

TEACHER CERTIFICATION IN NOVA SCOTIA

1970 - 1975

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

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PREFACE

Although several studies related to Teacher Certification in Nova Scotia have been carried out, this study is the first to have access to teacher records maintained by the Registrar's Office of the Department of Education. Because of my employment in the Registrar's Office permission was granted to me to use information from these records while respecting their confidentiality. For this permission I am especially grateful as the study could not have proceeded without it.

My thanks are also extended to Mrs. J. Cochrane for typing the manuscript, to Mr. Ralph Kane, the Registrar of the Department of Education for his professional support, and to Professor Francis Phillips for his always constructive criticism.

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CHAPTER I

Development of Certification in Nova Scotia

Certification prior to 1967

In the province of Nova Scotia, Canada, the certification of teachers is a provincial function. The province "guards the gates" to

the teaching profession by controlling certification 1.

The purpose of certification is to establish and maintain

standards for the preparation and employment of persons who teach or render certain nonteaching services in the schoolroom. 2.

The first certification in North America was carried out in the colonial period through personal interviews by the local clergy. The same process seems to have been the first certification system in Nova Scotia as well. The first Education Act in this province allowed that a license to teach

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1. Teacher Education, The Sixty-first yearbook of the National Society for the Study of Education, Chicago, University of Chicago Press, 1975, p. 279
 2. Ibid, p. 279

could be procured by submitting to an examination by the parish minister or, in his absence, by two Justices of the Peace who then made the necessary recommendations. 3.

In effect, the usual practice was for the clergy to make the recommendation, allowing the Church of England to exercise control of the licensing function in the province.⁴ The typical pattern was to have the applications scrutinized by the local clergy who would make their recommendation to the Governor. One such license, issued in 1759, read as follows:

By His Excellency Chas. Lawrence, Esquire

License is hereby granted to Daniel Shatford to keep a School at Halifax for teaching, Writing, Arithmetic, Bookkeeping, Navigation, English and Latin, he appearing qualified and having taken the Oaths of Allegiance, Supremacy and Abjuration. This license to continue during good behavior. 5.

When the Boards of School Commissioners were established in 1826, they took over the licensing functions from the clergy. Licenses issued by the boards were valid only in the county in which they were issued.⁶ Examinations were now used although they were not strenuous. For example, one candidate

was required to read a few lines of Milton's 'Paradise Lost', parse two or three lines of a poem and work an exercise in vulgar fractions. Having done the exercises to the satisfaction of the Commissioners he readily obtained endorsement of the Certificate by another Commissioner without further examination. 7

3. John A. Earle, The Development of the Teaching Profession in Nova Scotia, unpublished Master's Thesis, Halifax, St. Mary's University, 1960, p.34

4. Ibid, p. 37

5. Ibid, p. 40

6. Ibid, p. 72

7. Ibid, p. 72

From these rather humble beginnings teacher certification grew apace. By 1867 there were five grades of license based on examinations through the Normal School, which was established in 1855,⁸ and by examination taken on similar material presented in the curriculum of the high schools.⁹

Grades of licenses and subjects examined were as follows:

Grade E: geography of Nova Scotia, general geography, teaching, school management, arithmetic, English and grammar.

Grade D: the above, plus British history, algebra, English analysis and English composition.

Grade C: the above, plus bookkeeping, plane geometry and prosody.

Grade B: the above, plus outlines of universal history, natural philosophy, chemistry of common things, practical mathematics and navigation.

Grade A: The above, plus history of Greece, history of Rome, ancient geography, solid geometry, Latin and Greek. 10.

By 1896, further changes had taken place. The Class E license had been dropped in 1888, and a new class called the Academic was added. This license required a university and post-graduate examination.¹¹ By 1939, only three of the old licenses remained: the Academic, A and B.¹² In this same year

8. George A. MacIntosh, The Development of Teacher Education in Nova Scotia, unpublished Master's Thesis, Halifax, St. Mary's University, 1964, p.23

9. Earle, p.83

10. MacIntosh, p. 24

11. Ibid, p. 25

12. Ibid, p. 26

a further category was added - the High School - requiring a Bachelor of Arts or Science, and suitable teacher training from a university education program.¹³ In 1953, an Intermediate license was added, requiring at least two years of university work toward a degree and suitable teacher training.¹⁴ In addition, a Temporary C and Permissive License were issued to partly trained or untrained teachers in response to the teacher shortage.

In 1955 a major revision in terminology took place, although the requirements were essentially the same. Table I shows the new classification compared to the old.

Table I

<u>New Classification</u> (1955)	<u>Old Classification</u> (pre - 1955)
Professional Certificate I	Academic
Professional Certificate II	High School
Professional Certificate III	no equivalence
Teacher License 1	Intermediate
Teacher License 2	Class A
Teacher License 3	Class B

In addition, a Teacher's License 4 was the reclassification of the old Class C and D licenses, while two Permits of Class 1 and Class 2 replaced the Temporary C and Permissive licenses. In 1961, a new classification - the Professional Certificate IA - was added, completing the revision begun in 1955.

Certification from 1967.

The latest revision in certification regulations occurred on August 1, 1967. This revision aimed to establish

13. Ibid., p. 27

14. Norman H. Ferguson, Developments in Education in Nova Scotia: 1945-59, unpublished Master's Thesis, Halifax, St. Mary's University, 1961, p. 42

uniformity and to provide for smooth transition throughout the license structure. 15

The former system of Teacher's Licenses and Professional Certificates apparently caused some confusion in interpretation. The Regulations of 1955 created three Teacher's Licenses, namely Class 1, Class 2 and Class 3. Class 1 was the highest level of Teacher's License while Class 3 was the lowest. At the same time three classes of Professional Certificates were instituted: Professional Certificate III, Professional Certificate II, and Professional Certificate I. In this sequence, the Professional Certificate Class I was the highest, while the Professional Certificate Class III was the lowest, but, the Professional Certificate Class III was a higher certificate than the Teacher's License Class 1.

Confusion might also arise from the levels of certification themselves. The numbers, that is Class 1, Class 2, Class 3 in the Teacher's License categories, and the Class III, Class II and Class I in the Professional Certificate categories, bore no relationship to the number of years of study involved in each class of certificate. For example, the Teacher's License Class 3 required only one year of training beyond Nova Scotia Grade XI, whereas the Teacher's License Class 1 required three years of training. The Professional Certificate Class III required four years of training beyond Nova Scotia Grade XI, while the Professional Certificate Class I represented at least six years of training.

The new system established a hierarchy of Teacher's Certificates from Class 1 at the low end to Class 8 at the high. By establishing a hierarchy of levels from 1 to 8 it was hoped the system of certification would indicate the number of years of academic and professional training a Teacher's Certificate represented. The following table indicates the new classification compared to the former one, which was in effect from 1955 to 1967.

15. Annual Report, Department of Education, Halifax, Queen's Printer, 1967, p. 5

TABLE 2

<u>1955-1967</u>	<u>1967 - Present</u>
Professional Certificate IA	Teacher's Certificate 8
None	Teacher's Certificate 7
Professional Certificate I	Teacher's Certificate 6
Professional Certificate II	Teacher's Certificate 5
Professional Certificate III	Teacher's Certificate 4
Teacher's License 1	Teacher's Certificate 3
Teacher's License 2	Teacher's Certificate 2
Teacher's License 3	Teacher's Certificate 1

The restructuring of the certification levels in 1967 was carried out to provide a simpler and more uniform means of representing the years of study indicated by the various levels, 1 through 8. Indeed, the system seems simplicity itself. A Teacher's Certificate Class 1 would represent a minimum of one year of study beyond the base line of Nova Scotia Grade XI, while a Teacher's Certificate Class 8 would represent a minimum of eight years of study beyond the base line. The levels would also represent the usual number of years of study required for the normal pattern of university degrees. Thus, beyond Nova Scotia Grade XI, a Bachelor of Arts normally represents four years of university study, a Bachelor of Education an additional year for a total of five years. These five years would qualify a teacher for a Teacher's Certificate Class 5.

The appearance of successively higher levels of study qualifying a teacher for higher levels of certification is apparent from an examination of the Regulations Under the Education Act. The Teacher's Certificate Class 1 requires a Nova Scotia Grade XI or equivalent plus a year of professional teacher education. The Teacher's Certificate Class 6 requires the completion of a Bachelor's Degree, a Master's Degree and a year of professional teacher education. The Teacher's Certificate Class 8 requires the completion of a Doctoral program and a year of professional teacher education. Thus, not only did the new certification

scheme indicate the number of years of study required for each certificate level, but it also indicated that each class required a higher level of scholarly achievement.

The seeming simplicity and uniformity of the new system are not reflected in the administration of these Regulations. The Royal Commission on Education, Public Service, and Provincial-Municipal Relations (the Graham Report) makes reference to the complete set of Regulations dealing with certification in Nova Scotia:

At present, teachers in Nova Scotia, other than vocational teachers, may hold any one of nine permanent general certificates. Of those nine, five continue to be issued to persons entering the profession for the first time. In addition, to these general certificates, teachers may also hold any one of several levels of specialist certificates issued by the Minister of Education, including vocational teachers' permits and Certificates.

The rules governing the earning and awarding of this considerable variety of certification are spread over eighteen pages of the Regulations Under the Education Act. A perusal of these rules leads to the conclusion that it is not easy to determine with even a reasonable degree of certainty what Nova Scotia's definition of a qualified teacher is nor to identify a logical or consistent basis for the certification of teachers. 16

In spite of this statement, it is doubtful if even the Royal Commission realized how many different certificates and permits are issued by the Department of Education. When one lists all the different types and levels the total is substantial. The following data applies:

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16. Report of the Nova Scotia Royal Commission on Education, Public Services, and Provincial-Municipal Relations, "Education", Volume III, Halifax, Queen's Printer, 1974, p.58:88

TABLE 3

GENERAL TEACHERS' CERTIFICATES

<u>Type</u>	<u>Total</u>
Teacher's Certificate 1 to Teacher's Certificate 8 Interim	8
Teacher's Certificate 1 to Teacher's Certificate 8 Permanent	8

SPECIALIST TEACHERS' CERTIFICATES

9 types Teacher's Certificate 3 - Teacher's Certificate 8 INTERIM	54
9 types Teacher's Certificate 3 - Teacher's Certificate 8 PERMANENT	54
1 type Teacher's Certificate 5 - Teacher's Certificate 8 INTERIM	4
1 type Teacher's Certificate 5 - Teacher's Certificate 8 PERMANENT	4
1 type Vocational Teacher's Certificate I - Vocational Teacher's Certificate IV INTERIM	4
1 type Vocational Teacher's Certificate I - Vocational Teacher's Certificate IV PERMANENT	4
1 type Teacher's Certificate 4 - Teacher's Certificate 8 INTERIM	5
5 types Permits	<u>5</u>
TOTAL	<u><u>150</u></u>

Further complicating the seeming simplicity of the present Regulations are Regulation 56 and Regulation 62(2). Regulation 56 allows certificate levels to be raised through studies other than those stated in the appropriate Regulations. This could mean, to carry Regulation 56 to its extreme, that every general certificate could be upgraded on a purely individual basis, and that the study required for each teacher could be completely different from any other teacher. Chapter III, will elaborate on some of the types of options used to upgrade certificates.

Regulation 62(2) reads in part that "Higher certificates are

awarded ... in accordance with the specific requirements as laid out and recommended by specially appointed committees in the specialist fields and approved by the Department."¹⁷ This means, in principle, that beyond the minimum requirements outlined in the appropriate Regulations there is a specified pattern of study, based on approved years of study, which must be pursued in order to upgrade the level of certificate. In the Physical Education speciality, for example, a year of study may take three forms:

- (i) a minimum of two courses in Health, Physical Education and Recreation and three other courses in the academic and/or pedagogical fields.
- (ii) an approved four session program in related fields through the Nova Scotia Summer School (guidance, junior high school program on leadership in education administration).
- (iii) a year of approved study leading to a degree.¹⁸

To further complicate matters in the Physical Education certification process there is the provision that any person beginning physical education studies in September, 1970 must have a degree in Physical Education before proceeding to the Teacher's Certificate Class 6. Upgrading details of this kind are in effect for certification governing Industrial Arts, Home Economics, Physical Education, Art, and Music. Because these prescriptions are called for under Regulation 62 they represent an amount of material additional to the eighteen pages of the Regulations Under the Education Act.

17. Regulations Under the Education Act, Halifax, Department of Education, 1976, p. 56

18. P and R Release, Halifax, Department of Education April 24, 1974.

Moreover, there are various additions and changes which further complicate the issuing of Teachers' Certificates. An examination of the Vocational Teacher's Certificates would seem to support this statement. Prior to July 31, 1975 the academic requirements for Vocational Certification were relatively straightforward. To qualify for a Vocational Teacher's Certificate Class I the academic requirement was a Nova Scotia Grade XI or its equivalent. The Vocational Teacher's Certificate Class II required a Grade XII, the Vocational Teacher's Certificate Class III one half the credits for a degree, and the Vocational Teacher's Certificate Class IV three quarters of the credits for a degree.¹⁹ On August 1, 1975, however, new Regulations were approved governing the academic requirements for Vocational Certification. These new regulations allowed a wide variety of choice which, of course, complicates the issuing of Vocational Teacher's Certificates.

The issuing of permanent Teacher's Certificates is more complicated than first assumed. Regulation 45 requires that a teacher complete not less than two years of successful teaching in Nova Scotia.²⁰ This statement, however, applies only to a Teacher's Certificate Class 3 and above, such certificates based on programs completed after August 1, 1967. It never applies to a Teacher's Certificate Class 1 and 2, or a Teacher's Certificate Class 3 based on programs completed prior to August 1, 1967. In these three cases Regulation 59(a) comes into effect.²¹ These three classes of certificates are interim, valid for two years, and require summer school attendance and one year of successful teaching in order to be made permanent.

19. Regulations Under the Education Act, pp. 61-64

20. Ibid., p. 48

21. Ibid., p. 53

Also the seeming simplicity of the wording of the present regulations is deceiving. A good example is Regulation 51, dealing with the issuing of a Teacher's Certificate Class 5. The Regulation reads in part that:

The Minister may grant a general Teacher's Certificate Class 5 to a person who satisfies him that he
(a) holds a Bachelor's degree, from a recognized university, comprising the courses required by the Department 22

The words "comprising the courses required by the Department" affect the certification status a Bachelor's degree receives. These words are interpreted to mean that an approved Bachelor's degree must contain a minimum of ten full credits in subjects normally taught in the public schools of Nova Scotia, the so-called teachable academics. Moreover, the interpretation assumes the Bachelor's degree is four years of study after Nova Scotia Grade XI or its equivalent or three years after Nova Scotia Grade XII or its equivalent.

Thus, it quickly becomes evident that rather than providing uniformity and smoothness the present certification system is exceedingly complex and detailed.

Regulation 56

In addition to Regulations 48 to 55 one further regulation plays a very prominent role in teacher certification. This is Regulation 56. It reads:

56(1) Notwithstanding the provisions of regulations 48-55 inclusive, the Minister may grant to a person holding teacher's certificates up to and including Class 7

inclusive, a certificate of the next highest rank if the person (a) completes after August 1, 1967, a course of training approved by the Minister of one academic year's duration or the equivalent thereof; (b) completed before August 1, 1967, a course of training of one academic year's duration or the equivalent thereof if the Minister is satisfied that the course of training was of a kind that he would have approved on or after August 1, 1967²³

The second section of Regulation 56 deals with the effective dates of certificates issued under the Regulations and is not particularly germane to this discussion.

The idea of a separate regulation governing an approved course of training for upgrading Teacher's Certificates was first formulated in the Education Office Gazette of October 1957, based on an amendment to the Education Act, the amendment dated July 10, 1957. It was numbered Regulation 36A and read as follows:

- (1) Notwithstanding the provisions of Regulations 31 to 36 inclusive, the Minister may grant to a person holding a Teacher's License of Class 3, 2 or 1, or a Professional Certificate of Class III, a license or Certificate of the next higher rank, if the person completes an approved course of training in professional subjects or in academic and professional subjects of one academic year's duration or the equivalent thereof.
- (2) A person who has under the provisions of this regulation been promoted from Teacher's License Class 3 to Teacher's License Class 2, or from Teacher's

23. Ibid., p. 52

License Class 2 to a Teacher's License Class 1, shall, unless he has already done so, fulfill the requirements of attendance at the Nova Scotia Summer School for the Class of license to which he has been promoted.

- (3) The provisions of this regulation may in the case of any one person be invoked on only one occasion. 24

The justification for such a Regulation was contained in a statement in the Education Office Gazette of March, 1958. The statement was entitled "Improving Teaching Qualifications." The statement explained that:

Many teachers have been studying high school and university courses in order to raise their licenses and certificates. These courses are taken in a variety of ways: week-end courses, after-school courses, evening courses, correspondence courses, and occasionally a year off from teaching to study at a university. In some cases, however, teachers either have been studying, or wish to study, courses helpful to them in their teaching but not recognized as credit either on a Grade 12 certificate or towards a college degree.

The Council on Teacher Education has felt that teachers would be greatly helped if they knew what courses were being offered by the various institutions, what credits are given for the courses, and what courses are recognized by the universities and colleges.

After much research and discussion it was decided that in order to help teachers raise their licenses in ways other than

24. Education Office Gazette, Halifax, Department of Education, October 1957, p. 14

those already established under the Education Act, it might be advisable to recognize an integrated program of approved professional studies, or combined professional and academic studies, taken for the equivalent of an academic year, over and above the basic year of professional training required for all licenses.

A recommendation accordingly was made to the Minister of Education, and approved by him; and on July 10, 1957, the Education Act was amended to provide for this development to come into force on August 1. 25.

Through this Regulation teachers interested in upgrading their certification were given a route alternative to that required by the regulation governing a particular class of certificate. The route may have been an alternative but it was still highly structured as outlined in the principles governing integrated programs. In this regard the statement listed the following five principles:

1. An integrated program must be a unified and co-ordinated course in approved professional studies or combined professional and academic studies that leads to the equivalent of a full year of study over and above the basic year of professional training.
2. No teacher may receive credit for a year's work beyond the basic year of professional training simply by adding up units from a heterogeneous array of courses.
3. Whether or not university credit is given for all or part of the program, individuals need not be awarded a degree or diploma upon completion of an integrated program.

4. Courses taken to make licenses permanent are not to count for credit in an integrated program.
5. An integrated program may apply only once for one person for the purpose of raising a license. 26

This statement also listed the institutions from which credits could be gained, the length of the integrated program, and the types of courses eligible for recognition.

1. Recognized universities and their summer schools.
2. The Nova Scotia Summer School for Teachers
3. Other recognized institutions approved by the Board of Teacher Certification. 27

A course of training should occupy approximately 450 class hours, or the equivalent of a university year, from the following areas:

1. Further courses in academic subjects of the nature taught in the schools of Nova Scotia, Primary to Grade 12 inclusive;
2. and/or professional courses in education and psychology;
3. and/or professional courses related to the teaching of subjects taught in the schools of Nova Scotia 28

The terms of Regulation 36A, renumbered as Regulation 51 in the 1966 Regulations Under the Education Act, remained in effect until the general restructuring of the certification system which took place on August 1, 1967. The Regulation governing approved courses of training became Regulation 56. It read:

26. Ibid.
27. Ibid.
28. Ibid.

Notwithstanding the provisions of Regulation 48 to 55 inclusive the Minister may grant to a person holding Teacher's Certificates up to and including Class 7 inclusive a certificate of the next highest rank if the person completes an approved course of training of one academic year's duration or the equivalent thereof. This course must be approved, before being undertaken, by the Minister. 29

Subsequently, an amended Regulation 56 was published in the form presently in effect.³⁰

Regulation 36A would seem to be much more restrictive than Regulation 56 which now governs approved courses of training. Gone in Regulation 56 is the restriction that the integrated year may be invoked on only one occasion. Indeed, it is now theoretically possible to upgrade a Teacher's Certificate Class 1 to a Class 8 strictly on the basis of Regulation 56. As well, Regulation 56 allows a teacher to upgrade to the highest level, that is a Teacher's Certificate Class 8, whereas Regulation 36A limited such upgrading to those holding a PC III or lower, the PC III being equivalent to a Teacher's Certificate Class 4 in present terminology.

With a history, then, of some twenty years, there seems to have been scant research done on what impact the approved course of training has had on teacher certification in Nova Scotia. For example, one could examine the tables published in the Annual Report of the Department of Education. The 1973-74 Report contains a table showing the number of teachers who hold degrees. In this regard the Regulations clearly require that all those teachers who hold a Teacher's Certificate Class 5 must have a Bachelor's degree. All those who hold a Teacher's Certificate Class 6 or Class 7 must have both a Bachelor's and Master's degrees.

29. Regulations Under The Education Act, 1970, p. 42

30. "P and R Release", June 22, 1970.

Those holding a Teacher's Certificate Class 8 must hold a Bachelor's, Master's and Doctor's degrees. The 1973-74 report shows the following figures with respect to those holding Teacher's Certificates Class 5 to Teacher's Certificates Class 8. There were 3,602 teachers with Teacher's Certificates Class 5, 1,815 with Teacher's Certificates Class 6, 467 with Teacher's Certificates Class 7 and 90 with Teacher's Certificates Class 8. These totalled 5,974. Of these 5,974 teachers, 4,645 had Bachelor's degrees, 753 had Master's degrees, and 12 had Doctorate degrees. According to the Regulations governing the Teacher's Certificate Class 5 to Teacher's Certificate Class 8 all 5,974 should have held Bachelor's degrees, 2,372 should have had Master's degrees, (the totals of Teacher's Certificates Class 6, Teacher's Certificates Class 7 and Teacher's Certificates Class 8), and 90 should have had Doctorate degrees.³¹ In percentage terms, seventy-eight percent of appropriate teachers had a Bachelor's degree, thirty-two percent of appropriate teachers had a Master's degree, and thirteen percent of appropriate teachers had Doctorate degrees. In other words, twenty-two percent of those teachers who should have held a Bachelor's degree received the certificate they then held, under the authority of Regulation 56. Sixty-eight percent of those who should have held both Bachelor's and Master's degrees received the certificate they then held, under the authority of Regulation 56. Eighty-seven percent of those who should have held Bachelor's, Master's and Doctorate degrees received the certificate they then held, under the authority of Regulation 56. Thus, it would seem that Regulation 56 played a most active part in the teacher certification process. Furthermore, it could be assumed that Regulation 56 also had considerable effect on those who held certificates at the lower levels, increasing still more the part played by the Regulation.

31. Annual Report, 1974, pp. 70-72.

Guidelines for Regulation 56 seem to have been developed from Regulations 48-55 and to some extent the terms of Regulation 36A. Thus, a teacher may qualify for a higher certificate without having to fulfill the strict letter of the law as outlined in Regulations 48-55, but rather the intent of each certificate level representing a progressively higher academic standing. For example, Regulation 50 governing the issuing of a Teacher's Certificate Class 6 requires that a teacher first hold a Teacher's Certificate Class 5 and also hold a Master of Education degree, or a Master of Arts or Science "in a field of study recognized by the Department as related to elementary and secondary school education in the Province."³² A person qualifying for a Teacher's Certificate Class 6 under Regulation 56 is still required to complete advanced study but without the restriction of having to hold a graduate degree. This policy allows for a wide degree of flexibility in satisfying the expressed needs of the individual teacher regarding further study. A teacher then could follow an approved year of study made up of five advanced level undergraduate courses closely related to the teaching assignment, which it may be argued, is much more valid for the education of teachers, than is qualifying for a Master's degree which fulfills regulations but is not particularly practical for the classroom teacher.

The same argument might prevail in requiring a doctoral degree to qualify for a Teacher's Certificate Class 8. To some, such a degree would represent over-qualification for teaching in the public schools. Regulation 56 allows considerable latitude in this respect although in most cases teachers who qualify for a Teacher's Certificate Class 8 have completed

32. Regulations Under the Education Act, 1976, p. 49.

at least a year of graduate study, usually at the Master's level.

The problem of what study should qualify for which certificate developed because of linking certificate level to salary increases. Other than service increments the only methods whereby a classroom teacher can increase his salary is to leave the classroom for administration or to upgrade the certificate level. If Regulation 56 did not exist and because most graduate programs require full-time attendance, most teachers would advance no higher than a Teacher's Certificate Class 5 as undergraduate degrees are attainable through part-time studies.

CHAPTER II

Research Methodology

Scant research seems to have been carried out relative to the use of Regulation 56. This present study will attempt to provide some data in this regard. Statistics were compiled but only on general Teacher's Certificates. They were taken from the service cards of active teachers, retained by the Registrar's Office of the Department of Education in Halifax. Files are stored according to school boards with the individual service cards filed alphabetically according to the surname of the teacher. The cards include both fulltime and substitute teachers. Each service card contains the following information:

1. Teacher's name
2. Professional number
3. Date of birth
4. Certificate or certificates held, past and present
5. Year certificate or certificates issued
6. A summary of the qualifications used for certification purposes.
7. Teaching service

The cards on the active file for 1975-76 were individually examined, information being charted as required.

Some 13, 000 individual service cards were examined with approximately 23,000 separate facts gleaned. A check sheet was used to tally the information. It was divided into two main parts:

1. Data on the number of first and upgraded certificates. (See Charts 2 - 19 inclusive)
2. Data on the amount of time, in years, which had elapsed between the issuing of one certificate and the next highest. (See Charts 22 - 30 inclusive)

Each of these main divisions was further divided into several subdivisions as required by the information on the individual service cards. The subdivisions of the first main division were as follows:

1. The number of first certificates issued according to prescribed regulations. (See Chart 8) This section was included to provide a basis for comparison of the use of the prescribed regulations and the various other methods whereby first certificates may be issued.
2. The number of first certificates issued where the applicant held an honours degree representing four years of study beyond Nova Scotia Grade XII or its equivalent. (See Chart 9)
3. The number of first certificates issued wherein both the prescribed regulation and Regulation 56 were used, with particular reference to five approved courses under Regulation 56. (See Chart 10) In this instance the applicant would qualify for a particular level of certification according to a specific regulation, but be issued a higher level of certificate because of additional study. For example, the applicant would qualify for a Teacher's Certificate Class 5 on the basis of years and level of study, but would not hold a Bachelor's degree as required by Regulation 51. In principle, the applicant qualified for a Teacher's Certificate Class 4 under Regulation 52, the certificate being upgraded to Class 5 under Regulation 56. In practice, however, only the Teacher's Certificate Class 5 was issued.

4. The number of first certificates issued wherein both the prescribed regulation and Regulation 56 were used with particular reference to a year of graduate study, such graduate study not resulting in a graduate degree. (See Chart 11). For example, the applicant, on the basis of years and level of study would qualify for a Teacher's Certificate Class 6, but would not hold a Master's degree as required by Regulation 50. The applicant would hold, however, a Bachelor's degree and a year of teacher training. In principle, the applicant qualified for a Teacher's Certificate Class 5 under Regulation 51, this certificate being upgraded to Class 6 under Regulation 56. In practice, however, only the Teacher's Certificate Class 6 was issued.
5. The number of certificates upgraded according to prescribed regulation. (See Chart 12) For example, a teacher holding a Teacher's Certificate Class 4, completed a Bachelor's Degree and received a Teacher's Certificate Class 5 under Regulation 51.
6. The number of certificates upgraded by completing a course of study resulting in a graduate degree. (See Chart 13) This option was applied only to those who already held a Teacher's Certificate Class 6 or higher. It included graduate degrees at both the Master's and Doctorate level but the numbers do not reflect how many of each type of degree.
7. The number of certificates upgraded by completing a course of study resulting in an undergraduate degree. (See Chart 14) This option was applied only to those who already held a Teacher's Certificate Class 5 or higher.
8. The number of certificates upgraded by completing a course of study at the graduate level, such study not resulting in a graduate degree (See Chart 15). In most cases the course of study at the graduate

level would represent the course work (usually four full courses) in a Master of Arts in Education or Master of Education.

9. The number of certificates upgraded by completing a course of study resulting in a Nova Scotia Grade XII or equivalent, with the exception of the G.E.D. Grade XII. (See Chart 16).
10. The number of certificates upgraded by completing a course of study of five approved courses. (See Chart 17).
11. The number of certificates upgraded by completing a course of study made up of a multi-session program through the Nova Scotia Summer School. (See Chart 18). These would be the so-called Block Programs.
12. The number of certificates upgraded by completing a course of study resulting in a G.E.D. Grade XII. (See Chart 19). Although the quantities listed in the Teacher's Certificate Class 2 column should be added to the same column in Chart 12, they were listed here for use in Chapter IV.

As the data gathered was to be used to indicate trends in the issuing of Teachers' Certificates, several of the subdivisions listed above were eliminated from further study as the numbers involved were small and seemed to indicate exceptions rather than trends. Thus subdivisions 2, 3, 4, 5, 6, 7 and 9 are included for information purposes only and will not be the subject of further scrutiny. They do show, however, the varied uses of Regulation 56 with respect to the issuing of both first certificates and upgraded certificates.

Subdivision 1, as already pointed out, was included for comparison purposes. (See Chart 20). Subdivisions 8, 10, 11 and 12 represent the main trends and will be the basis for further study.

The subdivisions of the second main division were tallied by the amount of time, in years, which had elapsed between the issuing

of one Teacher's Certificate and the issuing of the next highest level. There were five subdivisions as follows:

1. One year
2. Two years
3. Three years
4. Four years
5. Five or more years

The statistics gathered are shown in Charts 28, 29, and 30.

CHART 1: Number of Upgraded Teachers' Certificates examined

YEAR	Approximate Number of Upgrades ^{1.}	Number Examined ^{2.}	PERCENT OF TOTAL
1970	1900	1117	58%
1971	1807	987	54%
1972	1548	862	57%
1973	1573	1002	64%
1974	1598	1017	64%
1975	1558	1159	74%
TOTAL	9984	6144	62%

1. These figures taken from the appropriate Annual Report.

2. These figures represent the total of Options 5-12 inclusive.

Sub-Divisions*

Chart 2: Number of First and Upgraded Certificates Examined - 1970

	1	2	3	4	5	6	7	8	9	10	11	12	TOTAL
TC 8	1	0	0	0	0	3	0	3	0	0	3	0	10
TC 7	2	0	0	2	9	6	1	13	0	7	24	0	64
TC 6	15	6	3	1	17	0	14	56	0	28	75	1	216
TC 5	359	0	0	0	85	0	0	0	0	73	18	0	535
TC 4	43	0	1	0	70	0	0	0	0	62	50	6	232
TC 3	283	0	0	0	13	0	0	0	0	36	109	45	486
TC 2	31	0	0	0	4	0	0	0	0	2	10	274	321
TC 1	5	0	0	0	0	0	0	0	0	0	0	0	5
TOTAL	739	6	4	3	198	9	15	72	0	208	289	326	1869

*The subdivision number 1-12 inclusive represent the various options listed on pages 21 to 23 .

Sub-Divisions

Chart 3: Number of First and Upgraded Certificates Examined - 1971

	1	2	3	4	5	6	7	8	9	10	11	12	TOTAL
TC 8	1	0	0	0	0	2	0	6	0	2	2	0	13
TC 7	3	0	0	0	5	7	1	10	0	25	26	0	77
TC 6	8	1	8	7	9	0	12	66	0	100	92	0	303
TC 5	397	0	0	0	102	0	0	0	0	58	4	0	561
TC 4	45	0	0	0	66	0	0	0	0	94	48	8	261
TC 3	230	0	0	0	12	0	0	0	1	52	79	17	391
TC 2	25	0	0	0	0	0	0	0	0	1	4	76	106
TC 1	2	0	0	0	0	0	0	0	0	0	0	0	2
TOTAL	711	1	8	7	194	9	13	82	1	332	255	101	1714

Chart 4: Number of First and Upgraded Certificates Examined - 1972 Sub-Divisions

	1	2	3	4	5	6	7	8	9	10	11	12	TOTAL
TC 8	1	0	0	1	1	3	0	4	0	2	3	0	15
TC 7	6	0	1	7	4	7	1	16	0	30	31	0	103
TC 6	10	6	9	4	5	0	19	6	0	106	92	0	257
TC 5	428	0	1	0	67	0	0	0	0	85	15	0	596
TC 4	82	0	0	0	43	0	0	0	0	148	35	0	308
TC 3	207	0	0	0	8	0	0	0	0	60	50	4	329
TC 2	22	0	0	0	1	0	0	0	0	0	3	13	39
TC 1	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	756	6	11	12	129	10	20	26	0	431	229	17	1647

Chart 5: Number of First and Upgraded Certificates Examined - 1973 Sub-Divisions

	1	2	3	4	5	6	7	8	9	10	11	12	TOTAL
TC 8	1	0	1	0	0	4	0	7	0	10	7	0	30
TC 7	5	0	0	1	5	4	0	8	0	28	28	0	79
TC 6	10	5	7	1	10	0	18	45	0	132	85	0	313
TC 5	406	0	0	0	58	0	0	0	0	123	5	0	592
TC 4	177	0	1	0	32	0	0	0	0	175	58	1	444
TC 3	99	0	0	0	2	0	0	0	0	73	66	3	243
TC 2	11	0	0	0	3	0	0	0	0	1	3	8	26
TC 1	3	0	0	0	0	0	0	0	0	0	0	0	3
TOTAL	712	5	9	2	110	8	18	60	0	542	252	12	1730

Chart 6: Number of First and Upgraded Certificates Examined - 1974 Sub-Divisions

	1	2	3	4	5	6	7	8	9	10	11	12	TOTAL
TC 8	1	0	0	1	2	1	1	5	0	9	11	0	31
TC 7	3	0	3	1	6	6	3	23	0	44	27	0	116
TC 6	14	5	20	5	6	0	14	48	0	165	43	0	320
TC 5	513	0	1	0	47	0	0	0	0	156	19	0	736
TC 4	138	0	0	0	20	0	0	0	1	189	55	3	406
TC 3	52	0	0	0	3	0	0	0	2	68	30	3	158
TC 2	15	0	0	0	0	0	0	0	0	1	0	6	22
TC 1	2	0	0	0	0	0	0	0	0	0	0	0	2
TOTAL	738	5	24	7	84	7	18	76	3	632	185	12	1791

Chart 7: Number of First and Upgraded Certificates Examined - 1975 Sub-Divisions

	1	2	3	4	5	6	7	8	9	10	11	12	TOTAL
TC 8	0	0	0	0	0	6	1	7	0	8	7	0	29
TC 7	2	0	2	1	4	8	6	10	0	73	26	0	132
TC 6	19	16	19	6	7	0	22	46	0	248	33	0	416
TC 5	449	0	0	0	45	0	0	0	0	214	14	0	722
TC 4	119	0	0	1	6	0	0	0	0	200	44	1	371
TC 3	28	0	0	0	5	0	0	0	0	88	19	3	143
TC 2	17	0	0	0	1	0	0	0	0	2	0	5	25
TC 1	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	634	16	21	8	68	14	29	63	0	833	143	9	1838

Chart 8: Sub-Division 1 - Number of First Certificates Issued according to Prescribed Regulations

	1970	1971	1972	1973	1974	1975	TOTAL
TC 8	1	1	1	1	1	0	5
TC 7	2	3	6	5	3	2	21
TC 6	15	8	10	10	14	19	76
TC 5	359	397	428	406	513	449	2552
TC 4	43	45	82	177	138	119	604
TC 3	283	230	207	99	52	28	899
TC 2	31	25	22	11	15	17	121
TC 1	5	2	0	3	2	0	12
TOTAL	739	711	756	712	738	634	4290

Chart 9: Sub-Division 2 - Number of First Certificates issued based on Honours Degree

	1970	1971	1972	1973	1974	1975	TOTAL
TC 8	0	0	0	0	0	0	0
TC 7	0	0	0	0	0	0	0
TC 6	6	1	6	5	5	16	39
TC 5	0	0	0	0	0	0	0
TC 4	0	0	0	0	0	0	0
TC 3	0	0	0	0	0	0	0
TC 2	0	0	0	0	0	0	0
TC 1	0	0	0	0	0	0	0
TOTAL	6	1	6	5	5	16	39

Chart 10: Sub-Division 3 - Number of First Certificates issued Based on a Combination of prescribed Regulation and Five Approved courses under Regulation 56.

	1970	1971	1972	1973	1974	1975	TOTAL
TC 8	0	0	0	1	0	0	1
TC 7	0	0	1	0	3	2	6
TC 6	3	8	9	7	20	19	66
TC 5	0	0	1	0	1	0	2
TC 4	1	0	0	1	0	0	2
TC 3	0	0	0	0	0	0	0
TC 2	0	0	0	0	0	0	0
TC 1	0	0	0	0	0	0	0
TOTAL	4	8	11	9	24	21	77

Chart II: Sub-Division 4 - Number of First Certificates issued Based on a Combination of prescribed Regulation and year of Graduate Study under Regulation 56.

	1970	1971	1972	1973	1974	1975	TOTAL
IC 8	0	0	1	0	1	0	2
IC 7	2	0	7	1	1	1	12
IC 6	1	7	4	1	5	6	24
IC 5	0	0	0	0	0	0	0
IC 4	0	0	0	0	0	1	1
IC 3	0	0	0	0	0	0	0
IC 2	0	0	0	0	0	0	0
IC 1	0	0	0	0	0	0	0
TOTAL	3	7	12	2	7	8	39

Chart 12: Sub-Division 5 - Number of Certificates Upgraded according to prescribed Regulation

	1970	1971	1972	1973	1974	1975	TOTAL
TC 8	0	0	1	0	2	0	3
TC 7	9	5	4	5	6	4	33
TC 6	17	9	5	10	6	7	54
TC 5	85	102	67	58	47	45	404
TC 4	70	66	43	32	20	6	237
TC 3	13	12	8	2	3	5	43
TC 2	4	0	1	3	0	1	9
TC 1	0	0	0	0	0	0	0
TOTAL	198	194	129	110	84	68	783

Chart 13: Sub-Division 6 - Number of Certificates Upgraded - Graduate Degree

	1970	1971	1972	1973	1974	1975	TOTAL
TC 8	3	2	3	4	1	6	19
TC 7	6	7	7	4	6	8	38
TC 6	0	0	0	0	0	0	0
TC 5	0	0	0	0	0	0	0
TC 4	0	0	0	0	0	0	0
TC 3	0	0	0	0	0	0	0
TC 2	0	0	0	0	0	0	0
TC 1	0	0	0	0	0	0	0
TOTAL	9	9	10	8	7	14	57

Chart 14: Subdivision 7 - Number of Certificates Upgraded - Undergraduate Degree

	1970	1971	1972	1973	1974	1975	TOTAL
IC 8	0	0	0	0	1	1	2
IC 7	1	1	1	0	3	6	12
IC 6	14	12	19	18	14	22	99
IC 5	0	0	0	0	0	0	0
IC 4	0	0	0	0	0	0	0
IC 3	0	0	0	0	0	0	0
IC 2	0	0	0	0	0	0	0
IC 1	0	0	0	0	0	0	0
TOTAL	15	13	20	18	18	29	113

Chart 15: Sub-Division 8 - Number of Certificates Upgraded - Year of Graduate Study

	1970	1971	1972	1973	1974	1975	TOTAL
IC 8	3	6	4	7	5	7	32
IC 7	13	10	16	8	23	10	80
IC 6	56	66	6	45	48	46	267
IC 5	0	0	0	0	0	0	0
IC 4	0	0	0	0	0	0	0
IC 3	0	0	0	0	0	0	0
IC 2	0	0	0	0	0	0	0
IC 1	0	0	0	0	0	0	0
TOTAL	72	82	26	60	76	63	379

Chart 16: Sub-Division 9 - Number of Certificates Upgraded - Nova Scotia Grade XII or Equivalent, Excluding G.E.D. Grade XII

	1970	1971	1972	1973	1974	1975	TOTAL
TC 8	0	0	0	0	0	0	0
TC 7	0	0	0	0	0	0	0
TC 6	0	0	0	0	0	0	0
TC 5	0	0	0	0	0	0	0
TC 4	0	0	0	0	1	0	1
TC 3	0	1	0	0	2	0	3
TC 2	0	0	0	0	0	0	0
TC 1	0	0	0	0	0	0	0
TOTAL	0	1	0	0	3	0	4

Chart 17: Sub-Division 10 - Number of Certificates Upgraded - Five Approved Courses

	1970	1971	1972	1973	1974	1975	TOTAL
TC 8	0	2	2	10	9	8	31
TC 7	7	25	30	28	44	73	207
TC 6	28	100	106	132	165	248	779
TC 5	73	58	85	123	156	214	709
TC 4	62	94	148	175	189	200	868
TC 3	36	52	60	73	68	88	377
TC 2	2	1	0	1	1	2	7
TC 1	0	0	0	0	0	0	0
TOTAL	208	332	431	542	632	833	2978

Chart 18: Sub-Division 11 - Number of Certificates Upgraded - Multi-Session Programs - Nova Scotia
Summer School

	1970	1971	1972	1973	1974	1975	TOTAL
TC 8	3	2	3	7	11	7	33
TC 7	24	26	31	28	27	26	162
TC 6	75	92	92	85	43	33	420
TC 5	18	4	15	5	19	14	75
TC 4	50	48	35	58	55	44	290
TC 3	109	79	50	66	30	19	353
TC 2	10	4	3	3	0	0	20
TC 1	0	0	0	0	0	0	0
TOTAL	289	255	229	252	185	143	1353

Chart 19: Sub-Division 12 - Number of Certificates Upgraded - G.E.D. Grade XII

	1970	1971	1972	1973	1974	1975	TOTAL
TC 8	0	0	0	0	0	0	0
TC 7	0	0	0	0	0	0	0
TC 6	1	0	0	0	0	0	1
TC 5	0	0	0	0	0	0	0
TC 4	6	8	0	1	3	1	19
TC 3	45	17	4	3	3	3	75
TC 2	274	76	13	8	6	5	382 *
TC 1	0	0	0	0	0	0	0
TOTAL	326	101	17	12	12	9	477

* These numbers should be added to the numbers in Subdivision 5, but were tallied separately for use in Chapter .

CHART 20: SUMMARY 1970-1975

Teacher's Certificates	# upgraded using prescribed regulation 1.	# upgraded using Regulation 56 2.
TC 8	3	117
TC 7	33	499
TC 6	54	1566
TC 5	404	784
TC 4	237	1178
TC 3	43	808
TC 2	391	27
TC 1	0	0
TOTAL	1165	4979

1. These figures represent the total of Option 5.
2. These figures represent the total of Options 6-12 inclusive.

CHAPTER III

Upgrading Under Regulation 56

Five Approved Courses

The five approved course option was probably a natural progression of the integrated year instituted under Regulation 36A. This integrated year had to be made up of either five professional courses or a combination of academic and professional courses totalling five. With the advent of Regulation 56, the old distribution of the five approved courses, although no longer technically required as under Regulation 36A, seemed to be an established pattern. Because of the lack of detail in Regulation 56 a third pattern of five academic courses could also fulfill the requirements for upgrading under this option. Thus three patterns emerged: 1) all academic; 2) all professional ; and 3) combination of academic and professional.

In approving courses under this option the usual practice is to approve academic courses related to the teacher's present teaching assignment, professional teacher education courses, or a combination of academic and professional courses. These courses, whether academic or professional teacher education courses, would generally be at the undergraduate level.

In general, this option is available only to those teachers who hold a Teacher's Certificate Class 5 or lower. However, in applying this option to teachers holding certificates higher than Class 5, the route followed in qualifying for a Class 6 or Class 7

Teacher's Certificate is taken into consideration. For example, if a teacher holding a Teacher's Certificate Class 6 qualified for that certificate on the basis of a multi-session Block Program through the Nova Scotia Summer School, or through graduate study, he could receive approval to use the five approved courses option to qualify for a Teacher's Certificate Class 7. Moreover, if a teacher holding a Teacher's Certificate Class 7 qualified for that certificate on the basis of two years of graduate study beyond the Teacher's Certificate Class 5, or one year of graduate study combined with a multi-session Block Program through the Nova Scotia Summer School, he could qualify for a Teacher's Certificate Class 8 by completing five approved courses.

An examination of the statistics contained in Table 4 shows the popularity of this route to higher certification. The table shows that of the upgrades from 1970-75 some 4,932^(a) were examined. Of these 4,932 some 2,979 were upgraded according to the five approved courses option. This represents sixty per cent of the 4,932 upgrades examined which would indicate that this option was indeed an extremely popular one.

TABLE 4

<u>Number of Upgrades Examined</u>	<u>Number of Upgrades Using Five Approved Courses</u>	<u>Per Cent of Upgrades Examined Using Five Approved Courses Option</u>
4,932	2,978	60 per cent

Chart 22 shows in detail the distribution by year and certificate level of the numbers of certificates upgraded under the five approved courses option. Several trends are evident from an examination

(a) This figure represents the total of Options 6, 7, 8, 10, and 11

of these figures. In the first place there is an increase in the use of this option from 1970 to 1975. In fact the 1975 figure is almost exactly four times as great as the 1970 figure. The 1970 figure represented only 6.7 per cent (208) of the 2,979 total whereas 1975 represented 27.9 per cent (833) of the total.

Secondly, there is evidence of a large increase in the number of Class 4, Class 5, Class 6 and Class 7 certificates awarded as a result of the completion of this option. The Teacher's Certificate Class 4 level represents more than a threefold increase, the Teacher's Certificate Class 5 about a threefold increase, the Teacher's Certificate Class 6 almost a ninefold increase, and the Teacher's Certificate Class 7 level a tenfold increase.

The third trend in evidence is that the largest proportion of upgrades under this option cluster around the Teacher's Certificate Class 4, Teacher's Certificate Class 5 and Teacher's Certificate Class 6 levels. Of the 2,978 total, 2,356 are at these three levels. This represents approximately seventy-nine per cent of the total. This clustering around these three levels is probably understandable in the light of the general policy of requiring graduate study in order to qualify for a Teacher's Certificate Class 7 or Teacher's Certificate Class 8 except in the circumstances discussed above. The Teacher's Certificate Class 2 and Teacher's Certificate Class 3 levels would have relatively fewer upgradings, as during the years of this study the Teacher's Certificate Class 3 was the usual minimum certificate issued.

One reason for the growing trend toward this option for upgrading Teachers' Certificates might be the rapid growth of opportunities for part-time study. Courses are now available from a wide variety of sources during the regular academic year of September to April, the intersession period of May - June and the summer school period of July - August. The growth in numbers of course opportunities

could be illustrated by an examination of such courses offered through the Nova Scotia Teachers College in Truro.

In 1970 the Nova Scotia Teachers College sponsored five courses for fifty-eight students during its summer school. During the 1970-71 academic year an extension program was instituted offering four courses to forty-eight students. From these rather modest beginnings the growth has been substantial. In the 1972 summer session, the Nova Scotia Teachers College was offering fifteen courses to one hundred and ninety-two students. The 1973-74 extension period offered nineteen courses to three hundred and eighty-seven students. By the 1975 summer school the College was offering thirty courses to four hundred and twenty-four students. This represents an increase of twenty-six courses and three hundred and seventy-six students. The 1974-75 extension period had increased from four courses with forty-eight students in 1970-71 to forty-nine courses with five hundred and fifty-four students.^{33,34} No doubt an investigation of course offerings and student enrolments at other college and university extension centers would display similar growth trends.

The growth in the number of extension centers has likely had an effect on the growth in the number of Teachers' Certificates upgraded using the five approved courses option. For example, Saint Mary's University now offers courses not only in Halifax but in Bridgewater, Truro, Kentville, Dartmouth and Sackville, making more courses available to more people, including teachers. The Nova Scotia Teachers College has established extension courses in eleven centers including Madeley College in Cheshire, England. Growth in course options and their increasing availability attracted increasing numbers.

33. Announcement of Evening Extension Program, Nova Scotia Teachers College, Truro, 1970-75, p.4

34. Announcement of the Summer Session, Nova Scotia Teachers College, Truro, 1970-75, p. 4

A third reason for the growing popularity of the five approved courses option, closely related to the greater availability of course offerings, is the relatively short period of time required to upgrade a certificate. For example, courses can be pursued in the three academic sessions discussed above. Five approved courses could be completed, resulting in a raise in certificate in approximately one calendar year. On the other hand, it takes four summers to complete a multi-session block program through the Nova Scotia Summer School. It takes at least two years to finish a program at the graduate level. Thus, the advantages of the five approved courses option become obvious.

Multi-Session Block Programs

The second most popular method of achieving higher certificates under Regulation 56 is the completion of multi-session block programs offered through the Nova Scotia Summer School.

The Nova Scotia Summer School came into being in the summer of 1927. Sponsored by the Department of Education, the first Announcement of Courses expressed the aim of the School in the following terms:

The aim of the Department is to give the teaching profession of the Province, and others interested, an opportunity of coming in touch with Modern progress in education, in the broad meaning of the term. The programme of studies, in the main, is cultural and inspirational rather than technical. 35

35. Announcement of Courses, Nova Scotia Summer School, Department of Education, Halifax, 1927, p.5

CHART 21: Growth of Extension Courses and Student Enrolments at NSTC

SUMMER SCHOOL

<u>YEAR</u>	<u>COURSES</u>	<u>STUDENTS</u>
1970	5	58
1971	6	92
1972	15	192
1973	Not known	219
1974	19	291
1975	30	424

EXTENSION

<u>YEAR</u>	<u>COURSES</u>	<u>STUDENTS</u>
1970-71	4	48
1971-72	Not known	84
1972-73	Not known	212
1973-74	19	387
1974-75	49	554

CHART 22: - Five Approved Courses - Upgrading

	1970	1971	1972	1973	1974	1975	TOTAL
TC 1	0	0	0	0	0	0	0
TC 2	2	1	0	1	1	2	7
TC 3	36	52	60	73	68	88	377
TC 4	62	94	148	175	189	200	868
TC 5	73	58	85	123	156	214	709
TC 6	28	100	106	132	165	248	779
TC 7	7	25	30	28	44	73	207
TC 8	0	2	2	10	9	8	31
TOTAL	208	332	431	542	632	833	2978
%	6.7%	11.2%	14.6%	18.4%	21.2%	27.9%	100%

Although this was the stated aim of the Summer School, an examination of its Regulations in the 1927 Announcement reveals that much of the emphasis would in fact be on the "technical" side of the teacher's professional development. Attendance at the Summer School could be used to obtain higher certificates (Regulation 1) as well as qualify for initial certification (Regulation 3) both of which would have to include professional studies.³⁶

The first session of the Nova Scotia Summer School was apparently so successful it was made a "permanent part of the educational system of the Province"³⁷ in 1928. As the Announcement of Courses of 1928 states:

The first session of the Nova Scotia Summer School was held in 1927 from July 18th to August 26th. The new project was most successful, 165 students attending throughout the entire session, while a great many others attended special lectures. The Summer School will be a permanent part of the educational system of the Province. 38

From this rather modest beginning the Summer School expanded and flourished. In the 1933 Announcement of Courses the expressed aim had been altered somewhat from the rather broad cultural expression of the 1927 session. In 1933 the aim was expressed only in terms of the opening sentence of the statement of 1927. Gone was the expression of the program being broadly cultural rather than technical.³⁹ Apparently the Summer School was to become mainly technical in its thrust, in that the emphasis would be placed on courses designed to increase the teacher's classroom competence.

36. Ibid, p.5

37. Announcement of Courses, 1928, p.5

38. Ibid, p.5

39. Announcement of Courses, 1933, p.7

The 1933 session also introduced the forerunner of the current multi-session program. In this session a program leading to the Primary Certificate was instituted. It was to consist of two sessions, each student completing five courses. These courses were:

Special Primary Methods 4 and 5
Art Education I
Music I and 2
Folk Dancing 40

As the Announcement stated, the program offers

a fine opportunity for those interested in teaching in the primary grades, and the Department of Education hopes that many will wish to begin work at the 1933 session of the Summer School. 41

Obviously, a need for Primary teachers had been seen, the Nova Scotia Summer School becoming the agent to fill this need.

Through the years as other needs arose the Summer School expanded its offerings to answer them. For example, a program for Auxiliary teachers had already been introduced. The year 1953, however, saw the beginning of the growth in multi-session programs leading to specialist and higher certificates. In this year the Physical Education course was introduced. It was to be three sessions in length and was offered to men and women who held a General Superior First Class or High School license who wished to become qualified as teachers of Physical Education.⁴² Teachers who completed the program received a Physical Education License of the same class as the license already held by the teacher.

40. Ibid, p. 7

41. Ibid, P. 7.

42. Announcement of Courses, 1953, p. 16

In 1955, a three session program for music specialists was added. In 1956, a four session program for Auxiliary Education Teachers was introduced. Thus the expansion continued. An examination of Chart 23, shows the growth in the number of multi-session programs from one in 1953 to a high of twenty-one in 1967 and 1968. From 1968 a gradual phasing out of the programs occurred as the needs filled by the programs seemed to be fulfilled by other institutions.

The Announcement of Courses of 1958 contains information most germane to the discussion of upgrading certificates under Regulation 56:

Four sessions of the Nova Scotia Summer School may . . . be used by certain classes of teachers to obtain sufficient credit hours (approximately 450 hours) in professional education . . . in respect to regulation 36A (integrated programmes) . . . 43.

As was shown in Chapter I Regulation 36A was the forerunner of Regulation 56. The Announcement informs that a

total of 450 credit hours obtained in this fashion would in effect raise the license standing by one year . . . 44.

A comparison of Chart 24 and Chart 22 dealing with the five approved courses option reveals that the multi-session program option was the most popular one in 1970, assuming second place in 1971 and continuing thereafter in second place. However, in contrast to the rapid increase in growth displayed in the five approved course option, Chart 24 indicates the multi-session program option decreased in popularity by approximately fifty per cent from 1970 to 1975. Table 5 indicates the proportion of the upgrades examined represented by the multi-session program.

43. Announcement of Courses, 1958, p. 15

44. Ibid, p. 15

TABLE 5

<u>Number of Upgrades Examined</u>	<u>Number of Upgrades using Multi-Session programs</u>	<u>Per cent of Upgrades Examined using Multi-Session programs</u>
4,932	1,353	27 per cent

If statistics had been examined prior to 1970 they no doubt would reveal the greater popularity of the multi-session programs relative to the popularity of the five approved courses option. The 1970 figures would seem to support this assumption. There were three main reasons for the popularity.

In the first place, the multi-session programs were very inexpensive in terms of tuition. In 1967, for example, the tuition was \$35.00 per session rising to \$50.00 in 1974 and to \$75.00 in 1975. Thus a four session program would cost \$140.00 in 1967, rising to \$200.00 in 1974 and \$300.00 in 1975. A program of five university courses, on the other hand, would cost approximately two to four times as much. In 1970 university courses offered through extension and summer sessions cost \$125.00 each, or \$625.00 for five courses required for an upgrading. In 1974 and 1975 the cost per course had risen to \$140.00, a total of \$700.00 for the required five courses.

Secondly, graduates of the programs were guaranteed a raise in certificate. The programs were officially approved by the Department and resulted in an automatic raise. Thus, a teacher did not have to gain approval as was required of university courses.

Thirdly, the programs were intended to be practical in nature, giving the teacher new skills which could be used immediately in the classroom situation. The programs seemed to answer the recurring debate over courses which could be used and courses of a purely academic nature, such as university courses, which seemed to have little immediate practical application in the classroom.

Despite the early popularity, however, attendance at the Nova Scotia Summer School declined through the years of this study. The following table, drawn from figures included in the Annual Reports of the Department of Education, shows this decline.

TABLE 6

Students Enrolled in Multi-Session Programs
Nova Scotia Summer School

<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>
1,572	1,348	1,109	782	581	not available

This decline could be explained in terms of the rapid rise in the popularity of the five approved courses option. For example, the 1970 figures show 208 upgraded certificates using the five approved courses option, while 289 certificates were upgraded through completion of multi-session programs. From 1971 on, the figures show that as the multi-session programs option declined, the five courses option increased. In 1973, there were 252 upgrades under the multi-session programs option compared with 543 under the five approved courses option. By 1975 the disparity was even greater: 143 upgrades under the multi-session programs option compared to 833 under the five approved courses option. Both availability and increase in the number of courses as well as the decrease in time required for an upgrade using the five approved courses option may have accounted for a major portion of the decrease in the use of the multi-session programs for upgrading purposes. In addition, there was the aforementioned phasing out of programs.

Course Work for a Master's Degree

The third most popular method of upgrading under Regulation 56 is through the completion of the course work for a Master's Degree,

	9531	1955	1956	1958	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974	1975	TOTAL NUMBER OF YEARS OFFERED
Physical Ed		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Music		X	X	X	X	X	X	X	X	X [#]	X [#]	X [#]	X	X	X	X	X	X	X	17
Auxiliary Ed			X	X	X	X	X	X	X	X	X									9
Primary Ed.				X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	16
French				X	X	X	X					X	X	X	X	X	X	X	X	9
Intermediate					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	15
Supervision					X	X	X	X	X	X [#]	X	X	X	X	X	X	X	X	X	9
Jr. High					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	14
Home Ec.						X	X	X	X	X	X	X	X	X	X	X	X	X	X	10
Reading Adv.						X	X	X	X	X	X	X	X	X	X	X	X	X	X	13
Guidance						X	X	X	X	X	X	X	X	X	X	X	X	X	X	11
High Sch Math.							X				X	X	X	X	X	X	X	X	X	11
High Sch Science							X		X	X	X	X	X	X	X	X	X	X	X	11
Bus Ed									X	X	X [#]	X [#]	X [#]	X	X	X	X	X	X	8
Math Ed									X	X	X	X	X	X	X	X	X	X	X	10
Reading El.									X	X	X	X	X	X	X	X	X	X	X	10
Elem. Sch. Principal										X	X	X	X	X	X	X	X	X	X	3
Art Ed.										X	X	X	X	X	X	X	X	X	X	6
Elem. Curr.										X	X	X	X	X	X	X	X	X	X	5
Ind. Arts										X	X	X	X	X	X	X	X	X	X	4
Spec Ed										X	X	X	X	X	X	X	X	X	X	8
Administration										X	X	X	X	X	X	X	X	X	X	6
AVIAL		2	3	5	7	8	10	10	12	17	17	21	21	18	18	17	15	12	10	

* indicates two programmes offered in this year.

CHART 23: Types of programmes offered - Nova Scotia Summer School - 1953-1975.

CHART 24: - Block Programs - Upgrading

	1970	1971	1972	1973	1974	1975	Total
TC 1	0	0	0	0	0	0	0
TC 2	10	4	3	3	0	0	20
TC 3	109	79	50	66	30	19	353
TC 4	50	48	35	58	55	44	290
TC 5	18	4	15	5	19	14	75
TC 6	75	92	92	85	43	33	420
TC 7	24	26	31	28	27	26	162
TC 8	3	2	3	7	11	7	33
Total	289	255	229	252	185	143	1353
%	21.6	18.8	16.9	18.7	13.8	10.2	100

representing a year of study at the graduate level. This year of graduate study usually takes the form of the completion of the course work required for a Master of Arts in Education or a Master of Education, and usually consists of four full courses. Because most Master's programs in Education require a first degree for admittance, this option would only affect the Class 6, 7 and 8 levels.

As with the five approved courses option and the multi-session block programs, the qualifying for higher certification on the basis of the course work for a Master's degree is not contained in the Regulations, except as it fulfilled the requirements of Regulations 36A, 51 or 56 as an approved course of training which may be used for upgrading purposes.

This option does not display the wide variations exhibited in the five approved courses option and the multi-session programs option. It was shown that the former of these two options was increasing rapidly, while the latter was decreasing to a great extent. On the other hand, the completion of the course work for a Master's degree displays a degree of stability. Chart 25 shows that with the exception of 1972, the widespread changes evident in the other two options are not present. Chart 25 also shows that the number using this method to upgrade has been relatively small, especially at the Teacher's Certificate Class 8 level. Only at the Teacher's Certificate Class 6 level has there been any substantial use of this option. Whereas the five approved courses option represents some sixty per cent of the total number of upgrades and the multi-session programs twenty-seven per cent, this third option represents only eight per cent.

TABLE 7

<u>Number of Upgrades Examined</u>	<u>Number of Upgrades Using Course Work for Master's Degree</u>	<u>Per Cent of Upgrades Examined using Course Work for Master's Degree</u>
4,932	409	8 per cent

When one examines the Regulations dealing with certification it is evident that Teacher's Certificates above the Class 5 level require graduate study. It would seem that rather than being only slightly used the option would fit the natural progression up the certification ladder and would be widely used. This graduate option would also fit the progression up the academic ladder, as well, and would seem to be the next logical step after undergraduate study and the Teacher's Certificate Class 5. As demonstrated through the data in Chart 25 this obviously is not the case. Other methods of upgrading are far more popular.

This slight use of graduate studies for upgrading purposes might be because of the type of programs available. Most Master's degrees in Nova Scotia seem to be designed to fill a very limited need. Teachers may feel that a highly specialized field of study may not be suitable for them, unless they have ambitions to become, for example, an administrator. Thus, the other more popular options more suited to the individual teacher's needs, would seem preferable. Moreover, the higher admission standards would exclude those teachers not holding Bachelor degrees even though they might hold a Teacher's Certificate Class 5 or higher.

Elapsed Time Between the Issuing of One Certificate and Upgrading to a Higher Level.

Another variable of interest was to see if the length of time between the issuing of one certificate and the upgrading of that

CHART 25:

Year of Graduate Study
No Graduate Degree - Upgrading

	1970	1971	1972	1973	1974	1975	Total
TC 1	0	0	0	0	0	0	0
TC 2	0	0	0	0	0	0	0
TC 3	0	0	0	0	0	0	0
TC 4	0	0	0	0	0	0	0
TC 5	0	0	0	0	0	0	0
TC 6	56	66	36	45	48	46	297
TC 7	13	10	16	8	23	10	80
TC 8	3	6	4	7	5	7	32
Total	72	82	56	60	76	63	409
%	17.6	20.0	13.7	14.7	18.6	15.4	100

certificate had changed. With the great increase in opportunity for taking courses for upgrading purposes it seemed reasonable to assume that the time required to achieve a higher certificate would show a trend to becoming shorter. In other words, it would have taken less time to gain higher certification in 1975 than it had in 1970.

To test this assumption, a check list was kept, the information being taken from the service cards. As stated previously, the service card shows the year in which a certificate is issued. By dividing the check list into columns from 1970 to 1975 and using five categories of time duration it was possible to count the number of upgraded certificates in each category. The five categories were one year, two years, three years, four years, and five or more years. For example, if a teacher received a teacher's certificate in 1971 and in 1974 successfully completed an upgrading program the difference between 1971 and 1974, a total of three years, was entered on the 1974 check list under the category three. Chart 26 shows the total number of upgraded certificates examined listed by year of issue and the number of years taken to achieve higher certification.

From the chart it can be seen that the number of certificates requiring five or more years for upgrading had been reduced substantially from 703 in 1970 to 470 in 1975. The figures for 1972 show an even greater difference with 302 certificates requiring five or more years for upgrading. In percentage terms Chart 27 shows that the five or more years category represents sixty-two and eight-tenths per cent of upgraded certificates in 1970, forty-five and eight-tenths per cent in 1971, thirty-five and seven-tenths per cent in 1972, thirty-five and one-tenth per cent in 1973, thirty per cent in 1974 and thirty-nine and eight-tenths per cent in 1975 which would seem to support the assumption of a shorter length of time being required for upgrading purposes.

An examination of the other four categories would also seem to support the assumption. In almost every case there is an increase in the numbers of categories one to four over the 1970 to 1975 period contrasted to the decrease from 1970 to 1975 in the five or more years category. For example, in the two year category in every year after 1970 there is a substantially larger number of upgraded certificates than there was in 1970. Where this category represented seven and six-tenths per cent in 1970 it represented fourteen and one-tenth per cent in 1971, twenty and nine-tenths per cent in 1972, sixteen and four-tenths per cent in 1973, seventeen and three-tenths per cent in 1974 and eighteen and five-tenths per cent in 1975.

Moreover in 1970 the five or more years category represented a majority of the total number of certificates upgraded. This single category accounted for sixty-two and eight-tenths per cent whereas the other four categories represented the remaining thirty-seven and two-tenths per cent. However, in the very next year the trend to a shorter time period begins. In 1971 the five or more years category represents less than half the total (forty-five and eight-tenths per cent), falling to less than one third the total (thirty per cent) in 1974.

Thus, although the five or more years category represents the largest single category in every year, its numbers are greatly reduced over the years of this study. The one year and two year categories show the greatest increase over the years of the study which further indicates the seeming trend to a shorter period of time required for upgrading purposes.

CHART 26: Number of Teacher's Certificates Upgraded from 1 year after First Certificate to 5 or More Years 1970-1975

	1970	1971	1972	1973	1974	1975	Total	%
1 year	164	212	182	152	205	152	1067	17.3
2 year	85	141	184	165	178	219	972	15.7
3 year	92	99	118	185	172	152	818	13.5
4 year	73	82	76	147	152	166	696	11.6
5 or more	703	453	302	353	310	470	2591	41.9
Total	1117	987	862	1002	1017	1159	6144	100

CHART 27: Percentage of Teachers' Certificates Upgraded from 1 Year After First Certificate to 5 or More Years 1970-1975

	1970	1971	1972	1973	1974	1975
1st	14.6	21.2	20.1	15.4	19.8	12.9
2nd	7.6	14.1	20.9	16.4	17.3	18.5
3rd	8.2	9.9	13.7	18.4	16.6	14.5
4th	6.6	8.8	9.3	14.6	16.0	14.0
5th	62.8	45.8	35.7	35.1	30.0	39.8

CHART 28: Position of Categories 1970-1975

<u>Categories</u>	<u>Position</u>
<u>5th year</u>	1st in 1970, 1971, 1972, 1973, 1974, 1975
<u>4th year</u>	5th in 1970, 1971, 1972, 1973, 1974, 4th in 1975
<u>3rd year</u>	3rd in 1970, 1975 4th in 1971, 1972, 1974 2nd in 1973
<u>2nd year</u>	4th in 1970 3rd in 1971, 1973, 1974 2nd in 1972, 1975
<u>1st year</u>	2nd in 1970, 1971, 1974, 1975 3rd in 1972 4th in 1973

CHAPTER IV

Use of the Test of General Educational
Development in Teacher Certification

It seems certain that decisions have at times been made to establish guidelines in one area or another of the widespread activity and responsibility of the Department of Education which have had an effect on teacher certification not intended. One such decision might have been the instituting of the High School Equivalency Certificate based on the Test of General Educational Development - the so-called G.E.D.

The use of the Test of General Educational Development arose out of a statement issued on September 24, 1968, by the then Minister of Education, the Honourable G. J. Doucet. Part of the statement read that a

certificate entitled ' High School
Equivalency Certificate' may be issued
by the Minister of Education upon
presentation of valid criteria showing
that an individual merits it. 45

Based on this statement the Department chose the Test of General Educational Development to provide the High School Equivalency Certificate.

Apparently, this test of General Educational Development was not at first seen as having any particular relevance in terms of teacher certification as the purpose of the test was to provide

45. Educational Office Gazette, 1968, p.3

a High School Equivalency Certificate to those persons who had never finished high school and needed such a certificate to obtain employment or for other purposes. It could be seen as a worthy innovation to help those persons who did not have the opportunity to complete their schooling. The two main qualifications for writing the Test were that the person be at least nineteen years of age, and be resident in the province for at least six months. The Test was based on the premise that education is an ongoing activity, not pursued solely in the formal school setting, and it would reward persons who had been informally educating themselves.

In January 1970 it was announced that the Equivalency Diplomas would be valid for teacher certification purposes. The announcement read that the

Minister of Education has approved the following minute:
'It was agreed that the High School Equivalency Diplomas of Grade 11 and Grade 12 will be accepted as one of the equivalents for teacher certification in accordance with the Regulations of the Governor-in-Council as revised in 1967' 46

This acceptance of the High School Equivalency Diplomas soon proved of benefit to teachers holding the lower levels of Teacher's Certificates, particularly at the Class 1 and Class 2 levels and for those qualifying for Vocational Teacher's Certificates.

As can be seen from Chart 26 a great many teachers holding the lower levels of certification - Teacher's Certificates Class 1 in particular - took advantage of this new provision. Some 469 Class 1 certificates were raised to the Teacher's Certificate Class 2 level during 1970, the first year of the provision.

46. Education Office Gazette, 1970, p. 35

As well some sixty-four teachers holding Teacher's Certificates Class 2 took advantage of being able to qualify for a Grade XII equivalency certificate which could increase their certificate level. The total number of increases of Class 1 to Class 2 using this option is shown in Table 8. This represents approximately fifty and six-tenths per cent of all upgrades to the Teacher's Certificate Class 2 level issued in 1970.

TABLE 8

<u>Number of Upgrades in 1970 (Teacher's Certificate Class 1 to Teacher's Certificate Class 2)</u>	<u>Number of Upgrades Using G.E.D. in 1970 (Teacher's Certificate Class 1 to Teacher's Certificate Class 2)</u>	<u>Per cent of Upgrades Examined using G.E.D Option in 1970 (Teacher's Certificate Class 1 to Teacher's Certificate Class 2)</u>
926	469	50.6 per cent

The use of a Grade XII High School Equivalency Certificate based on the Test of General Educational Development also had an effect on teachers upgrading Vocational Teacher's Certificates. Indeed, a case might be made that the acceptance of this High School Equivalency Statement resulted in the changing of the Regulations governing the issuing of Vocational Teacher's Certificates.

With respect to upgrading Vocational Teacher's Certificates, Regulation 75(4), prior to July 31, 1975, stated that one of the academic requirements in order to qualify for a Vocational Teacher's Certificate Class II was that a person must hold

a Nova Scotia pass certificate
of not lower than Grade XII or its
equivalent . . . 47.

47. Regulations Under the Education Act, March 4, 1975, p.62

There were other academic routes to a Vocational Teacher's Certificate Class II, but it is the Grade XII certificate or equivalent which concerns us here. In addition to the academic component, there were also the prescribed trade training, trade experience and professional teacher training requirements. These, however, have no bearing on the discussion concerning the academic component. An examination of Chart 27, shows that a very large proportion of Vocational Teacher's Certificates Class II issued from 1970 to 1975 used the G.E.D. Grade XII as fulfilling the academic component required for this level of certification. In fact, it became the predominant method of fulfilling the academic requirement for the Vocational Teacher's Certificate Class II representing the academic component for some seventy-two and nine-tenths per cent of Vocational Teacher's Certificates Class II issued from 1970 to 1975. A case could be made that the acceptance of the G.E.D. Grade XII fulfilling the academic component for the Vocational Teacher's Certificate Class II had a bearing on the changes in the academic requirements for Vocational Teacher's Certificates instituted in August 1975. Prior to this date, for example, Regulation 75(5) with respect to academic standing read that

The Minister may issue a Vocational Teacher's Certificate Class III to a person who satisfies him . . . that he has completed successfully not less than one-half of the university courses required for and leading to a degree . . . 48.

The intent of this academic prescription was that because a person wishing to upgrade to a Vocational Teacher's Certificate Class III would usually already hold a Grade XII pass certificate or equivalent by virtue of having qualified for a Vocational Teacher's Certificate Class II, such a person would enroll in a degree program, receive advanced standing for the Grade XII or equivalent

48. Ibid, p. 63

studies, and then complete the number of courses on the degree to constitute one-half the program and qualify for a Vocational Teacher's Certificate Class III. This of course took advantage of the normal academic progression of Grade XI being admission requirements to a degree program, Grade XII being equivalent to first year university studies and receiving advanced standing, and the completion of sufficient university studies to secure a degree usually representing a total of twenty credits.

However, the G.E.D. Grade XII was not acceptable to the universities as equivalent to the regular university preparatory program at the Grade XII level. For the purpose of teacher certification, however, the G.E.D. Grade XII was completely equivalent to these regular Grade XII programs and thus equivalent to first year of university studies. But a person holding a G.E.D. Grade XII would usually only be admitted to first year studies when application was made to a university. In order to achieve half a degree, therefore, such a person would have to complete first and second year studies, which would mean two years of study for upgrading a Vocational Teacher's Certificate Class II to a Vocational Teacher's Certificate Class III rather than the one year intended by Regulation 75(5). The Department would not recognize the first year of study done at university as the G.E.D. Grade XII already was equivalent to this first year.

In order to alleviate this anomaly it might be seen that the Regulations were changed to reflect the actual situation with regard to higher Vocational Teachers' Certificates. Thus in August 1975, the academic requirement of Regulation 75(5) was changed from the rigid prescription of half a degree to the following:

The Minister may issue a Vocational Teacher's Certificate Class III to a person who satisfies him . . . that he has completed successfully either
(i) an additional year of university work consisting of not less than five approved academic courses, or

(ii) the courses required for a Diploma of Technology or of Applied Arts, or

(iii) the Nova Scotia Summer School Block program in educational leadership, or

(iv) an additional year of approved courses consisting of not more than three academic university courses and not less than two courses in the field of pedagogy or technical vocational training . . . 49

Thus the academic requirements for a Vocational Teacher's Certificate Class III were very greatly broadened, the impetus for such broadening perhaps coming as a result of the acceptance of the Test of Educational Development providing the High School Equivalency Certificate and its acceptance for teacher certification purposes.

CHART 29 : **E.D. Grade XII - Upgrading**

	1970	1971	1972	1973	1974	1975	Total
TC 1	0	0	0	0	0	0	0
TC 2	469	119	16	10	8	0	630
TC 3	64	23	3	2	3	4	99
TC 4	12	13	2	1	3	3	34
TC 5	1	0	0	0	0	0	1
TC 6	1	0	0	0	0	0	1
TC 7	0	0	0	0	0	0	0
TC 8	0	0	0	0	0	0	0
Total	547	155	21	13	14	15	765

Chart 30: Number of Vocational Teachers' Certificates Issued Using G.E.D. Grade XII 1970-1975

<u>YEAR</u>	<u>NUMBER OF VOCATIONAL Teachers' Certificates Class II Issued</u>	<u>NUMBER OF VOCATIONAL Teachers' Certificates Class II Using G.E.D.</u>	<u>PERCENTAGE</u>
1970	69	44	63.7
1971	99	82	82.8
1972	45	31	68.8
1973	31	20	64.5
1974	24	19	79.1
1975	20	14	72.9
TOTAL	288	210	72.9

CHAPTER V

A New Certification System

In Chapter I a quotation from the Royal Commission on Education, Public Services and Provincial-Municipal Relations, the so-called Graham Report, pointed out the complexity and variety of certification in Nova Scotia, based on the Regulations Under the Education Act. A portion of this quotation bears repeating in the context of this Chapter on recommendations. The Graham Report states that the

. . . rules governing the earning and awarding of . . . certification are spread over eighteen pages of the Regulations under the Education Act. A perusal of these rules leads to the conclusion that it is not easy to determine with even a reasonable degree of certainty what Nova Scotia's definition of a qualified teacher is nor to identify a logical or consistent basis for the certification of teachers. The entire system of certification cries out for simplification. 50

From the data already presented in this thesis it becomes obvious the Commissioners knew whereof they spoke. The Regulations

50. Graham Report, p. 55:88

governing the issuing and upgrading of teacher certification have indeed made it almost impossible to tell what qualifications a particular teacher holding a particular Teacher's Certificate has. The only reasonable assumption one could make is that the class of certificate represents a certain number of years of study, but not what those years of study are.

The Graham Report further states that "an acceptable definition of qualifications for teachers should be agreed upon . . ." ⁵¹ Any discussion concerning recommendations with respect to teacher certification must certainly define the terms certificate and qualifications. The definition of certificate which appears in the Random House Dictionary of the English Language might serve the purpose. Certificate is defined as:

. . . a document serving as evidence or as written testimony, or of status, qualifications . . . 52

The same dictionary defines qualifications as:

a circumstance or condition required by law . . . 53

Qualify is defined as follows:

To get authority, license, power . . . ,
as by fulfilling required conditions. 54

Thus a Teacher's Certificate should simply be a document serving as evidence, as required by law, that a person has fulfilled required conditions. The "required conditions" would be spelled out in the Regulations under the Education Act and would be based solely on the holding of appropriate university degrees. These requirements will be discussed at some length later in this Chapter.

51. Ibid, p. 58:93

52. Random House Dictionary of the English Language, Editor Jess Stein, Toronto, Random House of Canada, 1973, p. 242

53. Ibid., p. 1174

54. Ibid., p. 1174

At present there seems to be some confusion as to the purpose of a Teacher's Certificate. It may be seen as a measure of a teacher's ability when looked at in terms of its interim and permanent nature. According to Regulation 45 a certificate

granted by the Minister shall be an interim certificate valid for three years of teaching in Nova Scotia and may be made permanent if the holder of the certificate satisfies the Minister that he has taught successfully for not less than two years in the public schools of Nova Scotia or in private or independent schools in Nova Scotia which are approved by the Minister. 55

This interim-permanent qualification might be seen as bestowing some sort of supervisory responsibility on the certification process. A teacher receiving a first certificate has to prove ability before receiving a permanent certificate. Rather than becoming involved in a rather superficial supervisory responsibility, the measure of the ability of a teacher should be the sole responsibility of the local school boards. The Teacher's Certificate should be neither interim nor permanent, but simply be, as the definition states, the document which states the person has fulfilled the required academic condition. The local contract rather than the Teacher's Certificate should be the measure of the supervisory responsibility.

A certain confusion also surrounds the meaning of the various levels, from Class 1 to Class 8. Disregarding Regulation 56, Regulations 48 to 53, and Regulations 57 and 58 give the impression that the levels 1 to 8 describe studies from the very basic to the highest levels. Thus the Teacher's Certificate Class I requires only a Nova Scotia Grade XI or equivalent and one year of teacher training. The Teacher's Certificate Class 8 requires a Doctorate degree and a year of teacher training. This is a seemingly logical sequence mirroring the usual progression of

university degrees. Thus, anyone knowing a teacher's certificate level could immediately determine the teacher's academic credentials. However, because of Regulations 56 and 62 a Teacher's Certificate could represent an almost infinite variety of studies all of which, some of which, or none of which could have been taken through university. This almost endless variety lends credence to the statement made in the Graham Report that it is not simple to determine with even a reasonable degree of certainty what Nova Scotia's definition of a qualified teacher is.

Rather than a multi-levelled certification divided into general and specific types it appears that there should be only two levels of certification, the first based on Regulation 51, the second on a new regulation. Regulation 51 reads that:

The Minister may grant a general Teacher's Certificate Class 5 to a person who satisfies him that he

(a) holds a bachelor's degree, from a recognized university, comprising the courses required by the Department, and

(b) (i) holds a Bachelor of Education degree from a recognized university; or

(ii) holds a Diploma of Education from a recognized university; or

(iii) holds a Nova Scotia Teacher's College Diploma Class I; or

(iv) has completed a recognized year of professional teacher training. 56

The revised regulation would omit any reference to it being a general certificate. As well, the (b) section would state

56. Ibid., pp.50-51

the person has completed a recognized program of professional teacher training, and be elaborated upon through Departmental policy, as would the term "comprising the courses required by the Department."

The existence of only one level of certification, based on pre-service training, seems to suggest a classroom teacher has no further need of study at the university level but could depend on in-service programs of the type now offered to keep current. However, a new teacher would likely discover certain gaps in pre-service training of both an academic and professional nature. The second level of certification, which would be governed by a new regulation, would take into account the deficiencies in pre-service training. For example, most teachers would have taken a course in basic psychology and in educational psychology. These courses should give a certain perspective relative to teaching but are not meant to be definitive statements. During the first years of a teacher's career he might see that some further study in child and adolescent behaviour is required. Or a teacher might see certain gaps in his academic courses. The new regulation would take this individual need into account. Thus, after a specified period of time from the beginning date of first teaching, for example two years, a teacher could assess his needs in terms of future development and plan accordingly. On completion, the teacher would receive the second level certificate. Moreover, this study would be required for full certification in Nova Scotia.

What then, of the teachers presently in the system who do not hold the new minimum requirements or hold higher than the new minimum requirements?

With respect to teachers already in the system, they would fall into four categories:

1. Those who hold a Teacher's Certificate Class 4 or lower;

2. Those who hold a Teacher's Certificate Class 5 based on the present Regulation 51 and the new regulation covering Level 1 certification.
3. Those who hold a Teacher's Certificate Class 5 but do not hold the requisite degree required by Regulation 51 and the new regulation covering level 1 certification.
4. Those who hold Teacher's Certificates Class 6 or higher.

Category 1 teachers would be given a specified length of time in which to upgrade their qualifications in order to fit the new requirements. They would have to enroll in university degree programs, which, given the flexibility of admission and the abundance of courses available should cause no great problem for most teachers, wherever they may live.

Category 2 teachers would simply be reclassified in terms of the new regulations.

Category 3 teachers pose a special problem. As can be seen from Chart 20, for example, there are numerous teachers who hold a Teacher's Certificate Class 5 but do not hold a degree. Moreover, they are upgrading their qualifications through programs other than degree programs. These teachers, would be given the same specified terms as those in Category 1 to achieve level I certification. They could then apply past studies, if appropriate, to fulfill Level II certification requirements.

Category 4 teachers who fitted the new scheme would be reclassified in terms of the new regulations. Those who did not fit Level I requirements would be required to do so within the same specified terms as those in other categories. They could then apply past studies, if appropriate, to fulfill Level II certification.

Because of the nature of certain educational services there would have to be a special type of certification governing teachers performing these services. The remainder of the specialist certificates now issued would be cancelled. The only categories remaining would be those covered in Regulation 71 with respect to teaching of the deaf, those in Regulation 75 respecting Vocational teachers and those in Regulations 77A and 77B respecting psychological and testing services, social service related to education, the teaching of the physically and mentally handicapped, and school library services. A new regulation would be written to include these special areas. In no case, however, would the salaries exceed those paid to Level II teachers.

Regulation 56, of course, would be cancelled in this new scheme. Instead of seeking certification credit for almost every kind of study from academic courses to professional work-shops, such studies, unless they were being used to fulfill Level II requirements, would be considered as maintaining the teacher's professional competence. Level II studies would answer part of the need of making up deficiencies in the teacher pre-service training. It should then be the responsibility of the teachers to take such courses as are required to keep abreast of the changes in programs in the public schools and in subject areas in which they seek a deeper knowledge. Perhaps the school boards should have more input into these "maintenance" courses, sponsoring them financially and professionally, but not having to pay for them in salaries of teachers, as happens when courses are taken under Regulation 56.

The Graham Report in referring to graduate degrees speaks of the

value in increasing the effectiveness of teachers of thoughtfully developed programmes leading to post-graduate degrees. On the other hand, we dispute the sense or fairness

of assuming that holders of post-graduate degrees are necessarily more valuable in teaching merely because they possess the degree. 57.

Rather than receive certification credit for graduate studies, whether or not the teacher is employed in the area of their graduate study, the Graham Report recommends such studies should be rewarded when the teacher assumes additional responsibilities in the area of their graduate expertise. The commissioners write that teachers:

who have post-graduate degrees or their equivalent will presumably, because of demonstrated capacity, enjoy an advantage in seeking preferment or advancement within their profession. 58.

Thus the responsibilities involved with the list of positions in Regulation 21 (L) could be seen as a preliminary list of positions requiring graduate study, and which would provide extra salary to the teachers who assumed them.

Whatever becomes the pattern of future certification regulations the Graham Report sensibly states that the problem is a complex one. As the Report states:

... no solution is possible that does not provide for protection of teachers, students, and the public or that does not result from serious negotiation and full understanding between the public authority and the teaching profession. 59

57. Graham Report, p. 58:91

58. Ibid., p. 58:92

59. Ibid., p.58:89

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