

THE DEVELOPMENT OF THE TEACHING
PROFESSION IN NOVA SCOTIA

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

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April 30, 1960.

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PREFACE

While the history of education in the province of Nova Scotia and certain aspects of the development of the teaching profession have been covered in other studies, this is the first attempt to trace the whole of the growth of the profession in this province. The status of the profession is one which has been a matter of social, religious and political controversy throughout its history. Perhaps a better understanding of the individual teacher and the profession as a whole may be achieved after the historical development has been presented.

Dealing as it does with the largest professional group in the province and extending over a period of 350 years, this study cannot be exhaustive. It is primarily concerned with the professional group and has little to say about the individual teacher. The main object of the study is to trace the professional and social history of the teachers in Nova Scotia from colonial times to the present. The study is focused on the teachers themselves, on teacher qualifications

and methods of certification, the manner in which they have been recruited and trained, the general conditions of their employment, their position in the social and economic structure of the province and their activities within their professional associations.

It was found to be difficult to trace the evolution of the teaching profession without, at the same time, tracing the history of education in the province. Information on the early status and development was obtained mainly from Dr. Thibeau's¹ doctoral thesis and James Bingay's Public Education² in Nova Scotia. Additional information was obtained from material located in the Public Archives of Nova Scotia and the Legislative Library of the Province. The Journals of Education and the Annual Reports of the Superintendents and later, the Minister of Education, were found to be rich storehouses of information. The pamphlet published on the occasion

¹Patrick W. Thibeau, "Education in Nova Scotia Until 1811" (unpublished Ph.D. dissertation, Catholic University of America).

²James Bingay, Public Education in Nova Scotia (Kingston: The Jackson Press, 1919).

of the centennial celebration of the Nova Scotia Normal College was invaluable for the sections pertaining to teacher education.¹

I wish to thank Dr. M.E. Keating and Dr. J.P. Martin for their advice, aid and encouragement. Rev. Daniel Fogarty, S.J., has helped me with many valuable suggestions. I wish to express sincere thanks to the many Education Office officials and librarians who have given ample assistance to this work.

¹Nova Scotia, 100 Years of Teacher Education,
(Halifax: Queen's Printer, 1955).

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INTRODUCTION

"As is the teacher, so is the school."

The object of the study is to trace the development of the teaching profession within the province and in so doing attempt to measure its influence on education generally. The status and qualifications of the province's teaching staff have improved greatly since colonial times. But its development has not been unmarked by religious and political controversy. In its early stages the religious implications of education were very apparent and traces of the controversy in that period remain to the present day, especially in our higher educational institutions.

The general unconcern for education in early legislation, which is so forcefully lamented by Jeremiah Willoughby,¹ provided a situation which made it very difficult to overcome when the importance of education was later realized. The policy of church control over education for the first century had its merits in most areas but nevertheless created a

¹J.W. Willoughby, Progress of Education in Nova Scotia During Fifty Years, (Halifax: N.S. Printing Co., 1884), p.14.

vacuum of central authority when the S.P.G. abandoned its work in 1834. Religious and regional jealousies at times hampered legislation and educational policy. At a later stage when education became "free" the supply of teachers was insufficient to staff the schools and the various attempts of obtaining them lowered the status of the group.

Improvement in the status of teachers did not begin until certification by the government. Most of the improvement since has been achieved by raising the minimum standard of licenses. The chapter on the development of teachers' licenses outlines the various stages of progress in these minimum requirements and also shows the amount of training required in each period.

The presentation of the social status of the teachers throughout the whole period would in itself be worthy of a separate thesis and I have only attempted to portray the situation as existed on the average at three periods; in the beginning, during the 1860's and at the present.

No attempt has been made to single out the individuals who have contributed most to the develop-

ment either by their leadership or example. This is not to say that the province has been without its leaders but rather it was my intent to keep the presentation within limits.

The final chapter proposes to project the development into the foreseeable future and was included in order to present the plans which are now being discussed by education leaders. As to the future, the most significant development will be the achievement of a true professional status. Whether this is accomplished within this century remains to be seen, but this study may in some way assist others towards that end.

CHAPTER I

THE COLONIAL PERIOD, 1604-1766

The Missionaries

The pioneer teachers of Nova Scotia were missionaries of the Catholic Church. These missionaries were of different orders but all of them were educated men, interested in education and in some cases possessing previous academic teaching experience. There is some doubt expressed by historians as to the value and results of their instruction. Only Thibeau, to the best of my knowledge, has attempted to evaluate their importance in the educational progress of the Acadians. Most of the others have been too eager to gloss over the Acadian period or to insert it as an introduction to the development of the British Colonial Period. In speaking on this point, Thibeau says, "there being good reason to believe that there has never been any fair estimate or appreciation taken of the educational value of their influence among the French settlers of Acadia¹".

¹Patrick Wilfred Thibeau, "Education in Nova Scotia Before 1811" (unpublished Ph.D. dissertation, Catholic University of America, 1922), p.11.

Representatives of three teaching and missionary orders were concerned with Acadia during this period. Two secular priests had made brief visits to the colony at Port Royal between 1605 and 1610. The honor of having the first organized and substained mission in Acadia goes to the Jesuits. Two members of that famous teaching order, Fathers Biard and Masse were the first who endeavored to offer instruction to Indians and the settlers children.¹ It is readily admitted by all that their prime objective was missionary and that most of their energy was directed to the conversion of the Indians, the religious instruction of the Acadians and the performance of their devotional exercises. However when one considers that in their own training within the order these same missionaries had had three or more years teaching academic subjects in their schools, we may conclude that they had some educational influence on the community. Further evidence of the educational aspect of their work may be drawn from the fact that a third member of this order arrived the next year. Such additional help was not especially needed for the missionary side of their work because one of the original priests was

¹Ibid., p.12.

still learning the Indian language.¹

Dissension within the community, conflicts with the governor and finally the destruction of Port Royal by the British in 1613 forced the abandonment of the Jesuits' tasks. They left Acadia and although their teaching and missionary work was continued in New France they were not to return to Acadia or Nova Scotia, as it was known by then, for over two hundred years.

The duty of converting the Indians and caring for the spiritual welfare of the Acadians between the years 1613 and 1629 was assumed by the Recollects.² Few records of their achievements survive but we may surmise that they performed their duties as well as could be expected. One must not forget the great obstacles placed in their paths. The great difficulty in travelling, the scarcity of food, the language barrier, the concern of the French inhabitants with the material progress of the settlement, the well-developed fear of abandonment by the homeland, were but everyday problems which had to be faced. Port Royal, resettled by the French, was again captured by the British in 1629 and this brought to an end any

¹Ibid., p.14.

²Ibid., p.16.

further advance.

The third and, as it was to become, the most influential religious order to come to Acadia was the Capuchins, a branch of the Franciscan Order. Three members of this order, followed by five others a few years later, came to Acadia with Isaac de Razilly in 1632. They had received the whole of Acadia as their mission field from Cardinal Richelieu, who was the head of the Compagnie des Cent Associes. Three hundred settlers were in the expedition with Razilly and they first settled at La Heve on the south shore of Nova Scotia. These missionaries established the first school known to exist in Nova Scotia. Thibeau states, "No time was lost by the Capuchins. They began to lay the foundation of their mission immediately and before the end of the year were inhabiting two houses or hospices one at Port Royal and one at La Heve"¹. Reasons for the early establishment of a school stems from Cardinal Richelieu's belief that progress in conversion of the Indians would be facilitated by beginning with the education of their children in boarding schools.²

¹Ibid., p.17.

²Rev. John Lenhart O.M.Cap., The Capuchins in Acadia and Northern Main (Records of the American Historical Society of Philadelphia), Vol.27, No.3, pp.223-224..

This school for Indians or Seminary, giving it the term used by the Capuchians, provided instruction in reading as well as religion. The school was moved to Port Royal in 1636 when D'Aunay de Charnisay transferred his headquarters there following the death of Razilly. Father Lenhart indicated that the instruction given in the school at Port Royal included the common branches of learning. He gives it the position of the first high school within the confines of New France.¹

Thibeau explains that this school provided academic training for the community and that the form and content of its instruction was not of an inferior type.² That the instruction given was of an academic nature may be seen from the fact that the four sons of the governor, D'Aunay, attended the school. Further evidence of the importance given to education in the tiny settlement is given by the records which show that there existed at the same time a school for girls, separate from the boys' school. Rev. Lenhart reports that the Capuchins appointed a directress of the

¹Ibid., p.224.

²Thibeau, pp. 20-22.

school, one Madame de Brice D'Auzerre in 1641¹. This lady may be acclaimed to be the first woman teacher in Nova Scotia.

D'Aunay died in 1650 and the missions suffered a series of setbacks. Two of the Capuchins and Madame de Brice were imprisoned by a French trader. The third capture of the settlement in 1654 by the British brought an end to the Capuchin missions in Acadia. The British burned the church and schools, put the Superior, Father Leonard to death. At the time of the capture there were sixteen Capuchins in Acadia. Following the capture, those who were able returned to France. Many attempts were made in the years following to have them return but to no avail. Thibeau offers the reason for their reluctance to return to a fear of the British.² The capture of Port Royal in 1690 finalized their decision.

With the removal of the Capuchins, the short period of education on the mainland temporarily came to an end. The colony suffered from the constant fear of British attack and its many captures did not permit any permanent development. The struggle for possession

¹Lenhart, Vol.27, No.3, p.227.

²Thibeau, p.24.

of the colony between 1690 and 1713, when the mainland of Nova Scotia was relinquished by the French, was not conducive to any particular interest or progress in missionary or educational development.

By the Treaty of Utrecht in 1713, France ceded all rights to the mainland of Nova Scotia. However she renewed her efforts to have a permanent establishment in Acadia by building the fortress at Louisbourg or Isle Royale (Cape Breton). Priests were sent from Quebec to administer to the spiritual needs of the garrison and some attempts were made to accommodate educational training in the early years of the settlement's development. A number of Sisters of Charity, and also an undetermined number of brothers of the same order, were sent to administer the hospital¹ in 1716. It was not until 1733 however that a school was opened. The school was opened in a former residence of one of the settlers and was under the direction of the Sisters of Notre Dame of Montreal a religious order founded by Marguerite Bourgeois in 1659. This school at Louisbourg was taught by a Sister St. Joseph, who was the superior and four other sisters during most of its existence.²

¹Thibeau, p.27.

²Thibeau, p.28.

The Notre Dame School at Louisbourg differed from the Capuchins' Seminary at Port Royal in that its student body consisted of the children of the white settlers of the garrison. The first pupils were orphans or destitutes but as the quality of instruction became apparent most of the other garrison children also attended. But even this effort in another part of Acadia was doomed to failure. The capture of Louisbourg in 1745, again by the British, ended the educational advances that had been made. The sisters returned in 1748, after the Treaty of Aix-la-Chapelle, but found¹ that the school building was unfit for occupation.

The sisters were mainly concerned with the religious training of the children between this first capture of Louisbourg and its final capture in 1758.

In assessing the educational achievements of the Acadians, many historians hold divergent views. Most of them have used the records and testimonies of those present at the Expulsion in 1755. Many of these records depict the Acadians as being on a whole illiterate, ignorant, simple, greedy and not overly

¹Nova Scotia, Public Records of Nova Scotia,
(Halifax: King's Printer), Vol. IV, p.48.

industrious. Perhaps the true answer will never be known. However to follow the purpose of this thesis, we are concerned primarily with the teachers.

In retrospect to the Acadian times, we have seen that the majority of the teaching was performed by those who had primary aims other than academic instruction. That most of them were as professionally trained as other teachers of that era cannot be denied. The Jesuits, Capuchins and the Notre Dame sisters all had some form of pedagogical training and also some experience in teaching. The lack of great achievements in education during the Acadian era was not due to the missionaries, whether it be their aims or attitudes. The political, financial, social forces were all arraigned against any effective educational influence.

The success they did achieve entitles them to be recognized as the original teachers of Nova Scotia. The two schools which existed for any time were the Seminary at Port Royal and the Notre Dame School at Louisbourg. The permanent success of their religious instruction may be seen even today in the devotion and fervor of the descendants of their pupils both among the Acadian French and the Micmac Indians.

British Colonial Period (1713-1864)

This section covers the period from the final capture of Port Royal to the decade previous to the Free School Act of 1864. It was during this period that the French colony of Acadia was divided under British Rule into the three separate Maritime Provinces as we know them today. Also it was in 1763 that the whole territory known as Canada came under British rule.

Following the capture of Port Royal in 1713, the government was not overly concerned with the education of its subjects in Acadia mainly because of the small number of them. The first development of education following the capture grew out of the political situation of the times. Although the British had legal possession of the land, the number of soldiers and settlers in the colony loyal to the British crown were in the minority. The number of civilian English families in the province in 1740 was given by Paul Mascarene, administrator at Annapolis, at not upwards of half a dozen. These few

¹James Bingay, Public Education in Nova Scotia, (Kingston: The Jackson Press, 1919), p.6.

were outnumbered by the Acadian population by thirty to one. The total number of British citizens in the province just before the founding of Halifax in 1749 was under ¹400. Most of these were soldiers at Annapolis (Port Royal) and at Canso. The need for schools and teachers was not great in such conditions. However records show that the Society for the Propagation of the Gospel in Foreign Parts (hereafter referred to as the Society) gave assistance to a schoolmaster at Annapolis from 1727 to 1738 and another stationed at Canso between 1736 and 1743². The Reverend Richard Watts, who was the minister at Annapolis, is claimed to be the first English schoolmaster in all of Nova Scotia. His appointment at Annapolis antedates the Superior of the Notre Dame School, Sister St. Joseph, by four or five years.

The Rev. Watts opened a school at Annapolis on Easter Day, 1728 in a building constructed for that purpose under his own supervision³. This event marks the beginning of education in Nova Scotia under the

¹Ibid., p.7.

²Thomas B. Akins, A Sketch of the Rise and Progress of the Church of England in the British North American Provinces, (Halifax: W. Cunnabell, 1849), p.12.

³Thibeau, p.36.

British. From all accounts he was a capable teacher. The only equipment or texts available were provided from his own supply. At one time he had an attendance of fifty pupils. Not all of these were children however, as he encouraged a number of adults to attend classes along with the children. A reward for his achievements was given in 1731 when the Society doubled his schoolmaster's salary of ten pounds per ¹ year. By this time a need for a more spacious building was needed and Watts himself enlarged the old school house from his own funds after waiting for five years for financial assistance from the Society. In 1738 the Society moved him to New Bristol in New England and the school was abandoned. With his departure from Nova Scotia, there remained only one Church of England minister-schoolmaster in the Province. This was Reverend James Peden at Canso.²

Reverend Peden had been sent out by the Society in 1733 to act as an assistant to Watts, who in turn assigned him to Canso. Conditions similar to Annapolis were faced by Peden in Canso. Most of the children were ignorant of any religious doctrine or educational training. Mr. Peden opened a school and conducted classes in it for the next ten years.

¹Thibeau, p.39.

²Thibeau, p.40.

Either his achievements were not as great as the Rev. Watts or they were not as well appreciated because it was three years before he received any pay from the Society as a schoolmaster. He enjoyed the benefit of the schoolmaster's pay of ten pounds per year from 1736 until 1743 when it was withdrawn for the reason that he gave "a very insufficient account¹ of the state of the school".

Both of these initial attempts at education stemmed from the desire on the part of members of the garrison to obtain education for their children and also from the religious fervor of the Society, who saw to it that all British colonies had the services of an ordained minister. Permanent establishment of educational facilities had to await the results fattered by the political situation. The presence of an overwhelmingly number of Acadians in contrast to the number of British subjects was realized by Governor Shirley. In a note of the Duke of Newcastle in 1747 he warned that the French would soon be masters of Nova Scotia.² Concern over this situation led to the

¹Thibeau, p.37.

²Canada, Public Archives, Reports of the Canadian Archives, 1883, (Ottawa: Queen's Printer), p.32.

founding of Halifax in 1749. The resulting establishment of a garrison town at Halifax overset the shadow of the great fortress at Louisbourg and made the British take formal steps for the colonization of its new colony. From the founding of Halifax, the first real and continuing development of education in British Nova Scotia may be traced.

As we shall see, the Society played the major role in the development of education from 1749 till 1834 when it withdrew from the Province. Perhaps it would be well to outline at this time the principles and aims of this Society and also to gain an understanding of the type of men whom it appointed.

The Society for the Propagation of the Gospel in Foreign Parts was primarily a religious society. It was chartered in the year 1701 for the purpose "of providing a maintenance of an orthodox Clergy in the plantations, colonies, and factories of Great Britain beyond the seas, for the instruction of the King's loving subjects in the Christian religion"¹. It was closely affiliated with the Church of England and thereby with the British Government. All teaching was

¹Classified Digest of the Records of the Society for the Propagation of the Gospel in Foreign Parts, 1701-1892, (London: Office of the Society, 1894), p.107.

oriented to religious education and all members of the society were urged to keep a close eye on any prospective candidates for the ministry.

As to the personnel of the Society, a distinction was not always made between ministers and schoolmasters. The earliest members sent to the Province (Watts and Peden) were expected to perform dual roles. Later developments resulting from a larger population show the same dual role being performed by some ministers in certain regions. Records also show that the schoolmaster was appointed as a curate to the minister and in some cases the schoolmaster was separated from any direct religious control or duties. The Society expected all candidates for the role of teacher to show proficiency in teaching church doctrine and also attempted to impose a minimum requirement that the candidate possess the order of deacon. This last requirement laid down in 1712 was rescinded soon after because it limited too severely the number of candidates applying for positions.¹ According to the importance of their post such men received ten to twenty pounds a year for their duties

¹Thibreau, p.34.

as schoolmaster. As we saw in the case of Rev. Watts this was additional to the remuneration they may have received if they held the dual position of minister and schoolmaster.

In the colonies, the Society's educational policy was to provide Primary, Secondary and Collegiate instruction which was to be performed in Day and Boarding Schools. The Society was active in the New England colonies from 1704 on and also they gave support to Church of England schools in Newfoundland in 1726.

The establishment of a permanent settlement at Halifax provided the two necessary factors for the beginning of an educational system in Nova Scotia. Lord Edward Cornwallis' expedition increased the British population by 2576 and this number grew to over 6,000¹ by 1751. Resident governmental control which showed a concern for the educational and religious welfare of the people was the second factor. Although the Governor and Council had authority over the educational welfare of the colony, they readily

¹Shortt, Adam and Doughty, A.G. (editors), Canada and Its Provinces, (Toronto: Glasgow, Brook and Co., 1914), Vol. XIII, p.83.

passed the practical control over to the Society. Mutual agreement between the two, produced the understanding that the necessary clergymen and teachers were to be supplied by the Society.

The terms of this agreement are contained in a letter addressed to the Society by the Lord Commissioners of Trade and Plantations on April 6th., 1749. This letter states:

His Majesty having given directions that a number of persons should be sent to the Province of Nova Scotia, in North America, I am directed by my Lord Commissioners for Trade and Plantations, to desire you will acquaint the Society for Propagating the Gospel in Foreign Parts, that it is proposed to settle the said persons in six townships and that a particular spot will be set apart in each of them for building a church, and 400 acres of land adjacent thereto granted in perpetuity free from the payment of any Quit Rent to a minister and his successors, and 200 acres in like manner to a schoolmaster. Their Lordships therefore recommend to this Society to name a minister and schoolmaster for each of the said townships, hoping that they will give such encouragement to them as the Society shall think proper, until their land can be so far cultivated as to afford a sufficient support.

I am further to acquaint you that each clergyman who shall be sent with the persons who are to form the first settlement, will have a grant of 200 acres of land, and each schoolmaster 100 acres in perpetuity to them and their heirs as also 30 acres over and above their said respective quotas, for every person of which their families shall consist; and that they will likewise be subsisted during their passage

and for twelve months after their arrival, and furnished with arms, ammunition and materials for husbandry, building their houses, etc., in like manner as the other settlers.¹

In addition to the land grants, the Society also gained full rights and responsibility for educational instruction in the province with a guarantee that it would remain free from competition. This last was established by an order to Cornwallis authorizing him to prohibit teaching in the province by any person except under license to the Lord Bishop of London.² Such a guarantee gave the Society supreme control in education in the Province. It had the effect of limiting educational and religious development within the province to the decisions of the Society and further to stamp a denominational character on such development. The security obtained by the land grants and the denominational character of the original structure were to have a long range effect on the education within the Province.

On receiving of the letter the Society made

¹Canada, Public Archives, Reports of the Canadian Archives, 1894, (Ottawa: Queen's Printer), p.136.

²Nova Scotia, Public Records of Nova Scotia, (Halifax: King's Printer), Vol. 438, Doc. 58.

plans to send six schoolmasters. It voted an annual salary of fifteen pounds and a gratuity of ten pounds, both per annum, to teachers who accompanied the first settlers. This amount was said to be the greatest amount of money ever given by the Society to any of its members.¹

A schoolmaster by the name of Halhead (or Holhead) came with the expedition in 1749. The records are not clear as to whether he was appointed by the Society or not, because several months after the expedition's arrival, the minister wrote the Society requesting the services of a schoolmaster. Thibeu claims the new schoolmaster was sick on arrival and did not report for work immediately.² He further states that Halhead was recommended by a minister in 1751 to assist in the teaching of classes. Bingay however says that the minister in question, Rev. William Tutly was accompanied on the expedition by one named Jean Baptiste Moreau, a priest expelled from the Catholic Church.³ This same Moreau was listed on the ship's lists as "Gent and Schoolmaster". Whatever the case both Halhead and Moreau did play a part in the early education of the province. Moreau

¹Thibeu, p.41.

²Thibeu, p.42.

³Bingay, p.10.

soon returned to England, became an ordained minister and on arrival back in Nova Scotia founded a mission and school at Lunenburg and taught there for many¹ years. In speaking of Halhead, Bingay states that:

He was the protagonist of a long line of early teachers, dedicated by their profession and the state of the country to the observance of every virtue, except in most cases temperance; who, like Paul, could say they had struggled in perils of water, in perils in the wilderness, in labor and painfulness, in fastings often, in cold and nakedness.²

From all the accounts their lot was not an easy one. They were expected to teach school, clear and till their soil, be a paramount of all the virtues, assist the clergy, conduct religious services and fight Indians. Moreau in speaking of this last task repeatedly mentions the attacks of Indians and credits it as the major cause of poor attendance of³ students.

The first school house in Halifax was begun in the spring of 1750 and admitted its first pupils in 1752. It was called the Orphan School and the Reverend John Breynton was its first supervisor. It

¹Bingay, p.10.

²Ibid.

³D. Luther Roth, Acadia and the Acadians, (Philadelphia: Lutheran Publishing Society, 1890), p.183.

provided instruction for orphans until they were old enough to be apprenticed to fishermen. In its first year it had an enrollment of fifty. A discharged soldier, Ralph Sharrock was its teacher. He was the first teacher at Halifax to receive pay as a Society schoolmaster and as far as records show, he was the first English permanent lay-schoolmaster in Nova Scotia.¹

For many years this was the only public school in Halifax. Mr. Sharrock was succeeded by Mr. Buchanan who taught till 1762. In this year children of the poor were admitted as well as orphans. The school admitted children at eight years of age and trained them for four years. By the year 1761 the school had cared for a total of 275 children.²

The curriculum of the school appears to be most elementary, consisting of reading, writing and catechism. It was based on the conception then held in England of the amount and kind of education desirable for the lower classes.

¹Thomas B. Akins, History of Halifax, (Halifax: Morning Herald Printing and Publishing Co., 1895), Collections of the Nova Scotia Historical Society, Vol. VIII, p.70.

²Nova Scotia, Public Records of Nova Scotia, (Halifax: Queen's Printer), Vol. XXXVII, Doc. II.

Immigrants from the continent arrived between 1750 and 1754 mainly of German, Swiss and French origin. With the latter arrived the fore-mentioned Jean Baptiste Moreau. He, together with his small band of Protestant French, settled at Merliguesh which was to be the township of Lunenburg. Moreau's appointment is of special significance as it stems from the Society's attempt to convert the reported 20,000 Catholic French Acadians then living on the mainland. ¹ A request for French-speaking ministers and schoolmasters had been one of the Society's earliest demands.

Another school, this one providing instructing in English, had been established at Lunenburg in 1758, by an Anglian minister named Bailly. ² However the predominant German population of the area resisted the Society's attempts to absorb them into the Established Church. The religious tone and aims of the instruction given prevented this school from becoming a success. From the German viewpoint, they had sufficient grounds for complaint. Their natural urge to preserve their own Lutheran religion and also to perpetuate their language would be in jeopardy if their children

¹Ibid., Vol. 210, p.49.

²Bingay, p.10.

attended this school.

The lack of public schools in the two main centers of population in the 1760's led to the establishment of a number of private schools, particularly in Halifax. An advertisement in the first issue of the Halifax Gazette of March 23, 1752 records the existence of a private school at Halifax. The advertisement reads:

At the sign of the hand & pen at the south end of Granville Street are carefully taught by Leigh & Wragg, spelling, reading, writing in all its different hands, arithmetic in all its parts, merchant's accounts, or the true method of bookkeeping in a new and concise manner. Likewise all parts of the Mathematics & for the convenience of Grown people improving their learning any of the above arts & sciences will be taught 2 hours every evening at 6 o'clock.

N.B. The above Leigh draws engrosses and transcribes writing of all kinds, & adjusts accompts of ever so difficult & will keep them in methodical way by the year.

N.B. The Mathematics by Wragg the other parts by Leigh. Sold at the above place Quill pens inks writing papers writing and spelling books & slate pencils.¹

Another appeared in the Nova Scotia Chronicle & Weekly Advertiser, dated October 10-17, 1769. It runs as follows:

T

¹Halifax Gazette, Vol. I, No. 1, Mar. 23, 1752, p.4.

At the House of Mr. Lewis Beloud
There is to commence immediately

A Night School,

Where youth will be carefull taught &
instructed in Read, Writ, Arith, and
the principal branches of the Math,
together with Bookkeeping in all its
parts, according to the Most approv'd
Method now in Use: Any who are
inclined to learn the aforesaid, may expect
it on the most reasonable Terms; and their
Favours gratefully acknowledged by

L. Beloud.

N.B. Any Gentlemen or Lady, who chooses
to learn French or Dancing shall be
attended on, in School or private hours.

These private schools were supported by
parents who did not want their children to be
instructed in the schools of the Society. Generally
speaking the schoolmasters in these private schools
possessed superior qualifications and better
education.¹

With the establishment of Society schools in
Lunenburg and this type as well as private schools
at Halifax, the educational development from 1749 to
the passage of the first Education Act in 1766 is
completed. What was accomplished was not extensive.
The only centers of population were Halifax and
Lunenburg. The Expulsion of the Acadians in 1755 had
left the inland regions almost deserted. The most

¹Bingay, p.20.

noteworthy achievement of the period was the development of a school program for the province. But in 1834 the Society withdrew from the field of education in Nova Scotia and transferred its masters to the government and discontinued its allowances to them. The Church of England then laid claim to the school lands but the Assembly thought otherwise. In 1839 an Act was passed appointing trustees to the lands. By an Act passed in 1841, a General Board of Education took the place of the Secretary of the Province, thus creating a new central authority for education.

CHAPTER II

THE DEVELOPMENT OF FREE SCHOOLS

The Itinerant Schoolmaster

The Expulsion of the Acadians in 1755 left the fertile lands of the Fundy district untended. Governor Lawrence, seizing the opportunity for expanding the population of the province, sent agents to the New England colonies inviting people from that area to come and appropriate the abandoned farmland. As a result of their urgings by 1763 small settlements of New Englanders were established along the Fundy and south shores. By this year Lunenburg County, comprising three townships named Lunenburg, Chester and New Dublin, had a population of 1,600; Queens County had a total population of 200 families settled in three towns of Liverpool, Barrington and Yarmouth; Annapolis had 800 settlers at Annapolis and Granville; King's County, with four townships, Horton, Cornwallis, Falmouth, and Newport, had 2,000; Truro had 53 settlers and Onslow 52. Halifax at this time had a population of

2,500. The area from Northumberland Strait through Canso and from Canso along the eastern shore to Lawrencetown was uninhabited.¹

The deportation of the Acadians removed one of the most difficult tasks from the Society namely the conversion of the French to the Established Church. The few serious attempts made by the Society had ended in failure. However, with the new influx of settlers and the expanding number of settlements, the Society had more work than it could handle. The New Englanders were accustomed to having schools and competent schoolmasters in their former homes and the Society attempted to provide these facilities in each new settlement. The records show that they were successful in most cases. But in some areas the need and demand for schools led to the establishment of independent schools and the hiring of schoolmasters not employed by the Society.

In most cases the smaller settlements of the province were content to retain the services of itinerant schoolmasters. These pioneer teachers have

¹Nova Scotia, Public Records of Nova Scotia, (Halifax: Queen's Printer), Vol. 222, Doc. 12.

been well described by practically all writers of this period. Indeed these pathetic creatures easily lent themselves to colourful description. To say the least, they left something to be desired. In describing such teachers, Dr. Saunders says:

The pedagogues were often very ill-fitted to teach, but they were not an unmixed evil to the communities where they came. They often drank, but they boarded round and made fireside lively and they kept the desire for education alive.¹

Thibeau perhaps gives the best summation of this predecessor of ours when he says:

He was a quaint figure, this travelling schoolmaster, in the social life of early pioneer days. Fortified with a fund of knowledge that often did not transcend the limits of the three R's he wandered from village to village and from house to house instructing for his keep or a small fee. His meagre store of knowledge he supplemented by an inexhaustible fund of fable and witticisms committed to memory for the delectation of his pupils or the entertainment of his host by the fireside at night. On account of his congenial companionship he usually made his presence in the village very agreeable.²

Some justification for his appearance and conduct may be made after we gain a closer look at the conditions prevalent in his early teaching years,

¹Dr. A.W.H. Eaton, History of King's County, (Salem: The Salem Press, 1910), p.64.

²Thibeau, p.67.

John Thomas, a teacher in Lunenburg County in the early 1800's says:

You are aware that teachers today are more cared for than teachers formerly. I have in some sections had for food, in poor families where I boarded, nothing but Indian meal, without milk or sweetening. In other families, fish and potatoes, and mangel tops for dinner; slept on hay and straw beds on the floor, where mice, fleas and bugs could be felt at all hours of the night. I have frequently found one, two or three mice crushed to death lying under me--the straw not even put in a sack and my covering old clothing. I suffered all this, so great was my wish to give instruction. Yea, many families of poor children have I educated and never received one farthing.¹

Haphazard as was his teaching, the influence which such teachers had was not without merit in these early days when schools were few and an education difficult to obtain. At least they may be credited with having kept alive a spark of learning and by their efforts kept the adult population aware of the need of an education.

These free-lance teachers were not legally recognized by the Society and as their numbers increased their intemperance and irreverence caused alarm to that body. Concern over the personal and

¹M.B. DesBrisay, History of the County of Lunenburg, (Halifax: James Bows & Son, 1870), p.400.

professional qualities of the itinerants and the increasing numbers of private schools in the province led to the passing of the first Education Act in 1766. Thus it was fifty-three years since the founding of the colony and eight years since the first meeting of the Legislative Assembly before any education legislation was enacted in Nova Scotia. In speaking of this point and its effects, Jeremiah Willoughby says:

The first Provincial Parliament of Nova Scotia met in 1758. How strange it is that our pioneer legislators, with the bright example of old Massachusetts right before them, ignored the great subject of Education in toto. Among the first public acts of the old Pilgrim Fathers, of imperishable renown, was the laying of a broad and firm foundation for the future greatness and glory of their posterity, in the noble system of Education which they wisely inaugurated. Oh, that our legislators of the last century had "taken a leaf out of that book".....Beyond all question our little sea-girt province would to-day be abreast of any country under the sun, in all things that make a people truly great.¹

Development from 1766 to 1811

The principle feature of this first act was the licensing of teachers. The need for such enact-

¹Jeremiah Willoughby, Progress in Education in Nova Scotia During Fifty Years, (Halifax: Nova Scotia Printing Co., 1884), p.14.

ment stemmed from a desire on the part of the Society to curtail the freedom of the itinerant schoolmasters and to re-assert the lawful control over educational activities in the province by the Society. The first clause of Section 1 of the Act provided for a grammar school teacher's license but did not specify any scholastic requirements for such a license. Rather it stated the manner by which such a license might be obtained. The license 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 recommendation for issuance to the Governor. That this examination was not of a very high standard will be seen in the next chapter.

The chief effect of the Act was, as was said before, to re-assert the authority of Established Church through the Society over both schools and teachers. In so doing it removed many of the unqualified teachers from some areas and because of the short supply of licensed teachers failed to supply substitutes for them. Other clauses forbade

the establishment of secondary schools unless by persons certified in the same manner as teachers' licenses; expressly forbade the establishment of grammar schools in Halifax unless under the same conditions of certification; further it required all teachers of approved schools to be licensed by the Government (because all licenses issued by ministers and Justices had to be ratified by the Governor); and lastly provided authority for punishments to be levied for any infringements of the Act.

Because this is the first Education Act passed in the Province and outlining as it does a system of licensing teachers which was to be in effect for many years, I am including those sections which pertain to teachers.

Be it enacted by the Commander-in-Chief, and Assembly that no person shall hereafter set up or keep a grammar school within this Province, till he shall first have been examined by the minister of such town wherein he proposes to keep such grammar school, as to the qualifications for the instruction of children in such schools; and where no minister shall be settled, such examination shall be made by two Justices of the Peace, for the county, together with a certificate from at least six inhabitants of such town, of the morals and good conduct of such schoolmaster, which shall be transmitted to

the Governor, Lieutenant-Governor, or Commander-in-Chief for the time being, for obtaining a license as by His Majesty's royal instruction directed.

Section 2 of this same first clause had particular reference to the schools in Halifax:

That no person shall set up or keep a school for instruction of youth in reading, writing, or arithmetic, within the township of Halifax, without such examination, certificate and license, or in any other manner than is before directed; and every such schoolmaster who shall set up or keep a school contrary to this Act, shall for every offence, forfeit the sum of three pounds, upon conviction before two Justices of the Peace of the county where such person shall so offend, to be levied by warrant of distress, and applied for the use of the school of the town where such offence shall be committed.¹

No place in the Act is there a definition of a grammar school, but since there wasn't one known by this name previous to the opening of one in Halifax in 1789, we may presume that the legislators meant the schools of the Province in general. The additional clause pertaining to the schools in Halifax we may presume to pertain to an attempt to regulate the many

¹Nova Scotia, Laws and Statutes, (Halifax: King's Printer, 1766), c.7, Sec. 1.

private schools existing in that settlement.

Section 2 of the Act outlined the control which the Established Church had over the teaching personnel. This section reads:

No person shall presume to enter upon the said office of schoolmaster until he shall have taken the oaths appointed to be taken instead of the oaths of allegiance and supremacy, and subscribed the declaration openly in some of His Majesty's courts, or as shall be directed by the Governor, Lieutenant-Governor, or Commander-in-Chief for the time being, and if any popish recusant, papist, or person professing the popish religion, shall be so presumptuous as to set up any school within this Province, and be detected therein, such offender shall, for every such offence, suffer three months imprisonment without bail or mainprize, and shall pay a fine to the King of ten pounds, and if any one shall refuse to take the same oaths and subscribe the declaration, he shall be deemed and taken to be a popish recusant for the purposes so before mentioned.¹

The merits of the Act were not exceptional. It provided for a uniformity of sorts to schools through its license regulations and it protected children from the evil influences of the worst of the itinerant teachers. Theoretically it improved the professional status of teachers to some degree but the relative ease with which a teacher's license could be obtained still relegated the teacher to the lowest

+ ¹Ibid.

of the "professional" group. Aside from these improvements the chief effect of the Act was to support the educational claims of the Society and the Established Church. The extent of this well-defined control is seen from the fact that "throughout the eighteenth century there is not an instance to be found in which any such teacher's license was granted to any other than a schoolmaster employed by the Society¹".

At this time it would be best to include a typical official letter authorizing a person to teach in the Province. The one I have chosen is that of the first license issued a schoolmaster in Nova Scotia. It is entered in the Governor's Commission Book for the year 1759 and is typical of the type issued throughout the period when the Society had control over education in the Province. The following letter was written by the Reverend John Breynton, Rector of St. Paul's Church, Halifax, reporting on the qualifications of three applicants for the position of schoolmaster².

¹Thibeau, p.76.

²Nova Scotia, Public Records of Nova Scotia, (Halifax: Queen's Printer), Vol. 165, pp.3-4.

Sir:

In obedience to His Excellency the Governor's Directions to me, signified by warrant dated the 3rd. Instant, I have enquired and strictly examined into the Life & Conduct and other requisite Qualifications of Daniel Shatford, Lewis Beloud and Samuel Watts to keep Schools in the Province; You will therefore be pleased to lay before his Excellency the following report.--

Daniel Shatford was born in Gloucester Shire and brought up in the Church of England and now declares himself of that persuasion. He received a School Education under his Father a professed Schoolmaster and was himself licensed for the same occupation by the Bishop of Gloucester. Since his arrival in America he instructed Youth with Success and Reputation in New York in several branches of useful Knowledge. Upon the Strictest Enquiry, I find him well qualified to teach Grammar and the Lower Latin Classes, Writing, Arithmetic, Bookkeeping and Navigation.

Lewis Beloud, a native of the Canton of Berne in Switzerland was bred a Protestant as appears by his Credentials. He and his wife may be very useful in teaching Children to read English and French.

Samuel Watts was born in London, brought up a Protestant Dissenter and professes himself such now. He formerly taught School among Several English Families settled at Esequibo under the Dutch Government, but lost his Testimonials by a Shipwreck. I find him capable of teaching English, Writing and Arithmetic.

I am with all due esteem

Sir

Your Most Humble Obedient Servant,
(Signed) John Breynton

Halifax

6 Sept. 1759

To Richard Bulkeley Esq.
Secretary.

Following the above recommendations of the Rev. Breynton, the three candidates were duly licensed as schoolmasters by Governor Lawrence. The form of Mr. Shatford's certificate of license¹ is 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.

Given under My Hand & Seal at Hfx.
this Eighth day of September 1759.

(Signed) Chas. Lawrence

By His Excellency's Command
Richard Bulkeley, Sec'y

Mr. Daniel Shatford, Schoolmaster.

The recommendation contained in the Rev. Breynton's letter in regard to Mrs. Beloud leads one to believe that she had implicit permission to teach as well as her husband. If such was true, then she was the first woman to obtain official permission to teach in the Province, under British rule that is.

The procedure for obtaining teachers' licenses outlined above was that which was in effect from the

¹Ibid., p.5.

beginning of British rule until the Society left the Province in 1834. A slight change was made in 1787 when Nova Scotia became a bishopric of the Established Church. Certificates prior to this date required the assent of the Bishop of London, but henceforth the Bishop of Nova Scotia was delegated the power of ¹ assent.

Educational conditions existing in the town of Halifax led to the passing of the Education Act of 1780, which made the first provisions for secondary education in the Province. The decision leading to its passage was a result of the growing concern over the great number of children growing up in the community without any formal education. The private schools of the area were only providing for those who could afford the tuition fees. The school lands that had been reserved for educational purposes in the area remained in their primeval state well into the nineteenth century. Recommendations and urgings of teachers, parents and even those of Governor Legge since 1775 finally cumulated in an Act being passed in 1780 which stated:

¹Thibeau, p.76.

that the House do take into consideration the establishing of a Public School in such part of the Province as shall be thought most proper.¹

It was to take another nine years before this school was to finally open. The school, called the Halifax Grammar School, opened its doors in 1789 under William Cochran, of Trinity College, Dublin, late Professor of Classical Languages in Columbia University, New York. George Glennie a graduate of Aberdeen University and Thomas Brown were his assistants.² The Act stipulated that the school was to be governed by a board of Trustees (originally five of them) appointed by the Governor. It was to hold public examinations half-yearly. The estimated cost of the school was 1,500 pounds. An additional amount of 100 pounds for the master and 50 for an usher was to be required if the enrollment went over forty. Bingay states that this was the first instance of a money vote on the part of the Government for the support of education.³

The reason why the school took nine years before it became an established institution was due

¹Murdoch, Beamish, A History of Nova Scotia or Acadie, (Halifax: James Bowen, Printer & Publisher, 1866), Vol. II, p.609.

²Thibeau, p.76.

³Bingay, p.43.

to the method by which the 1,500 pounds was to be raised. The legislators had recommended that the sum was to be raised by a lottery. Although this novel means of fund raising had been successful in providing for a market in 1759, it was completely unsuccessful in providing the school. By 1787 only a little more than five hundred and fourteen pounds had been collected. For a short time classes were held in the Orphan School, mention of which was made earlier.

The success of the school after it was established is seen for the records which show that the attendance was never below forty-two during its first year and by 1793 the average enrollment was in excess of sixty-eight¹. The salaries of the master and assistants were provided by a tax of three pence per gallon on all light wine imported into Halifax.² According to Thibeau, the Grammar School was, along with King's College, the only effective school in Nova Scotia at this period.³

¹Nova Scotia, Public Records of Nova Scotia, (Halifax: King's Printer), Vol. 137, Doc. 9.

²Nova Scotia, Laws & Statutes of Nova Scotia, (Halifax: King's Printer), 1794, C.7, Sec. 1.

³Thibeau, p.84.

Another act passed in this period removed some of the prohibitions placed on Catholics in the province by the Act of 1766. In 1786 an act passed the Legislature which repealed the sections of the existing school law which held Catholics liable to fines and imprisonment for venturing to set up a school. The new act actually provided for Catholic educational emancipation. The new act still prohibited Catholic schools from educating any Protestant youths under the age of fourteen. There was still some legal opposition to educational benefits for Catholics but they generally were removed from the Statues or fell into disuse. On the first half of the nineteenth century the Legislature voted funds for the support of a Catholic school in Halifax.

The next development of educational worth in the provincē was the establishment of King's College at Windsor in the year 1789. Both an academy and a college were established solely in the beginning to provide native clergy for the Church of England.

¹Nova Scotia, Laws & Statutes of Nova Scotia, (Halifax: King's Printer, 1786), Sec. 3.

²Nova Scotia, Laws & Statutes of Nova Scotia, (Halifax: King's Printer, 1826), C.1.

The denominational character of this college, the first in the province, was to have a very decided influence on the development of institutions providing higher education in the province. One effect was the establishment of Dalhousie University in 1818 which was to provide, in the words of its benefactor, Lord Dalhousie:

for the education of youth in the higher classics and in all philosophical studies. Its doors will be open to all who profess the Christian religion. It is particularly intended for those who are excluded from Windsor.¹

Other denominations in the province established institutions of higher learning along the same lines as King's. A number of attempts have been made to combine them into one provincial university or into a smaller number of larger institutions. The first recorded attempt was in 1876 when an act was passed by the Province to establish a Provincial University which was to be an examining institution similar to the University of London, England. However after granting a few degrees it died a natural though not a legal death² when provincial funds for its maintenance dwindled.

¹Beamish, Vol. III, p.455.

²Bingay, p.30.

The whole effect of the denomination control over the education offered by colleges and universities may be seen from the following list of colleges which have been incorporated in the province:

TABLE 1

Colleges of Nova Scotia with their Religious Affiliation*

Name	Founded	Location	Affiliation
King's	1789	Windsor	Church of England
Pictou (absorbed)	1816	Pictou	Presbyterian
Dalhousie	1818	Halifax	Non-denominational
Presbyterian	1820	Halifax	Presbyterian
Acadia	1838	Wolfville	Baptist
St. Mary's	1841	Halifax	Catholic
Gorham (defunct)	1848	Liverpool	Congregationalist
St. Francis Xavier	1853	Antigonish	Catholic
Halifax (defunct)	1876	Halifax	State
Ste. Anne	1890	Church Point	Catholic

*Bingay, p.30.

The establishment of King's College had provided for higher education. The next educational legislation, in 1794, provided annual support for the Halifax Grammar School and in general for the schools in other parts of the province. The money

required for this support was raised by an additional tax levied on wine imported into Halifax and also that which was brought into one county from another. Bingay states that this new legislation had two effects, the first to encourage the building of the schools and also to encourage the drinking of more wine to pay for them.¹ However this legislation did provide for a permanent source of revenue for schools.

The Nineteenth Century

The nineteenth century was the period of greatest educational development in the province. This period was to see more legislation on education passed than the period before or after together. Evidence of the government's interest and activity in educational matters may be seen from the number of acts passed and the results of the legislation. Within the span of the thirty years between 1811 and 1841 there were no less than thirty-one acts dealing with education. Such activity certainly would lead one to believe that education became everyone's

¹Bingay, p.45.

business but I am inclined to agree with Bingay when he states, in speaking on this point, "it also shows a lack of organization and the need of a better system."¹

Most of the development within the educational system of the province during the nineteenth century was due to legislation passed by the government. No attempt will be made to furnish an itemized account of the legislation, but rather a summary of the most important acts will be presented.

The most important educational legislation of the last century was probably the Education Act of 1811. There are two reasons for this assertion. First, it outlined the system of school organization which was to last until contemporary times; second it contained, by inference mainly, the kernels of all future legislation in education. This act provided means for the institution of free public schools and introduced the principle of common school support by a method of equitable school assessment. The act authorized the establishment of a board of six trustees, three of whom were to be nominated from

¹Bingay, p.47.

the local section, the other three to be appointed by the Court of General Sessions of the Peace for the county. These trustees were given power to hire teachers, fix their salaries and had the duty to visit and inspect the schools regularly.¹ This Act of 1811 did even more by inferring the principle of free schools and the need for compulsory attendance. However it was to be much later in the century before these two principles were enacted. The year 1811 also saw the passing of a Grammar School Act which stipulated that such schools were to be established in several counties and districts of the province. To support the counties in this development 150 pounds was provided to each for the payment of teachers; provision was also made for the balance to be raised by subscription.²

The year 1826 produced another Education Act which enacted recommendations of a commission report which had been tabled the previous year. This commission had been appointed by the Legislative Assembly to present a report on the educational status of the province. The findings of this commis-

¹Bingay, p.37.

²Ibid.

sion are valuable in that they present the first reliable educational statistics for the province. This report showed that 5,514 children were attending various English schools in the province; further that 4,377 children were not attending any school (this figure is claimed by Bingay to represent only one-third the true number) that teachers were being paid less than manual laborers. Their recommendations led to the Education Act of 1826 which provided legislation for the establishment of a school in every district having thirty families; resulted in the habitable areas of the province being divided into school sections; created a new administrative body called Boards of School Commissioners and finally fixed a minimum teachers' salary at 50 pounds per annum.¹

The financial provisions for this legislation were not satisfactory and another act was passed in 1832. By this act, the Board of School Commissioners were delegated greater administrative powers and they were to report to the Secretary of the Province. This clause of the act was the beginning of the

¹Bingay, p.44.

centralization of educational administration which exists today. It furnished an incentive for those areas not providing for secondary education by authorizing "Combined Grammar and Common Schools" wherever there wasn't an Academy. It further provided legislation which safeguarded teachers' interests by ensuring that all of the money received from the provincial government for his salary was given him and Section XII of the act provided a minimum salary of 40 pounds, "exclusive of and in addition to his Board, Wash and Lodging."¹ This minimum salary was ten pounds less than that provided for in the Act of 1826, but evidence shows most were below the previous minimum.

One development of the increasing number of new schools being built in the province was that it produced a serious shortage of teachers. The supply had never been adequate but the new legislation created a serious shortage. So great did it become that in 1838 another act authorized the hiring of women as teachers. At first they were to be employed only in public elementary schools but in 1845 the need for teachers was as great in secondary schools

¹Bingay, p.46.

and they were admitted. With the entry of women into teaching the whole complexion of the profession changed. The effect which this legislation had on the teaching personnel of the province may be seen from the fact that by 1884, women teachers comprised 75% of the teaching personnel of the province and 90% by 1914. The corresponding decline in the male personnel may be seen in that in 1884 there were 635 men teaching in the province and that by 1914 this number had dwindled to 272.¹ Many connected with the education within the province during this period will agree that at first, the women drove out the worst of the men teachers, but later they tended to drive out the best. The long range effects of their entry into the profession and their relative status at present I leave to a later chapter.

The year 1834 saw the withdrawal of the Society from the province. This Society had control over the educational destiny of the province for eighty-five years. In parting from its tasks, it transferred its teaching personnel to the government. In effect their withdrawal brought to an end any active ecclesiastical control over education in the

¹Bingay, p.48.

province. Their absence more than any other single factor led to the development of a centralized governmental authority over education by necessitating the institution of a controlling body.

This centralization was established by the Education Act of 1841. This act provided for the formation of a General Board of Education which was to be the central administration body for the whole province. The Board was to have a permanent salaried clerk whom we shall see was to develop into a Superintendent of Education. This act also permitted the Trustees to declare the period of vacation for pupils and limited the number of licensed teachers in each district to one male and two females.¹

A report on education was made in 1848 which led to important legislation being passed in 1850 and 1854. This report applied the findings and recommendations of the Kay-Shuttleworth Commission on Education in England to the education system of the province. It is of special significance to this thesis because it was concerned mainly with recommendations for improving the quality of teachers in

¹Bingay, p.50.

the schools. The Act of 1850 appointed a Provincial Superintendent of Education and delegated to him the duties of the Central Board of Education which had existed since 1842. One of his chief responsibilities was to present semi-annually to the Assembly a report on the condition of the educational system of the province.¹

The commission's report of 1848 further recommended that the principle of compulsory assessment be applied to the whole province and also that a Normal School be established for the training of prospective teachers.² This last recommendation was adopted by the Act of 1854. The provisions of the act were, that a Normal School was to be erected at Truro with a grant of 1,000 pounds. The recently appointed Superintendent of Education was also to perform the duties of Principal of the Normal School. The course of instruction offered at the school was to be made similar to that of teacher's schools in Upper Canada, New York and Massachusetts. Tuition and textbooks were to be offered free to all students and a portion of the travelling expenses of

¹Bingay, p.56.

²Ibid.

the students were to be paid.¹

In the beginning students included those that had been nominated by the Boards of School Commissioners in their districts, those admitted after examination by the Principal of the Normal School and those teachers who already possessed licenses.

The effect of this legislation will be discussed in the next chapter which will cover the development of teacher's licenses to a greater degree. It will be sufficient to state at this point that the true birth of the present teaching profession of the province may be taken from the establishment of this Normal School.

The third recommendation of the report of 1848, that which concerned compulsory assessment, had to wait till 1865 for enactment. The 1860's saw a return to a concern over educational matters. There had been no educational legislation of any consequence for ten years. The census of 1861 showed some great inadequacies in the educational achievements of the province. This census showed that of a

¹Bingay, p.57.

300,000 persons over the age of five years, 81,479 were illiterate and further that of 83,959 children between five and fifteen years, 36,538 were illiterate and only 31,000 were attending ¹ school.

Section 29 of the Bill of 1864, commonly known as the Free School Act, reads, "all common schools shall be free to all children residing in ¹ the section in which they are established." This act also made provisions for a Council of Public ² Instruction. A companion Bill was passed in 1865 which legislated the 1848 recommendation for compulsory assessment. When these two acts were passed the last of the foundation blocks for our present education system in the province were laid.

The Act of 1864 finally acknowledged the right of every individual in the province to an education and provided administrative and supervisory control over the public school system of the province. The legislation of 1865 provided the means for this education. In addition this Act gave control of the schools within a section to the trustees under the supervision of an Inspector

¹Bingay, p.61.

²Bingay, p.62.

responsible to the Superintendent of Education and within the limits as defined by the Council of Public Instruction, Sec. 38, (1) of this Act authorized these trustees to conduct the schools in their section and to contract with and employ a licensed teacher or teachers for the section. Section 43 of the Act outlined the amount of Provincial Grant to be paid to the teachers, such amounts varying as to the class of license held.¹

TABLE 2

Provincial Grants to Teachers
in Nova Scotia, 1866

<u>License</u>	<u>Amount per annum</u>
1st. Class Male Teacher (Class B)	\$ 120.
2nd. Class Male Teacher (Class C)	90.
1st. Class Female Teacher (Class C)	90.
3rd. Class Male Teacher (Class D)	60.
2nd. Class Female Teacher (Class D)	60.
3rd. Class Female Teacher (Class E)	45.

This scale of payments, with some modifications, was still in force during most of the first quarter of this century. The distinction made between male and female teachers was abolished in 1875.² Class E licenses were abolished in 1888 and in 1892 special grants of \$180. were given to first

¹Bingay, p.83.

²Ibid.

class teachers in High Schools. During the early 1870's an additional bonus of \$30. was given to teachers with five years or more of teaching experience.

An act was passed in 1906 providing for a plan of teachers' annuities. By this Act, teachers with 35 years service, or with 30 years of service and over sixty years of age might retire on an annuity equal to the Provincial Grant given to those of their license. However the maximum of such annuity was not to exceed \$150. per annum.¹ An amendment to this legislation was passed in 1910 which provided teachers of Academic class (university graduates) with an amount equal to their average provincial grant for the last ten years of service.

Adopting a plan formulated over a hundred years previously, the Assembly in 1918 passed legislation adopting a minimum salary scale which was to apply to all public school teachers in the Province. The scale came into being on August 1, 1919. The scale applied to each individual section and the amount to be paid depended on the average

¹Bingay, p.84.

salary paid in that section over the previous five years.

TABLE 3

MINIMUM SALARY INCREASES FOR
NOVA SCOTIA TEACHERS, 1919*

Present Average Salary	% of Increase
\$ 200 or less	50
201 - 300	40
301- 400	30
401 - 500	20
501 - 750	15
750 and over	10

*Bingay, p.90.

The legislation which provided for free schools, compulsory assessment and the establishment of a teacher training institution concludes the major educational development of the last century. Developments in the first half of this century have been in three main fields: larger school units, secondary school education for all, and equalization of educational costs. Development within the teaching profession has been towards true professional status. Such development has been due mainly to an awareness of the status of the teacher both on a local and national level. Professional organizations and

university teacher-training departments have had a great effect on the development within this period. The next chapter will show the development within the profession since the turn of the century.

CHAPTER III

GENERAL EDUCATIONAL DEVELOPMENT 1900-1959

Continued control by a central authority improved the qualifications of teachers throughout this period by certification and raising the minimum standards of licenses. In 1933, the "C" license was abolished and in 1956 the minimum requirements were raised so that at present the old "A" license is ¹ the minimum. It may be seen that in the approximate hundred years since education was free to all, the minimum standards for teachers' licenses have been raised by four years.

Further legislation provided for the establishment of a Department of Education in the provincial universities in 1926. The full extent of this type of training has yet to be developed, but as will be seen a movement towards some type of university training for all teachers was recommended by a commission in 1950.

The development of licenses and the minimum qualifications for each will be presented in the

¹Nova Scotia, 100 Years of Teacher Education, (Halifax: Queen's Printer, 1955), p.36.

next section of this chapter, but it is sufficient to say that this period witnessed the greatest development in teacher qualifications than any other previous period.

Legislation in 1932 made many changes which benefited the profession. Important among these changes was the discontinuance of provincial examinations for Grade X and the abolition of the Second Class License which was based on a minimum of Grade X scholarship. For the year beginning August 1933, the minimum entrance requirements to Normal College was Grade XI and of special importance a year of teacher training either at a university or the Normal College was made compulsory for all licenses.¹

In 1954 a Council on Teacher Education was established and in 1956 one of their recommendations was adopted which increased the academic qualifications for teachers. The legislation had the effect that with the class entering Normal College in 1957, candidates with only Grade XI education were granted an Interim License of Class 3 which was valid for five years. To continue teaching beyond this period and

¹Ibid.

in order to gain a permanent license such candidates must complete all the requirements for a Grade XII¹ pass certificate.

The need for increasing the efficiency for the teaching profession during the early part of the century saw the establishment of Summer Schools for teachers at Halifax and Truro. That at Halifax was established in 1927 and was "intended to serve higher-class teachers and others wishing courses in cultural subjects."² The School at Truro was conducted for lower class teachers. The establishment of such schools was an immediate success. The attendance at Halifax doubled in two years from an enrollment of 175 in 1927 and there were nearly 400³ in attendance in 1929. During the years of their existence these schools helped considerably in the development of higher academic and professional standards. The school at Halifax developed into the

¹Nova Scotia, Annual Report of the Superintendent of Education, (Halifax: Queen's Printer, 1956), p.xviii.

²Annual Report of the Superintendent of Education, 1927, p.xvi.

³Annual Report of the Superintendent of Education, 1929, p.xiii.

Nova Scotia Summer School for teachers which was re-established in 1944 after a three year lapse due to the war.

The economic status of teachers in the province also saw great changes in this period. The system of Provincial Grants to teachers became outmoded and in 1946 a recommendation was approved which led to adoption of a provincial minimum salary scale for teachers. This was believed to be the first such scale in Canada. The Annual Report for 1946 outlines the new legislation as follows:

For the first time, teachers with the same class of license are now guaranteed an adequate minimum salary, wherever they may be teaching in the province. Furthermore, the new scale provides for annual increments for a period of ten years service and further increments after fifteen and twenty years of service. Provision is made in the scale for higher payments for additional years of training and degree of supervisory responsibility. The scale was adopted following the presentation of a report by a special committee on teachers salaries appointed by the Council of Public Instruction, and is the only scale of its kind in province-wide operation in any part of Canada.¹

Further increases in this minimum salary scale were made when the recommendation of the "foundation scale" was approved in 1955. This recom-

¹Annual Report of the Superintendent of Education, 1946, p.xxvii.

mendation was made by the Royal Commission on Public School Finance in Nova Scotia, commonly known as the Pottier Commission after its chairman. Two additional increases were made from 1955 to the present and the present minimum scale, known as the Leonard Revised Scale, is given later in this chapter.

Perhaps the most influential report made on the development of the profession was that of the Commission on Teacher Education in 1950. This was the first such commission in our history. Some of its recommendations have already been enacted, while others will no doubt form the development of the future. Its recommendations led to the adoption of the revised system of teacher licensing which is now in effect; outlined the system whereby each year of training between high school matriculation and university graduation receives an increment; recommended the adoption of Grade XII as the minimum entrance qualification for teacher candidates at the Normal College.¹ Development from it led to the forming of an Advisory Council on Teacher Education.

This Commission undertook a very compre-

¹Nova Scotia, Commission on Teacher Education in Nova Scotia, (Halifax: Dept. of Education, 1950), pp.117-127.

hensive view of teachers in training, in service and in administration. One of its chief recommendations was for the establishment of a new professional school to be built in Halifax to replace the existing Normal College at Truro. This has not as yet been fulfilled but the Annual Report for 1958 shows that the recommendation has not been forgotten. The Deputy Minister, Dr. Moffat, in his report states:

In order to provide modern facilities for the training of teachers and to accommodate the anticipated increase in the number of teachers in training, the Department is now making plans for the erection of a new Teachers' College. When the new college is opened, a two-year course, with Grade 12 as a prerequisite for admission, will be instituted, along with the present one-year course for graduates of Grade 11 and Grade 12.¹

Other recommendations for a greater participation on the part of provincial universities to offer in-service training which would be of degree value have been adopted by some of them. In fact so great has been the response of the teachers to the new salary scale and the opportunity for gaining a university degree that, "it is estimated that approximately 1,000 teachers are now engaged in

¹Annual Report of the Minister of Education, 1958, p.ix.

adding to their academic and professional qualifications.¹"

Recommendations not yet adopted included that for the appointment of a director of Teacher Education that teachers' certificates be endorsed with the names of the subjects they are fully qualified to teach, that all school principals be required to take courses in administration and supervision, that all Summer Schools for teachers be conducted under university auspices, attempts should be directed to secure higher quality candidates for teaching, that the word "teacher" be applied only to a qualified teacher and all those unqualified be designated by some other term, such as "monitor".

The general educational advance of this century also stemmed from recommendations of other commissions. The greatest advance perhaps resulted from the recommendations of the Commission on the Larger School Unit. This Commission, appointed in 1938, made recommendations which were adopted in 1942. The Annual Report for that year shows the

¹Annual Report of the Minister of Education, 1956, p.ix.

importance of the legislation:

The school year 1941-1942 brought the most significant change in public education in Nova Scotia since the establishment of the free, tax-supported schools in 1864. At the last session of the Legislature an Act was passed to provide for the administration of rural schools under the municipal unit, and thus was made the first major change in the original structure of our public school system.¹

This Act reduced the number of individual school boards from 1,500 to 24, lessened the control of the trustees and gave the major authority and responsibility of education to the Municipal School Boards.²

The Commission on Public School Finance in 1955 recommended a "foundation program" for schools throughout the province and provided for an equalization fund which was:

to ensure that every child in the province received or has access to an education of an acceptable standard in the elementary and secondary grades of the public school program...To ensure that each school board having fiscal responsibilities has adequate funds from local taxation and from provincial grants, to discharge it.³

¹Annual Report of the Superintendent of Education, 1942, p.ix.

²Annual Report of the Superintendent of Education, 1946, p.ix.

³Annual Report of the Minister of Education, 1955, p.vi.

The final educational advance made during the period was the establishment of regional and rural high schools throughout the province. These schools provided complete secondary education for all pupils in the province and with their establishment the dreams of many former educators were fulfilled.

Other legislation of importance to teachers included that pertaining to the incorporation of the Teachers' Union and the establishment of teachers' pensions. The latter legislation will be discussed first. In speaking of the enactment of the present Teachers' Pension Act, Dr. Moffatt said:

On July 31, 1949, after having been in operation over twenty-one years, the Nova Scotia Teacher Pensions Act, 1928, ceased to operate and was replaced by the Nova Scotia Teacher Pensions Act, 1949. The old Act had served its purpose in providing some security for teachers at a comparatively small cost to them, during the period when teachers' salaries were low. However it was actuarially unsound, and with the rise of teachers' salaries in recent years, the pensions paid under the old Act did not bear a proper relation to the teachers' final salary.

The new Act calls for higher payments by the teachers and the government, and in turn provides a more adequate pension, the amount of which is based on the average salary of the teacher for the last fifteen years of service. The maximum pension under the Act is \$3,000 per annum.¹

¹Annual Report of the Superintendent of Education, 1949, p.xvii.

The above statement covers the situation completely, and in general the teachers are pleased with the provisions of security of the Act. The one exception, which has been made known to the author by others in the profession, is that the maximum amount of pension discriminates against some. However no doubt this point will be investigated and corrected in the near future.

The other important legislation, that which incorporated the Nova Scotia Teachers' Union, was enacted in 1932. The full development of this teacher group will be given in the last chapter. For the present it will be sufficient to say that it has done much to maintain and improve the professional and economic status of the teaching profession as a whole. Union development in the first half of the century was restricted because of lack of central organization and the system of voluntary membership. However changes made in the Teachers' Professional Act in 1952 greatly improved the situation. This legislation provided for collective bargaining, collection of dues by a check-off system and the right of the Union to establish and enforce a professional code of ethics. The same year saw the

opening of a Central Office under a permanent Executive Secretary. Since this time the membership has increased rapidly as has the influence which the Union has in all matters pertaining to education.

The Development of Teacher Licenses

Previous to the opening of the Normal School at Truro there was only one general license for all teachers. A previous chapter outlined the method of obtaining a license as formulated by the Education Act of 1766. This Act required that candidates for schoolmaster had to be qualified in terms of being members of the Anglican Church, loyal to the Crown and further to pass an "examination" in the subjects they proposed to teach, which was given by the parish minister or in his absence, by two Justices of the Peace. Such a license was valid for giving instruction in the subjects listed on the schoolmaster's warrant. In most cases, these licenses authorized the holders to teach in the local community although transfers of personnel by the Society throughout the Province were not unknown.

A change in this method of obtaining licenses

was made in 1826 when Boards of School Commissioners were created in various counties. These boards were given the authority to examine and license teachers, but the licenses issued by them were valid only for the county in which they were issued. This method of obtaining licenses to teach continued throughout the nineteenth century.

A better understanding of the typical ease with which such licenses could be procured may be had from the following examples. The first is the experience Jeremiah Willoughby had in obtaining a license to teach in Hants County in 1842.

Previous to the day, the author made a journey on foot to the town of Windsor for the important purposes of submitting to his first "examination", and, if successful, of obtaining license. Oh, how he dreaded that examination! Visions of abstruse exercises in arithmetic, perplexing sentences in parsing, bewildering questions in geography, to say nothing of algebra and mathematics, all rose in formidable array before his mind, and made him feel, as he had never felt before, his insufficiency for these things. On a most charming morning he presented himself to the urbane old gentleman--Rev. J.L.M. who at that time held the Secretaryship to the Board of Education for that County. The Rev. gentleman received the trembling applicant with a reassuring smile of genuine kindness, and after a few preliminary questions most courteously accompanied him to the residence of the Chairman of the Board.....The dreaded "examination," after all, when at last it came, proved immeasurably less formidable in reality,

than it had been in imagination. It was easily passed, and the much prized license gained.¹

In comparing his examination with that of another successful candidate, Willoughby continues with a verbatim report of his colleague's examination for a license.

Light as was the examination, however, it was a trifle weightier than that of a fellow-teacher, who thus facetiously described one of his experiences in that line:- "Having," said he "engaged to teach in a certain locality, I applied for the usual license. A worthy member of the Board conducted the examination and I answered all his questions quite accurately. The examination was about as follows:

Examiner. - Have you ever taught before?
 Candidate. - Yes, sir.
 Ex. - Where,
 Can.- At-----(naming the place)
 Ex. - Had you a license?
 Can.- Yes, sir.
 Ex. - Have you it with you?
 Can.- Here it is sir, (producing the document)
 Ex. - What salary do you receive?
 Can.- Thirty pounds per annum, with board.
 Ex. - Where do you board?
 Can.- All round
 Ex. - Well as you have already been licensed by a competent Board, I shall not trouble you with further questions; but shall with pleasure grant you a new license.

"All these hard Questions," said the Candidate, "I answered without a single mistake."²

¹Willoughby, pp.61-62.

²Ibid.,p.63

The third example offers a better insight into the type of examination to which Willoughby was probably subjected. A more complete quotation is offered because it gives a very good description of the conditions of education in the 1840's. Dr. Calkin writes:

There were very few who made teaching a vocation, and there was no such thing as a trained teacher or a Normal School. Teaching was a resort--too often a last resort--to which one betook himself when he had failed at everything else.....In obtaining a license a candidate in King's County was examined by a School Commissioner--an uncle of the late Sir Chas. Tupper. The ordeal was not very serious. The 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 Commissioner he readily obtained endorsement of the Certificate by another Commissioner without further examination.....It was seldom that the Trustees stood in any responsible capacity between the Teacher and the people. The contract was made directly between the Teacher and the "Proprietors" i.e. the parents. The teacher bound himself to teach a "regular" school for a specified term, given instruction in certain branches, usually reading, writing and arithmetic--sometimes adding geography and English grammar.

The patrons were to provide school room, fuel, books and board for the teacher, also payment for the work done. The pay was either a fixed salary; or a fixed amount for each weeks attendance--nine pence or a shilling.

The teacher was sure of his board and fairly sure of the Government allowance at the end of the half year--as for any more he ran some risk. As to board, he was a visitor at the homes of the children, measuring out the time at each house according to the number of pupils he had in it¹.

In this same period however, due to apathy and poor remuneration, there still existed a great number of unlicensed teachers. Willoughby himself had taught previous to receiving a license. Unlicensed teachers of this period were in the same class as the itinerants of the previous century. Judge Haliburton sums up the calibre of such men, when he says in The Old Judge:

When a man fails in his trade, or is too lazy to work he resorts to teaching as a livelihood, and the schoolhouse, like the asylum for the poor, receives all those who are, from misfortune or incapacity, unable to provide for themselves.²

That there still existed such individuals in teaching towards the end of the century may be seen from an account by Willoughby. In speaking of the change which developed in the quality of teachers by the establishment of the Normal School in 1855, Willoughby recounts an incident which happened to him

¹John R. Calkin, Old Time Customs, (Halifax: A. & W. MacKinlay, 1918), p.37.

²Thomas C. Haliburton, The Old Judge, (London: Longman, Reese Orme, 1849), p.128.

personally in 1868. While travelling in the backwoods of Hants County, he came upon a small log building which he found to be a schoolhouse. The teacher thinking him an Inspector of Schools invited him in "to hear the lessons". The following description of the school, the teacher and the lesson gives one an idea of the conditions still existing in some rural areas of the province less than a century ago.

The lively little gentleman was in stature about five feet. His head was of the shape of an orange, but considerably larger and closely shorn of its sandy hair, except one slight forelock. He wore a frieze coat, the collar of which stood quite as high as the crown of his round head, while the skirts nearly swept the floor. That coat so completely enveloped him from head to heels, that it was difficult to discover what else he wore, excepting a pair of strong brogans. At one end of the school room was a "cat and clay" chimney, if the reader knows what that is, with a wide fire-place, in which fire was burning though the day was a warm one in June. Presumably the fire was there for the convenience of lighting the teacher's pipe, as one greatly curtailed in longitude and of the darkets hue, lay on a ledge in the corner. The school furniture consisted of rough boards laid on shingle blocks placed close to the walls on two sides of the room. On one side sat twelve girls varying in age from four to thirteen years, and all seated in descending order. On the opposite side nine boys, of whom the eldest was about eight or nine years, were similarly perched upon the boards. No arrangements for writing were visible. Those of the pupils who could write performed the

operation on slates held on their drawn-up legs. Blackboard and wall maps were also absent from that school.

"Come awaah to the notaation," called the teacher in tones of command. All the pupils arose, and the boys passed over to the girls' side. After some dodging and ducking, they all got into position, and presented a straight line extending the whole length of the room, standing in the same order as that in which they had been sitting, so that the tallest stood at one end of the line and the shortest at the other. As neither teacher nor pupils had slates in hand, and as there was no black-board, the author was curious to learn how a lesson "the notaation" was to be given. "Now, Mary," pointing to a little girl about the middle of the line, "and all yeas below listen and ye'll learn," was the order. "All above Mary go on." The part of the pupils indicated then recited the multiplication table, with the aid of the teacher's out-spread digits as objects by which to assist their mental powers. The pupils, having finished that remarkable lesson on notation, resumed their seats, and the teacher, turning to the author with an air of great importance, said: "I'm an excellent Irish scholar. Rading, writhing and arthmetic are all plain and aisy to me; but the madthematics is my delight intirely; I can find the waait av a cubic fut of any substance on the face of the globe by chimacal equivalints. Ah, none of your school maams can vie wid me! You are the Inspictor, Sir, I preshume," said the teacher, and I wants ye to see that I gits bitter accommodashun and ivery thing ilse ye sees I wants." "The govern-ment," replied the author, "has not yet done me the honor to make me an Inspector; but if I held the office for this County I would not fail to give your rare abilities their due recognition. Good bye, sir, and may you soon find your proper place."¹

¹Willoughby, pp.135-137.

The establishment of the Normal School in 1855 saw a change in the licensing of teachers. The examination results at the end of each term (there were two) at the Normal School qualified successful candidates for one of three grades of license lettered A, B and C. These certificates entitled the holder to a license from any Board of School Commissioners in the Province. Holders of such certificates had an advantage over other licensed teachers in that their licenses had province-wide acceptance. Section 11 and 12 of this Act outlined the type of license to be granted. These sections read as follows:

An Act to Establish a Normal School-
passed March 31, 1854.

Section 11: All pupils shall be examined by the principal after having attended the school for a term not less than five months, and if competent, shall receive a certificate as graduate of the school,--such certificate shall be of three classes, denominated A, B and C, according to the capacity of the graduate, and pupils, tho, after having studies one year, shall be found incompetent to act as teacher, may be dismissed or receive instruction for a second term at the discretion of the principal; and such graduate as may have received certificates of the class A or B, may be admitted anew, and after attending for one or more terms shall receive a certificate of such class as upon examination they shall be found entitled to.

Section 12: Any person holding a certificate from the principal of the Normal School shall be entitled to a license from any board of a community unless the holder of such certificate be of bad moral character, in which case, so soon as the fact of any graduate having contracted immoral habits is made known to the principal, he shall erase the name of such person from his list of graduates.¹

The qualifications necessary for each of these licenses as given in the Journal of Education were:

Certificates of Normal School Students

There are three classes of certificates granted to the graduates of the Normal School, viz., First and Second Class Certificate for Common School and Certificates for Grammar School or Academies.

Second Class Candidates

The following are the branches of learning professed by the candidates for Second Class Common School Certificate:-

1. That they be able to read with ease, intelligence and impressiveness any passage, either in prose or verse in first section of the 4th Book Irish National Series, and be well acquainted with the principles of pronunciation and of reading.
2. That they be able to spell correctly and with proper punctuation the words of an ordinary sentence dictated by the Examiners.
3. That they be able to write a plain, free hand, and be well-acquainted with the rules of teaching writing.

¹Nova Scotia, Journal of Education, (Halifax: King's Printer, 1858), Vol. I, No.2, p.21

4. That they do mentally any account in the simple and compound rules of Arithmetic, with correctness and expedition, and work on the slate any exercise as far as Interest including Fractions.
5. That they be acquainted with the elements of Bookkeeping.
6. That they be able to parse any sentence in prose or poetry which may be submitted, write grammatically any passage that may be read, and be well acquainted with the structure and composition of sentence, the Etymology of words,&c.
7. That they be familiar with the elements of Mathematical, Physical and Political Geography, as contained in Dr. Sullivan's Geography Generalized.
8. That they possess a fair knowledge of Natural History as set forth in first section of 5th Book of National Series.
9. That they possess some knowledge of School Organization and Government, and the most improved methods of teaching the various branches of a Common School education.

First Class Candidates

In addition to the above, it is required of candidates for First Class Certificates:

1. That they possess some knowledge of the elements of English Composition and of the principles of Criticism.
2. That they understand the use of the Terrestrial Globe and be able to work the exercise of any Elementary Book thereon, and be able to draw outline maps of any country or continent.

3. That they be able to do any exercise in Mental Arithmetic as far as Simple and Compound Interest, inclusive and work on the slate the most difficult accounts in any department of Commercial Arithmetic.

4. That Female candidates be familiar with the simple rules of Algebra and be able to demonstrate any Proposition in the First Book of Euclid; that Male candidates be able to solve problems in Simple and Quadratic Equations, and to demonstrate any proposition in the first four Books of Euclid.

5. That Female Candidates be acquainted with the elements of Practical Mathematics and that Male candidates know thoroughly the rules for the Mensuration of Superfices and Solids, the elements of Land Surveying and of Navigation as far as oblique sailing.

6. That they know well the leading outlines of Universal History.

7. That they be able to stand a thorough examination on the various branches of Natural Science and point out the utility thereof to the Educator.

8. That they possess a proper knowledge of the elements of Natural Philosophy, and especially Astronomy.

9. That they possess a clear and definite view of the end of education, and the means to be employed for the accomplishment of that end.

Grammar School Candidates

In addition to the above:

1. That they be thoroughly acquainted with the highest departments of English Grammar and Composition.

2. That they possess an accurate knowledge of Grecian and Roman History, and of English History down to the present time.

3. That they be acquainted with Ancient Geography.

4. That they know the first six books of Euclid and highest branches of Chamber's Algebra, or one of similar character, and also a thorough knowledge of practical Mathematics and Navigation.

5. That they stand an examination in Greek and Latin on the following authors:-

In the Greek Testament, the whole of Luke's Gospel and Xenophon's Anabasis, Books I & II.

In Latin, Caesar de Bello Gallico, Bk. I, II, & III. Livy, Bk. XXVI, Virgils Aeneid, Bk. I, II, III, IV. Horace Odes, Bk. I, and be well acquainted with the rules of Prosody and be able to translate from English into Latin Prose and Verse.

6. That the knowledge of any of the Modern Languages, whether French or Italian, or German or Spanish, will entitle the possessor to special honors.

7. That they be well acquainted with the elements of Chemistry and specially that division of it known by the name Organic.¹

The Journal of Education for May, 1859 makes reference to another teacher license which was obtained from the Normal School. This license was the "D" license or the Third Class Certificate.

¹Journal of Education, 1858, Vol. I, No. 1, p. 7.

The qualifications for such license were:

1. That they be able to read any plain passage in English Prose or Verse, with correctness and intelligence, and to spell from dictation any ordinary sentence.
2. That they write a plain, legible, hand.
3. That they be able to work any exercise in the fundamental rules of Arithmetic, simple and compound, and also in Practice, and explain the principles involved in working same.
4. That they know the elements of English Grammar, and be able to parse any easy sentence.
5. That they know the first principles of Geography and especially, be well acquainted with the Geography of the Province.
6. That they be acquainted with the best method of arranging and governing schools.

The entrance requirement for admittance to the Normal School in its beginning was grade IX and although the new Normal School graduates had certain advantages over other licensed teachers, the great majority of licenses were still obtained in the old manner. One reason for this situation was that the curriculum of the high schools at this time "enforced upon the pupils a program that was of direct value

¹Journal of Education, May, 1859, Vol. I, No.11, p.167.

only to those who wished to secure a teacher's
¹
 license."

The curriculum of the secondary schools had the effect of making every high school another Normal School. In fact, prior to 1893, students in all high schools had written "The Teachers' Examination" as it was called. This examination consisted of material from both academic and professional subjects. Therefore it was much easier and cheaper for a prospective teacher to attend the local high school and then take the Board's examination and obtain a license. This situation lasted until 1893 when the professional teacher's subjects were dropped from the high school curriculum. The high school examination which remained was based on academic subjects and the grade certificate obtained became the condition for entrance to the Normal School. The folly of having such an arrangement for so long a time persisted until 1926 in the form of the M.P.Q.'s. From 1893 to 1926 high school students

¹Nova Scotia, 100 Years of Teacher Education, (Halifax: Queen's Printer, 1955), Pamphlet published on the occasion of the centennial celebrations of the Normal College, p.15.

desirous of becoming teachers received instruction at school and then could write professional examinations which qualified them for a license called Minimum Professional Qualifications. This certificate permitted students to qualify for a license one grade below the academic professional certificate held. These M.P.Q.'s were set by a group of educators appointed by the Council of Public Instruction. The syllabus for such examinations was given in the Journal of Education, 1896.

The questions set in the minimum professional qualification examination paper shall be set within the limits indicated by the books recommended by the Council of Public Instruction, and shall be as follows:

School Law & Management.(a) To be familiar with the Acts relating to Public Schools in Nova Scotia and Regulations of the Council of Public Instruction,--particularly those portions bearing on the relations and duties of teachers and on the organization and operation of all grades of Public Schools.

(b) To understand thoroughly the principle of such organization, the principles and methods of class, the proper correlation and sequence of studies, the true aim and right modes of discipline, and the proper conduct for securing the moral and physical well-being of pupils.

(c) To be familiar with the history of leading Educational Reformers and their systems.

Theory & Practice of Teaching. (a) To have an understanding of the fundamental laws of the human mind in their relation to the science and art of education generally, including the principle of vocal music.

(b) To practically apply the principles thus derived to the teaching of particular subjects, especially those embraced in the Common and High School courses of study.

Hygiene & Temperance (a) Hygiene as in recommended or prescribed books with special reference to school room, school premises and the health of pupils.

(b) Temperance as in recommended or prescribed books with special reference to requirements of the school law.¹

It was not until 1926, seventy-one years after the founding of the Normal School, that teachers were required to take professional training at that same institution.²

The issuance of graded certificates or licenses by a central examining authority began with the establishment of the Normal School. By 1867 there were five grades of licenses, graded A to E. The content of the examinations for each of the licenses for that year are as follows:

¹Journal of Education, "Licensing Teachers", Third Series, 1896, Vol.II, p.31.

²100 Years of Teacher Training, p.16.

- 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.¹

Class "E" licenses were abolished in 1888.

Provisions for a higher license called "Academic" were made in 1896. During the first quarter of this century there were in existence five grades of teacher licenses in the province.

The Physical Training Certificate was in accordance with a regulation of the Council of Public Instruction. The certificate itself was issued by the Department of Militia and Defence which also provided the instructors. In 1944 the Normal School took over its own program of physical training and

¹C.E. Phillips, The Development of Education in Canada, (Toronto: W.J. Gage and Company Ltd., 1957), p.561.

this requirement for a teacher's license was discontinued in 1954.

TABLE 4
Requirements for Teachers' Licenses,
Nova Scotia, 1929.*

Class	Scholarship	Professional Diploma	Certified Age	Physical Training Certificate
Academic	University + Post-graduate examination certificate	Normal of Academic Rank	22 yrs.	B
A	Grade XII or University grad.	Normal of Superior First	20 yrs.	B
	<u>OR</u>			
	Post-graduate test examination certificate	M.P.Q. Superior First	20 yrs.	B
B	Grade XI	Normal First	19 yrs.	B
	Grade XII	M.P.Q. First Rank	19 yrs.	B
C	Grade X	Normal Second	18 yrs.	B
	Grade XI	M.P.Q. Second	18 yrs.	B
D	Grade IX	Normal Third	17 yrs.	B
	Grade X	M.P.Q. Third	17 yrs.	B

* Journal of Education, April, 1929, p.92.

In 1908, the name of the teacher training institution was changed to the Provincial Normal College, such change being warranted by its collegiate structure and training.

The teacher shortage resulting from the manpower demands of the First World War, led to the adoption of a policy admitting university graduates to the Normal College for a six weeks spring term and awarding them a Superior First Class license. This policy adopted in 1915 was abandoned in 1926 when Departments of Education were set up in the universities of the Province. The Annual Report of the Superintendent of Education for 1926 states the aims and purposes of this development:

Under arrangement with the three provincial universities, college graduates intending to enter the teaching profession may, by taking certain specified subjects in course, obtain a license without further requirements. Each of the universities undertakes to create a Department of Education, the head of which becomes an adviser to the Education Office. In time it is expected that, with more generous financial provisions for education, a steady stream of university-trained teachers will flow into the system. In Scotland, it is proposed that every teacher, in addition to his professional training, should hold a university degree. What will presently be an

accomplished fact for Scotland, however, can be only an ideal for Nova Scotia for many years to come¹.

The first provisions of university training of teachers permitted prospective candidates to take their professional courses in their undergraduate years but this proved unsatisfactory. The Act of 1932 recommended that university teacher training be made a full year's training on the graduate level. The requisite for entrance to teacher training at universities was made the possession of a Bachelor's degree in Arts or Science.

As was previously mentioned, 1926 also saw the elimination of the M.P.Q. examination for teacher licenses. In 1932 provincial examinations for Grade X were discontinued and this led to a further raising of qualifications for teacher's licenses. In September, 1933 the minimum requirement for all teachers licenses was raised to Grade XI or junior matriculation, and a year of compulsory attendance at the Normal College or a university for professional training. This legislation made a "B" license the

¹Annual Report of the Superintendent of Education, 1926, p.xxiii.

minimum license and relegated all lower licenses¹ to a permissive or temporary status.

Further development in the professional status of teachers was gained in the same year by legislation which made it necessary for those teachers holding minimum qualifications to attend a specified number of Summer School sessions. The Nova Scotia Summer School for Teachers had been established at Halifax in 1927.

Between the years 1933 and 1939, there were only three types of licenses issued, the Academic, A and B. During this time graduates from a university holding a B.A. or equivalent and one year of teacher training at a university received an "A" license and a Professional Diploma of Superior First Rank. In 1937 the regulations pertaining to the Academic Class of license were changed. Most of these regulations are still in effect and are as follows:

Candidates for the Academic license, being university graduates holding a Superior First Class license, may elect one of the two following courses leading to a license of the Academic Class:

¹100 Years of Teacher Training, p.36.

(a) A course for specialists, representing at least a year's post-graduate study pursued in attendance at a regularly recognized university in some special field of work ordinarily taught in the High Schools of the province. The program of studies followed must be approved by the Department of Education and should, if possible, include one class in the field of Education and shall lead to the degree of Master of Arts or Science or other post-graduate degree.

(b) A professional course representing at least a year's study pursued in attendance at a regularly recognized university offering graduate work in Education. The program of studies followed must be approved by the Department of Education and should include at least one class in the Social Studies as well as classes in the field of Education and shall lead to the Master's Degree in Education or its equivalent. This course is recommended for those wishing to qualify as principals, supervisors or administrative officials.

Before an Academic License can be issued to a candidate in either course, it will be necessary to have had a successful teaching experience of at least three years.¹

In 1939 another license was introduced which was called the High School license. This license was granted to those who were graduates of a university teacher training department. The Journal of Education for May 1939, gave the qualifications for this license as, that the candidate must be 20

¹Journal of Education, Regulations Governing Issuance of Teachers' Licenses, May, 1937, p.519.

years of age, possess a certificate of moral character from a Minister of Religion or from two Justices of the Peace, a Bachelor of Arts or Science degree, and also hold a Superior First Rank Diploma from a University Teacher Training Institution and a Physical Training Certificate. The "A" license was reserved for Normal College graduates who held Grade XII or Senior Matriculation certificates.¹

The final development in licenses within the Province followed the regulations passed by the Education Act of 1956. The minimum entrance qualifications for permanent licenses at the Normal College was raised to Grade XII mainly due to the recommendations made by the recently formed Council on Teacher Education. This regulation made the "A" license, or as it is now known, Teacher's License Class 2, the minimum permanent license. Regulation 19 (a) of this Act also outlined a re-classification of all teacher's Licenses. Three main divisions or levels of licenses were made: Professional Certificates, Teacher's Licenses and Teaching Permits.

¹Journal of Education, May, 1939, p.641.

There are three levels of licenses within the first two divisions and two in the last. The present certificate and license requirements for all classes of licenses are as follows:

- Professional Certificate - M.Ed., M.A. or M.Sc.,
Class I B.A. or B.Sc. Honors degree representing at least five years beyond Grade XI; Professional Certificate Class II; three years successful teaching experience; This certificate requires six years beyond Junior Matriculation.
- Professional Certificate - B.A., B.Sc., B.Comm.,
Class II B.Ed. or Class 2 Normal College Diploma plus two University Education courses; this certificate requires five years beyond Junior Matriculation.
- Professional Certificate - Successful completion of
Class III $\frac{3}{4}$ of the credits required by a university towards a B.A., B.Sc. or B.Comm.; Senior Diploma in Education; this certificate requires four years after Junior Matriculation.
- Teachers License - Successful completion of $\frac{1}{2}$
Class I the credits required by a university towards a B.A., B.Sc. or B.Comm.; Junior Diploma in Education; this license requires three years beyond Junior Matriculation.

- Teachers License - Grade XII Provincial Pass
Class 2 Certificate or Senior Matriculation; A Class 2 Normal College Diploma; this license requires two years beyond Junior Matriculation.
- Teachers License - Grade XI Provincial Pass
Class 3 Certificate or Junior Matriculation; A Class 3 Normal College Diploma; this license requires one year beyond Junior Matriculation.
- Teaching Permit - Grade XI Provincial Pass
Class 1 Certificate or equivalent; six weeks course at Normal College Summer School; this permit requires six weeks at Nova Scotia Normal College Summer Schools after Junior Matriculation.
- Teaching Permit - Grade XI Provincial Pass
Class 2 Certificate or equivalent; a certificate from Trustees stating that no licensed teacher is available; recommendation from Inspector of Schools.¹

In all of the above certificates and licenses one of the years after Junior Matriculation is for professional training, the others are for academic training. Only the main conditions have

¹Nova Scotia, Education Act (1956), Reg. 24-39

been given and it is to be noted that other regulations cover the term of the licenses and the conditions for making them permanent.

The Status of Teachers in Nova Scotia

The previous chapters have shown the development of the teaching profession in the province up to the present time. In this section an attempt will be made to determine the present status of teachers. The previous chapters were confined to the development of the profession within the limits of the province and no attempt was made to show the relative status of the teacher in Nova Scotia to others in Canada or the United States. This section will show the relative professional, economic and social status of teachers in Nova Scotia to others in the profession elsewhere.

The following table shows the number of teachers employed in provincial schools. Wherever possible the number of male and female teachers and the number of trained teachers has been included. The list does not give a year by year indication, but rather shows the growth in numbers over five year spans.

TABLE 5
NUMBER OF TEACHERS IN NOVA SCOTIA *

	Years	Average Number of Teachers Winter & Summer	Male	Female
A. Before the Free School System	1831	375) Common	662	344
	1836	550) Schools		
	1841	648) Only		
	1846	1001		
	1851	878		
	1854	907		
	1856	not available		
	1857	1002		
	1861	1043		
	1864	1112		
B. Under Free School System-- Semi-Annual Term	1865	916		465
	1870	1569		
	1875	1775		
	1880	1809		
	1885	2054		
C. Under Free School System-- Annual Term	1890	2214	540	1859
	1895	2399		
	1900	2557		
	1905	2566		
	1910	2723		
	1915	2945		
	1920	3015		
	1925	3331		
	1930	3448		
	1935	3649		
	1940	3868		
	1945	4012		
	1950	4913		
	1955	5345		
	1958	5913		
			619	3249
			369	3643
			731	4182
			876	4469
			1006	4909

* Annual Report of the Superintendent of Education, 1915, p.xvii.

The table shows the growth in numbers of members of the profession in the province. A closer inspection of the declining number of male teachers throughout the development period warrants a closer look at this problem. Although no serious study has been made of the place of men teachers within the profession, it is generally agreed that the number of men teachers within the profession affects its professional status. Leaders of education in the province have viewed the decline in the number of men teachers with alarm through the years. Superintendent Munro expressed his feelings about the matter in 1932 as follows:

Without fixing any ideal proportions, it is generally recognized that the presence of male teachers in the schools enhances the standards of the profession. In normal times, at any rate, it implies a higher economic status, while most will admit that the presence of men in the higher grades of a school system gives leadership to that part of school life more directly concerned with character-building and citizenship.¹

The principal of the Normal College speaking on the same topic says:

It will be generally agreed that the prestige of the teaching profession is enhanced by the inclusion in its ranks

¹Annual Report of the Superintendent of Education, 1932, p.xxvii.

of a large percentage of well qualified male teachers.¹

The same concern over the declining number of men teachers was apparent in earlier years as well. The Annual Report for 1931 indicates the same feelings. I have added the percentages of the years since this report to the list it presented.

TABLE 6

MEN TEACHERS IN NOVA SCOTIA*

Year	Number of Teachers	Number of Males	% of Total
1871	1605	749	46.6
1881	1898	665	35.0
1891	2209	566	25.6
1901	2492	540	23.2
1911	2799	331	11.5
1921	3089	203	6.6
1931	3484	331	9.5
1941	4016	578	11.9
1951	5157	773	15.0
1958	5913	1006	17.0

*Annual Report of the Superintendent of Education, 1931, p.xvi.

It may be seen from the above that after a long period of decline there are indications that

¹Annual Report of the Superintendent of Education, 1952, p.iii.

the number of men teachers is on the increase. The reason for this is due probably to a number of factors, including the greater economic status of teachers in the past ten years, and the increase in rural and regional high schools throughout the province.

The last comment on the place of men teachers in the profession was made in the Annual Report for 1933. The following opinion taken from the London Times Educational Supplement was offered as outlining the same general principles which may be found applicable to Canadian schools:

There is probably an overwhelming case for the proposition that boys of fourteen and over should be taught by men. Even in the English public elementary school system that is the practice. The exceptions are few and far between and are due to the large preponderance of women teachers. There is not a strong case where the boys are between the ages of eleven and fourteen, but the case is still strong and it is improbable that many women will be appointed to be headmistresses of the new mixed junior secondary schools. For boys under eleven the argument in favor of exclusive male teaching appears to vanish. It seems to be admitted that up to the age of nine women teachers and headmistresses are the better choice for both boys and girls.¹

¹Annual Report of the Superintendent of Education, 1933, p.xxviii.

In assessing the professional status of Nova Scotia's teachers, much will depend on one's interpretation of what is meant by a profession. Throughout the whole development of the profession, both within and without the province, many norms of determining professional status have been used. Attempts to raise the status of teachers have always revolved around the general educational level of the teachers. The Department of Education uses the term "professionally trained" to mean those teachers who have attained the minimum entrance level required by the Normal College. Teacher associations have usually strived to keep a higher level of attainment which is in keeping with their long range view of developing a profession which is publicly accepted as such. It will be generally agreed that, in time, university graduation will be the minimum level for entrance to the profession. For the present a statistical analysis of the professional qualifications of our present teachers will suffice.

The acute shortage of qualified teachers added to the rising school enrollment after World War II led to the appointment of two commissions

which affected the professional status of teachers: The Commission on Teacher Education in 1950 and the Royal Commission on Educational Finance in 1955. As to the seriousness of the situation, the following quotation from the Annual Report of 1954 summarizes the Department's concern:

The second crisis is the acute shortage of well qualified teachers. Salary increases made after the war and the entry of considerable numbers of married women into the profession solved the problem for a number of years, but it is apparent that we cannot hold our best teachers and recruit a sufficient supply of new teachers unless bold steps are taken to improve the quality, the prestige, and the working conditions of the teaching staff. The adoption of a new financial and administrative structure will undoubtedly help, but experience elsewhere has indicated that higher salaries alone are not the whole solution. Concurrently, the length and quality of the training must be improved, and better facilities must be provided, particularly in the rural areas of the province.¹

To effect these improvements the Department instituted changes in the teacher training program and also raised the standard for permanent licenses to a Teacher License 2, which requires Grade XII plus one year of Normal College training.

¹Annual Report of the Superintendent of Education, 1954, p.vi.

TABLE 7

NOVA SCOTIA TEACHERS CLASSIFIED
BY LICENSES, 1958.

License	Total	Percent
Professional Certificate I	303	5.1
Professional Certificate II	878	14.9
Professional Certificate III	121	2.0
Teacher License 1	244	4.1
Teacher License 2	1893	32.0
Teacher License 3	1261	21.5
Teacher License 4	556	9.4
Special License	339	5.7
Teaching Permit 1	89	1.5
Teaching Permit 2	229	3.9
Total	5913	

Interpretation of the above statistics for determination of the professional status, as was previously stated, depends on the norms which are applied. If one adopts the present policy of the Department of Education in granting permanent licenses only to those meeting the qualifications for TL2, the 1958 figures show that about 58.1% of all teachers in the province are qualified. If the minimum standard for teachers, as was recommended by the Canadian Conference on Education of 1958, is

applied to the teachers in Nova Scotia, only 26.2% or 1546 out of 5913 would be professionally qualified. This standard is the equivalent of the requirements of a TL1, that is, two years beyond Junior Matriculation. A further reduction in the number of professionally qualified teachers occurs if the minimum standards for entry into the recently formed Canadian College of Teachers is applied to the total number of teachers. These standards, which are also those adopted by many of the states of the United States require a degree from a recognized university. The percentage of teachers in Nova Scotia in 1958 that were university graduates was about 20% or in actual numbers, 1181 out of a total of 5913.

The above figures on the number of professionally qualified teachers in Nova Scotia may prove alarming to some, therefore, I am including a list showing the trend over a number of years. The following figures show an increase for each period and usually an increase from year to year. The one apparent fact is that although the improvement is steady it is very slow.

TABLE 8

NOVA SCOTIAN TEACHERS HOLDING UNIVERSITY DEGREES

Year	Total Number of Teachers	University Graduates	
		Number	Percentage
1927	3305	228	6.9%
1938	3749	628	16.7%
1943	4006	564	14.1%
1945	4012	508	12.6%
1946	4276	519	12.1%
1950	4913	782	15.9%
1954	5096	946	18.5%
1955	5345	970	18.1%
1956	5586	1040	18.6%
1957	5766	1117	19.3%

The above years were chosen because they give an indication of conditions immediately after the establishment of university teacher training, immediately previous to the war, the war years, and the steady improvement since the war.

The professional status of the teachers of the province relative to those of other provinces in Canada may be determined from the following table. These figures are taken from information supplied by the Education Division, Dominion Bureau of Statistics and are valid for the school year 1955-56. More recent figures were not available to

the author. The complete table is given here because the additional information supplied will be referred to later in this section.

TABLE 9

Median Salaries, Certificates, University Degrees, Experience and Tenure for the Teachers in the Publicly-controlled Schools in Nine Provinces, (Quebec excepted), 1955-56.^a

Province	Median Salary	Certificates ^b	Univ. ^c Degrees	Median Experience (yrs.)	Median Tenure (years)
British Columbia	\$3785	86.1%	34.6%	7.8	3.3
Alberta	3258	88.6	24.8	9.6	2.8
Ontario	3236	82.2	24.0		
Saskatchewan	2863	91.2	14.3	8.0	2.0
Manitoba	2667	69.1	20.9	7.6	1.9
New Brunswick	1946	9.0	12.6	7.6	2.1
Nova Scotia	1939	56.1	19.6	8.9	3.1
Prince Edward Is	1532	35.1	6.2	6.5	1.6
Newfoundland	1402	18.6	7.2	4.1	1.1
Total	2979	74.1	22.3	7.9	2.4

^aCanada, Bureau of Statistics, Survey of Elementary and Secondary Education, 1954-56, (Ottawa: Queen's Printer, 1958), p.74.

^bTeachers Instructing with licenses requiring Senior Matriculation of Nova Scotia or equivalent as percentage of total teachers.

^cTeachers with University degrees as percentage of total teachers.

Figures for the Province of Quebec are not included in the table because of the difficulty in relating the different standards of that province to the other provinces. The position of Nova Scotia's teachers in relation to those in other provinces contains many surprises. Generally speaking the figures show that the provinces with the higher median salaries are those which also have the greater percentage of teachers with certificates, a degree, greater experience and longer tenure. But Nova Scotia does not follow the national trend as the following comparison shows:

Median Salary--Nova Scotia is seventh lowest in order, above P.E.I. and Newfoundland and over \$1000 under the Canadian median.

Certificates--Nova Scotia ranks sixth lowest in order of percentage of teachers holding minimum certificates, above the other Atlantic Provinces, but almost 20% below the Canadian average.

University Degrees--Nova Scotia ranks fifth highest in order of number of teachers holding university degrees, ahead of the other Atlantic Provinces and Saskatchewan and very close (within 3%) to the Canadian average.

Median Experience--Nova Scotian teachers rank second highest to Alberta in having the greatest amount of teaching experience. The figure is one year greater than the

Canadian average. However the absence of figures for Ontario does not allow a true picture.

Median Tenure--The teachers of this province also rank second highest in tenure, a little less than British Columbia and a year better than the Canadian average.

Comparison of the professional status of Nova Scotia's teachers with others in the teaching profession in Canada, shows that Nova Scotia compares favorably with the Canadian average, but it is inferior to three of the provinces, namely, British Columbia, Alberta and Ontario. Comparative figures for teachers in the United States show that they have a greater percentage of university graduates in their ranks. Of the 650,000 elementary school teachers in 1953, approximately 350,000 have graduated with baccalaureate degrees, or approximately ¹54%. However the undergraduate degree for teachers in the United States is seldom the equivalent of the Canadian.

The economic status of the teachers of Nova Scotia may be presented in relation to the compensation teachers receive for their services. The development in such compensation during the last

¹National Education Association, Research Bulletin, Washington, D.C., Feb., 1953, p.34.

quarter century should be sufficient to show the relative increase in status. A comparison of the median salaries of Nova Scotian teachers with those in other provinces is offered first in order to show the national trend.

The median salary for all Canadian teachers in the pre-war year of 1938-39 was \$854. This median salary shows a steady increase in the years following 1939, almost doubling in 1947 (\$1689) and showing a gain of almost 325% in 1954-55 (\$2840). As was the case with all monetary value in the same period, much of this salary increase was only apparent, not real.

Regional differences in salaries have always been of a wide range. A study of median salaries over the past years shows a definite trend to higher salaries as one moves across the nation from east to west. Ontario, however, is an exception to this. For the nine years previous to 1955, Ontario has been third highest, behind British Columbia and Alberta, in median salaries.

¹Canada, Dominion Bureau of Statistics, Salaries and Qualifications of Teachers in Public Elementary and Secondary Schools 1954-55, (Ottawa: Queen's Printer, 1958), p.21.

²Ibid., p.22.

The difference between the highest and lowest median salary has decreased slightly in the years since 1939, but not as greatly as in the United States (4.4 times greater to 3 times). In 1939, British Columbia had the highest median salary (\$12 97) which was 2.7 times greater than Newfoundland's median (\$475). This difference in 1955 was reduced to 2.6 times greater (\$3644 compared to \$1407).

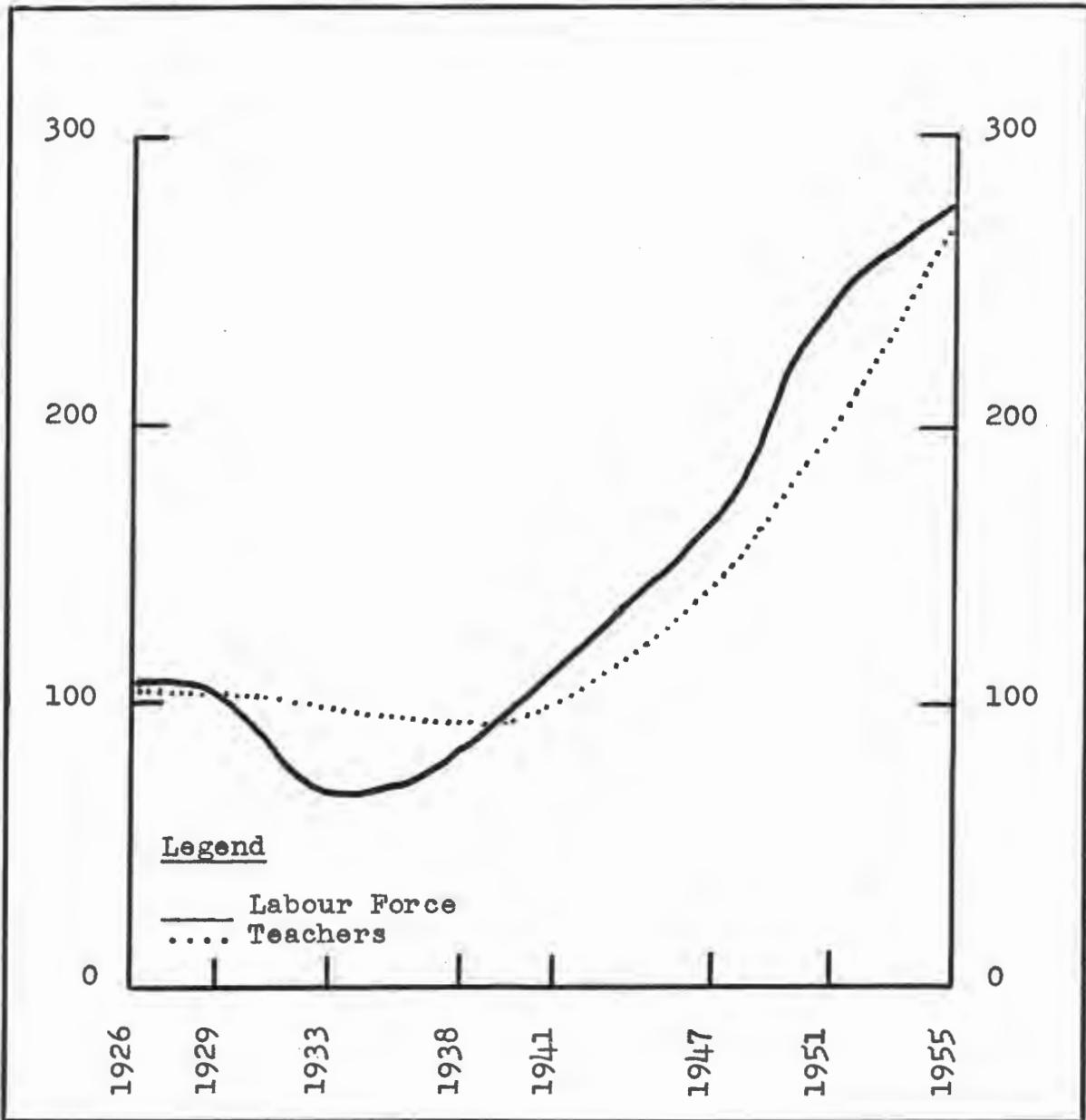
TABLE 10

MEDIAN SALARIES FOR ALL TEACHERS IN CANADIAN PUBLIC SCHOOLS BY PROVINCES*

Province	1939	1945	1950	1955
Newfoundland	\$ 475.	\$ 908	\$ 966	\$1407
Nova Scotia	609	968	1569	1874
Ontario	1019	1301	2109	3008
Saskatchewan	552	1045	1580	2818
Alberta	861	1270	2279	3199
British Columbia	1297	1552	2668	3644
Canadian Median	854	1207	1965	2840

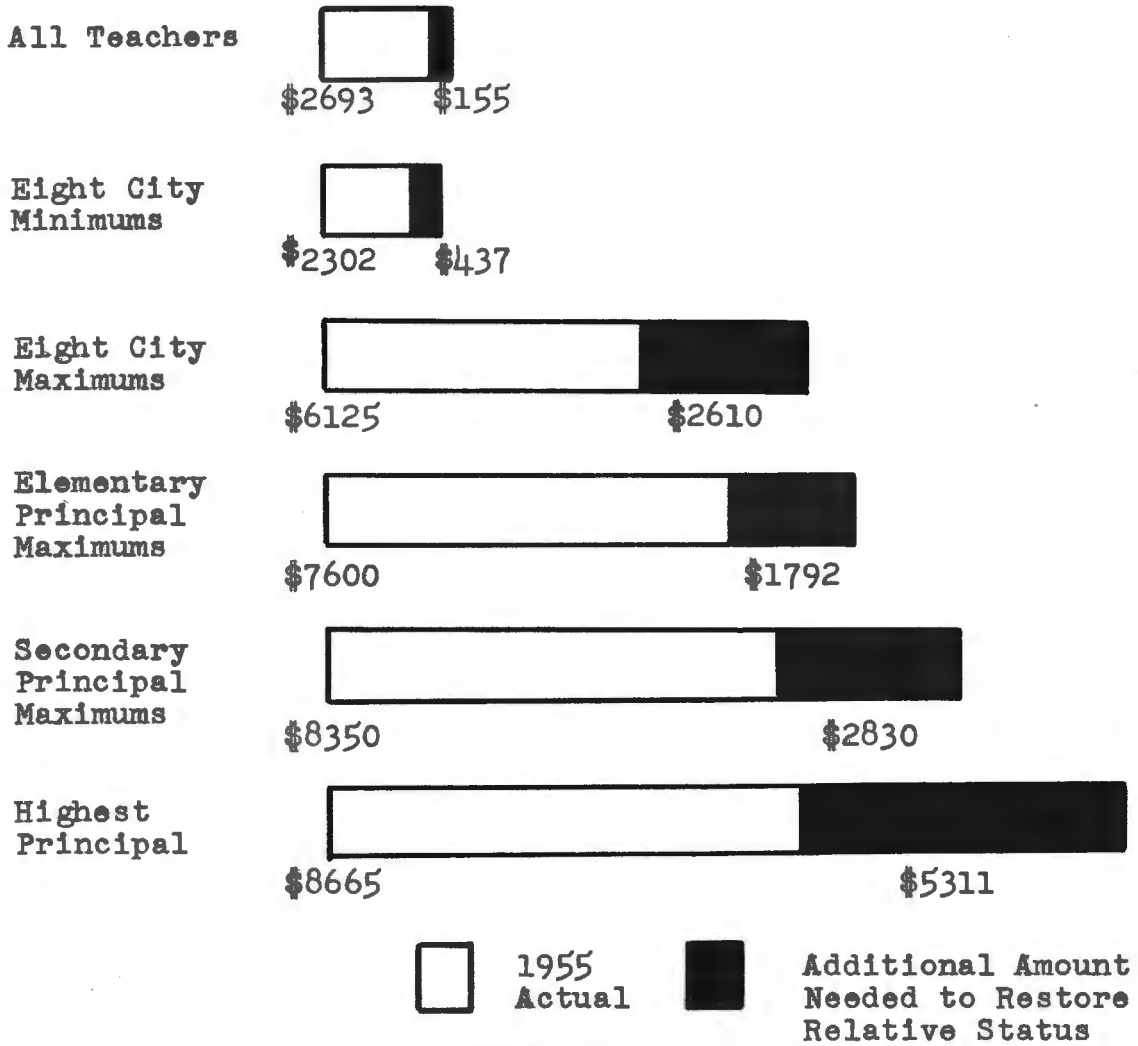
*Canada, Dominion Bureau of Statistics, Salaries and Qualifications of Teachers in Public Elementary and Secondary Schools 1954-55, (Ottawa: Queen's Printer, 1958), p.21.

Fig. 1.--Trends in the Earnings of Teachers and All Persons in the Labour Force Receiving Income, 1926-1955* (1926 equals 100)



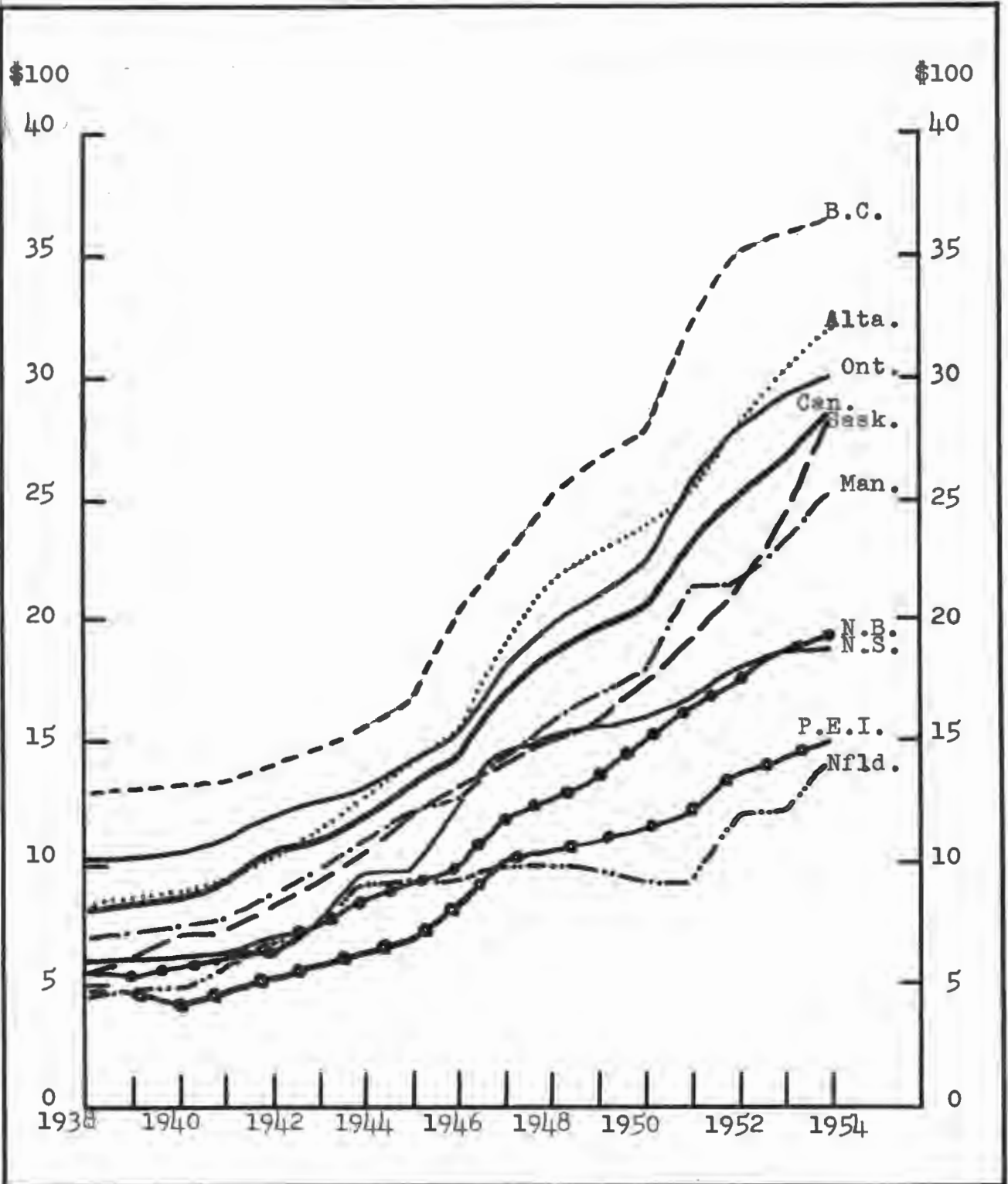
*Trends in the Economic Status of Teachers 1910-1955, Canadian Teachers Federation, p.27.

Fig. 2--Additional Salary Needed to Restore Teachers to Their Relative Economic Status of 1926 Compared with All Paid Employees in the Labour Force*



*Trends In The Economic Status of Teachers, 1910-1955, p.33.

Fig. 3--Median Salaries of Canadian Teachers
by Provinces, 1938-1954*



*Canada, Bureau of Statistics, Salaries and Qualifications of Teachers in Public Elementary and Secondary Schools, 1954-55, (Ottawa: Queen's Printer, 1958), p.19.

Figure I indicates, in comparing teachers' salaries and the earnings of all persons in the labor force from 1926 to 1955, that teachers in general suffered less from the Great Depression and have profited less from the prosperity of the war years. Figure 2 shows the additional salary needed to restore teachers to their relative economic status of 1926. It may be seen from these facts that it is the administrative staff of the schools which has the greater need for salary adjustment. Comparisons with other occupational groups show that the relative economic status of teachers deteriorated seriously between 1938 and 1941 and then continued to deteriorate even more seriously until 1951. The re-adjustment in recent years has not been sufficient to offset the loss experienced from 1938 to 1951. To have increased their relative position as much as wage-earners in general have, teachers would have had to average \$237 more than they received in 1955¹. These comparisons are made on the maintenance of the relative economic status of the two groups

¹Canadian Teachers' Federation, Trends in Economic Status of Teachers, 1910-1955, (Ottawa: Canadian Teachers' Federation, 1957), p.24.

as in 1910. No attempt has yet been made to determine to what group of workers teachers should be compared.

Figure 3 shows that the median salary of teachers in Nova Scotia during these years has been below the Canadian median. Furthermore, the difference between the two has been increasing yearly. The median salary for all Nova Scotian teachers in 1955 was \$1874, which was the third lowest of all the nine provinces, (Quebec excluded) being higher than that in Newfoundland and Prince Edward Island. Our median salary of \$1874 was about 66% of the Canadian median of \$2840 and about 52% of the highest provincial median of \$2644¹ in British Columbia.

Comparative figures for median salaries since 1955 are not available, but suffice to say they would show an improvement in Nova Scotia's standings. Due to the provincial minimum salary scale, introduced in 1956 following the recommendations of the Pottier Commission, the average salary for that year shows the greatest yearly gain, from \$2074 in 1955 to \$2520 in 1956. Teachers average salaries in 1958 were as follows:

¹Ibid., p.22.

TABLE 11

AVERAGE SALARIES OF NOVA SCOTIA TEACHERS CLASSIFIED
BY LICENSE, SEX and LOCATION*

Professional Certificate or License	All	Men	Women	Rural	Urban
Certificate I	5022	5079	4946	4557	5163
Certificate II	4061	3965	4134	3654	4296
Certificate III	3443	3234	3501	3203	3683
Special	3322	3639	3110	2771	3585
License 1	3276	3448	3244	3009	3443
License 2	2644	2673	2641	2497	2808
License 3	2232	2217	2277	2139	2441
Permit 1	1221	1200	1222	1215	1460
Permit 2	1052	1193	1034	1039	1279

*Annual Report of the Minister of Education, 1958, p.xliiii.

As was previously noted, there was enacted in 1956 a Minimum Teacher's Salary Scale which was to be part of the foundation program as proposed by the Pottier Commission. Since then this scale has been increased on two occasions. The present minimum salary scale, referred to as the Leonard Revised Scale, is named after the Minister of Education who proposed it. It should be noted that this is a minimum scale and many municipalities in

the province have scales paying higher salaries than those offered. However, generally this minimum scale is that which is applied to most of the teachers in the province.

TABLE 12
"LEONARD SCALE"*

Class of License	Salary	Service Increments
P.C. I P.	Minimum \$ 3780 Maximum \$ 4980	10 increments of \$120 in 26th year
P.C. II	Minimum \$ 3060 Maximum \$ 4620	13 increments of \$120 in 26th year
P.C. III	Minimum \$ 2700 Maximum \$ 3900	10 increments of \$120 in 11th year
T.L. 1	Minimum \$ 2340 Maximum \$ 3540	10 increments of \$120 in 11th year
T.L. 2	Minimum \$ 1980 Maximum \$ 2940	8 increments of \$120 9th year
T.L. 3	Minimum \$ 1620 Maximum \$ 2340	6 increments of \$120 in 7th year
T.L. 4	Minimum \$ 1600	no increases

*Annual Report of the Department of Education, 1958, p.viii.

The Leonard Revised Scale, which is the most recent minimum salary scale, was determined by

a decision of the Minister of Education made on December 9, 1958.

Under authority of clause (d) of subsection (6) of Section 90 of the Education Act, the Minister of Education, subject to the conditions set out in clause 2, hereby approves, for the purpose of payment of grants under subsection (6), as from August 1, 1959, the portions of salaries in excess of salaries in the scale prescribed in the foundation program in addition to the amounts authorized in Minute No. I of February 27, 1958, as follows:

P.C. I - up to a maximum of \$400 per annum
P.C. II - up to a maximum of \$400 per annum
P.C. III- up to a maximum of \$400 per annum

The main condition for the payment of this grant is that in order to receive it, the teacher must be devoting 50% or more of his instruction in grades 7 to 12.

Generally speaking, the teacher occupies an honored position in the community. There are factors affecting this position, in both directions. In the average community the teacher is among the better educated, and the most highly respected. With the exception of university professors, he has more leisure time which may be used for travel, cultural pursuits or professional self-improvement than other

professional groups.

However, his lower standard of living affects his economic security and to some degree the general respect given his work. Those in the higher administrative positions may achieve a salary, living standard and social acceptance equal to those in other professions. The average teacher, however, is not in this class at present.

There are inherent restraints and limitations in teaching, some of which stem from the teacher being an employee of the local community rather than being a self-employed professional worker. Local responsibility for education brings the average citizen into close contact with the schools and its teachers. The voter, the taxpayer have a direct interest in teachers. Close informal surveillance by them at times results in invasion of privacy or an interference into professional matters. But in most cases such participation and interest on the part of parents and taxpayers has been advantageous to the profession.

Perhaps the most adverse factor affecting the status of teachers is that of numbers. Teachers constitute the largest single professional group in

the nation. The low admission standards, the immense turn-over of staff, the lack of a majority of professionally trained members have all had an effect on the status of the profession.

As was seen from a previous table, most of the teachers in Nova Scotia are trained at the Normal College. The Commission on Teacher Education in 1950 conducted a survey of the students in teacher training that year and arrived at some findings which shed more light on some other factors which control the social status of teachers.

The survey showed that only 2.6% of urban students and 20% of rural and village students from Grades 11 and 12 in that year entered Normal College. Further, the survey showed that very few Normal College students came from the relatively prosperous counties of Halifax, King's and Lunenburg counties.

An attempt on the part of the Commission to determine the economic status of the prospective teachers' families indicated that:

the median income of the fathers of the Normal College students is between \$1500 and \$2000 per year. It is safe to conclude at any rate that few of those who now go to

Normal College come from homes where the¹ family income is not at all substantial.

The reason why the median salary given is but an estimate was because many of the students had no idea at all of the family income.

TABLE 13

NOVA SCOTIA TEACHERS-IN-TRAINING CLASSIFIED
TO THEIR COUNTY OF ORIGIN, 1949-50*

County	Normal College	St. Francis Xavier	Acadia	Dalhousie	Total	No. per 10,000 pop.
Annapolis	17				17	10
Antigonish	9	5			14	13
Cape Breton	84	18	2	5	109	10
Colchester	34		1	2	37	12
Cumberland	37		1		38	10
Digby	14	1	2		17	9
Guysborough	13				13	8
Halifax	17	1	2	14	34	3
Hants	10				10	5
Inverness	24	5			29	14
Kings	3		9		12	4
Lunenburg	8		1	1	10	3
Pictou	21			1	22	5
Queens	14		1		15	12
Richmond	10				10	10
Shelburne	8	1	1		10	8
Victoria	4	1			5	6
Yarmouth	18	1			19	9
TOTAL	345	32	21	23	421	

* Nova Scotia, Commission on Teacher Education, (Halifax: Dept. of Education, 1950), p.79.

¹Nova Scotia, Commission on Teacher Education, (Halifax: Dept. of Education, 1950), p.81.

CHAPTER IV

THE PROBLEMS OF THE PROFESSION

The Profession and the Union

Professional organizations played a very small role in the development of the profession until the present century. Many factors contributed to this situation. The isolation of the teaching personnel, the difficulty in communication and the lack of true leaders in the ranks of teachers had their effects. Most teacher associations prior to the turn of the century were single, isolated units formed to gain some improvement in social status and teaching methods. Practically all of these associations professed common aims of mutual improvement of its members, the general advancement of the teaching profession and the extension of education throughout the whole province.

The first recorded association was a Schoolmasters' Society proposed by William Ayre of Inverness County on July 26, 1842. In speaking of his efforts, the article in the Journal of Education states:

He considered it the duty of teachers, to the community and to themselves, to strive to merit patronage and support of the Legislature of the province, and he announced the object of his proposal relating to the organizing of a Schoolmasters' Society to be, "that we form ourselves into a Society for mutual instruction and improvement, and establish among us a rectitude of deportment that will serve to elevate our calling."¹

However it appears that his attempt did not prove successful, for in 1850 the first report of the Superintendent of Education shows that there was only one teacher association in the province at the time and this was located at Upper Stewiacke. The Superintendent's urgings for more such associations saw an increase in the following year to twelve. None of these local associations had any permanent success. Perhaps the most influential of these early associations was that established as the Halifax Teachers' Association in 1861. This group having a larger number of members than most of the other associations nevertheless proposed the same general aims of the others.

The growing need of a provincial association was realized among the leaders of these local groups

¹Journal of Education, March, 1955, p.70.

and from their endeavors there was established in 1862 the Education Association of Nova Scotia on the mainland and the Cape Breton Teachers' Association on the island of Cape Breton. The primary objectives of both associations were:

The general advancement of Education, the elevation of the professional and social status of the teachers, and the formation of Local Associations in every county of the province.¹

This association and its successor, the Provincial Educational Association formed in July, 1880, was "a sort of administrative arm to promote the efficient operation of the schools."² The first task of this latter group was the construction of a course of study for the province's schools. Many teachers were members of this association and eventually at one of the annual meetings a proposal was made to form a teachers' union. At a meeting of the Provincial Education Association at Truro in 1895 a motion to form The Teachers' Union of Nova Scotia was passed. A number of teachers became members at this inaugural meeting and an executive

¹Ibid., p.71

²N.S.T.U. Bulletin, "Organizing the Teaching Profession in Nova Scotia", April, 1959, p.18.

was elected.

At the annual meeting of the Provincial Association the following year the constitution of the new organization was adopted. The organization was to be known as the Nova Scotia Teachers' Union and the objectives of the Union as stated in the second article of its original constitution were:

to elevate and unify the teaching profession in Nova Scotia; to bring the claims of the profession before the public and legislature of Nova Scotia as occasion may require; to watch the educational outlook and trend of thought in other parts of the world.¹

Stemming as it did from the Provincial Education Association, the Teachers' Union naturally followed along with the older association until such time as separation became a necessity. A new Nova Scotia Teachers' Union was formed during a meeting of provincial teachers at Colchester County Academy on November 4, 1920. A prominent part in the formation was played by the members representing the Halifax Teachers' Union which had been formed in 1908. The first president of this new union was Mr. H.H. Blois, a principal from Halifax. The new

¹Ibid., p.19.

union severed connections from the Provincial Education Association which resulted in the dissolution of the latter group soon after. The group formed in 1920 were the true founders of our present Nova Scotia Teachers' Union. The union was incorporated in 1932 and the present constitution and by-laws were adopted in 1941.

Since its origin the Union has endeavored to carry out its functions as the representative of the profession and has had great influence in improving the professional and social status of its members. Most of its earlier efforts were directed towards general organization. Some of its early achievements in promoting legislation beneficial to teachers were the passing of the Nova Scotia Teachers' Pension Act in 1928 and the raising of minimum standards of teachers.

Its recent achievements have been towards reorganization in the appointment of permanent, full-time executive members and the establishment of its own central office. The period of reorganization begun in 1942 with the appointment of an executive

¹Ibid., p.20.

secretary remains to the present. This period has been characterized by the greatest gain in improvement of the professional and social status of teachers than any other twenty year period in our history. Attainment of union check-off privileges and a requirement for mandatory annual write-outs has resulted in an increase in membership which rose to over 5,600 in 1959. The present number of locals is fifty-two.¹ The Union was instrumental in organizing the Nova Scotia Teachers' Credit Union and instituting a Medical Services Benefits Plan for its members.

In its attempts to improve the professional status of teachers, the Union has members on the Advisory Council on Teacher Education and has in general urged higher minimum requirements for teachers. Through its urgings salaries have increased 60% to 100% in the period 1950-59. Although much has been gained in this twenty-year period and many of its objectives have been achieved, many more remain for the future. The 38th Annual Council of the Union listed the following as its goals for the

¹N.S.T.U. Handbook, 1959-60, p.9.

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future:

1. professional control of admission to the profession.
2. a four year course as a minimum requirement in teacher training.
3. professional parity salaries.
4. elected school boards.
5. fiscally independent school boards.
6. an expanded system of scholarships and bursaries for teacher-trainees.
7. an informed membership.
8. representation on all educational policy making bodies.
9. a broader curriculum especially at the secondary level.
10. Royal Commission on Education.

The period of organization within the Union has almost been completed; membership is recorded at 92%² of the qualified teachers in the Province. It has gained admittance to many of the committees governing educational policy and its voice is being heard throughout the province.

Towards Professional Status

The remaining years of this century will see the greatest improvement in the general status of the teaching profession. The organization for true professional attainment is already in motion. The educational problem of the nation as a whole was

¹Minutes of the 38th Council of the N.S.T.U.
p.17.

outlined in the first Canadian Conference on Education. Succeeding conferences will propose remedies and the general population will eventually sustain a professional group of teachers. However many problems must be overcome before this comes to pass.

In regards the professional status of teachers, most educators admit that this will be achieved by raising the minimum standards to a university level. The new Teachers' College will offer a two-year program after Senior Matriculation which will be the minimum by 1965¹. The decision which led to the institution of graduate degrees in education in the provincial universities is indicative of the work being accomplished by the Advisory Council on Teacher Education. Although this decision was made only three years ago, its effect has been very noticeable. Many teachers hitherto unable to attend distant universities for graduate work are enrolling in local universities in increasing number. By the end of the century Nova Scotia, as well as other Canadian provinces,

¹Interview with Dr. McCarthy, Principal, Nova Scotia Normal College, Feb. 19, 1960.

will have a minimum standard of university graduation for its teachers.¹

For those that may be skeptical of the practicability of such an extension, due to a lack of confidence in the youth who aspire to become teachers, the following words of Dr. Davis, former Principal of the Normal College, should provide assurance:

In what has been said, we need not fear the student reaction. They seemingly grow more earnest year by year. The making of the hurdles rather more difficult will not deter them. Candidly, I believe that if we demand more of our young men and women as prospective teachers, they will not disappoint us but will make the effort necessary to qualify. The real Nova Scotian is not afraid of hard work. Once again, may I repeat my frequent statement, namely, that we have received and are receiving greater contribution from our teachers, than, in comparison with the guidance we have given them, we have a right to expect.²

¹Letter from Dr. C.E. Phillips, Chairman, Commission on Teacher Education in Nova Scotia, Jan. 11, 1960.

²Nova Scotia, Annual Report of the Superintendent of Education, 1947, (Halifax: Queen's Printer), p.110.

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