its own tests to do so. It is known that over 670 PSBGM students were tested in the entire program and that approximately 20% of these students were found to be competent in English (Fox 1976). In October, 1976 the Ministry reiterated its intention to restrict student enrollment in the anglophone sector.

Aucun élève ne pourra être admis à fréquenter l'école anglaise en septembre 1976 sans que la procédure habituelle n'ait été suivie et que notre décision ne vous ait été communiquée (Dozois 1976).

Less than one year later the Ministry acted on its intention. In August 1977, the Quebec National Assembly passed Bill 101, the Charter of the French Language, which established French as the official language of Quebec, thereby making it the language of the province in all areas of economic, cultural and administrative life. The bill designated French as the language of commerce and business, of the legislature and courts, of civil administration, of labour relations and of education (1977: 9-21). Chapter eight, which deals with the language of instruction, declares French the language of instruction for all school children except: 1) those whose mother or father had received elementary-school education in English in Quebec, or, in special cases, outside Quebec, 2) those who had been enrolled in anglophone schools prior to passage of the bill and 3) those with older siblings registered in anglophone schools (chapter eight: 18, 19).

The Board challenged the legality of Bill 101. In a public statement (1977) the PSBGM outlined the dangers of what it called a "closed society" (1977: 4) and predicted that the effects of Bill 101 upon student enrollment numbers within the Board would be devastating. It forecast that by 1987 enrollment in anglophone classes would be under 10,000 as compared to an enrollment of over 60,000 in 1967 (1977: Appendix A). The Board reiterated its support for bilingual-

ism in education (1977: 16) which it saw as an example of the right of all Quebecers to Canada's two official languages (1977: 15) and recommended that a thorough knowledge of the second language be mandatory for students seeking admission to any faculty of education (1977: 16). It extolled the benefits of second language programs; "our thesis is that learning a second language enriches the ability and culture of our children" (1977: 12).

Nevertheless, the Board was compelled to comply with the stipulations of the bill and shortly after passage of Bill 101, the Board informed immigrant and francophone parents that many of their children were no longer eligible for English-language instruction. The Board offered these children what it referred to as "a bilingual education" (Munroe 1977).

It is the duty of the person who accepts the registration ... to indicate to the parents that the Protestant School Board of Greater Montreal ... offer[s] a full bilingual education in its French sector with good French language instruction and good English second language instruction to all pupils who choose the French sector (1977: 1).

The Board planned to set up two experimental classes for 5-year-old to 7-year-old non-anglophone/non-francophone

children at the kindergarten and grade one levels for the 1978-1979 school year. Children attending these classes would receive 80% of their instruction in French and would spend the remaining 20% of their time on studies in English as a second language (Dougherty and Fox 1978: 1), a percentage that was twice the normal time allotment for second language studies. The Board expected that, as a result of this 80% exposure to French and 20% exposure to English, the children would be sufficiently bilingual by the end of grade one to continue their education in either French or English (1978: 1). In May of 1978 the Instructional Services Department of the Board set up a committee of consultants and administrators under the chairmanship of Shirley Slobod, a consultant in the Instructional Services Department, to develop a suitable ESL program for these classes (MacLean 1978).

The committee set as its goals: 1) the development of ESL program outlines for kindergarten and grade one, 2) the training of teachers and 3) information meetings with parents. The committee was able to achieve only the first of its goals before the Board decided to abandon this project because francophone parents had been complaining about what they regarded as the excessive amount of time allotted to English language studies and cited Regulation number 7 (Department of Education 1971) which placed the respons-

ibility for subject time allotment in the hands of the Ministry.

The Minister shall ... determine the proportions for the division of time among the different disciplines (1971, Section 12: 14).

Reasons Behind the Program

Rather than risk a confrontation, the Board cancelled the program. Despite this setback, the Board for the first time in its history was becoming involved in developing board-wide ESL programs. This was due to one important factor. The restrictions placed by Bill 101 on the anglophone sector of the PSBGM compelled the Board to expand its French sector (PSBGM Annual Report 1977-1979). As the French sector grew so did the importance of TESL, for English language studies were considered to be an important component of francophone education.

The Board welcomed into this sector anglophone, francophone and non-anglophone/non-francophone students, promising them not only very good French-language instruction, but, as well, very good ESL instruction (Meloul 1978). The Board could, therefore, no longer make do with ad hoc ESL programs, but required a structured, system-wide program to meet the needs of a large, fluctuating student population.

Programs in the Board's French Sector Schools

In September, 1978, a team of two Instructional Services Department consultants, Shirley Slobod and Marilyn Gollan, was asked by Board officers to develop programs in ESL, not, as in the previous instance, for a small group of experimental classes, but for children from ages six to twelve in all the six grade levels of the elementary school (Slobod 1978: 1). The programs were to be prepared by March, 1979 in order to be ready for the 1979-1980 school year (1978: 1). They were to be as economical as possible and, yet, of a good enough quality to meet the needs of the students and of the school board.

The procedures followed by Slobod and Gollan were influenced by the exigencies of their situation. These endeavours, unlike the planning procedures of the Board's earlier ESL programs, attempted to follow systematic planning procedures, and, to this extent, can be discussed in terms of Rubin's four stages: factfinding, actual planning, implementation and feedback.

Factfinding The team's first task was to gather sufficient information to identify the problem. To accomplish this, Slobod and Gollan posed the following questions:

1. How many students will be involved:
 - a) at each grade level?
 - b) totally?
2. How many classes will be involved?
3. Where will the classes be located?
4. What is the level of English-language competence of the students?
5. Who will be assigned to teach these students?
6. How many teachers will be involved in the ESL program?
7. What are the TESL qualifications of the teachers assigned to these classes?
8. What ESL programs are available and what are the strengths and weaknesses of each program?
9. How much money is available for the ESL program?
10. Should the Board develop its own program?
11. What is the position of the Ministry of Education?
12. What kind of program is needed?

The answers to these questions helped the team reach a decision as to what type of program was most suitable under the circumstances. The questions and responses are listed as follows:

Question 1: How many students will be involved

- a) at each grade level?
- b) totally?

Question 2: How many classes will be involved?

The answers to questions one and two were provided by the Personnel Officer of the Board and were based on September 1978 attendance figures in "accueil" classes (welcoming French language classes for non francophones) and in the Board's French Protestant schools. The figures are categorized in the following table:

Table 4

Estimated Number of Students in ESL Programs, 1979-1980

<u>Grade Level</u>	<u>No. of Classes</u>	<u>No. of Students/Grade</u>	<u>Average No. of Students/Class</u>
1	10	245	24.5
2	10	225	24.5
3	5	125	25.0
4	2	33	16.5
5	1	22	22.0
6	<u>1</u>	<u>25</u>	<u>25.0</u>
	29	675	(Average) 22.9

Question 3: Where will the classes be located?

The developing French sector of the Board consisted at this time, of two French Protestant schools and of several centres d'accueil (welcoming centres) situated within various

anglophone schools in neighbourhoods with large non-anglophone/non-francophone populations. It was assumed by the Board that this situation would continue and, therefore, that ESL classes would be held in a variety of locations. It was learned during the year that 14 schools would house the Board's French sector elementary classes for 1979-1980.

Question 4: What is the level of English-language competence of the students?

An original intention of the team to test the students' English language competence could not be carried out. In the first place, there were neither enough human nor financial resources, nor sufficient time to develop and administer a testing program. In the second place, the Board did not consider it wise to test students in English while they were at the French-language accueil centres. In order to gain some insight into the students' level of English-language competence, the consultants talked to the teachers and principals of these students. As a result of these discussions, the team concluded that there were at least three categories of students in the French-language programs: 1) the anglophone students who were native speakers of English, 2) the students from non-anglophone/non-francophone homes who were familiar with English, and 3) the francophone students who were probably the least competent in English.

Question 5: Who will be assigned to teach these students?

The situation would likely be inconsistent from school to school. The French Protestant schools already had specialists, teachers who taught only ESL, receiving different classes and grades of children every half-hour. The French centres, however, could not expect to have full-time specialists since there were not enough students at each centre to permit this. Anglophone classroom teachers in the anglophone section of the school would probably be asked to "fill-in", that is, to take an ESL class in order to give the accueil centre teacher released time.

Question 6: How many teachers will be involved in the ESL program?

Based on the fact that 14 French centres and two French schools were anticipated, Slobod and Gollan estimated that from 18 to 25 teachers would be involved.

Question 7: What are the TESL qualifications of the teachers assigned to these classes?

Because of the constraints imposed by the teacher-seniority system and the shrinking PSBGM teacher population,

it was not possible to insist that only qualified TESL teachers teach the program. On the contrary, it was expected that most of the teachers to be involved in the program lacked the academic training for teaching in the discipline.

Question 8: What ESL programs are available and what are the strengths and weaknesses of each program?

In order to determine what was available, Slobod and Gollan interviewed authors of local programs, met with consultants of local boards and with educational development officers of the Ministry, sent letters of inquiry to boards further afield, examined commercial materials and met with teachers of ESL in the Board's two French Protestant schools. Among the locally prepared programs examined were: Anglais langue seconde, 1ère année, developed by curriculum consultants of the Catholic School Commission of Montreal, Program Outlines for Elementary Programs prepared for the Commission Scolaire de l'Ile Perrot by Jonathan Jones, English as a Second Language, a program prepared for beginning students at the grade four to five level for the Saint-Croix School Board by Brian Smith and A Winter Theme, a theme unit for grade one students prepared by Phyllis Scott, a teacher at Eugenio Pacelli School in Montreal.

There was merit to each of these programs - each appealed to the interests of children and each provided for active participation on the part of the students. Nevertheless, the consultants could not recommend their purchase because the programs were each too limited in scope to meet the system-wide needs of the Board. The PSBGM required a program extensive enough to be used with students of varied English language abilities in each of the grade levels of the elementary school.

Slobod and Gollan examined commercial programs, such as La Méthode Rémi, Yes! English for Children, books A, B and C (grades one, two and three) and English Around the World, beginner's level and levels one to six (grades one to six). La Méthode Rémi was rejected because it did not reflect the Canadian English dialect (Slobod 1979: 2). Yes! English for Children was attractive and simple to use. The teacher's manual was simply written and practical and the children's books were colourful. In the opinion of the consultants, however, the program had two drawbacks: 1) there was not enough content provided at each level to keep the students busy for a year and 2) only three levels were available whereas the Board required six levels. The third series examined, English Around the World did have available six levels as well as a small, introductory beginner's level for late kindergarten or early-grade one. The program was very

full and included a variety of activities at each level. It did have a serious disadvantage, however, in that it lacked Canadian content.

Question 9: How much money is available for the ESL program?

In discussions with Board officers it was learned that the Board was prepared to spend up to \$10,000.00 for materials in setting up ESL programs.

Question 10: Should the Board develop its own program?

There are advantages to "home-based" programs. The programs can be tailored to meet the specific needs of the students and the content can reflect the locality. Ronald Wardhaugh (1976), however, warns that program development is time-consuming, difficult and very expensive. He points out that there is a great deal of ESL material already on the market and many good resources to draw on, and therefore, maintains that "it's a lot easier to adapt and modify than it is to start from scratch" (1976: 11). Richard Handscombe (1975) reports that the development of Sunrunners, a series of 20 ESL television programs for grade three francophone students in Ontario, involved two years work on the part of conceptors, researchers, advisers and production staff. The

program cost over \$500,000.00 to produce (Olynyk 1978), and was made possible by funds from the provincial government of Ontario and the federal government of Canada.

Slobod and Gollan estimated that the minimum cost to the Board for the local development of a program would be from \$75,000.00 to \$100,000.00 (the cost of releasing six consultants and one or two teachers for a period of six months to work on the program). This figure did not include other major costs such as secretarial services, stationery and printing. Neither could this expenditure guarantee that the program would be ready within the six-month deadline. Wardhaugh (1976) and Handscombe (1975) discuss program development in terms of two to three years.

On the other hand, the consultants estimated the cost of purchasing the major components of a commercial program, English Around the World at \$6.50 per student or at \$4,276.00 for all 655 students (Gollan and Slobod 1979).

Question 11: What is the position of the Ministry of Education?

In their report to the Board, Gollan and Slobod pointed out that the Ministry was in the process of developing a new syllabus which would be mandatory by 1981 or 1982 and would probably render most contemporary programs obsolete.

We must anticipate the fact that ...materials which not meet the objectives contained in the syllabus may no longer be authorized after 1980-81 (Gollan and Slobod 1979).

Question 12: What kind of program is needed?

The needs were pragmatic; the following criteria were to be met:

- 1) the program must be ready within six months
- 2) it must be broad enough to be used with students from grades one to six
- 3) it must provide for a range of ESL ability within each grade
- 4) it must provide the opportunity for integrating the four language skills
- 5) it must be fairly simple to teach, since most of the teachers assigned to the program lack TESL qualifications or experience. Many of these teachers are anglophone, classroom teachers who will be stepping in to teach two or three ESL classes and will, therefore, not have time for preparation of extensive lesson plans.

- 6) the costs must be kept as low as possible

On the basis of all the information gathered, the team decided against the development of a Board program and in favour of purchase of the series English Around the World. Although purchase of this program involved an expenditure of approximately \$5,000.00 and although Ministry authorization for the program would probably not extend beyond 1981, this program appeared to come closest to meeting the requisites of the Board.

Actual Planning The intent of the authors of English Around the World, Levels 1-6 was two-fold: to provide the young learner with ESL content that was suitable to his or her interests and reflective of natural English, and to provide the teacher with a program that was easy to teach, flexible and based on what the authors termed sound linguistic principles (Sullivan 1980). The approach was based on integration of the four language skills: listening, speaking, reading and writing. In spite of these statements, discrete skills within each skills area were stressed, as indicated by the following list adapted from Sullivan (1980: 1, 2, 3 and 4).

Listening-Speaking skills: the students were expected to practise minimal pair contrasts and such various pattern drills as: substitution, chain, replacement and expansion.

Reading skills: the students were expected to practise such vocabulary development exercises as: noting cognates, prefixes, suffixes and to practise such syntactic exercises as unscrambling word cards in non English word order.

Writing skills: in addition to handwriting exercises, the writing skills consisted of graded practice in composition writing, beginning with the copying of familiar reading material, continuing with controlled or guided compositions and ending with free or unguided writing.

Occurring along with these structured exercises were opportunities for learning by doing. Students could participate in such activities as: map reading, telling time, following oral and written instructions, poetry recitation, play writing and presentation. The teacher's guidebook was found to be well organized and simple to use. In addition to the general content of guidebooks such as a table of contents and lesson plans, the manual included professional articles, sections on teaching techniques and lists of supplementary materials.

In spite of the advantages of a supportive teacher's guide, a claimed integrated language skills approach and a rich variety of student activities, the consultants could not accept the program in its entirety, nor as the sole body of content for the Board's ESL programs. They envisaged a triple-pronged program: one-third of the daily lesson time spent on the core program, English Around the World, one-third spent on enrichment activities and one-third spent on activities reflecting anglophone life in Montreal. The core program, therefore, required modification - the deletion of activities regarded as unsuitable and the inclusion of segments felt to be necessary to a well rounded ESL program.

Deletions from English Around the World

Deletions were made in two areas of the program: phonology and handwriting. Many of the structural exercises such as minimal pair contrasts were considered unnecessary, especially for the young 7- and 8-year-old students. These were deleted. The handwriting exercises were redundant since children participating in these programs were practising letter formation in their regular, francophone classes.

Additions to English Around the World

The consultants found the program inadequate in several important areas. It lacked activities in a local, Montreal setting, it lacked what Slobod and Gollan termed an enrichment component, a segment of the program devoted to the aesthetic qualities of English as expressed in English language stories, poetry and songs, and it lacked dance and craft activities in English. The advantage of an enrichment section was two-fold: it helped overcome a flaw in the program of a discrete-skills approach by introducing the children to segments of whole, natural language and it cut time away from the many grammar activities written into English Around the World. In other words, if ten minutes a day were spent on enrichment, that was ten minutes less spent on pattern drills.

The team prepared several monthly theme units which combined the cultural aspect with the literary one. Some of the thematic units developed were: Fall, Thanksgiving, Hallowe'en, Christmas, Winter and Valentine's Day and, for each, various activities were included. The Hallowe'en theme, for example, contained instructions for a class-made pumpkin, an art project of "ghostly drawings", poetry and song selections and a list of relevant teacher-read stories. The Valentine's Day unit had directions for making individual Valentine's Day cards, a class "mailbox" in which to "mail" the cards and a selection of appropriate songs, poems and games. Although it was the consultants' intention to complete ten monthly units, other curricular responsibilities prevented them from meeting this objective.

English Around the World was inadequate in one other area. Because it was a second language program, it was unsuitable for the group of English mother-tongue students in the French sector. More appropriate materials had to be found. Slobod and Gollan selected from among the Board's resources an English mother-tongue program for this purpose. From 1972-1976, Instructional Services Department consultants and PSBGM teachers contributed to a primary grade language arts program entitled Language Arts I, II and III based on children's stories and poems of high literary quality (PSBGM 1972 - 1976). The selections were first read to the children by the teacher and then used to provide the basis

for such communicative activities as story retelling, story writing, group discussion, dramatization, poetry recitation, as well as grammar and art activities.

In addition to ordering, organizing and creating materials for the program, the team planned a four-day series of workshops for teachers to take place in June, 1978 to acquaint them with and prepare them for teaching the program. Unfortunately, these workshop sessions had to be postponed because many of the ESL teaching positions for 1979-1980 were not filled by June, 1979.

The consultants believed that, given the constraints of time, money, range of student ESL ability and teacher TESL qualifications, the program was a realistic compromise and not beyond the resources of the Board. In a report to the Board, Slobod notes:

Although it is unrealistic to expect that within a 2-2½ hour ESL program per week we can bring our students to a native-like level of English, we can, however, provide a program that is meaningful and productive (1979: 1,2).

In June, 1979 the Board created the position of English second language/reading consultant and in August, 1979 appointed Slobod to the position. Her ESL responsibilities

were: to oversee ESL programs in the Board's schools, to organize workshops for teachers, to meet with parents and to develop and maintain a liaison with the Ministry of Education and with other school boards (Fairbairn 1979). Marilyn Gollan returned to her responsibilities as elementary consultant and Shirley Slobod assumed her new duties under the direction of Felix Meloul, Assistant Director of Instructional Services, French Sector.

Implementation and Feedback, 1979-1980.

Eighteen teachers were assigned to elementary school ESL classes for the school year 1979-1980. Only one was a full-time ESL teacher. The others had various other responsibilities in addition to their ESL assignments, as noted in the following list.

ESL Responsibilities of Teachers

<u>No. of Teachers</u>	<u>Assignment</u>
1	Full-time ESL teacher
2	Half-time ESL teachers
8	ESL/FSL teachers
7	Classroom teacher with one or two ESL assignments

TOTAL 18 teachers

Of this group of teachers, eight had previous TESL experience, and of these eight, six had taken, or were taking, university courses in TESL. The majority of the teachers, 10 of the 18, had neither studied the discipline nor taught it. This situation, combined with the fact that the entire group was unfamiliar with the program, made it necessary for the TESL consultant to combine the stages of implementation and feedback. To do this, Slobod established a schedule of regular school visits, organized workshops and sent out monthly newsletters. As a result of the feedback at each of these encounters, Slobod and the teachers were able to make modifications to the program.

School Visits

For the first five months of the program, Slobod visited each ESL teacher at least once every two weeks. The purpose of the first visit was manifold: to hand the program to the teacher, to explain the approach of English Around the World and to allay the fears of teachers who were new to TESL. Other visits were concerned with helping teachers cope with the range of students in their classes. Where possible, anglophone volunteers, parents in the community, or senior students in the school, were trained to work with the anglophone students in these classes.

The bi-weekly visits proved to be useful in allaying fears with regard to ESL teaching methods and program

content, and in providing an opportunity to discuss techniques to deal with specific areas of the program. During these visits Slobod observed classes in progress and offered comments to the teacher. At times she taught the class while the teacher observed and then commented. The ensuing discussions that took place during these visits provided many of the topics for the ESL meetings and workshops held during the school year.

Meetings and Workshops

Four meetings and workshops took place during the first year of the program. The first meeting of ESL teachers and the ESL consultant took place September 19, 1979 (Slobod 1979). At this meeting teachers received a brief background to the Board's ESL program, discussed general approaches and specific techniques as well as the concept of an enrichment component in the program. Slobod demonstrated procedures for the language experience approach (stories dictated to the teacher by the students and written by the teacher on large sheets of paper) for the reading or telling of stories to ESL students, for student retelling of the story and for student writing. She discussed the role of art and craft activities in the ESL class as well as the place of song, poetry and dance. She distributed copies of the Ministry of Education's music program (1977) and various pictures and posters for use in the program. She also distributed to teachers of primary-

grade children copies of appropriate picture storybooks for young ESL learners. The response to the discussion and display of enrichment materials was highly favourable.

The workshop of October 26, 1979 (Slobod 1979) dealt with practical procedures in the classroom and included a session devoted to the complaints and worries of the teachers. Slobod had learned during her school visits that some teachers were having trouble coping with the large number of activities suggested in each lesson plan of the teacher's guide, while other teachers found the program not sufficiently challenging. When Slobod set aside an hour of the workshop day to a teacher-led discussion of these matters, teachers discovered that their own worries reflected the worries of others. This session was considered so successful that it became a regular event in following workshops. A typical set of the questions raised by the chairmen at these sessions is as follows:

**Guidelines for Discussion of
English Around the World**

1. Vocabulary

Is the amount of vocabulary a real problem?

Do you find the lessons progress at a reasonable pace?

2. Workbooks

How do you work around the problem of non-consumable workbooks?

3. Content

How interesting do you find the material being taught?

Have you encountered any difficulties?

Is the course sufficient in itself?

4. Time Allotments

How much time should be spent on the course per day?

How many lessons should be covered in a week?

5. Enrichment

What types of activities are desirable to the course to achieve a well-balanced, interesting and enjoyable program?

How much time should be spent on these activities?

6. Levels

Does level 1 mean a grade one child, age 6?

Does level 2 mean a grade two child, age 7?

Is finishing one level per year a realistic goal?

(Bagnell 1979)

The answers to these questions were not arrived at quickly, but the search for solutions did help the teachers and ESL consultant decide which aspects of the program to modify and what the modifications should be.

The remaining two workshops took place in January and February of 1980 and included sessions led by Brian Smith and Alex Sharma of the TESL Centre of Concordia University - Smith, on the use of realia in TESL and Sharma, on error analysis as a whole language approach to speaking and writing a second language. Maurice Sullivan, one of the authors of the primary levels of English Around the World, discussed the program and responded to questions similar to those posed by Bagnell at the November meeting. As a result of Sullivan's response to Bagnell's last question, "Is finishing one level per year a realistic goal?" (1979), teachers and consultant decided to reduce the program load for English Around the World to half a level per year.

The workshops provided a forum for exchange of ideas as well. Teachers brought samples of successful lessons and led discussions of their work; they viewed films to consider their suitability for TESL and saw videotapes of classroom activities carried on by several of the ESL teachers. By the time of the final workshop, teachers felt sufficiently self-confident to be critical and outspoken.

The Monthly Newsletter

The monthly newsletter was instituted as a means of disseminating ideas and information to teachers in an informal, non overwhelming manner. It was hand written and contained ESL suggestions, ideas and materials. In this way it was an ideal vehicle for transmitting to teachers the contents of the enrichment component which Slobod and Gollan had worked on during the previous year. Each newsletter also included requests for art ideas or other activities that had worked well in the classroom. The newsletters contained listings of movies in the Board's film library found suitable for TESL, TESL conference information, teacher contributed ideas and occasional reprints of pertinent articles. At the end of the year Slobod categorized the contents of the newsletters and compiled them into a handbook for teachers (1980).

Teacher Evaluations of the Program

In March of 1981 teachers were asked to evaluate the series English Around the World (Slobod 1981). A summary of their remarks indicates that the program did not completely meet their needs.

The manual is too wordy at times.

There is far too much material presented per lesson.

English Around the World gives good basic structure to the TESL program, but could not be the sole teaching method used.

In her report to the Ministry of Education, Slobod (1980:6) noted that English Around the World was used as a core program to provide structure and continuity, but that teachers restricted its use to one third of the daily half-hour lesson. They filled the remainder of the time with literary and cultural activities.

1. 10 minutes: English Around the World
2. 10 minutes: poésie, art, musique, danse, littérature
3. 10 minutes: aspects culturels de la vie à Montréal et au Québec; événements saisonniers et festivités (1980:6).

By the end of the year the group of teachers and ESL consultant had come to form a closely-knit group. However, this status quo could not be maintained into the new school year, as many of the teachers involved with the program during its inception would, for one reason or another, no longer be assigned to ESL classes.

Evaluation of Planning Procedures

Three characteristics of proper program planning are relevant to this evaluation: 1) that program planning is future-oriented (Rubin 1971: XVI), 2) that program planning is costly (1971: XVII) and 3) that planners must set their goals not only in terms of needs, but also in terms of available resources (Fishman 1974: 98). Although the PSBGM required an extensive program in ESL for the increasing number of students in its French-language schools, it had neither the length of time required nor the financial resources necessary to develop its own program. Nevertheless, for the first time, the Board did plan an ESL program in anticipation of rather than in reaction to student needs. For the first time, as well, consideration was given by the planners (consultants) throughout the various planning stages to the question of what resources were available to implement and carry out the program.

Stage One: Factfinding The information gathering activities were carried out more successfully in this case than in any of the previous programs. This may be because - in contrast to the former program for Greek students - the plans were made by the individuals who were responsible for overseeing the entire program planning operation. The questions the consultants raised and answered helped provide a fairly complete perspective from which realistic plans could be made.

Stage Two: Actual Planning In a joint discussion, Jernudd and Das Gupta (1971: 193-199) point out that the success of program planning depends on the degree to which the planners are aware of the limitations placed on the plans. These limitations concern not only the amount of resources that are available but, as well, the mandate given to the planners by the policy makers (in this case the officers of the PSBGM). Jernudd and Das Gupta believe that the successful program does no more than meet the goals of the mandate which in this case were: 1) to provide within six months and at a reasonable cost ESL programs for all elementary school grades. Although these constraints had to be borne in mind, the consultants did endeavour to plan a program that was interesting to students and manageable by teachers who might lack TESL training or experience.

Stage Three: Implementation Rubin (1971: 220) comments that it is the responsibility of the planner to persuade the executants (the teachers) to carry out the plans and to encourage all the participants to work together to ensure the successful implementation of the program. By means of school visits, workshops, newsletters and inter-school correspondence, Slobod was able to support the teachers in carrying out their TESL assignments.

Stage Four: Feedback In this study, feedback was ongoing, but it was of a subjective rather than objective nature. Nevertheless, it did enable the planner to make

modifications, to alter strategies and to reaffirm the goals. Therefore, this stage of the program can be considered successful to the extent that it supports Rubin's contention that feedback helps the planner determine whether the plan is working and how well it is working (1971-220).

The ESL program developed for the Board's French sector schools was a realistic response to the constraints of time, money and human resources placed on it. Although modifications were required once the program was implemented, there were no unpleasant surprises - the actual outcome of the plans was close to the anticipated or predicted outcome. In this sense the planning process for the ESL program in the Board's francophone schools was successful.

CHAPTER VII

Summary of the Research

On four occasions during the past 100 years the PSBGM has received groups of non-anglophone students requiring programs in English as a second language. The planning procedures engaged in by the Board for each of these programs have formed the body of this thesis. However, such an investigation would not be complete without a comparison of these programs to determine whether growth has taken place in the plannings so that the more recent programs come closer to meeting the requirements of proper planning than did the earlier programs.

A major characteristic of sound planning is that the actual outcome closely approximates the predicted outcome. Such congruity cannot occur unless the constraints imposed by the social, political and economic variables are recognized and incorporated into the planning procedures. Based on this recognition the four cases that have been studied represent a growth in planning competence. Whereas the earliest program, the ESL program for Yiddish-speaking Jews demonstrates a lack

of awareness of the concept of or need for methodical planning, the most recent program for students in the French sector of the Board represents a conscious attempt to develop and implement an ESL program.

In order to determine what growth has taken place, it is necessary to group the programs into two categories: immersion programs and non-immersion programs. The immersion programs comprehend programs for non-anglophone Jews and for non-anglophone Greeks, whereas the non-immersion programs include those for French Protestants and for students in the Board's French sector schools.

Immersion Programs

Although a span of 60 years separated the two programs, the basic goal of both programs was similar - to anglicize the non-anglophone immigrants as quickly as possible. In the case of the Jewish children this goal is not stated, but the actions of the commissioners demonstrate this intention. The School Act of 1903 which declared Jews to be Protestant for the purpose of education entrenched the right of Jewish children to an anglophone education. Once the Board ended its experiment at the Baron de Hirsch Day School in 1907, Jewish children were brought back into the system with the understanding that they attend regular anglophone classes,

albeit at grade levels below those commensurate with their age, and that they pass the end-of-year examinations if they wished to remain in school.

But the Jewish children probably did not continue in school for an extended period of time. Rome (1981) points out that the Jewish immigrants of the turn-of-the century were among the poorest inhabitants of Montreal. Board records indicate that poverty prevented the majority of PBSC students from completing their education.

Ninety-two percent of the children in attendance leave school before attaining 13 years of age, partly through stress of poverty, partly through imperfect appreciation of the advantages of education (PBSC 1890-1891: 6).

It can be assumed, therefore, that, since most Jewish children ended their education by grades 3 or 4, the anglicization of the majority of Yiddish-speaking children was confined to the primary grades of the elementary school. The question of anglicization was, however, a much broader one in the case of Greek-speaking immigrant children. By 1965 the Board had increased its student enrollment seven-fold over 1906 enrollment to 64,353 students, with 82 elementary and 20 secondary schools under its jurisdiction. As a result, non-anglophone students were enrolled in classes at every level of the elementary and high school roster.

Although the Board attempted to solve the problem of how to educate such large numbers and wide dispersment of non-anglophones, two flaws in the planning procedures affected the success of the program: 1) the assumption by the Board that the primary necessity was for these students to become fluent in English and 2) the fact that the planning committees were consultative rather than administrative.

Because the Board perceived the acquisition of English to be the only need of the student, no effort was made to situate this need in a social context. A consideration of the social factors would have led the committees to examine alternatives such as bilingual education, or mother tongue classes in content courses like science or history. Had these measures been proposed and implemented, ESL students would have spent part of their day learning English and the remainder of the time in academic studies in their mother tongue, activities at which they had some chance of excelling.

Because the committees themselves were consultative, they lacked the power to implement their recommendations. It was left, presumably, to the officers to determine which recommendations to adopt.

Nevertheless, the experience in developing and carrying out this program represents a great step forward in planning.

For the first time there was a perception of a need by the Board, followed by an organized attempt at setting up a program to meet this need. The committees that were selected followed through the first two stages of Rubin's model, factfinding and actual planning, very carefully. Although the following stage, implementation of the recommendations, was incomplete, this was not the fault of the committees since they had no power to implement the plans. The feedback stage was more effective, since responses came from diverse groups within and without the Board. Comments were received from individual teachers, the teachers' syndicate and parents' groups. The Board also commissioned and published a study which, in part, evaluated the success of the ESL programs and made recommendations for improvement. These suggestions could not be acted upon, however, since passage of Bill 22, the Official Language Act, in 1974, put an end to immersion ESL programs.

Non-Immersion Programs

The problem confronting the Board in its two immersion-type programs was that of integrating non-anglophones into an anglophone school system. The problem of devising ESL programs for French-language schools was narrower in scope. Since students in the Board's French schools were receiving their basic education in French, the ESL programs prepared for such students come under the heading of English as a

foreign language (EFL) wherein students learn the second language as an academic requirement rather than as a requisite for integrating into the second language community. The growth in the planning of non-immersion programs parallels that of immersion programs, for in these EFL-type programs, too, there was growth.

The sparse information available on ESL programs at the Board's first elementary French-language school, Centenaire de la Paix, makes it clear that little formal planning took place with regard to such programs. No documentation exists regarding either what materials were provided for the children, or who taught the program.

With the establishment of a French-language high school, Baron Byng, more information became available. This may be due to the existence at the time of a Board High School Committee whose meetings were minuted, a situation that did not exist at the elementary school level. The High School Committee did not attempt to plan an ESL program, but incorporated materials approved by the Protestant Committee of the Superior Council. There was, as yet, no understanding of the need for examining linguistic material against a predetermined set of criteria in order to develop a program that best meets the needs of the local community.

On the other hand, the planning procedures for the Board's most recent ESL program, for students in the Board's

French sector schools comes closer than any of the previous programs to meeting the requirements of methodical planning. In the first place, the Board set up a planning committee in anticipation of a perceived need. Secondly, the mandate given to the committee by the Board empowered the committee to oversee the entire planning process, from determining and describing the problem, to setting goals, to planning and implementing the program and to evaluating and providing modifications where necessary. All four of Rubin's stages were, therefore, incorporated into this planning model. The planning procedures can, therefore, be considered successful in the sense that not only was attention paid to the linguistic aspects of the program, but, also, cognizance was taken of the temporal and economic constraints placed upon the situation as well as of human resources available to implement the program.

Comments on Future ESL Program Planning

The present Quebec government continues to respond to the cultural revolution initiated in the 1960's. In the first major overhaul of the school system since publication of the Parent Report, in 1964, and in the first-ever effort to provide a unified structure throughout the schools of Quebec, the Ministry of Education is in the process of developing syllabi in every subject area. Each syllabus contains sets of objectives which must be met by all students in the

province, whether anglophone or francophone. While the expected dates of implementation of these new programs range from September 1983 to September 1986, programs in English as a second language must begin to be implemented by September 1984.

There are, however, particular restrictions imposed by the Ministry on elementary ESL programs that exemplify the political influence upon the educational process, as discussed in chapter II of this thesis. In an explanation of the three levels of language planning, Corder (1975) points out that it is at the level of government that decisions are made regarding whether a language or languages will be taught, what language or languages will be taught and to whom a language or languages will be taught. In April 1981 the Ministry of Education published two documents, one at the elementary school level (16-0063), the other at the secondary school level (16-0062), which contain the regulations of the new "régime pédagogique". While the provisions for ESL programs at the secondary level are straightforward and equivalent to those for French as a second language (Appendix 2) the situation in the elementary school is less clear-cut (Appendix 3).

According to Ministry regulations, ESL classes cannot be introduced before the fourth grade of the elementary school.

Moreover, boards may further delay this introduction by one or two years as long as they make sure that all students achieve the compulsory objectives of the program by the end of cycle II of the elementary school (grade six). These restrictions contrast with the regulations concerning FSL programs. FSL classes may commence in the first grade of school. It is, therefore, evident that the Quebec government wishes to delay ESL instruction for francophone and other non-anglophone children until they have achieved literacy in French. It is equally evident that the Ministry has no such reservations with regard to anglophone children learning FSL. Such reasoning on the part of the government points to political rather than pedagogical motives in making decisions regarding the teaching of second languages.

Because curriculum decisions are no longer in the hands of school boards, the PSBGM will have no further occasion to plan ESL programs. If Rubin's model is applied to the present situation, it can be seen that the government, through its Ministry has assumed responsibility for planning the programs.

Factfinding The Ministry has spent several years gathering information on the needs and interests of students and on the merits of various ESL approaches (Document 16-22-04-02, October 1978; Document 16-3233-02, June 1979).

Actual Planning Pedagogical consultants working for the Ministry have developed a syllabus incorporating the functional/notional syllabus into the communicative approach (Document 16-2204 1981).

Implementation Once the program is presented in February, 1982, consultants and teachers of school boards throughout the province will study the program to prepare for classroom implementation, to take place no later than September, 1984.

Feedback Once the program has been implemented, the Ministry will evaluate the strengths and weaknesses of the program by means of periodic tests and surveys in order to make modifications.

In spite of the fact that the PSBGM is no longer in the position of developing its own ESL programs, it can, nevertheless, bring to this new situation the experiences it has gained during its long existence, the human resources it has available and the material resources it has created and accumulated.

REFERENCES

An act to amend the law concerning education with respect to persons professing the Jewish religion. Statutes of Quebec, 1903.

An act to establish the Department of Education and the Superior Council of Education. 1964. Quebec: The Government of the Province of Quebec.

Annual report, 1955-1956. Montreal: The Protestant School Board of Greater Montreal.

Annual report, 1956-1957. Montreal: The Protestant School Board of Greater Montreal.

Annual report, 1962-1963. Montreal: The Protestant School Board of Greater Montreal.

Annual report, 1966-1967. Montreal: The Protestant School of Greater Montreal.

Annual report of the Protestant Board of School Commissioners, for Montreal for the year 1901-1902. Montreal: The Protestant Board of School Commissioners.

Annual report of the Protestant Board of School Commissioners for Montreal for the year 1910-1911. Montreal: The Protestant Board of School Commissioners.

Annual report of the Protestant Board of School Commissioners for Montreal for the year 1915. Montreal: The Protestant Board of School Commissioners.

Arnopoulos, Sheila. 1968. The immigrant's dilemma: cracks spoil image of great Canadian mosaic. The Montreal Star, November 2.

Bagnell, Mary-Ann. 1979. Guidelines for discussion of English Around the World. Unpublished. The Protestant School Board of Greater Montreal, November 23.

Bill 22 language testing results. 1980. Unpublished. The Protestant School Board of Greater Montreal.

Blacklock, Tom. 1981. Personal communication, November 14.

Boucher, J.E. 1960. Le protestantisme canadien français et l'instruction publique. La Vie Chrétienne, May.

- Bureau, René. 1979. Personal communication, January 15.
- Campbell John and Phillip Sherrard. 1968. Modern Greece. London: Ernest Benn Limited.
- Careless, J.M.S. 1963. Canada a story of challenge. Toronto: Macmillan of Canada.
- Chall, Jean. 1967. Learning to read: the great debate. New York: McGraw Hill.
- Cochrane, E. George. 1968. The development of the curriculum of the Protestant elementary schools of Montreal. Toronto: Ph.D Thesis in Education at the University of Toronto.
- Corder, Pit. 1975. Introducing Applied Linguistics. Middlesex: Hazell Watson and Viney Ltd. (Penguin Books).
- Cox, Anne. 1975. PSBGM finalizes Bill 22 regulations. PSBGM news release communiqué. Montreal: The Protestant School Board of Montreal.
- Das Gupta, Jyotirindra. 1971. Religion, language, and political mobilization. In Can language be planned? Sociolinguistic theory and practice for developing nations, Joan Rubin and Bjorn H. Jerinudd (Eds.). Hawaii: The University Press of Hawaii.
- Department of Manpower and Immigration. 1972. Immigration statistics. Ottawa: Queen's Printer.
- Derevensky, Jeffrey and Daphne Mitchell. 1974. The inner city school: a curriculum evaluation. Montreal: The Protestant School Board of Greater Montreal.
- Dewey, John. 1933. How we think: a restatement of the relation of reflective thinking to the educative process. Boston: D.C. Heath and Co.
- Direction Générale du Développement Pédagogique. 1978. Recherche des centres d'intérêts et des besoins langagiers des élèves de 9 à 11 ans en vue de l'élaboration du programme d'anglais, langue seconde, niveau primaire. Document 16-22-04-02. Québec: Gouvernement du Québec, Ministère de l'Éducation.
- Direction Générale du Développement Pédagogique. 1979. Enquête en vue de déterminer l'influence de l'environnement linguistique des élèves des 1^{er}, 2^{ième} et 3^{ième} secondaires sur l'apprentissage de l'anglais, langue seconde. Document 16-3233-02. Québec: Gouvernement du Québec, Ministère de l'Éducation.

- Direction Générale du Développement Pédagogique. 1981. Programme d'études primaires, Anglais langue seconde. Document du travail. Québec: Gouvernement du Québec, Ministère de l'Éducation.
- Direction Générale du Développement Pédagogique. 1981. Règlements concernant le régime pédagogique du primaire et l'éducation préscolaire. Document 16-0063. Québec: Gouvernement du Québec, Ministère de l'Éducation.
- Direction Générale du Développement Pédagogique. 1981. Règlements concernant le régime pédagogique du secondaire. Document 16-0062. Québec: Gouvernement du Québec, Ministère de l'Éducation.
- Dinsdale, H.E. 1975. Regulations regarding the language of instruction. Education department memorandum no. 65. Montreal: The Protestant School Board of Greater Montreal, April 22.
- Dominion Bureau of Statistics. 1961. Census report. Ottawa: Queen's Printer 7: 1-9.
- Dougherty, Joan and Marcel Fox. 1978. To the parents of children who have not received from the Ministry of Education a declaration of eligibility for English language education. Montreal: The Protestant School Board of Greater Montreal, April 6.
- Dozois, Guy. 1976. In a letter to Marcel Fox, Director General of the PSBGM, October 19.
- Dunton, A. Davidson and André Laurendeau (co-chairmen). 1967. Report of the royal commission on bilingualism and biculturalism, book I: the official languages. Ottawa: Queen's Printer.
- Dunton, Davidson and André Laurendeau. 1968. Report of the Royal Commission on bilingualism and biculturalism, book II: education. Ottawa: Queen's Printer.
- The effect of Bill 101 on English education and the inherent inequities in the language provisions of the law. 1980. Montreal: The Protestant School Board of Greater Montreal.
- Eibel, Sylvia. 1981. Personal communication, March 24.
- Equal rights in the public schools. 1907. Editorial. The Jewish Times, June 28.

- Fairbairn, E.T.B. 1979. Personnel Department Memo. Unpublished. The Protestant School Board of Greater Montreal, June 19.
- Final report of the Committee on English for New Canadians. 1971. Unpublished. The Protestant School Board of Greater Montreal.
- Finegold, Ronald. 1981. Personal communication, March 18.
- Finocchiaro, Mary. 1969. Teaching English as a second language. New York: Harper and Row.
- Fishman, Joshua A. 1971. The impact of nationalism on language planning: some comparisons between early twentieth-century Europe and more recent years in South and Southeast Asia. In Can language be planned? Socio-linguistic theory and practice for developing nations, Joan Rubin and Björn H. Jernudd (Eds.). Hawaii: The University Press of Hawaii.
- Fishman, Joshua A. 1974. Language modernization and planning in comparison with other types of national modernization and planning. In Advances in language planning, Joshua A. Fishman (Ed.), Paris: Mouton.
- Fishman, Joshua A. 1974. Language planning and language planning research: the state of the art. In Advances in language planning, Joshua A. Fishman (Ed.). Paris: Mouton.
- Fox, Marcel. 1976. Language test results - Bill 22. Memorandum to members of the Board. Unpublished. The Protestant School Board of Greater Montreal, June 11.
- Fraser, Gordon. 1981. Personal Communication, June 18.
- Garvin, Paul. 1974. Some comments on language planning. In Advances in language planning, Joshua A. Fishman (Ed.). Paris: Mouton.
- Germaine, Claude. 1979. The evolution of English as a second language from 1763 to the present. Montreal: Course 632 in Applied linguistics at Concordia University.
- Gollan, Marilyn and Shirley Slobod. 1979. Estimated costs in Setting up Anglais langue seconde programs for post-accueil students. Unpublished. The Protestant School Board of Greater Montreal, January 31.

- Gosselin, Emile. 1965. La troisième solitude. Montreal: Montreal Labour Council.
- Greek Parents Federation. 1972. Problems of evaluation of programs in inner city school. Montreal: The Protestant School Board of Greater Montreal. April 1972.
- Handbook for teachers in the Protestant Schools of Quebec. 1957. Quebec: Department of Education.
- 1960 supplement to the handbook for teachers. Quebec: Department of Education.
- Handbook for teachers in the Protestant Schools of Quebec. 1965. Quebec: Department of Education.
- Handscombe, Richard. 1975. The sunrunners: ESL by tv for grade 3 in Ontario. TESOL Quarterly 9, 3: 289-298.
- Hosman, Marguardt, Miller et al. 1977. English around the world. Toronto: Gage Publishing Ltd.
- Isayev, M.I. 1977. National languages in the USSR: problems and solutions. USSR: Progress Publishers.
- Jernudd, Björn H. 1973. Language planning as a type of language treatment. In Language planning: current issues and research, Joan Rubin and Roger Shuy (Eds.). Washington: Georgetown University Press.
- Jernudd, Björn H. and Jyotirindra Das Gupta. 1971. Towards a theory of language planning. In Can language be planned? Sociolinguistic theory and practice for developing nations, Joan Rubin and Björn H. Jernudd (Eds.). Hawaii: The University Press of Hawaii.
- Karam, Francis X. 1974. Toward a definition of language planning. In Advances in language planning, Joshua A. Fishman (Ed.). Paris: Mouton.
- Kelman, Herbert C. 1971. Language as an aid and barrier to involvement in the national system. In Can language be planned? Sociolinguistic theory and practice for developing nations, Joan Rubin and Björn H. Jernudd (Eds.). Hawaii: The University Press of Hawaii.
- Language Arts I II and III. 1972. Printed program. The Protestant School Board of Greater Montreal.
- Language tests: Bill 22. 1976. Printed document. The Protestant School Board of Greater Montreal.

Lewis, Eileen. 1973. A study of the cultural and language problems of Greek immigrant children in Montreal. Lennoxville, Quebec: M.A. thesis at Bishop's University.

MacLean, Georgena. 1978. Committee to prepare the English program for new French classes. Instructional services memorandum to Mrs. Shirley Slobod. Unpublished. The Protestant School Board of Greater Montreal, May 30.

Magnuson, Roger. 1980. A brief history of Quebec education from New France to Parti Quebecois. Montreal: Harvest House.

Mair, Nathan H. 1981. Protestant education in Québec: notes on the history of education in the Protestant public schools of Quebec. Quebec: Comité Protestant, Conseil Supérieur de l'Éducation.

Mellgren, Lars and Michael Walker. 1977. YES! English for children. Toronto: Addison-Wesley.

Meloul, Felix. 1978. Personal communication, November 30.

Memoranda and instructions respecting course of study and examination tests in the Protestant public schools of Montreal for use of teachers, session 1902-1903. Montreal: The Protestant Board of School Commissioners.

Memoranda and instructions respecting course of study and regulations in the Protestant public schools of Montreal, session 1899-1900. Montreal: The Protestant Board of School Commissioners.

Memorandum of agreement between the PBSC and the Baron de Hirsch Institute. 1904. Montreal: The Protestant Board of School Commissioners for Montreal.

Millo, Nérino. 1959. Timetable for room 9, Peace Centennial School for the school year ending June 1960. Unpublished. The Protestant School Board of Greater Montreal.

Millo, Nérino. 1981. Personal communication, May 14.

Ministry of Education. 1976. The tests of sufficient knowledge of the language of instruction resulting from the Official Language Act of Quebec (Explanatory document). Quebec.

Ministry of Education. 1979. The schools of Quebec: policy statement and plan of action. Quebec.

Ministry of Education. 1981. Calendrier d'application progressive des nouveaux programmes d'études et des nouvelles repartitions de matières. Quebec.

Minutes of the Board meeting, February 28, 1979. Unpublished. The Protestant School Board of Greater Montreal.

Minutes of the Board meeting, August 27, 1979. Unpublished. The Protestant School Board of Greater Montreal.

Minutes of the Meeting of the Curriculum Council, April 21, 1963. Unpublished. The Protestant School Board of Greater Montreal.

Minutes of the meeting of the Curriculum Council, May 30, 1963. Unpublished. The Protestant School Board of Greater Montreal.

Minutes of the meeting of the Curriculum Council, April 22, 1965. Unpublished. The Protestant School Board of Greater Montreal.

Minutes of the meeting of the Curriculum Council, April 28, 1966. Unpublished. The Protestant School Board of Greater Montreal.

Minutes of the meeting of the Curriculum Council, November 24, 1966. Unpublished. The Protestant School Board of Greater Montreal.

Minutes of the meeting of the Elementary School Committee, June 1, 1967. Unpublished. The Protestant School Board of Greater Montreal.

Minutes of the meeting of the High School Committee, February 14, 1968. Unpublished. The Protestant School Board of Greater Montreal.

Minutes of the meeting of the Protestant Board of School Commissioners, September 30, 1875. Unpublished. The Protestant Board of School Commissioners for Montreal.

Minutes of the meeting of the Protestant Board of School Commissioners, November 30, 1876. Unpublished. The Protestant Board of School Commissioners for Montreal.

Minutes of the meeting of the Protestant Board of School Commissioners, September 3, 1877. Unpublished. The Protestant Board of School Commissioners for Montreal.

Minutes of the meeting of the Protestant Board of School Commissioners, January 10, 1878. Unpublished. The Protestant Board of School Commissioners for Montreal.

Minutes of the meeting of the Protestant Board of School Commissioners, January 18, 1878. Unpublished. The Protestant Board of School Commissioners for Montreal.

Minutes of the meeting of the Protestant Board of School Commissioners, November 14, 1907. Unpublished. The Protestant Board of School Commissioners for Montreal.

Minutes of the Protestant Board of School Commissioners, 1870-1876. Unpublished. The Protestant Board of School Commissioners for Montreal.

Minutes of the monthly meetings of the Protestant Board of School Commissioners, 1873-1876. Montreal: The Protestant Board of School Commissioners.

MTA position on the needs of inner city schools. 1972. Montreal: Montreal Teachers' Association.

Munroe, William. 1977. Chairman's letter concerning Bill 101. Education department memorandum no.24. Unpublished. The Protestant School Board, October 14.

National Assembly of Quebec. 1969. Bill 63: an act to promote the French language in Quebec.

National Assembly of Quebec. 1974. Bill 22: Official Language Act.

National Assembly of Quebec. 1977. Bill 101: Charter of the French Language.

Olynyk, Marion. 1978. Personal communication, December 12.

Parent, Alphonse-Marie. 1963. Report of the Royal Commission of Inquiry on education in the Province of Quebec. Part one: the structure of the educational system at the provincial level. Quebec: The Government of the Province of Quebec.

Parent, Alphonse-Marie. 1964. Report of the Royal Commission of Inquiry an education in the Province of Quebec. Part two: the pedagogical structures of the educational system. Quebec: The Government of the Province of Quebec.

Parent, Alphonse-Marie. 1965. Report of the Royal Commission of Inquiry on education in the Province of Quebec. Part two: volume III. The pedagogical structures of the educational system, the programmes of study and educational services. Quebec: The Government of the Province of Quebec.

Poulain, André. 1981. Personal communication, May 26.

The presentation to the Prime Minister of Canada, the Premiers of the provinces and the Senate-House of Commons Committee on the constitution - from the Protestant School Board of Greater Montreal. 1980. Montreal: The Protestant School Board of Greater Montreal.

Prospectus for elementary schools 1958-1959. Montreal: The Protestant School Board of Greater Montreal.

PSBGM annual report 1967-1968. Montreal: The Protestant School Board of Greater Montreal.

PSBGM annual report, 1974-1975. Montreal: The Protestant School Board of Greater Montreal.

PSBGM annual report 1976-1977. Montreal: The Protestant School Board of Greater Montreal.

PSBGM annual report 1978-1979. Montreal: The Protestant School Board of Greater Montreal.

Public schools of Montreal under the direction of the Protestant Board of School Commissioners. Annual report of the Protestant Board of School Commissioners for Montreal for the year 1902-1903.

Regulation number 7 of the Department of Education. 1971. Quebec: Department of Education.

Report of English for New Canadians Committee, May 10, 1967. Unpublished. The Protestant School Board of Greater Montreal.

Report of the Committee on Language Problems, May 10, 1967. Unpublished. The Protestant School Board of Greater Montreal.

Report of the Inner City Schools Committee, November 27, 1968. Unpublished. The Protestant School Board of Greater Montreal.

Report of the Protestant Board of School Commissioners for Montreal for the scholastic year 1891-1892. Montreal: The Protestant Board of School Commissioners.

Reports of the Protestant Board of School Commissioners for Montreal for the scholastic years 1872-1929. Montreal: The Protestant Board of School Commissioners.

Report of the Protestant Board of School Commissioners for Montreal for the Scholastic years 1895-1897. Montreal: The Protestant Board of School Commissioners.

Report of the Superintendent of Public Instruction for the Province of Quebec for the year 1897-1898. Quebec.

Report of the Protestant Board of School Commissioners for Montreal for the scholastic year 1892-1893. Montreal: The Protestant Board of School Commissioners.

Reports of the Protestant Board of School Commissioners for the City of Montreal, 1872-1929. Montreal: The Protestant Board of School Commissioners.

Rome, David. 1975. On the Jewish school question in Montreal, 1903-1931. Montreal: National Archives of the Canadian Jewish Congress.

Rome, David. 1978. On our forerunners at work, Epilogue: notes on the twentieth century. Montreal: National Archives of the Canadian Jewish Congress.

Rome, David. 1978. On our forerunners at work. Montreal: National Archives of the Canadian Jewish Congress.

Rome, David. 1981. Personal communication, March 17.

Rubin, Joan. 1971. Evaluation and language planning. In Can language be planned? Sociolinguistic theory and practice for developing nations. Joan Rubin and Björn Jernudd (Eds.). Washington: Georgetown University Press.

Rubin, Joan. 1973. Discussion of the language planning field. In Language planning: current issues and research, Joan Rubin and Roger Shuy (Eds.). Washington: Georgetown University Press.

Rubin, Joan. 1973. Language planning: discussion of some current issues. In Language planning: current issues and research, Joan Rubin and Roger Shuy (Eds.). Washington: Georgetown University Press.

Rubin, Joan. 1975. What the good language learner can teach us. In TESOL Quarterly 9, 1: 41-51.

Rubin, Joan. 1976. Language and politics from a sociolinguistic point of view. In Language and politics: their interaction in formal and informal arenas, W.N. and J. O'Barr (Eds.). The Hague: Mouton.

Rubin, Joan and Björn H. Jernudd. 1971. Introduction: language planning as an element in modernization. In Can language be planned? Sociolinguistic theory and practice for developing nations, Joan Rubin and Björn Jernudd (Eds.). Hawaii: The University Press of Hawaii.

Rubin, Joan, Björn Jernudd, Jyotirindra Das Gupta and Charles Ferguson. 1977 Language planning processes. The Hague: Mouton.

Sack, B.G. 1975. Canadian Jews early in this century. Montreal: National Archives of the Canadian Jewish Congress.

Services Généraux des moyens d'Enseignement. 1975. Making music one, two, three and four. Quebec: Department of Education.

Slobod, Shirley. 1978. A resumé of the activities of the committee to prepare English programs for new French classes. Unpublished. The Protestant School Board of Greater Montreal, December 6.

Slobod, Shirley. 1979. English as a second language programs in our post-accueil classes. Unpublished. The Protestant School Board of Greater Montreal, April 10.

Slobod, Shirley. 1980. Response to: utilization de manuels scolaires et de matériel didactique non approuvés. Unpublished. The Protestant School Board of Greater Montreal.

Slobod, Shirley. 1980. Theme related activities for primary classes in English as a second language. Xeroxed document, Montreal: The Protestant School Board of Greater Montreal.

Smith, Brian. 1978. English as a second language: a work and activity book for elementary grades. Montreal: Concordia University Printing Services.

Stanley, Malcolm. 1975. Concerning the tests of (English) language competence to be administered in August, 1975. Unpublished. The Protestant School Board of Greater Montreal.

Stanley, Malcolm. 1976. Bill 22 language tests. Curriculum Department memorandum no. 46. Unpublished. The Protestant School Board of Greater Montreal.

Statement on Bill 101: Charter of the French language in Quebec. 1977. Montreal: The Protestant School Board of Greater Montreal, June 1.

Stokes, Anne. 1974. The development of English as a second language at Sir George Williams University. In TESL TALK 5, 3: 1-5.

Stériorff, Joseph. 1966. Experiment on Main Street. In: Toronto Education Quarterly 5, 11: 2.

Sullivan, Maurice. 1980. English as a second language - - the flow. Chicago: Archdiocese of Chicago.

Texts recommended for authorization in classes for French-speaking pupils in grades VIII-XI of Quebec Protestant Schools. 1963 and 1964. Minutes of the meeting of the Curriculum Council, April 21, 1964. Unpublished. The Protestant School Board of Greater Montreal.

Wardhaugh, Ronald. 1976. Developing ESL materials. In TESL TALK 7, 2: 7-12.

Wardhaugh, Ronald, William F. Marguardt and A.J. Hald Madsen. 1976. English around the world (2nd ed.). Glenview, Illinois: Scott, Foresman and Company.

Whiteley, Wilfred. 1971. Some factors influencing language policies in Eastern Africa. In Can language be planned? Sociolinguistic theory and practice for developing nations, Joan Rubin and Björn Jernudd (Eds.). Hawaii: The University Press of Hawaii.

Appendix 1
 Procedures in ESL Curriculum Planning

		EVALUATION	
		FORMATIVE	SUMMATIVE
STAGES	STEPS		
1. Fact Finding	1. Investigate the existing plan to ascertain problems: (a) from planners' point of view (b) from implementors' (teachers') point of view 2. Isolate the constraints placed on program by the following factors: (a) social (b) cultural (c) economic (d) political	1. Assess the merit of each of the opposing views. 2. Determine how much weight to attach to the attitudes that emerge.	
2. Planning	1. Establish the goals. 2. Select the means (strategies). 3. Predict the outcome.	1. Weigh the effects of pursuing different goals. 2. Examine the effectiveness and pedagogical cost of various strategies. 3. Determine the consistency of strategies with goals, strategies with predicted outcome and goals with predicted outcome. 4. Determine the compatibility of the anticipated program with existing structures. Evaluation does not provide much information in Implementation Stage.	
3. Implementation	1. Persuade the executives to act upon the plans. 2. Mobilize the co-operation of all persons involved in implementation of plan. 3. Collect data on the effectiveness of the various strategies.		
4. Feedback	1. Develop criteria to compare actual outcome with predicted outcome. 2. Use the data received through feedback to assess the success of the program.		1. Assess whether the actual outcome matches predicted outcome. If not, modify strategies, re-establish goals and select other strategies. 2. Assess the outcome of specific strategies to determine subsequent policy and strategy decisions. Evaluation must take into account such variables as: (a) sociological factors (b) the nature of the learning and teaching process (c) the mandate given to the planners.

(Adapted from Rubin)

Appendix 2

Breakdown of Compulsory Courses (including ESL)
at the Secondary School Level

<u>Course</u>	Number of Credits*				
	<u>1st Year</u>	<u>2nd Year</u>	<u>3rd Year</u>	<u>4th Year</u>	<u>5th Year</u>
Mother Tongue (French or English)	6	6	6	6	6
Mathematics	6	6	4	4	4
Geography	4	4	4		
Second Language (English or French)	4	4	4	4	4
Moral and Religions Instruction	2	2	2	2	2
Personal and Social Training	1	1	1	1	1
Physical Education	2	2	2	2	2
Career Guidance	1	1	1	1	1
Art	4	4	4		
Ecology	4	4	4		
Science				4	
History				4	
Economics					4

*Each credit corresponds to 25 hours of activities
(Document 16-0062: sections 27, 29, 31, 33 and 35).

Appendix 3

Sections of MEQ Document 16-0063 Pertinent to ESL Programs
at the Elementary Level

Section 43 - Schedule of Subjects at the Elementary Level

<u>Subject</u>	Hours per Week	
	<u>Cycle I</u> (grades one-three)	<u>Cycle II</u> (grades four-six)
Mother Tongue (French or English)	7	7
Mathematics	5	4
Moral and Religious Instruction	2	2
Physical Education	2	2
Art	2	2
History, Geography, Economic & Cultural Life	2	2
Natural Science	1	1,5
French as a Second Language or English as a Second Language	2	2
Manual Activities		0,5

Section 46 - Teaching of English as a Second Language: The teaching of English as a second language begins, at the earliest, in the 4th year of elementary studies.

MEQ Commentary on Section 46: The school board may offer instruction in this course over one, two, or three years of the second cycle. It must, however, take the steps necessary to assure that all the compulsory objectives of the program are attained.

Section 47 - Teaching of French as a Second Language to Pupils Eligible to Receive Instruction in English: For pupils eligible to receive instruction in English the teaching of French as a second language begins in the 1st year of elementary studies.