

DEVELOPMENTS IN EDUCATION

IN NOVA SCOTIA

1945-1959

A thesis written in partial
fulfillment of the requirements for the
degree of Master of Arts.

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PREFACE

It is claimed that education is everybody's business. Whether or not this is so is not a question of concern in this thesis. What is of concern is whether or not "statements of fact" and opinions are based on factual evidence. There is much talk and discussion concerning educational questions today in Nova Scotia, which, while reflecting general public interest and concern, could benefit from a ready source of factual information. Everybody talks about education or is implored to be concerned about education, and yet much basic information is not readily available.

This thesis does not, however, attempt to outline all the information one should have on educational topics, but is for the purpose of providing factual information on the development of education in Nova Scotia over the post-war period from 1945 to 1959. The information, notations, and conclusions, are ones which the writer believes to be significant but are not necessarily, of course, the only significant ones which may be presented.

To collect this information it was necessary to consult many sources such as annual reports of both the Department of Education and the Department of Municipal Affairs, Nova Scotia Teachers Union Annual Council minutes, and publications of the Nova Scotia Teachers Union, Canadian

Teachers Federation, Canadian Educational Association, and the Dominion Bureau of Statistics.

There will be presented first a general introduction in the first chapter. Subsequent chapters will contain brief introductions followed by more factual material and tables. It is necessary to omit or limit tempting observations and developments in many areas for which basic information is given. It is hoped that the material presented will not only be useful as factual information but will provide impetus to interested people to obtain more information, and further develop the material here presented.

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INTRODUCTION

The importance of education in the world today cannot be challenged seriously. Progressive nations must have a large supply of well-educated and well-trained citizens or go backwards. Backward countries regard education as the key necessary to unlock the door to future progress. Recent history alone has indicated that whole generations can be "educated" with respect to moral, ideological, or philosophical ideas. Again it has been indicated that countries relatively poor in natural resources may have relatively high standards of living by means of the wise use of education. An educational system is the result of many factors in the life of a province or country. It is a living thing shaped by sometimes forgotten difficulties and struggles.

To set the stage for this period of development in Nova Scotia reference to statements from the Superintendent of Education Annual Reports in 1944 and 1945 will be helpful. In his 1944 report, Dr. Henry F. Munro makes mention of a "widely diffused interest" in the school as a social institution, which interest will help to supply the "impetus to carry forward through the period of reconstruction lying ahead."¹ At the conclusion of Dr. Munro's 1945 report, he

¹Annual Report of the Superintendent of Education for Nova Scotia for the Year Ended July 31, 1944 (Halifax, King's Printer, 1944), p. xliv.

suggests a program of activity for the next decade. The following list summarizes the areas of activity in his suggestions: adult education, regional libraries, health education (including physical fitness), a scientifically-based system of taxation for school support, expansion of teacher-training facilities, extension of the building program through loans, auxiliary classes for retarded and exceptional children, equalization of assessment, a system of selecting teachers, special consideration for coloured and backward sections, more development of nursery and kindergarten schools, and an increase in cultural standards for teachers and pupils by means of a curriculum blending the past with modern needs and instruments.²

Concerning these post-war problems, the Superintendent stated that the "rehabilitation of the teaching profession is the most urgent post-war task of the Department, and is the essential condition for the success of any administrative reforms that may be proposed."³ This period then starts off with heightened public interest in education and with many post-war problems and challenges.

Chapters II and III deal with aspects of administrative and organizational changes, while Chapters IV and V are concerned with figures which indicate educational load, effort, and ability.

²Ibid., 1945, pp. xxxi, xxxii.

³Ibid., p. xxiv.

CHAPTER I

ADMINISTRATIVE ORGANIZATIONS

Departmental Organization

Educational administration concerns, of course, the Department of Education and school boards. The Department is generally responsible for supervision of public schools and education in the Province. A complete outline of department policy, programs and activity is beyond the scope of this chapter. However, three areas will be dealt with briefly: departmental organization, educational finance structure, and curriculum development. The authoritative responsibility and make-up of school boards also will be briefly outlined.

In 1945 the Education Office was headed by a Superintendent of Education, Dr. Henry F. Munroe and was responsible to the Council of Public Instruction made up of the Premier and his Cabinet.

There were a Chief Inspector, a High School Inspector, and seventeen divisional inspectors throughout the Province. The Departments of Household Science and Mechanic Science were headed by Inspectors. There were Directors of Guidance, Technical Education, and Rural Education. The School Book Bureau and the Nova Scotia Teachers Pension Fund were also administered by department personnel. The first report since

World War II on the Nova Scotia Regional Libraries was given. The Provincial Normal College and the College of Art also reported to the Education Office. The Department of Education was also concerned with the Common Examining Board for provincial examinations, school broadcasting, a re-organization and re-cataloguing of the Central Library, Visual Education, Home and School Associations, and development of the guidance programme (a Director had been appointed two years earlier).⁴

In the fall of 1945 a Division of Adult Education was created and a Director appointed. The need to revise the curriculum led to the appointment of a Director of Curriculum in 1947. The 1948 report indicated that a Director of the Regional Libraries Commission was appointed and that goals for development were presented in a special survey. In 1949 the Honorable Henry D. Hicks was appointed as the first Minister of Education in Nova Scotia. In 1950 the Assistant Superintendent of Education was appointed the Deputy Minister of Education. The Superintendent of Education, Dr. Munroe, died in 1949 after 22 years of service as Superintendent.⁵

In 1950 a Supervisor of Temperance Education was appointed in response to a public demand for greater attention to this field. The 1951 Annual Report noted that the re-organization of the departmental staff was completed, following the

⁴Ibid., pp. xxvii - xxx.

⁵Annual Report of the Department of Education for the Year Ended July 31, 1950 (Halifax, Queen's Printer, 1950), p. xxxvii.

creation of the separate ministry in 1949. A Director of Educational Services to be in charge of the operation of the general programme in the public schools was appointed. The Assistant Director was also Chief Inspector. In 1951 the Museum of Science, formerly under the Department of Mines, was transferred to the Department of Education. The physical fitness programme originally established by the provincial Department of Health under the provisions of the National Physical Fitness Act was transferred to the Department of Education in 1952 as a separate division headed by a Director. Additional quarters for the Museum of Science were obtained in part of the old Nova Scotia Technical College Building during 1952.⁶

In 1953 a Royal Commission on Educational Finance was appointed. The Report of the Commission was brought down in 1954 and legislation resulting from the recommendations went into effect in 1956.⁷

During 1959 a number of changes were made in the administrative structure of the Department on the recommendation of Jerome Barnum Associates. There are now five main divisions in the Department of Education proper—Elementary and Secondary Education, Vocational Education, Adult Education, Educational Services, and Administration, each of which is headed by a Director.

⁶Ibid., 1952 , p. 8.

⁷Ibid., 1956, p. vi.

The Division of Elementary and Secondary Education now includes five sections--Curriculum and Research Inspection and Field Services, Classification and Licensing of Teachers, and Publication and Information. In addition to the programme of studies and research, pupil personnel services, visual education, radio and television, as well as provincial examinations are included in the Curriculum and Research Section.

The Educational Services Division is now wholly responsible for the school construction programme; including plans, approval of sites, and the conduct of surveys of plants and facilities.

Educational Finance Structure

In 1945 nineteen municipalities were operating under the new system of financial support known as the Municipal Unit. This system provided a uniform school levy over the whole municipality replacing the section assessment for current expenditures. The local school section retained its identity, however, and continued to levy for capital expenditures. The Municipal School Board engaged and paid teachers, paid maintenance and operating costs of rural and village schools, and made arrangements for conveyance. Incorporated towns and cities continued to operate their schools separately.⁸

In 1946 the Annual Report noted that the larger unit

⁸Ibid., 1945, p. xii.

had been now adopted by all municipalities and where formerly there were 1500 school boards, now there were 24. "The ragged system of finance, with its arrears in taxes and salaries, and illogical multiplicity of grants-in-aid, was simplified through uniformity of rates and the application of an equalization fund."⁹

In order to determine the contributions of the Provincial Government under this Municipal Unit plan, a fixed municipal rate (90% of the median of the 1941-42 school year) was used. The difference between this amount and the amount needed to provide the minimum programme including teachers' salaries was paid for by the Provincial Government through an equalization grant.¹⁰

Under this system the provincial contributions increased quickly in the next few years (see Table 1) and an unexpectedly large burden fell on the Province. During the 1945-48 period, for example, total rural and village monies raised for education increased only by \$28,394. This was primarily because local assessments in the Municipalities remained more or less constant in spite of the general increase in costs. This was further complicated after 1948 by the rapid increase in enrolment (see Table 17) causing new classrooms

⁹Ibid., 1946, p. ix.

¹⁰Vincent J. Pottier, Report of the Royal Commission on Public School Finance in Nova Scotia, 1954, (Halifax, Queen's Printer, 1954), pp. 7-8.

to be built. The greater part of this additional cost under the Municipal School Unit system was borne by the Provincial Government.¹¹

In the urban areas the Province paid grants mainly for teacher salaries and so the proportion contributed by the Government was much less than in the Municipalities. In addition, grants paid by the Province towards the new salaries in 1948 were such that towns which had higher salaries in the 1945-46 base year received proportionately less. In some cases, of course, grants did not relate to financial ability.¹²

In 1951 changes were made to fix the Equalization Grant at the rate in the 1950-51 school year, and to pay 50% instead of 100% on conveyance in schemes operating after 1952. This gave the Municipalities a greater burden in that maintenance costs and basic teachers' salaries for new classrooms, and the 50% of new conveyance would be borne by the Municipality (see Table 1). Changes were made in the Municipal Act to make it possible for municipal councils, by agreement, to collect levies made by local sections for the repayment of capital indebtedness and for sums over the minimum program administered by the Municipal School Boards.¹³

¹¹Ibid., p. 9

¹²Ibid., p. 9

¹³Ibid., pp. 10-11.

The rural and regional high school programme was financed in the following manner. The Province paid 75% of the operating expenses, and full capital costs for rural high schools. The Province paid in the case of regional high schools that part of the capital costs which would provide for rural and village pupils as well as a portion of the remainder; in addition the province paid 75% of the rural area share including costs of conveyance regardless of the ability of the Municipality involved. In towns where regional schools were built, the Province paid 35% to 50% of the town's share of operating costs.¹⁴

The Royal Commission on Educational Finance was appointed in 1953. The essential problem in 1954, according to Pottier, "was to simplify the system of support of schools and to arrive at a basis of support which would take into consideration the true ability of the various municipalities, towns, and cities to raise funds for education from local taxation."¹⁵ The Commission brought down its report in 1954 and it was acted upon by the Legislature in 1955 and was implemented January 1, 1956. The Municipalities assumed title to properties and responsibility for erection of new buildings as the local trustees lost a good many of their powers and duties. The new legislation provided for a

¹⁴Ibid., p. 13.

¹⁵Ibid., p. 13.

Foundation Program consisting of teachers' salaries, maintenance and operating costs, tuition, conveyance, and boarding of pupils. Costs were to be shared by the Province in inverse proportion to the local unit's ability to pay as judged by an equalization of assessment. There was a 25% minimum payment for this programme by the Province regardless of the proportion calculated for each unit, with an exception for capital costs in which case the actual proportion would apply. The local area was to pay eighty cents per hundred dollars toward costs of the programme (instruction, maintenance, and transportation according to Foundation scales) and the Province was to pay the rest. The partnership ratio was calculated from these two amounts.¹⁶

¹⁶H. P. Moffatt, "Financing Education in Nova Scotia," The Bulletin of the Nova Scotia Teachers' Union, XXXII (February, 1956), pp. 14-18.

TABLE 1

NOVA SCOTIA INCREASES IN EDUCATIONAL FINANCE
OVER PREVIOUS YEAR BY SOURCE¹⁷

Year	Rural and Village Revenue	Urban Revenue	Provincial Government Expenditure
1945	27,033	116,436	1,585,127
1946	- 4,204	217,315	535,485
1947	- 30,946	337,425	908,207
1948	37,511	390,929	868,663
1949	146,996	322,320	1,392,968
1950	70,745	498,839	988,382
1951	43,741	208,204	266,292
1952	345,905	797,722	132,384
1953	990,521	251,418	431,045
1954	209,750	743,726	812,261
1955	628,453	496,280	514,464
1956	184,536	412,321	1,613,945
1957	503,633	884,291	2,826,347
1958	1,106,910	490,132	1,001,701
1959	1,513,129	1,053,917	1,684,069

Note: Provincial government expenditure overlaps the next calendar year by three months. In 1952 and since, rural, village, and urban revenue are for the calendar year. The 1958 and 1959 amounts for Provincial expenditure include 250,000 dollars for university grants.

¹⁷Figures taken from the Annual Reports of the Department of Education.

Curriculum Development

In 1947 the importance attached to the revision of the curriculum led to the appointment of a Director of Curriculum. The previous curriculum revision was in the 1932-36 period. A Curriculum Advisory Committee was appointed to "counsel and advise the Superintendent and the Director of Curriculum as to policy and procedure" in the revision of the curriculum. This Committee included "two school inspectors, two supervisors, three teachers, two lay representatives, and, in an ex officio capacity, seven professional advisors." In addition to the Curriculum Advisory Committee various coordinating committees gather evidence from teachers and from the experimental use of new courses, and make recommendations regarding new spelling and language usage texts in Grades III to VI.¹⁸

The 1949 Report indicated that in 1950 a new reading programme would be introduced, that within two years the remaining parts of the elementary school programme would be reviewed, and that a start on the Junior and Senior High School programs would be made during 1950.¹⁹

The 1951 Report noted that the reading programme was completed to the end of Grade VI with the introduction of new readers in Grades IV, V, and VI and new text books in

¹⁸Annual Report of the Superintendent of Education, 1948, p. xxxvi.

¹⁹Ibid., 1949, p. xxxi.

spelling and language were adopted for use in 1952-53.

The general structure of the new programme for Junior and Senior High Schools was established after two years of study and committees in the subject fields were working on the details of the programme.²⁰

In 1952 new health texts were introduced in Grades VII and IX. Participation of teachers in curriculum development was maintained at all levels. New texts in spelling and language usage were introduced in Grades III to VI in the autumn of 1952. In 1953 a new series of Arithmetic texts were adopted for the elementary grades. In 1954 a new Social Studies text in Grade V was adopted and new Latin texts in high school grades. The new programme in basic subjects for eleven grades was now complete. A series of one-day courses during June were conducted in various areas for the purpose of developing leaders who could assist with a general in-service training program "in connection with the new Social Studies course to be introduced in Grades I-VI in September."²¹

In 1957 texts were recommended for Music from Primary to Grade III, Household Arts in Grades VII and VIII, English Grammar in Grades IX and X, a workbook for the Grade II reader, and teaching guides for Mathematics and English for Grades VII to IX. The Curriculum Advisory Committee continued work on broadening the Senior High School programme—a two-level curriculum was proposed for the High School.²²

²⁰Ibid., 1951, pp. 85-86. ²¹Ibid., 1954, p. xiii.

²²Ibid., 1957, pp. xii, xiii.

In 1958 new texts were recommended for Science Grades VII-X, Spelling Grade IX, Geography Grade X, German Reading Grade X and XII, Economics Grade XI. All of these were authorized for use in September, 1958 except Science in Grades VIII to X. Revised programmes were extended to Grade VI in Health Education and Science, Grade X in French, Grades XI and XII in History. Other courses approved by the Advisory Committee were Industrial Arts, Grades VII to X, French, Grade X, and Social Science, Grades IX-XII. Approval was given selected schools to offer experimental course in Home Economics, Grades XI and XII, Driver Education, General Mathematics, Grades X and XI, Agriculture, Grades X to XII (non-matriculation courses).²³

The 1959 Annual Report indicated that the "revision of the basic programme of studies, which began in 1948 with the primary grades, was virtually completed . . . New textbooks and teaching guides are now available for all the regular academic subjects . . . with the exception of the English Literature textbooks in Grades X and XI."²⁴ The Report further states that the staff of the Curriculum and Research Section, with the assistance of committees of teachers, university representatives, and members of other government departments, are revising the teaching guide originally issued and preparing new guides in special fields

²³Ibid., 1958, p. xiii.

²⁴Ibid., 1949, pp. 13, 14.

such as Music Appreciation and Health. This Report also notes that by means of the Provincial Standards Project, which is a cumulative testing programme for five consecutive years, an assessment of student achievement in the basic subjects of Reading, Arithmetic, and Language is being made. Reference is made to the most important problem which now is "to provide adaptations of this program in the elementary grades and extensions or additions to it in the senior grades to provide for the increasing diversity of abilities and future occupational interests . . . The question to be answered is not whether there should be more diversity in the high school programme but rather what form this diversity should take."²⁵

²⁵Ibid., pp. 14-15.

School Boards and Trustees

Prior to Bill 66 which was based on recommendations from the Pottier Report school trustees had more responsibility and authority. Schools of rural (one full-time teacher) and village sections were managed by trustees, whereas urban schools were managed by a Board of School Commissioners. The trustees were responsible for managing property, maintaining and equipping buildings as well as the capital construction.²⁶

With the approval of the Minister and the Municipal School Board, two or more village school sections could unite to form a School District for the education of some of the pupils of the uniting sections. Trustees of such a district school had, in respect to the district, all the powers and duties of trustees of sections.²⁷

In addition a Regional School Board could be set up by the Government-in-Council to administer a regional school or an urban area to educate some or all the pupils in the urban area and the adjacent municipality.²⁸ Such a Board entered into an agreement with the Municipal School Board, the Board of School Commissioners in the urban area, and the Minister of Education respecting the education of students and the respective payments to be made. In 1953 any Consolidated School Board became a Regional School Board.

²⁶Nova Scotia, The Education Act, 1953, sec. 51, subsec. 1.

²⁷Ibid., secs. 42, 47.

²⁸Ibid., secs. 49-51.

The Municipal School Board consisted of seven members, four appointed by the Municipality and three by the Government. Such Boards had power to employ and pay teachers, pay to trustees sums for school maintenance, pay operating expenses for rural high schools, pay a Regional School Board for expenses of educating pupils from municipal areas, and assume indebtedness incurred by trustees of a school district.

The Municipal Council had to provide the funds required by the Municipal School Board to maintain the minimum programme and could provide sums of money for additions to the minimum programme.

The 1956 changes brought about by Bill 66 gave the Municipalities title to all school property in the rural and village school sections, and responsibility for erection of new buildings. The Municipal School Boards were given greater responsibilities with respect to the provision of educational facilities and the maintenance and operation of school buildings and the duties of local trustees were correspondingly reduced. They were to continue to act as supervisors of the educational programme in their sections, and to assist the Municipal School Boards in the maintenance, operation, and upkeep of school buildings.

²⁹Ibid., 1956, Sec. 26.

Present Composition of School Boards

(1) Municipal School Boards: Each Board shall consist of seven members, four are appointed by the Municipal Council and three by the Governor-in-Council. Each member is appointed for a three-year term.

The Municipal Council has the power to grant increases in salaries above the Foundation Scale.³⁰

(2) Regional School Boards: Each Board shall consist of seven members, one is a member of the Municipal School Board and of the Municipal Council, and one who resides in the area are appointed annually by the Municipal School Board; one who is a member of the city or town board and of the city or town council, and one who resides in the city or town are appointed annually by the city or town board; and three appointed by the Governor-in-Council (for a three-year term).

The Governor-in-Council has the final say on the granting of increases above the Foundation Scale. Such a request usually would have the agreement of the Town and Municipal School Boards who share the cost.³¹

(3) Board of Commissioners: Three are appointed by the Town Council annually with at least one being re-appointed each year. Two are appointed by the Governor-in-Council for three-year terms.

³⁰Ibid., Sec. 52.

³¹Ibid., Sec. 51.

The Town Council shall provide for the amount estimated by the Board for school purposes for the coming year.³²

(4) Trustees: Trustees are elected at the annual school meeting. One trustee may be elected from residents of the section liable to pay poll tax and the remaining are elected from residents liable to pay municipal taxes for property. Trustees hold office for three-year terms (except a new section where terms are staggered). Trustees must include in their estimate to the Municipal School Board any amounts to be raised by an area rate.³³

³²Nova Scotia, The Towns' Incorporation Act, 1956, Secs. 151, 158.

³³The Education Act, 1956, Secs. 18, 20, 66.

CHAPTER II

OTHER ORGANIZATIONS

Organizations such as the Nova Scotia Teachers Union, the Nova Scotia Federation of Home and School Associations, and the Nova Scotia Association of Urban and Municipal School Boards have all had some effect on the educational system in Nova Scotia.

Representatives of these organizations have often worked together on educational problems. The Joint Committee on Teacher Recruitment and Retention is a prime example of this cooperation. In 1957 this Committee sponsored a study of pupil attitudes towards teaching as a career.

Again it is beyond the scope of this chapter to outline the history, policies, and activities of these organizations. Because of the importance of the teacher in the educational system and because of the present role of teachers in endeavouring to raise the level of education and the status of the teaching profession, the development of the Nova Scotia Teachers Union over this period will be outlined. One individual may term teacher representations as "contemptible bargaining" while another may state that collective bargaining is the key to educational progress. The latter writer, an American, is convinced that "the weakness of teachers is a catastrophe for the country

as well as the teachers,"³⁴ and while collective bargaining initially may be advocated as an economic measure, "its ultimate justification will lie not so much in what it will do for the teachers as in what it will do for . . . education."³⁵

Nova Scotia Teachers Union

The Nova Scotia Teachers Union was first organized in 1896 and reorganized in 1920. It is not governed by the Labour Act and so is not a Labour Union, but is legally governed by the Nova Scotia Teachers Union Act, the teachers' professional act.

As a prelude to tracing Nova Scotia Teachers Union development, reference will be made to statements in the Annual Report of the Superintendent of Education. In the 1945 Report, the Superintendent stated that "the rehabilitation of the teaching profession is the most urgent post-war task of the Department, and is the essential condition for the success of any administrative reforms that may be proposed."³⁶ Increases in salary, better living conditions in rural areas, consolidation of schools, and the raising of qualifications are means he noted by which conditions in the profession might be improved.

Again in 1946 the Superintendent makes reference to

³⁴Myron Lieberman, The Future of Public Education, (Chicago, The University of Chicago Press, 1960), p. 216.

³⁵Ibid., p. 178.

³⁶Annual Report of the Superintendent, 1945, p. xxiv.

the teaching profession. The final paragraph of his report is as follows: "Again, it may be repeated, the supreme thing needful, in common with the rest of the troubled world, is the emergence of an adequately-trained, socially-adjusted teaching profession with a secure status, conscious of its own significance as the determinant of a new society and prepared to magnify its office."³⁷

In the same year the Chief Inspector of Schools noted in his report that a period of great change in public school education was being experienced. He stressed certain considerations which should be kept in mind during this period of reorganization and improvement. The first consideration he noted was as follows: "The success or failure of any such programme depends, and will continue to depend, primarily upon the teaching personnel. No effort should be spared to bring into the teaching profession increasing numbers of young people possessing the personality, the aptitude, and the qualifications which are necessary to successful teaching. Nor should we be satisfied with anything less than the best we can afford in the way of professional training for these candidates."³⁸

³⁷Ibid., 1946, p. xxxv.

³⁸Ibid., pp. 223, 224.

Nova Scotia Teachers Union Efforts Towards Professionalism

The Nova Scotia Teachers Union is historically connected with attempts to improve the status of the teaching profession and in advancing the cause of education in the Province. These indeed are the first two objects incorporated in the Nova Scotia Teachers Union Act:

- (a) to promote and to advance the cause of education in the Province;
- (b) to cooperate in raising the status of the teaching profession,
 - (1) by initiating and promoting research in the methods and practices of teaching and in the subjects of the curriculum;
 - (2) by any means which the Union shall deem advisable.³⁹

While an exhaustive discussion of professional activities cannot be made in this thesis, a number of these activities will be noted.

During the 1949-50 school year, the Research Committee of the Nova Scotia Teachers Union reported completion of Research Study No. 2: A Survey of Teaching Facilities.⁴⁰ Research Study No. 1: A Survey of Reading Ability in Nova Scotia Schools Grades IV-X was completed in 1948. During the 1949-50 school year briefs were presented

³⁹The Nova Scotia Teachers Union Act, 1959, sec. 5
(a), (b).

⁴⁰Report of Research Committee, Minutes of Annual Council of the Nova Scotia Teachers Union, p. 12.

to the Royal Commission on National Development and to the first Minister of Education. Partly as a result of Nova Scotia Teachers Union representation, the Department of Education called a meeting in the 1949-50 school year of department officials, teacher representatives, and Nova Scotia Teachers Union representatives to discuss teacher education regulations.⁴¹

At the 1951 Nova Scotia Teachers Union Annual Council it was reported that the Nova Scotia Teachers Union had two representatives on the Commission on Teacher Education. Such a Commission had been advocated by the Union. At the 1952 Council it was reported that the Nova Scotia Teachers Union Act was passed but that the collective bargaining section was seriously emasculated. During 1953 a Central Office was opened in Halifax and a part-time director appointed.⁴²

It was reported at the 1954 Council by the Research Committee that Study No. 3: A Survey of Arithmetic Ability in Grade VII had been completed. During this year the Union requested the Department to set up a teachers' licensing board. In October 1954 an Advisory Council on Teacher Education was set up by the Department. The Union was provided representation on this Council.⁴³ This Advisory

⁴¹"President's Report," Minutes of Annual Council of the Nova Scotia Teachers Union, 1950, p. 1.

⁴²Ibid, 1953, p. 2

⁴³Ibid, 1955, p. 30.

Council was to "advise the Universities and Department of Education on problems of Teacher-Education, to act as a forum at which details of the professional courses to be offered at the Universities and the Provincial Normal College can be discussed, and to act as an advisory body to a Provincial Director of Teacher-Education, if and when such a person is appointed."⁴⁴

In 1956 the Nova Scotia Teachers Union Act was amended to give automatic membership with a permanent write-out clause. This clause enabled any teacher to withdraw permanently from membership in the Union by written notification. During 1956 the Union first offered three scholarships of \$750. each to teachers who were furthering their education. A charter for the Nova Scotia Teachers Credit Union was obtained in 1956. Various Locals of the Union put on special courses for their teachers to raise their qualifications. The 1956 Council adopted a set of by-laws including a Code of Ethics. This Council also adopted a resolution that the Nova Scotia Teachers Union provide refresher courses for teachers in service.⁴⁵

At the 1957 Council it was reported that more effective negotiation machinery was provided by amendment. The amendment made it mandatory that a Conciliation Commission be set up when certain conditions were established. During this year

⁴⁴Ibid., p. 30.

⁴⁵Annual Council Minutes, 1956, p. 21.

the first edition of Higher Qualifications for Teachers was printed giving information on licenses and details on how licenses could be improved.⁴⁶

In 1958 the Nova Scotia Teachers Union presented a brief to the Royal Commission on School Construction and a brief was also presented to the Conciliation Commission in Kings County. Six Regional Conferences throughout the Province were held to discuss professional problems. Two Provincial Seminars were sponsored by the Union, one on the teaching of mathematics, and one for music teachers. In the 1958-59 school year eleven regional conferences were held. The Nova Scotia Teachers Union was one of the member organizations which sponsored the Joint Committee on Teacher Recruitment. This Committee sponsored a study on attitudes of students towards teaching as a career.⁴⁷

The present policy of the Union towards entrance requirements to teaching includes a four-year programme of study beyond Grade XI.

Nova Scotia Teachers Union Membership

Membership in the Nova Scotia Teachers Union rose from 2,453 in 1944-45, to 5,600 in 1959. The percentage increase during this period rose from 68% of all teachers in 1945 to 95% of all qualified teachers in 1959, or 91% of all teachers.

⁴⁶"Executive Secretary's Report", Annual Council Minutes, 1957, p. 3.

⁴⁷"President's Report", Annual Council Minutes, 1959, p. 21.

Since 1952 permissive teachers have been ineligible for membership. From 1945 to 1954 the increase was slight and from 1952-53 there was actually a loss of 650 members. From 1954 onward, however, there has been a steady increase, the largest occurring between the years 1956 and 1957 when the membership increased by 1,000. Table 2 gives further information on membership development.

In 1945 membership was on a voluntary year to year basis. Arrangement was made with some school boards for a deduction of Union fees. This method of fee collection was dependent upon the good will of any participating school board and was not province-wide. Local Secretaries under this system transmitted amounts less Local funds to the provincial organization.⁴⁸

Plans and attempts for a Professional Act containing a legislative base for membership and fee deduction rights did not reach fruition until 1951. This Act fell short of what the Union requested in regard to membership and other matters. Instead of automatic membership with an annual write-out, and provision for the central deduction of fees, the act allowed only for the assignment of member's fees through a specific local School Board.⁴⁹ This did not prevent the annual drain of energy into recruitment

⁴⁸Annual Council Minutes, 1945, pp. 1, 3, 52.

⁴⁹R.E.L. Watson, The Nova Scotia Teachers Union, A Study in the Sociology of Formal Organizations (unpublished Doctoral Thesis) April, 1960, p. 192.

activity since an assignment form could not be transferred from one School Board to another. This apparently was the reason for the drop in membership as there was confusion about the new regulation. "Although our membership is down this year, it is not due to resignations, as very, very few resignations have been received. The major factor for the drop is the fact that teachers who signed deduction forms last year were under the impression that their fees would be deducted automatically this year. This was true only as long as the teacher continued to be employed by the same board."⁵⁰

In 1953 the teachers continued representations regarding automatic membership but were successful in obtaining only a permanent assignment form valid for any employing board with collections to be made through the cooperation of the Department of Education. This was, however, a great improvement although it was necessary initially to have all members sign new assignments early enough so that the Minister would be able to transmit a membership list to School Boards "on or about the fifteenth day of October."⁵¹

In 1954 the Minister of Education introduced a private bill to provide automatic membership with permanent write-out, but this was not approved by the Legislature

⁵⁰"General Secretary's Report," Annual Council Minutes, 1953, p. 9.

⁵¹Annual Council Minutes, 1953, p. 41.

although the nine other Provinces had automatic membership.⁵²
In 1955, however, membership in the Union was approximately
80% of all qualified teachers (see Table 2).

The Nova Scotia Teachers Union Act was finally
amended by the Legislature to provide automatic membership
with a permanent write-out clause in 1956. This amendment,
in part, explains the large increase in membership noted
during 1956-57. The annual write-out request, however, was
turned down. In 1958 the Legislature passed an amendment to
the Nova Scotia Teachers Union Act which provided for an
annual write-out in place of the previous permanent write-
out clause.⁵³

⁵²"President's Report, Annual Council Minutes, 1954,
p. 11.

⁵³Annual Council Minutes, 1958, p. 18.

TABLE 2

NOVA SCOTIA TEACHERS UNION MEMBERSHIP
AND PERCENTAGE OF TEACHERS⁵⁴

Year	Membership	Total Full-time Teachers	Percent Membership
1945	2453	3617	68
1946	2544	3706	68
1947	2694	3838	70
1948	2800	3958	82
1949	2915	4092	71
1950	3070	4279	72
1951	3160	4436	73
1952	3250	4670	70
1953	2600	5025	52
1954	3200	5096	64
1955	3700	5345	69(75)
1956	4000	5586	71(77)
1957	5000	5766	87(92)
1958	5300	5913	90(95)
1959	5600	6177	91(95)

Note: Figures in parenthesis in the percent membership column give percentages of possible membership since unqualified teachers were ineligible for membership during these years.

⁵⁴Membership figures reported are from Annual Council Minutes of the Nova Scotia Teachers Union.

Nova Scotia Teachers Union Salaries and
Conditions of Employment

Part of the struggle to magnify the office of teacher is concerned with salaries and conditions of employment. It is noteworthy then to outline the situation in 1945 before following the developments since then.

Prior to 1945 real incomes of teachers in Nova Scotia had been dropping gradually from pre-war levels since, generally speaking, teacher salaries did not share in the economic expansion produced by the war. To make matters worse, teachers were "frozen" in their jobs. To illustrate this situation: the average salary of all teachers in 1939 was \$778 and in 1944 was \$903, an increase of 16%, whereas the average weekly earnings in Nova Scotia rose from \$21.42 to \$31.84 during the same period, an increase of 49%. (See Tables 11 and 43) This situation caused great concern within the Nova Scotia Teachers Union and the question of what steps were necessary to improve the situation was of great importance. Representation to the Government had generally been disappointing and there was discussion of strike in some areas, and affiliation with labour organizations. In 1944 the Government announced salary increases but these were disappointing to the Union.⁵⁵

In 1945 a Nova Scotia Teachers Union Salary Research

⁵⁵Annual Council Minutes, 1945, p. 3.

Committee was set up "to collect and arrange all data relevant to teachers' salaries with special reference to the request of the Nova Scotia Teachers Union for a \$1,000 minimum."⁵⁶

A delegation from the Union was able to obtain meetings with Premier Angus L. MacDonald in the fall of 1945. The Minister agreed to set up a committee to study teachers' salaries, this committee to first meet early in 1946. This Committee was also to have representation from the Nova Scotia Union of Municipalities.⁵⁷ This Joint Committee was "to investigate, consider, and report on all matters relating to teachers' salaries in the Province of Nova Scotia." The Committee held four sessions totalling twelve days of meetings from February 1 to March 28, 1946.⁵⁸

The scale recommended (Table 3) represented a new approach to the matter of salaries replacing a system "built up through the years by a series of additive, corrective, and remedial measures."⁵⁹ Five principles were basic to the recommended scale:

- 1) The establishment of a basic minimum salary scale.
- 2) A series of annual increments to be based on years of service. Where applicable each of

⁵⁶The Bulletin of the Nova Scotia Teachers Union, March, 1945, p. 104.

⁵⁷The Bulletin, January - February, 1956, p. 78.

⁵⁸Annual Council Minutes, 1946, p. 3

⁵⁹Watson, p. 125.

the three increments at the eleventh, fifteenth, and twentieth years of service were conditional on attendance of at least one summer session during the preceeding five years.

- 3) Recognition for training.
- 4) Reimbursement for supervisory duties to vary with the number of academic classrooms although not directly so.
- 5) Recognition of special qualifications (eg. art, music, guidance) should be given on time spent in obtaining qualifications.⁶⁰

Rejected by this Committee were the principles of differentials for grade level, sex, household status, and variation in local cost of living. These were rejected in part on the ground that local employers could make special arrangements beyond the minimum scale recommended.

Regarding grade differentials the Committee Report noted that "the work of the lower grades is just as important as that of the high school, and both qualifications and experience should be recognized irrespective of the teacher's position."⁶¹

Whereas in 1944-45 the total income of a teacher was the result of four separate calculations including provincial aid, wartime bonus, and the increases of 1944, the new system would have a simple payment from the Province to each employing board to go along with local revenue.

⁶⁰Ibid., p. 125.

⁶¹Ibid., p. 127.

The scale initially implemented by the Government was \$100 less than the scale shown in Table 3.

The new 1946 salary scale did not help Urban School Boards which were paying as much as or more than the scale inaugurated in 1946; indeed, it was apparent that Urban Boards were penalized if they paid above the new scales by loss of government salary adjustment grants. The latter grant was the difference between the Provincial minimum scale and the salaries prevailing in 1945-46.⁶² A revision in the Provincial salary scale beginning August 1, 1947 was made (See Table 4). Early in 1948 the Union was successful in obtaining meetings with Department officials to discuss the problem of grants, and from these meetings "re-interpretation of existing regulations"⁶³ allowed Urban Boards to pay above the Provincial minima without any loss of its adjustment grant which it was entitled to before 1946-47. It might be noted also that by 1948 the Province's share of the total costs of education rose to 51%, whereas five years earlier it had been 30.6% (See Table 36). While the minimum provincial salary scale was not intended to be a maximum salary scale, yet in many cases even in urban areas as noted earlier, this was generally the scale paid to teachers.⁶⁴

⁶²Pottier, p. 9.

⁶³Annual Council Minutes, 1948, pp. 13-15.

⁶⁴Ibid., 1954, p. 10.

After obtaining a new Pension Act in 1949 and a Professional Act in 1951, although diluted in regard to the requests of the Union, teachers again were faced with stabilized salaries when a new inflationary period associated with the Korean War came about. As the Government's share of spending had risen quickly partly as a result of the 1947 salary scale and the 1949 Pension Act, teacher requests to the Provincial Government were to no avail.⁶⁵

A special congress was called in January, 1951 in an attempt by the Union to organize a publicity campaign and other action to overcome the low salary situation. A delegation sent from the Congress to the Minister of Education had its requests rejected.⁶⁶

Legislation which would compel local school boards to negotiate with teachers, and which might provide a means of resolving disputes, had been turned down on more than one occasion by the Government. Yet as a result of a large increase in Government proportion of expenditure for education, the Government indicated that the Union should now seek further increases from local employers.⁶⁷

In 1951 a province-wide referendum voted in favour of labour affiliation 1,124 - 918. In 1952 the renewed interest in labour affiliation and strike action came to a

⁶⁵Watson, pp. 183-184.

⁶⁶Annual Council Minutes, 1951, p. 29.

⁶⁷Ibid., pp. 12, 35.

head. A province-wide strike vote resulted in 1,658 for and 952 against such action.⁶⁸ A later Congress of all Locals held in February indicated a very close vote in regard to strike action on a province-wide basis. In 1952 walk-outs occurred in both Cape Breton and Antigonish Counties. While these had not been authorized by the Executive, they were supported by the Union. Some increases or bonuses were obtained in these areas and in some other areas as a result of this action.⁶⁹

The 1952 Council, in addition to endorsing affiliation with labour decided to set up a Central Office. Action on the affiliation with labour question was deferred at the 1953 and 1954 Councils.

In 1953 permissive negotiating machinery was obtained for school board--teacher discussions. This negotiation machinery in the Nova Scotia Teachers Union Act was so weak that it was of little use since school boards did not have to negotiate or take part in a Conciliation Commission.⁷⁰ At the 1953 Council there was an expression of favour for a Royal Commission on Educational Finance.⁷¹

In March, 1953, the Government announced the appointment of a one-man Royal Commission on Educational

⁶⁸Watson, pp. 216, 217.

⁶⁹The Bulletin, March, 1952, p. 43.

⁷⁰Annual Council Minutes, 1953, p. 40.

⁷¹Ibid, p. 66

Finance. In March, 1954, the Union presented its submission to the Commission. A number of the Union proposals were subsequently incorporated in the Commission's Report. In April, 1955, the Legislature passed Bill 66 providing a Foundation Programme for the Province of Nova Scotia including a Foundation Salary Scale. At the 1955 Council a motion was passed deciding not to affiliate with labour.⁷²

In 1955 a threat of strike was averted in Glace Bay when the Provincial Executive succeeded in getting the Minister of Education to attempt mediation. Early in 1957 a similar occurrence took place in Sydney. In 1957 the Legislature amended the Nova Scotia Teachers Union Act to make negotiations more effective by making a Conciliation Commission mandatory if requested after the two-month period of negotiations. A dispute in North Sydney was settled by the use of a Conciliation Commission.⁷³

In 1958 one Conciliation Commission was held in Kings County and one in 1959 in Halifax City. The results were disappointing to teachers.⁷⁴ The latter Commission produced a minority report for the first time.

⁷²Annual Council Minutes, 1955, p. 68.

⁷³Ibid., 1957, Appendix 2.

⁷⁴Ibid., 1959, p. 21.

TABLE 3

RECOMMENDED PROVINCIAL MINIMUM SALARY SCALE⁷⁵

Years of Service	D	C	B	B ₁	A	H.S.	Academic
1	\$1000	\$1000	\$1000	\$1000	\$1100	\$1400	\$1500
2	1050	1050	1050	1050	1150	1450	1550
3	1100	1100	1100	1100	1200	1500	1600
4		1150	1150	1150	1250	1550	1650
5		1200	1200	1200	1300	1600	1700
6			1250	1250	1350	1650	1750
7			1300	1300	1400	1700	1800
8			1350	1350	1450	1750	1850
9			1400	1400	1500	1800	1900
10				1450	1550	1850	1950
11 - 15				1500	1600	1900	2000
16 - 20				1550	1650	1950	2050
21 on				1600	1700	2000	2100

Note: B₁ license issued prior to 1947.

⁷⁵Watson, p. 128.

TABLE 4
 PROVINCIAL SALARY SCALE 1977-78⁷⁶

Years of Service	D	C	B	B	A	HS	Ac
1	\$ 900	\$ 900	\$1020	\$1020	\$1200	\$1740	\$1920
2	960	960	1080	1080	1260	1800	1980
3	1020	1020	1140	1140	1320	1860	2040
4		1080	1200	1200	1380	1920	2100
5		1140	1260	1260	1440	1980	2160
6			1320	1320	1500	2040	2220
7			1380	1380	1560	2100	2280
8			1440	1440	1620	2160	2340
9			1500	1500	1680	2220	2400
10				1560	1740	2280	2460
11				1620	1800	2340	2520
16				1680	1860	2400	2580
21				1740	1920	2460	2640

CHAPTER III

TEACHERS AND PUPILS

Licensing Requirements for Teachers

Educational efficiency depends to a large extent on the quality and supply of teachers. The quality and supply of teachers depend upon such factors as entrance requirements, salaries, and working conditions. Pupil quality and supply eventually provide teacher quality and supply.

Principal D. G. Davis of the Provincial Normal College in his 1945 Annual Report said that before the war "we had about reached the point where it seemed possible to recommend that the Department consider a Grade XII Certificate as the minimum scholarship requirement."⁷⁷ In 1947 he stated that at the earliest possible moment Grade XII should be made the minimum matriculation standard. In this Report he indicated also the desire that the period of training be lengthened to two years.⁷⁸

In 1951 Principal J. P. McCarthy stated: "I feel that it has been a common experience in all Provinces and States during the period of teacher shortage 1942-48 that

⁷⁷Annual Report of the Department of Education, 1945,
p. 142.

⁷⁸Ibid., 1947, p. 109.

the lowering of standards for admission to teacher-training schools has been a mistake."⁷⁹

From 1958 on, only Grade XII graduates or those with higher qualifications from the Normal College were granted permanent licenses. Plans for a two-year course at the new Normal College have been made.⁸⁰

In 1945 the license categories were as follows:⁸¹

Academic - Master of Arts or Master of Science or equivalent of either in a field of study ordinarily taught in the High Schools of the Province, plus the equivalent of a year in teacher-training.

High School License - A High School License required in general a Bachelor's Degree from a recognized University in Arts, Science, Commerce, or Engineering plus a year of teacher training. A Master of Arts or Master of Science could obtain a High School License by attending two summer school sessions plus a year of successful teaching.

A License - A general superior first class license could be obtained by Grade XII plus one year at Normal College; or a Bachelor of Arts, Bachelor of Science, or Bachelor of Commerce and the completion of a university teacher's training course with a diploma of superior

⁷⁹Ibid., 1951, p. 87.

⁸⁰Ibid., 1959, p. 12.

⁸¹The Education Act, 1947, Regulation 36.

first rank from the Department after the successful completion of one year of teaching.

B License - A general first class license required Grade XI and one year at Normal College; or a Bachelor of Arts, Bachelor of Science, or Bachelor of Commerce with a diploma of First Rank after the completion of a university teacher-training course.

Temporary C License - A general second class license could be obtained by having Grade XI or better and completing a six-week summer course at the Provincial Normal College. This license was valid for one year but could be extended.

Permissive License - A permissive license could be granted to those without any teacher training.

A Class D License was in existence at this time but was no longer being granted. These were last granted in 1932 and the requirements, changed somewhat from 1921 to 1932, were generally for a short-term training period.⁸² This was generally true also for the permanent Class C License which originally may have been Grade X plus a year at Normal College.

In 1953 the regulations were amended to provide for an Intermediate License level. This license required at least two years of university work towards a degree in Arts or Science, as well as a Superior First Rank Diploma from Normal College.⁸³

⁸²Higher Qualifications for Teachers in Service, Nova Scotia Teachers Union, 5th Ed., (Halifax, June 1960), p. 2

⁸³The Education Act, 1953, Regulations 44, 45.

In addition, special licenses at different license levels could be obtained in such fields as Mechanic Science, Domestic Science, Primary Education, Vocational Education, Music, Art, Physical Education, and Handicrafts.

In 1955 new licensing regulations formed the basis of the license categories as they are today.⁸⁴ These new categories were as follows:⁸⁵

- Professional Certificate I (previously Academic)
- Professional Certificate II (previously High School)
- Professional Certificate III (previously not a license level)
- Teacher's License I (previously Intermediate)
- Teacher's License 2 (previously Class A)
- Teacher's License 3 (previously Class B)
- Teacher's License 4 (previously Class C and D)
- Permit 1 (previously Temporary C)
- Permit 2 (previously Permissive).

An integrated programme now enables teachers to take a one year programme, or its equivalent, of approved professional and academic studies.⁸⁶ Completion of such a programme will raise the license category. The Deputy Minister's Annual Report in 1959 noted that the first graduates of the four-year summer school programme in auxiliary education

⁸⁴The Education Act, 1956, Regulations 25-50.

⁸⁵Annual Report of the Department of Education, 1956
p. xxxv.

⁸⁶Booklet, Nova Scotia Teachers Union, p. 10.

received their diplomas in 1959.⁸⁷ Special "block" programmes extending over four summers include areas of Physical Education, Music, Primary Education, French, and Auxiliary Education.

Teacher Statistics

Table 5 indicates the changes in percentage of all teachers for each category of license over the fifteen year period. As would be expected there has been a very significant reduction in the Teacher's License 4 percentage since these licenses have not been granted for years. A steady decline is noted in Permissives and in the Teacher's License 3 category. The Teacher's License 2 level has, while showing an overall reduction in percentage over the fifteen year period, been fairly constant for the last nine years noted. Table 6 again indicates that the higher license ranges increased in percentage while the range from Teacher's License 3 to Permissives decreased.

Table 7 gives figures taken from the Dominion Bureau of Statistics publications giving the total full-time teachers in Nova Scotia. The Annual Reports of the Department of Education included substitute teachers until 1953 and therefore the total teachers involved in Tables 5 and 6 prior to 1953 show figures which differ from Table 7. Table 7 also indicates pupil per teacher ratios for this period.

⁸⁷Annual Report of the Department of Education, 1959,
p. 12.

Consolidation and greater high school facilities are among the factors involving some overall reduction in the pupils per teacher ratio which has been, however, quite constant for the last seven years noted.

Table 8 indicates the number of new (first year) teachers as reported by the Department of Education. The greatest number of new teachers was reported in 1948 and 1949. A steady decrease in new teachers from 1949 onward to 1955 is noted along with an increase from 1955 to the end of the period. It may be noted that in 1947 and in 1956 new minimum or foundation provincial salary scales became effective.

Table 9 compares Canada with Nova Scotia for all teachers and for teachers by sex. In 1945 in Canada 20% of all teachers were men while in Nova Scotia only about 10% were men. In 1959 the Canadian percentage for men was 27% while it was 17% in Nova Scotia.

The average salaries of teachers by license in Nova Scotia is given in Table 10. The greatest year of change was in 1956 after Bill 66 was adopted following the Royal Commission on Education; this increase in average salary was \$445. The total increase in average salary for this period was \$1778. After the \$445 increase is noted, the average increase for the remaining 13 years is about \$100. The overall average yearly increase is about \$127.

Table 11 gives average salaries of teachers in Nova Scotia by location and sex. The urban increase in average salary was \$904 in this period while the rural increase was \$1665. This difference was influenced not only by better rural salary scales but by the increase in higher qualified teachers.

Table 12 gives average teachers' salaries for Canada and all Provinces while Table 13 compares the median salaries in Nova Scotia with those in Canada.

Table 14 notes the Provincial Normal College and the Universities enrolment for Nova Scotia and the totals of both. The grand total of 422 in 1950 was not exceeded until 1956. The largest total enrolment occurred in 1959.

Table 15 gives the male number percentage of Provincial Normal College enrolment, along with the percentage with Grade XII or better. There has been a significant increase in percentage enrolment of Grade XII or better. The enrolment of 79 males in 1949 was not exceeded until 1959.

Table 16 notes the percentage of Grade XII graduates enrolled at Provincial Normal College the following year. The number of Grade XI graduates is also noted and percentages at Provincial Normal College the following year noted.

TABLE 5
 PERCENTAGE OF TEACHERS IN LICENSE CATEGORIES 88

Year	P.C.1	P.C.2	P.C.3	T.L.1	T.L.2	T.L.3	T.L.4	Perm.	Special	Total Teachers Involved
1945	3.6	---	---	---	36.4	27.6	20.7	11.2	---	4,012
1946	3.4	---	---	---	35.7	26.3	20.2	14.4	---	4,276
1947	3.7	---	---	---	35.0	25.7	21.6	14.1	---	4,414
1948	3.6	---	---	---	36.6	26.3	20.1	11.2	---	4,539
1949	3.8	---	---	---	39.5	27.8	17.7	11.2	---	4,708
1950	4.0	---	---	---	42.6	28.6	16.3	8.5	---	4,913
1951	3.8	13.4	---	---	31.6	28.9	15.5	6.8	---	5,157
1952	3.6	14.2	---	---	33.6	27.8	13.8	7.0	---	5,391
1953	3.8	13.4	---	---	33.8	29.2	9.8	8.3	1.7	5,024
1954	4.6	13.9	---	2.2	31.8	23.2	11.8	8.2	4.3	5,096
1955	4.8	13.4	---	3.0	31.6	22.7	12.2	7.5	4.8	5,345
1956	4.8	13.8	1.1	2.0	31.3	22.5	11.5	7.6	5.4	5,586
1957	4.9	14.5	1.3	2.5	32.2	22.3	10.5	6.2	5.6	5,766
1958	5.1	14.9	2.0	4.1	32.0	21.4	9.4	5.4	5.7	5,913
1959	5.3	14.8	2.4	5.5	32.2	21.0	8.6	4.4	5.8	6,177

Note: From 1953 on substitute teachers are excluded from reports of the Department of Education.

88 Data calculated from tables in Annual Reports of the Department of Education.

TABLE 6

PERCENTAGES FOR SELECTED LICENSE RANGES⁸⁹

Year	PC1 - PC2 Range	PC2 - TL2 Range	TL1 and Higher	TL2 and Higher	TL4 and Permissive
1945	—	36.4	—	40.0	31.9
1946	—	35.7	—	39.1	34.6
1947	—	35.0	—	38.7	35.7
1948	—	36.6	—	40.2	31.3
1949	—	39.5	—	43.3	28.9
1950	—	42.6	—	46.6	24.8
1951	17.2	45.0	17.2	48.8	22.3
1952	17.8	47.8	17.8	51.4	20.8
1953	17.2	47.2	17.2	51.0	18.1
1954	18.5	47.9	20.7	52.5	20.0
1955	18.2	48.0	21.2	52.8	19.7
1956	18.6	48.2	21.7	53.0	19.1
1957	19.4	50.5	23.2	55.4	16.7
1958	20.0	53.0	26.1	58.1	13.8
1959	20.1	54.9	28.0	60.2	13.0

⁸⁹ Calculated from Table 88.

TABLE 7

TOTAL FULL-TIME TEACHERS IN NOVA SCOTIA⁹⁰
AND PUPILS PER TEACHER RATIO

Year	Full-time Teachers	Teachers per Pupil
1945	3,617	32.2
1946	3,706	32.6
1947	3,838	31.8
1948	3,958	31.4
1949	4,092	31.1
1950	4,279	30.5
1951	4,436	30.3
1952	4,670	29.6
1953	5,025	28.2
1954	5,096	28.7
1955	5,345	28.4
1956	5,586	28.1
1957	5,766	27.8
1958	5,913	27.8
1959	6,177	27.8

⁹⁰ Dominion Bureau of Statistics, Salaries and Qualifications of Teachers in Public, Elementary, and Secondary Schools 1958-59, (Ottawa, Queen's Printer, 1960), p. 16.

Annual Reports of the Department of Education, 1945-59.

TABLE 8

NEW TEACHERS⁹¹

<u>Year</u>	<u>Number</u>
1945	460
1946	556
1947	612
1948	600
1949	609
1950	567
1951	585
1952	581
1953	433
1954	432
1955	411
1956	417
1957	446
1958	458
1959	459

⁹¹Annual Reports of the Department of Education,
1945-59.

TABLE 9
NUMBER OF TEACHERS BY SEX IN CANADA AND NOVA SCOTIA 92

Year	CANADA			NOVA SCOTIA		
	All	Men	Women	All	Men	Women
1945	75,892	15,439	60,453	3,617	369	3,248
1946	77,479	17,415	60,064	3,706	409	3,297
1947	78,789	18,907	59,882	3,838	437	3,401
1948	80,953	19,993	60,960	3,958	514	3,444
1949	85,591	21,754	63,837	4,092	575	3,517
1950	88,599	23,120	65,479	4,279	725	3,554
1951	93,218	24,522	68,696	4,436	710	3,726
1952	97,018	25,591	71,427	4,647	754	3,893
1953	101,204	26,715	74,489	5,025	789	4,236
1954	106,322	27,859	78,463	5,096	827	4,269
1955	112,820	29,556	83,264	5,345	876	4,469
1956	120,033	31,804	88,229	5,586	940	4,646
1957	126,828	33,475	93,373	5,766	970	4,796
1958	132,803	35,460	97,343	5,912	993	4,919
1959	142,157	38,425	103,732	6,177	1,065	5,112

92D. B. S. Salaries and Qualifications of Teachers, p. 16.

TABLE 10

AVERAGE SALARIES OF TEACHERS BY LICENSEIN NOVA SCOTIA ⁹³

Year	P.C.1	P.C.2	T.L.2	T.L.3	All Teachers
1945	\$2538	\$1790	\$1305	\$1108	\$1193
1946	2564	1854	1338	1131	1181
1947	2649	2012	1490	1322	1316
1948	2963	2358	1690	1497	1497
1949	3343	2578	1785	1531	1625
1950	3370	2564	1770	1528	1674
1951	3410	2527	1795	1524	1717
1952	3503	2621	1833	1546	1782
1953	3655	2790	1970	1680	1930
1954	3658	2862	1978	1747	1999
1955	3794	2990	2038	1794	2075
1956	4545	3631	2525	2181	2520
1957	4879	3943	2614	2201	2682
1958	5022	4061	2644	2232	2783
1959	5282	4286	2782	2334	2971

⁹³Annual Reports of the Department of Education,
1945-59.

TABLE 11

AVERAGE SALARIES OF ALL TEACHERS
IN NOVA SCOTIA BY LOCATION AND SEX ⁹⁴

Year	All	Urban	Rural	Men	Women
1945	1193	1673	872	1744	1103
1946	1181	1655	868	1697	1117
1947	1316	1721	1048	1797	1253
1948	1497	1936	1207	1950	1432
1949	1625	2177	1264	2136	1545
1950	1674	2153	1302	2144	1586
1951	1717	2222	1384	2244	1626
1952	1782	2336	1406	2324	1677
1953	1930	2468	1486	2574	1798
1954	1999	2422	1600	2672	1868
1955	2075	2630	1638	2819	1929
1956	2520	2996	2146	3328	2357
1957	2682	3235	2246	3532	2510
1958	2783	3382	2320	3672	2603
1959	2971	3541	2537	3883	2781

⁹⁴Annual Reports of the Department of Education,
1945-59.

TABLE 12
AVERAGE SALARIES OF TEACHERS IN CANADA 95

Year	Canada	British Columbia	Alberta	Saskatchewan	Manitoba	Ontario	Nova Scotia	Prince Edward Island	Newfoundland	New Brunswick
1945										
1946										
1947	1457	2168	1652	1424	1635	1656	1316	872	1017	1081
1948		2332	2002	1515	1804	1915	1497	1080	1055	1279
1949	1763	2543	2261	1710	2030	2109	1625	1143	1085	1257
1950	1903	2773	2410	1818	2108	2260	1674	1181	1205	1371
1951	1998	2880	2534	1914	2224	2395	1717	1224	1186	1536
1952	2192	3204	2709	2076	2346	2733	1782	1315	1210	1693
1953	2368	3459	2937	2346	2514	2984	1930	1475	1477	1805
1954	2540	3638	3172	2602	2816	3117	1999	1516	1498	1850
1955	2693	3784	3330	2904	2940	3259	2075	1614	1872	1970
1956	2855	3862	3430	2992	3000	3592	2520	1643	1938	2090
1957	3039	4140	3660	3086	3250	3818	2680	1775	1960	2280
1958	3353	4343	4070	3654	3383	4113	2783	1912	2221	2489
1959	3626	5025	4446	3970	3568	4441	2971	2054	2489	2684

95 Dominion Bureau of Statistics, Salaries and Qualifications of Teachers.

Canadian Teachers Federation, Trends in the Economic Status of Teachers 1910-1955,
(Ottawa, July 1957).

TABLE 13

MEDIAN SALARIES OF TEACHERS
IN CANADA AND NOVA SCOTIA ⁹⁶

Year	Canada	Nova Scotia	Difference
1945	\$1207	\$ 968	\$ 239
1946	1308	976	332
1947	1446	1241	205
1948	1689	1447	242
1949	1855	1520	335
1950	1965	1569	396
1951	2050	1595	455
1952	2308	1664	644
1953	2510	1793	717
1954	2654	1869	785
1955	2840	1874	966
1956	2979	1939	1040
1957	3162	2445	717
1958	3470	2629	841
1959	3757	2785	972

Percentage Increase (1945-59) - Canada - 211
Nova Scotia - 188.

⁹⁶D. B. S., Salaries and Qualifications of
Teachers, p. 20.

TABLE 14
TEACHER TRAINING INSTITUTION ENROLLMENTS 97

Year	Provincial Normal College Enrolment					University Enrolment					GRAND TOTAL
	XII or higher	XI	Partial XI	XII or XI	TOTAL	B. Ed.	Senior Diploma	Junior Diploma	TOTAL		
1945	49	72	13	11	145	11	—	—	11	156	
1946	59	69	5	13	146	25	—	—	25	171	
1947	105	137	1	—	243	27	—	—	27	270	
1948	142	124	14	14	294	50	—	—	50	344	
1949	188	163	—	—	351	52	—	—	52	403	
1950	163	180	—	—	343	79	—	—	79	422	
1951	157	151	—	—	309	76	—	—	76	385	
1952	152	115	—	—	267	75	—	—	75	342	
1953	160	68	—	—	228	47	—	—	47	275	
1954	130	89	—	—	217	43	—	—	43	260	
1955	136	93	—	—	229	98	—	—	98	327	
1956	205	124	—	—	329	101	6	11	118	447	
1957	222	108	—	—	330	103	8	17	128	458	
1958	227	92	—	—	321	107	9	22	138	457	
1959	292	134	—	—	426	141	9	38	188	614	

97 Annual Reports of the Department of Education, 1945-59.

TABLE 15
PERCENTAGE OF MEN STUDENTS
AND PERCENTAGE OF STUDENTS WITH GRADE XII OR BETTER
AT PROVINCIAL NORMAL COLLEGE⁹⁸

Year	Men	Men Percentage	XII or better Percentage
1945	10	7	34.5
1946	24	16.5	40.4
1947	50	20.6	43.6
1948	56	19.6	47.9
1949	79	22.5	53.5
1950	70	20.4	47.5
1951	61	19.7	50.8
1952	32	11.9	56.9
1953	21	9.2	70.2
1954	27	12.4	59.9
1955	26	11.4	59.4
1956	45	13.7	62.3
1957	42	12.7	67.9
1958	35	10.9	70.8
1959	87	20.4	68.5

⁹⁸Annual Reports of the Department of Education, 1945-59.

TABLE 16
NUMBER AND PERCENTAGE
OF GRADE XII AND GRADE XI PASSES
ENROLLED IN TEACHER EDUCATION⁹⁹

Year	XII Passes	XII Graduates at P.N.C. following year	XI Passes	XI Graduates at P.N.C. following year	B.Ed. Course five years later
1945	530	59(11.1)	1412	74(5.2)	79
1946	626	105(16.8)	1467	138(9.4)	76
1947	818	142(17.3)	1640	124(7.6)	75
1948	808	188(23.3)	1724	163(9.5)	47
1949	779	163(20.9)	1627	180(11.1)	43
1950	824	157(19.0)	1832	151(8.2)	98
1951	869	152(17.5)	1818	115(6.3)	101
1952	871	160(18.4)	1853	68(3.6)	103
1953	873	130(14.9)	1942	89(4.6)	107
1954	972	136(14.0)	2215	93(4.2)	141
1955	1110	205(18.5)	2367	124(5.2)	---
1956	1211	222(18.3)	2514	108(4.3)	---
1957	1235	227(18.4)	2644	92(3.5)	---
1958	1236	292(23.6)	2554	134(5.2)	---
1959	1441	331(22.3)	3129	142(4.5)	---

⁹⁹Annual Reports of the Department of Education, 1945-59.

Pupil Enrolment

At the beginning of the period the Deputy Minister's Annual Report¹⁰⁰ notes that school enrolment, after a five-year decline, began to increase in 1945 and continued in 1946. The 4,068 increase in the first post-war school year was the largest increase in any one year since 1921. Grades I and II, and Grades VIII to XI inclusive, showed the largest gains (See Table 17).

Elementary Grades - By 1949 it was reported that it was impossible to admit many students at the age of five as the law provided. The Primary Grade enrolment which was quite constant in 1945, 1946, and 1947, increased by more than 1,000 pupils in 1948 and again in 1949. In 1949 the enrolment increase in the Elementary Grades (2,736) accounted for most of the total enrolment increase (2,941). The 1947-48 and 1948-49 Primary increase was the beginning of a "wave" which carried through the successive grades in following years. It was not until 1950-51 that the overall increase in enrolment (4,085) exceeded the 1946 increase. In the school years ending in 1951, 1952, 1953, and 1954, the Grade I enrolment figures increased significantly from relatively constant figures for school years ending in 1945 to 1950. These respective increases were 2,120, 2,501, 3,738, and 2,048. From the school year ending in 1955 to 1959 Grade I enrolments

¹⁰⁰ Annual Report of the Department of Education, 1946,
p. xxii.

remained high but did not increase, rather, there was a slight decrease in enrolment over this period. The "wave" mentioned earlier reached Grades III and IV in the 1955-56 period.

At the end of the 1945-59 period, the Primary Grade enrolment showed a significant increase again indicating that another "wave" of enrolment was on the way. The "wave" of enrolment previously alluded to reaches Grades VI and VII during this period.

The percentage increase in enrolment in all the Elementary Grades for this period was about 41%. The largest single yearly increase was in the 1958-59 year.

Junior High School Increases - The same general pattern as in the Elementary Grades is indicated for Junior High School enrolment figures. Peak years were school years ending in 1950, 1951, 1955, 1956, and 1959. The latter year showed the single largest increase. The percentage increase for Junior High School Grades was about 53% for this period (See Table 17).

Senior High School Increases - School years ending in 1946 and 1947 showed significant gains which were not surpassed until 1955. Again the largest single year increase was in 1959. The increases in both Junior and Senior High School Grades during the fifties are in part attributable

to new facilities. The increases of this period for High School Grades was about 94% (See Table 17).

Total Increase - The overall increase in enrolment was about 47% over this period. The largest single increase was in 1959 and this increase was a very considerable one. (See Table 17)

Pass Percentages - Tables 18 to 23 indicate the Grade XI and Grade XII number and pass percentages on the Provincial examinations. It can be noted that the Grade XII enrolments have increased more proportionately than the Grade XI enrolments. A considerable percentage of the total enrolments in Grades XI and XII each year apparently are not involved in writing complete Provincial examinations.

In 1959, for example, total enrolments in these grades, along with totals reported from Provincial examination results are as follows:

	Enrolment	Provincial Exams
Grade XI	6,223	4,973
Grade XII	2,346	1,974

From these Tables it may be noted also that while the total Grade XI successful students more than doubled, the percentage of successful students increased but slightly (5%). The Grade XII successful students almost tripled, but again the percentage of passes showed little change, an increase of 4.4%.

Retention of Pupils - In addition to the natural increase-in-numbers factor in increasing enrolments, a greater retention of pupils has played a part. The retention of pupils from Grade II to Grade XI over this period is noted in Table 24. The following percentage changes indicate the trend: 1945—26%; 1950—29%; 1955—33%; 1959—42%. Tables 25 and 26 give retention changes for Grades II to VII, and for Grades II to IX.

Population Estimates 1959 - Table 27 gives estimates for population by age groups for Canada and the Provinces. It appears that the 0-4 age group is generally quite large and will continue to swell Grade I enrolments. The 5-19 age group gives an indication of school load potential. There is a percentage low of 25.3 for this age group in British Columbia as compared with a high of 32.9 in New Brunswick.

TABLE 17
ENROLLMENT OF PUPILS IN NOVA SCOTIA PUBLIC SCHOOLS 1945-1959¹⁰¹

	1945	1946	1947	1948	1949	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959
Primary	13413	13539	13463	14666	15801	15818	14319	14605	14424	14639	14968	14866	15231	15384	16782
I	9060	9095	8756	8425	8755	9120	11240	13741	17479	19527	18314	17988	17405	17455	17244
II	13436	13718	13889	13843	14226	14868	15186	13972	13826	15260	17515	17365	16832	16357	16748
III	13250	14147	14104	14159	14139	14414	15134	15166	13873	13874	15353	17679	17544	17165	16874
IV	12650	12975	13499	13731	13942	13718	14075	14684	14195	13545	13624	15251	17236	17244	17120
V	12051	12473	12372	12871	13065	13428	13415	13809	13940	13877	13416	13283	14712	16659	16959
VI	10459	10913	11259	11373	11826	12019	12580	12583	12522	13086	13317	13173	13093	14496	16456
Aux.									346	720	356	304	268	373	367
TOTAL	84319	86860	87342	89068	91804	93381	95949	98560	100605	104528	106863	109927	112423	115133	118550
VII	9580	9744	9942	10011	10167	10959	11359	11730	11702	11852	12575	12984	12857	12925	14458
VIII	7695	8045	8210	8338	8354	8723	9274	9511	9690	9901	10232	11019	11186	11100	11606
IX	6222	6641	6753	6826	6897	7069	7444	7630	7957	8120	8552	8886	9506	9618	9675
Senior Aux											315	176	1333	89	113
TOTAL	23497	24430	24905	25175	25418	26751	28077	28871	29349	29873	31674	33065	33682	33732	35852

¹⁰¹Annual Reports of the Department of Education, 1945-59.

TABLE 17 - continued

	1945	1946	1947	1948	1949	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959
X	4651	4825	5220	5048	5056	5267	5450	5508	5915	6242	6766	6920	7236	6892	8218
XI	3159	3396	3500	3570	3504	3652	3729	3790	4012	4424	4541	4855	4919	5222	6223
XII	955	1144	1244	1267	1287	1347	1278	1304	1573	1521	1808	1874	1927	2091	2346
Spec. Voc.												206	214	185	197
TOTAL	8765	9365	9964	9885	9847	10266	10457	10602	11498	11987	13115	13855	14296	15390	16984
GRAND TOTAL	11681	120655	122211	124128	127069	130398	134483	138033	141454	146388	151652	156847	160299	164255	171386
Yearly Increase	1708	4068	1556	1917	2941	3329	4085	3550	3421	4934	5264	5195	3452	3956	7131

101 Annual Reports of the Department of Education, 1945-59.

TABLE 18

GRADE XI PASSES AND PERCENTAGES¹⁰²SUCCESSFUL

Year	Urban	Village	Rural	Corresp.	Accred.	Total
1945	927(60)	272(47.6)	42(27.3)	8(27.6)	163(100)	1412(57.3)
1946	1003(55.8)	226(39.3)	34(21.9)	8(26.7)	196(100)	1467(53.3)
1947	1159(59.3)	244(42.2)	22(20.2)	17(60.7)	187(100)	1640(56.9)
1948	1147(57.8)	306(43.7)	41(31)	9(45)	221(100)	1724(56.4)
1949	1189(56.5)	289(43)	26(26.3)	10(45.5)	113(100)	1627(54.0)
1950	1351(62.4)	343(44.8)	13(16.4)	8(36.4)	117(100)	1832(58.2)
1951	1317(59.7)	349(46.5)	17(23.6)	10(38.5)	125(100)	1818(57.2)
1952	1290(57.5)	365(48.3)	25(35.2)	8(28.6)	165(100)	1853(56.8)
1953	1341(62.6)	430(48.2)	20(44.4)	13(37.1)	138(100)	1942(59.7)
1954	1514(64.8)	528(54.1)	10(27.0)	9(52.9)	154(100)	2215(62.9)
1955	1772(64.8)	593(52.3)	1(12.5)	1(11.1)	—	2367(61.0)
1956	1756(63.4)	754(55.3)	—	4(40.0)	—	2514(60.6)
1957	1939(67.0)	695(53.5)	2(66.7)	8(61.5)	—	2644(62.8)
1958	1760(65.7)	793(52.9)	—	1(20.0)	—	2554(61.1)
1959	2009(65.6)	1119(58.7)	—	1(33.3)	—	3129(62.9)

¹⁰²Annual Reports of the Department of Education, 1945-59.

TABLE 19

GRADE XI PASSES AND PERCENTAGES¹⁰³PARTIALS

Year	Urban	Village	Rural	Corresp.	Total
1945	314(20.3)	100(17.5)	25(16.2)	7(24.1)	446(18.1)
1946	414(23.0)	102(17.7)	23(14.9)	7(23.3)	546(19.8)
1947	393(20.1)	117(19.3)	16(14.7)	1(3.6)	527(18.3)
1948	364(18.3)	111(15.9)	10(7.6)	1(5.0)	486(15.9)
1949	423(20.1)	104(15.5)	15(15.1)	2(10.0)	544(18.1)
1950	382(17.7)	138(18.1)	18(22.8)	1(4.5)	539(17.1)
1951	163(17.2)	24(14.5)	—	1(6.7)	188(16.7)
1952	387(17.3)	138(18.3)	5(7.0)	—	530(16.2)
1953	375(17.5)	136(15.2)	5(11.2)	7(20.0)	523(16.1)
1954	425(18.2)	176(18.0)	9(24.3)	2(11.8)	612(17.4)

1955

¹⁰³ Annual Reports of the Department of Education,
1945-59.

TABLE 20

GRADE XI PASSES AND PERCENTAGES¹⁰⁴FAILURES

Year	Urban	Village	Rural	Corresp.	Total
1945	304(19.7)	200(34.9)	87(56.5)	14(48.3)	605(24.6)
1946	380(21.2)	247(43.0)	98(63.2)	15(50.0)	740(26.9)
1947	402(20.6)	233(38.5)	71(65.1)	10(35.7)	716(24.8)
1948	473(23.9)	283(40.4)	81(61.4)	10(50.0)	847(27.7)
1949	492(23.4)	279(41.5)	58(58.6)	10(45.5)	839(27.9)
1950	431(19.9)	284(37.1)	48(60.8)	13(59.1)	776(24.7)
1951	128(13.5)	22(13.2)	—	6(40.0)	156(12.9)
1952	566(25.2)	253(33.4)	41(57.8)	20(71.4)	880(27.0)
1953	427(19.9)	326(36.6)	20(44.4)	15(42.9)	788(24.2)
1954	396(17.0)	272(27.9)	18(48.7)	6(20.0)	692(19.7)
1955	961(35.2)	540(47.7)	7(87.5)	8(88.9)	1516(39.0)
1956	1014(36.6)	609(44.6)	4(100)	6(60.0)	1633(39.4)
1957	955(33.0)	605(46.5)	1(33.3)	5(38.5)	1566(37.2)
1958	918(34.3)	707(47.1)	1(100)	4(80.0)	1630(38.9)
1959	1058(34.4)	788(41.3)	1(100)	2(66.7)	1844(37.1)

¹⁰⁴Annual Reports of the Department of Education,
1945-59.

TABLE 21

GRADE XII PASSES AND PERCENTAGES 105SUCCESSFUL

Year	Urban	Village	Rural	Corresp.	Accred.	Total
1945	401(64.9)	36(62.1)	—	2(40.0)	91(100)	530(68.6)
1946	435(58.6)	51(63.8)	—	2(33.3)	138(100)	626(64.7)
1947	599(68.0)	65(78.3)	—	6(60.0)	148(100)	818(72.9)
1948	590(69.2)	64(80.0)	1(33.3)	4(80.0)	149(100)	808(74.1)
1949	587(65.4)	73(69.5)	—	10(62.5)	109(100)	779(69.1)
1950	657(68.6)	86(72.3)	—	3(50.0)	78(100)	824(71.0)
1951	656(69.3)	120(72.3)	—	8(53.3)	85(100)	869(71.6)
1952	668(69.9)	95(72.5)	3(60.0)	5(71.4)	100(100)	871(72.5)
1953	609(69.7)	150(68.8)	—	7(41.2)	107(100)	873(71.8)
1954	665(68.1)	199(73.4)	—	7(87.5)	101(100)	972(71.6)
1955	884(72.0)	224(72.7)	—	2(25.0)	—	1110(71.9)
1956	929(72.4)	278(71.8)	—	4(66.7)	—	1211(72.2)
1957	948(74.0)	282(69.5)	—	5(100)	—	1235(72.9)
1958	881(68.9)	353(74.9)	—	2(100)	—	1236(70.6)
1959	1036(73.8)	396(70.7)	1(50)	8(100)	—	1441(73.0)

¹⁰⁵ Annual Reports of the Department of Education,
1945-59.

TABLE 22

GRADE XII PASSES AND PERCENTAGES¹⁰⁶PARTIALS

Year	Urban	Village	Rural	Corresp.	Total
1945	116(18.6)	10(17.2)	—	1(20.0)	127(16.4)
1946	153(20.8)	11(13.8)	1(50.0)	1(16.7)	166(17.1)
1947	141(16.0)	11(13.3)	—	3(30.0)	155(13.8)
1948	130(15.2)	8(10.0)	—	—	138(12.7)
1949	145(16.2)	17(16.2)	—	4(25.0)	166(14.7)
1950	166(17.8)	16(13.4)	—	2(33.3)	184(15.8)
1951	163(17.2)	24(14.5)	—	1(6.7)	188(16.7)
1952	159(16.6)	22(16.8)	1(20.0)	2(28.6)	184(15.3)
1953	160(18.3)	23(10.6)	—	6(35.3)	189(15.5)
1954	174(17.8)	37(13.7)	—	1(12.5)	212(15.6)

¹⁰⁶Annual Reports of the Department of Education,
1945-59.

TABLE 23

GRADE XII PASSES AND PERCENTAGES¹⁰⁷FAILURES

Year	Urban	Village	Rural	Corresp.	Total
1945	101(17.0)	12(20.7)	1(100)	2(40.0)	116(15.0)
1946	154(20.6)	18(22.5)	1(50.0)	3(50.0)	176(18.2)
1947	141(16.0)	7(8.4)	—	1(10.0)	149(13.3)
1948	133(15.6)	8(10.0)	2(67.7)	1(20.0)	144(13.2)
1949	165(18.4)	15(14.3)	—	2(12.5)	182(16.2)
1950	135(14.1)	17(14.3)	—	1(16.7)	153(13.2)
1951	128(13.5)	22(13.2)	—	6(40.0)	156(13.8)
1952	131(13.5)	14(10.7)	1(20.0)	—	146(12.2)
1953	104(11.9)	45(20.6)	1(100)	4(23.5)	154(12.7)
1954	138(14.1)	35(12.9)	—	—	173(12.8)
1955	343(28.0)	84(27.3)	—	6(75.0)	433(28.1)
1956	355(27.6)	109(28.2)	—	2(33.3)	466(27.8)
1957	334(26.0)	124(30.5)	—	—	458(27.1)
1958	396(31.1)	118(25.1)	—	—	514(29.4)
1959	368(26.2)	164(29.3)	1(50.0)	—	533(27.0)

¹⁰⁷Annual Reports of the Department of Education,
1945-59.

TABLE 24

RETENTION¹⁰⁸

School Year Ending	Grade II Enrolment	Grade XI Enrolment 9 years later	Percent Retained
1936	12041	3159	26
1937	12508	3396	27
1938	12396	3500	28
1939	12787	3570	27
1940	12711	3504	28
1941	12675	3652	29
1942	12654	3729	30
1943	12811	3790	30
1944	12954	4012	30
1945	13436	4424	33
1946	13718	4541	33
1947	13889	4855	35
1948	13843	4919	36
1949	14226	5222	37
1950	14863	6223	42

¹⁰⁸Annual Reports of the Department of Education, 1945-59.

TABLE 25

RETENTION GRADE II TO GRADE IX¹⁰⁹

School Year Ending	Grade IX Enrolment (1)	Grade II Enrolment 7 years earlier (2)	Percent (1) is of (2)
1945	6,222	12,396	50.1
1946	6,641	12,787	51.9
1947	6,753	12,711	53.1
1948	6,826	12,675	53.8
1949	6,897	12,654	54.3
1950	7,069	12,811	55.2
1951	7,444	12,954	57.2
1952	7,630	13,436	56.9
1953	7,957	13,718	58.1
1954	8,120	13,889	58.4
1955	8,552	13,843	62.0
1956	8,886	14,226	62.6
1957	8,506	14,863	57.1
1958	9,618	15,186	63.3
1959	9,675	13,972	69.1

¹⁰⁹Annual Reports of the Department of Education, 1945-59.

TABLE 26

RETENTION GRADE II TO GRADE VII¹¹⁰

School Year Ending	Grade VII Enrolment (1)	Grade II Enrolment 5 years earlier (2)	Percent (1) is of (2)
1945	9,580	12,711	75.4
1946	9,744	12,675	76.7
1947	9,942	12,654	78.2
1948	10,011	12,811	78.1
1949	10,167	12,954	78.5
1950	10,959	13,436	82.1
1951	11,359	13,718	83.2
1952	11,730	13,889	84.2
1953	11,702	13,843	84.8
1954	11,852	14,226	83.8
1955	12,575	14,863	84.6
1956	12,984	15,186	85.5
1957	12,857	13,972	92.1
1958	12,925	13,826	93.5
1959	14,458	15,260	94.8

¹¹⁰Annual Reports of the Department of Education, 1945-59.

TABLE 27

ESTIMATED POPULATION BY AGE GROUPS IN CANADA 1959¹¹¹
(thousands)

Age Group	Canada	Nfld.	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.
Grand Total	17442.0	449.0	102.0	716.0	590.0	4999.0	5952.0	885.0	902.0	1243.0	1570.0
0 - 4	2189	71.2	12.5	90.0	78.9	651.6	710.9	104.6	113.3	170.3	180.6
5 - 9	1966	61.9	12.6	83.2	75.0	591.7	631.7	97.1	103.5	144.2	160.6
10 - 14	1666	52.7	11.0	74.0	65.9	522.1	517.6	82.3	87.7	116.0	133.3
15 - 19	1317	40.6	8.8	60.1	52.8	419.6	401.0	66.1	71.4	90.8	103.2
Total 5 - 19	4949	155.2	32.4	217.3	193.7	1533.4	1550.3	245.5	262.6	351.0	397.1
School Enrol. 1958-59	3629.2	119.3	22.7	171.4	139.5	1002.1	1249.7	173.8	194.7	261.5	289.0
Percentage 5 - 19 group of total pop.	28.4	32.3	31.7	30.3	32.9	30.7	26.0	27.8	29.2	28.2	25.3
Percentage Enrolment is of 5 - 19 group	73.3	76.8	70.0	78.9	72.0	65.4	80.7	70.7	74.1	74.6	72.8

¹¹¹ Dominion Bureau of Statistics, Estimated Population by Sex and Age Group for Canada and Provinces, 1959 (Ottawa, Queen's Printer, 1959).

TABLE 28

POPULATION, BIRTHS, MARRIAGES, DEATHSIN NOVA SCOTIA¹¹²

(Monthly Averages or Calendar Months)

Year	Population (thousands)	Births	Marriages	Deaths
1945	619	1,294	499	469
1946	608	1,493	546	504
1947	615	1,605	488	501
1948	625	1,483	424	508
1949	629	1,478	422	498
1950	638	1,439	422	507
1951	643	1,427	425	484
1952	653	1,469	438	501
1953	663	1,523	448	484
1954	673	1,576	439	474
1955	683	1,581	441	495
1956	695	1,560	453	464
1957	702	1,610	434	498
1958	710	1,575	428	510
1959	716	1,586	442	531

¹¹² Dominion Bureau of Statistics, Canadian Statistical Review, 1953 Supplement, 1959 Supplement, October 1960.

TABLE 29

POPULATION, BIRTHS, MARRIAGES, DEATHSIN CANADA¹¹³

(Monthly Averages or Calendar Months)

Year	Population (thousands)	Births	Marriages	Deaths
1945	12,072	24,061	9,003	9,451
1946	12,292	27,561	11,174	9,578
1947	12,551	29,925	10,609	9,810
1948	12,823	28,942	10,276	9,949
1949	13,447	30,512	10,323	10,337
1950	13,712	30,923	10,404	10,316
1951	14,009	31,675	10,686	10,455
1952	14,430	32,919	10,603	10,371
1953	14,845	34,736	10,904	10,615
1954	15,287	36,262	10,699	10,377
1955	15,698	36,807	10,648	10,680
1956	16,081	37,267	10,887	10,868
1957	16,589	38,975	11,076	11,347
1958	17,048	39,058	10,937	11,231
1959	17,442	39,812	11,020	11,628

¹¹³D. B. S., Statistical Review.

CHAPTER IV

ECONOMIC INDICATORS

The following tables give information which may be used to give indication of economic conditions and factors.

Table 30 gives the total personal income by provinces, while Table 31 notes population changes by provinces. Table 32 gives the personal income per capita for the Provinces. Personal Income is a measure of all income received whether or not it is earned. It includes transfer payments such as Family Allowances but excludes current earnings of corporations and government enterprises not paid to persons.¹¹⁴ Table 33 outlines the sources of personal income in Canada in 1959.

The output of a nation is the market value of all goods and services produced in a given period.

For the economy as a whole, these costs consist first of factor costs: that is to say, the earnings of the factors of production; wages and salaries, profits, interest, net rent and net income of unincorporated business. The sum of these factor costs is the Net National Income. To arrive at the total which measures production at market prices, it is necessary to add non-factor costs, i.e. depreciation allowances and similar business costs, as well as indirect taxes less subsidies. This total is called the Gross National Product.¹¹⁵

¹¹⁴Research Division, Canadian Teachers Federation, Trends in the Economic Status of Teachers 1910-1955, (Ottawa, 1957), p. 14.

¹¹⁵Ibid., p. 14.

Table 34 outlines the sources of the Gross National Product (1959). Table 35 shows the changes in percentage expenditure of the Gross National Product for all education in Canada and the percent of personal income for all education for Canada and for Nova Scotia. This Nova Scotia indicator is significantly lower than that of the national one.

Total expenditures on education in Nova Scotia are shown in Table 36 along with the per capita education expenditure, the cost per pupil in average daily attendance and the provincial government percentage of total education expenditure. In Table 37 the Nova Scotia educational revenue is given from urban sources and from rural and village sources. Table 38 gives a comparison by province showing total school board expenditure per capita by province for 1958, and how much this is of personal income per capita by province.

Table 39 gives the number of classrooms in Nova Scotia. Those listed under rural classrooms are one-room schools and a significant decrease of 547 is noted over the fifteen-year period. The greatest increase in number of classrooms occurs under village as a result of consolidation and the building programme.

Table 40 notes the number of school buildings. The overall total is almost exactly the same in 1959 as it was

in 1945. Many new schools have been built, however, and there has been a great decrease in one-room and other small county schools.

The number of school sections is given in Table 41. The greatest single change for any two consecutive years occurred from 1958 to 1959 when there was a decrease of 115. This was caused primarily because of the consolidation programme.

Table 42 gives the consumer price index in Canada (using 1949 = 100). The consumer price index reflects influence of price changes upon the cost of the typical purchases of a representative cross section of Canadian consumers. It consists of various factors, "weighted" as follows: food, 32%; clothing, 11%; shelter, 15%; household operation, 17%; other services, 25%.¹¹⁶ Therefore, a change in the price of any of these is reflected in the index according to its "weight". The index does not apply to single persons; or families larger than six; or those earning very high incomes. It applies to the average-sized city-dwelling family of moderate means.¹¹⁷

The average wages of wage-earners in the manufacturing industries of Nova Scotia is given in Table 43 along with those for Canada.

¹¹⁶ Dominion Bureau of Statistics, Canada Year Book, 1960, p. 983.

¹¹⁷ Dominion Bureau of Statistics, Prices and Price Indexes, Dec. 1960, p. 34.

TABLE 30
TOTAL PERSONAL INCOME BY PROVINCES 117
 (millions)

Year	Nfld.	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Canada
1945											9239
1946		45	408	275	2388	3821	579	602	666	895	9761
1947		43	412	289	2608	4068	616	643	709	966	10375
1948		51	432	315	2930	4608	727	814	870	1155	11901
1949											12638
1950	177	53	463	348	3317	5285	755	707	919	1398	13428
1951	205	60	499	383	3763	6093	881	1106	1228	1568	15824
1952	219	71	553	406	4152	6749	934	1209	1328	1728	17395
1953	242	66	591	414	4469	7209	943	1136	1373	1854	18336
1954	258	69	607	435	4647	7397	927	809	1309	1911	18421
1955	277	69	627	450	4847	7918	999	1022	1410	2064	19738
1956	311	78	675	497	5318	8617	1126	1226	1635	2332	21885
1957	332	78	722	507	5719	9322	1123	1007	1641	2499	23024
1958	359	85	752	533	6002	9837	1252	1138	1843	2567	24391
1959	378	93	799	571	6337	10520	1317	1181	1956	2715	25940

117 Research Division, Canadian Teachers Federation, Educational Finance in Canada, 1946-1958, September 1960, p. 19, and information supplied by the Director of Information Services, Dominion Bureau of Statistics, Ottawa. Some figures were not available to the writer.

TABLE 31

POPULATION BY PROVINCES 118
(thousands)

Year	Nfld.	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Canada
1945	322	92	619	467	3560	4000	727	833	808	949	12072
1946	330	94	608	478	3629	4093	727	833	803	1003	12292
1947	337	94	615	488	3710	4176	739	836	825	1044	12551
1948	344	93	625	498	3788	4275	746	838	854	1082	12823
1949	345	94	629	508	3882	4378	757	832	885	1113	13447
1950	351	96	638	512	3969	4471	768	833	913	1137	13712
1951	361	98	643	516	4056	4598	776	832	939	1165	14009
1952	374	100	653	526	4174	4788	798	843	973	1205	14459
1953	383	101	663	533	4269	4941	809	861	1012	1248	14845
1954	395	101	673	540	4388	5115	823	873	1057	1295	15287
1955	406	100	683	547	4517	5166	839	878	1091	1342	15698
1956	415	99	695	555	4628	5405	850	881	1123	1399	16081
1957	426	99	702	565	4758	5622	860	879	1160	1487	16589
1958	428	100	710	577	4884	5803	870	888	1201	1544	17048
1959	449	100	716	590	4999	5952	885	902	1243	1570	17442

118D.B.S., Canadian Statistical Review, 1953 Supplement, 1959 Supplement, and Oct. 1960.

TABLE 32
PERSONAL INCOME PER CAPITA BY PROVINCES 119

Year	Nfld.	P.E.I.	N.S.	N.B.	Que.	Ont.	Man.	Sask.	Alta.	B.C.	Canada
1945											
1946		457	678	594	645	913	817	770	854	898	
1947		468	685	596	702	962	828	758	884	951	
1948		505	664	637	779	1069	980	927	1030	1090	
1949											
1950	507	563	730	643	830	1186	987	892	1009	1152	978
1951	571	612	782	729	930	1323	1121	1303	1256	1276	1120
1952	612	689	864	776	995	1412	1144	1405	1292	1360	1193
1953	658	623	896	774	1047	1465	1137	1292	1275	1438	1227
1954	653	683	902	806	1059	1446	1126	927	1239	1476	1205
1955	682	690	918	823	1073	1504	1191	1164	1292	1538	1257
1956	749	788	971	895	1149	1594	1325	1392	1456	1667	1361
1957	779	788	1029	897	1202	1658	1306	1146	1415	1681	1388
1958	820	850	1059	924	1229	1695	1439	1282	1535	1663	1434
1959	842	912	1116	968	1268	1768	1488	1309	1574	1729	1487

119 Calculated from Tables 30 and 31. Some figures were not available to the writer.

TABLE 33

NATIONAL INCOME AND GROSS NATIONAL PRODUCT, 1959 120
(millions of dollars)

Wages, Salaries, and Supplementary Labour Income	17,717
Military Pay and Allowances.	496
Corporation Profits before Taxes	2,836
Rent, Interest, and Miscellaneous Investment Income	2,094
Accrued Net Income of Farm Operators from Farm Production	1,108
Net Income of Non-Farm Unincorporated Business	2,150
Inventory Valuation Adjustment	- 120
NET NATIONAL INCOME AT FACTOR COST	26,281
Indirect Taxes less Subsidies.	4,220
Capital Consumption Allowances and Miscellaneous Valuation Adjustments.	4,131
Residual Error of Estimate	- 39
GROSS NATIONAL PRODUCT AT MARKET PRICES.	34,593

TABLE 34

SOURCES OF PERSONAL INCOME, 1959¹²¹
(millions of dollars)

Wages, Salaries, and Supplementary Labour Income	17,717
Deduct: Employer and Employee Contributions to Social Insurance and Government Pension Funds.	- 664
Military Pay and Allowances.	496
Net Income Received by Farm Operators from Farm Production	1,116
Net Income of Non-Farm Unincorporated Business	2,150
Interest, Dividends, and Net Rental Income of Persons.	2,300
Transfer Payments to Persons:	
From Government (Excluding Interest)	2,785
Charitable Contributions by Corporations	40
PERSONAL INCOME.	25,940

¹²¹Ibid., p. 8.

TABLE 35

EXPENDITURES ON EDUCATION AS A PERCENT OF
GROSS NATIONAL PRODUCT AND PERSONAL INCOME¹²²

Year	National Expenditures for all Education as a Percent of		Nova Scotia Expenditure on Education as a Percent of Nova Scotia Personal Income
	Personal Income	Gross National Product	
1946	2.77	2.28	1.88
1947	3.28	2.59	2.16
1948	3.23	2.55	2.36
1949	3.31	2.58	
1950	3.38	2.52	2.94
1951	3.19	2.37	2.83
1952	3.28	2.35	2.87
1953	3.39	2.45	2.99
1954	3.77	2.80	3.15
1955	3.98	2.89	3.49
1956	4.05	2.89	3.75
1957	4.78	3.46	3.84
1958	5.02	3.76	4.09

¹²² Research Division, Canadian Teachers Federation, Educational Finance in Canada 1946-1958, (Ottawa, September 1960), p. 10; and calculated from Tables 30 and 36.

TABLE 36
EDUCATIONAL EXPENDITURES¹²³

Year	Total Expenditures on Education	Per Capita Expenditure on Education	Cost/Pupil in Average Daily Attendance	Provincial Gov't. Expenditure	Percentage of Government Expenditure to Total
1945	\$ 6,937,017	\$12.00	\$73.93	\$2,889,648	41.7
1946	7,686,287	13.30	77.35	3,425,133	44.6
1947	8,899,070	15.40	87.17	4,333,340	48.7
1948	10,197,163	17.63	97.57	5,202,003	51.0
1949	12,059,447	20.87	112.13	6,594,971	54.7
1950	13,617,413	23.56	121.78	7,583,353	55.7
1951	14,135,650	24.46	124.05	7,849,645	55.5
1952	15,854,172	25.15	125.18	8,413,074	53.1
1953	17,677,435	27.51	136.16	9,225,335	52.2
1954	19,145,375	29.71	140.26	9,739,799	50.8
1955	21,884,053	34.05	155.88	11,353,744	51.9
1956	25,307,257	40.15	174.83	14,180,091	56.0
1957	27,696,922	43.10	188.09	15,181,792	54.8
1958	30,727,993	44.23	199.80	16,615,861	54.0
1959	35,699,408	51.39	221.24	19,020,230	53.2

Note: Previous to 1952 the figures are for the school year. From 1952 on the figures are for the calendar year.

¹²³Annual Reports of the Department of Education, 1945-59.

TABLE 37

EDUCATIONAL REVENUE IN NOVA SCOTIA¹²⁴

Year	Rural and Village Revenue	Urban Revenue	TOTAL	Increase over previous year
1945	\$ 922,263	\$2,547,524	\$3,469,787	\$143,469
1946	918,059	2,764,839	3,682,898	213,111
1947	887,113	3,102,264	3,989,377	306,479
1948	924,624	3,493,193	4,417,817	428,440
1949	1,071,620	3,815,513	4,887,133	469,316
1950	1,142,368	4,314,352	5,456,662	569,584
1951	1,186,106	4,522,556	5,708,662	251,945
1952	1,782,951	5,427,210	7,210,161	357,872
1953	2,773,472	5,678,628	8,452,100	1,241,939
1954	2,983,222	6,422,354	9,405,576	953,476
1955	3,611,675	6,918,634	10,530,309	1,124,733
1956	3,796,211	7,330,955	11,127,166	596,857
1957	4,299,844	8,215,246	12,515,130	1,387,964
1958	5,406,754	8,705,376	14,112,132	1,597,002
1959	6,920,083	9,759,095	16,679,178	2,567,046

¹²⁴Annual Reports of the Department of Education,
1945-59.

TABLE 38

TOTAL SCHOOL BOARD EXPENDITURE PER CAPITA, 1958

AND PERCENT OF PERSONAL INCOME PER CAPITA ¹²⁵

Province	Provincial Grants (thousands)	School Boards (thousands)	Total School Board Expenditure	Per Capita Expenditure (1)	Per Capita Personal Income (2)	Percentage (1) is of (2)
Newfoundland	10,875	2,554	13,429	\$ 19	\$ 820	2.3
Prince Edward Island	1,308	1,109	2,417	24	850	2.8
Nova Scotia	12,294	14,394	26,688	38	1059	3.6
New Brunswick	7,874	13,731	21,605	37	924	4.0
Quebec	67,249	127,618	194,867	40	1229	3.3
Ontario	131,175	196,046	327,221	56	1695	3.3
Manitoba	14,736	24,207	38,943	45	1439	3.1
Saskatchewan	20,579	34,265	54,844	62	1282	4.8
Alberta	48,690	42,754	91,444	76	1535	5.0
British Colum- bia	47,708	48,063	95,771	62	1663	3.7
All Provinces	362,488	502,922	865,410	51	1431	3.6

¹²⁵Educational Finance in Canada 1946-58, p. 17, and calculated from Tables 28, 30.

TABLE 39

NUMBER OF CLASSROOMS IN NOVA SCOTIA¹²⁶

Year	Rural	Village	Urban	Total
1945	1280	898	1415	3593
1946	1239	997	1472	3708
1947	1192	1141	1515	3848
1948	1177	1212	1570	3959
1949	1147	1364	1603	4114
1950	1124	1428	1698	4250
1951	1101	1513	1804	4418
1952	1088	1642	1858	4588
1953	1086	1712	1885	4683
1954	1022	1701	2038	4761
1955	974	1924	2277	5175
1956	940	2048	2220	5208
1957	881	2094	2386	5361
1958	822	2275	2486	5583
1959	733	2590	2508	5831

Note: 1956 Urban classrooms includes 56 vocational classrooms for the first time.

¹²⁶Annual Reports of the Department of Education, 1945-59.

TABLE 41

NUMBER OF SCHOOL SECTIONS IN NOVA SCOTIA¹²⁸

Year	Rural	Village	Urban	Total
1945	1374	334	45	1753
1946	1328	365	45	1738
1947	1289	405	44	1738
1948	1264	433	43	1740
1949	1213	482	43	1738
1950	1218	482	43	1743
1951	1212	493	43	1748
1952	1195	512	42	1749
1953	1193	515	42	1750
1954	1145	523	42	1710
1955	1138	547	42	1727
1956	1136	549	42	1727
1957	1118	532	42	1692
1958	1106	509	42	1657
1959	1013	487	42	1542

¹²⁸Annual Reports of the Department of Education,
1945-59.

TABLE 42

CONSUMER PRICE INDEX IN CANADA¹²⁹
(1949 = 100.)

1945	75.0
1946	77.5
1947	84.8
1948	97.0
1949	100.0
1950	102.9
1951	113.7
1952	116.5
1953	115.5
1954	116.2
1955	116.4
1956	118.1
1957	121.9
1958	125.1
1959	126.5

¹²⁹D.B.S., Canadian Statistical Review, 1959

TABLE 43

AVERAGE WEEKLY WAGES AND SALARIESIN NOVA SCOTIA AND CANADA¹³⁰

(Industrial Composite)

<u>Year</u>	<u>Nova Scotia</u>	<u>Canada</u>
1945	\$31.57	\$32.04
1946	30.80	32.48
1947	32.60	36.19
1948	35.97	40.06
1949	37.65	42.96
1950	39.40	45.08
1951	42.51	50.04
1952	45.88	54.41
1953	48.61	57.53
1954	49.56	59.04
1955	50.83	61.05
1956	52.90	64.44
1957	56.36	67.93
1958	58.33	70.43
1959	60.17	73.47

¹³⁰Ibid., pp. 36, 43.

TABLE 44

TRENDS IN THE PERCENTAGE OF SCHOOL BOARDEXPENDITURE PROVIDED BY PROVINCIAL GRANTS

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Province	1946	1949	1952	1955	1958
Newfoundland	—	75.7%	78.4%	76.9%	81.0%
Prince Edward Island	57.2	53.9	53.9	52.8	54.1
Nova Scotia	29.0	48.3	50.0	47.5	46.1
New Brunswick	15.6	39.9	44.5	39.9	36.4
Quebec	31.6	32.6	34.4	33.4	35.3
Ontario	38.0	37.9	34.9	32.8	40.1
Manitoba	17.8	26.2	28.7	31.1	37.8
Saskatchewan	24.0	27.1	28.6	28.3	37.6
Alberta	23.3	28.0	31.2	54.2	57.9
British Columbia	36.2	50.7	44.2	59.0	49.8
Ten Provinces	31.6	36.9	36.3	39.2	42.5

¹³¹Research Division, Canadian Teachers Federation,
Educational Finance in Canada, Appendix A, p. 9.

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