

intelligent and willing co-operation should be capable of minimizing the consequences of division. Yet in view of the unsatisfactory structure of local government, it is difficult to suggest what other arrangements the Minister could have devised. The areas of many Local Authorities are far too small for them to be capable of providing effective hospital and specialist services. But since these services are a vital element in medical care, the creation of areas which are suitable is essential, even though they may be different from and larger than those of the great majority of Local Authorities and under different administration. Is there, however, any reason why these new administrative bodies should not be responsible for the health service as a whole, and thus the splitting of responsibility be avoided? The objection to such an arrangement is that it could take away from Local Authorities those parts of the service which they are well capable of providing, and thus add to the resentment they already feel at the loss of their hospitals. They would oppose such an arrangement unless they alone constituted the administrative bodies; the doctors and the voluntary hospitals, for their part, would raise strong objection to any constitution other than that proposed in the Bill. Nevertheless, the efficiency of the service should be the principal consideration, and there can be little doubt that this could be best

secured if the service were integrated under single direction and responsibility. There does not, however, seem to be any overriding reason why the hospital region should not be a good deal smaller than is proposed in the Bill and yet large enough to fulfil its purpose. Were it smaller, and were the Local Authorities represented on the directing body to an extent greater than it appears is proposed to be the case in regard to the Regional Boards, two major objections to the scheme as it is at present would disappear. Not only would integration be secured: local interest in the health service would tend to be greater. It is clearly important to develop some sense of ultimate public responsibility for and control over public services rather than to have a mere passive acceptance of what is provided.

It is very unlikely, however, that the Bill will be altered except in detail in its passage through Parliament. Nevertheless, it represents an extremely important development in the British social services. The year 1948 will be notable not only as the centenary of the first Public Health Act, but for the inauguration of a system of medical care which should raise materially the nation's at present far from satisfactory standard of physical efficiency, with all the beneficial consequences that will result to the national well-being.

The Effect of The War on Canadian Schools

By A. S. MOWAT

THE immediate effect of the war upon education in Canadian schools has been like the curate's egg, good in parts, and may be summed up in the phrase "streamlined administration, increased expenditure and decline in quality." The decline in quality was inevitable in a period of stress and strain when for the time it became more vital

to ensure the preservation of our present liberties than to prepare our young people for a way of life whose very existence was in jeopardy. It is true that attempts were made by raising salaries and other means to attract more and better entrants to the teaching profession and by "freezing" teachers in their jobs to retain what quality we had. But the attempts were made too late to arrest what has now become the most serious ill-effect of the

war upon our schools. To this further reference will be made later.

Increased Expenditures

In all provinces greatly increased expenditures on education have been made since 1938, the last pre-war year. Partly those have been made necessary simply to keep the educational machinery functioning at all; partly they are a belated recognition of the importance of the schools in our national life. In Nova Scotia total expenditures on the schools have gone up from just under 4 million dollars in 1938 to nearly 7 million dollars in 1945, an increase of over 150%. An important feature of the increased expenditures is that they have been made mainly by the provincial governments concerned and only to a much lesser extent by the municipalities, school sections or other local authorities. This proportional increase in provincial government expenditures on education is evident everywhere in Canada and is strikingly illustrated by recent legislation in Ontario and British Columbia under which the provincial governments have agreed to assume 50% or more of the total cost of education. In 1938 the provincial government of Nova Scotia bore 28% of the total cost of education. By 1945 the proportion had risen to 42%, and with the adoption of the new teachers' salary scale it is expected by 1947 to reach 50% or more.

Both the increased total expenditure on education and the increased proportion of costs borne by the provincial governments must be counted as gain, the first for obvious reasons and the second because it has done much to level out the great inequalities which were, and to some extent still are, a striking characteristic of education in Canada. But those changes, important as they are in themselves, have been made possible only by something much more important, the reawakened interest in education among the general public, which seems to be an accompaniment of all modern wars. It is a little difficult to say why this interest has arisen in Canada

during the war years, but we may guess that the publicity given to the educational shortcomings of recruits stimulated an interest in elementary education and the need for equality of educational opportunity; that the triumphs of vocational training in preparing men and women for specialized jobs in the armed forces or industry provoked an interest in vocational education by demonstrating what could be done in a short time to fit a man for a job; and that the success of Nazi and Soviet schools in the indoctrination of their youth brought a new realization of the power of the schools to mould character and form personality. Perhaps it is merely that when a people is fighting to preserve those institutions it holds dear, it turns a more interested and critical eye upon them. Be that as it may, the fact remains that public interest in the schools is probably at a higher level than ever before in Canada. This interest has been reflected on a national scale by the growth of the Home and School movement, the work of the Canadian Youth Commission and its publications (which includes "Youth Challenges the Educators"), by the Report of the Reconstruction Committee of the Canadian Teachers' Federation, and by the very important Survey Report published in 1942 by the Canada and Newfoundland Education Association. In addition all of the provinces have during the war years had surveys or reports on their school systems.

Administrative Changes in Nova Scotia

In Nova Scotia we have had two reports both of which have resulted in important changes in legislation or departmental regulations. The first of these is the Report of the Committee on the Larger School Unit published in the fall of 1939. Although all of the work for this Report was done before the war began, it is the general interest in education aroused during the war which has enabled its recommendations to bear fruit in actual legislation. The Report

deals entirely with the main defect of the Nova Scotia educational system as it was in 1938—the extraordinary differences in educational opportunities resulting from an out-of-date system of administration and finance. The Amendments to the Education Act passed by the Provincial Legislature in the spring of 1942 have removed the grossest of those inequalities. So long as the old sectional system remained under which each small section collected its own taxes, hired its own teacher and paid the bulk of her salary from its own funds, the inevitable results were the tax evasion, the arrears of teachers' salaries, the inefficiency in tax collection the bookkeeping and the educational handicaps of the small school mentioned in the 1939 Report. The general adoption of the municipal unit throughout the Province has in great measure removed those faults. More important still its adoption has made possible other reforms mentioned in the next paragraph which were impossible of realization so long as the old system remained. The adoption of the municipal unit of administration is in fact the most momentous step taken in public education in Nova Scotia since the establishment of free schools in 1864.

If the war had brought us this only we should be well content. But it has brought us much more. The 1939 Report told us we couldn't run a modern plant with antiquated machinery. The legislation of 1942 gave us that new machinery. It remained to use it to best advantage. An important part of the Report of the Royal Commission on Provincial Development and Rehabilitation (Dawson Report) tells us how. This Report, published in 1944, advocates improved financial arrangements for the schools, higher salaries for teachers, a sound pension scheme, the establishment of rural high schools and of vocational schools, and more emphasis on guidance. The astonishing fact is that we already have those things or an assurance that we will have them in the near future. We have had since

1943 a Provincial Director of Guidance, we have improved financial arrangements and increased expenditures, we have an actuarially sound pensions scheme, and most remarkable of all we have a provincial salary scale which comes into operation this fall and which ensures to every member of the teaching profession, no matter where she is teaching, a minimum salary based on qualifications, length of service and responsibility. This for Nova Scotia is something quite revolutionary and should go a long way to remove the inequalities of educational opportunity which still exist. Further the Council of Public Instruction under minutes issued in 1945 has committed itself to the establishment of rural high schools and vocational schools, for both of which plans are already far advanced. In addition to all this, the Federal Government, which became acutely aware during the war of the indifferent state of the national health, has since 1944 made grants to the provinces for health and physical education. Under a scheme operated jointly by the Provincial Departments of Health and Education of Nova Scotia an excellent program embracing nutrition, physical fitness and recreation now reaches most Nova Scotian children.

The Teacher Shortage

It's an ill wind that blows nobody good, says the proverb. And while the ill wind of war blew sorrow and hardship into many Canadian homes, we may at least be thankful that it brought balm to the children. Certainly the reforms described would have come much more slowly without the war. There is, however, one respect in which the war has been harmful and it happens to be vital. I refer to the teacher shortage. This has been and is acute and is nation-wide. The reasons why many teachers left the profession and comparatively few sought entrance to it during the war, are obvious.

There are many excellent teachers in Nova Scotia, yet the situation had so deteriorated by 1945 that the

Provincial Superintendent of Education confesses in his Annual Report "nearly one-third of the teachers who taught at some time during the year either had insufficient professional training or none at all," and the Dawson Report states "the chief lack of the great bulk of Nova Scotian teachers is nothing more nor less than education; that is, they need more knowledge of the subjects on the curriculum." Now it is true that some excellent teachers exist who have had no professional training and that competent teachers exist who have had little higher education. But on the whole in teaching as in other professions it is the highly educated and the well-trained who are the most successful.

In this respect the war years dealt the schools a cruel blow. For the teacher is the most important part of the whole school system. In modern industry the introduction of new machinery usually means greater productivity with fewer employees and often renders some highly skilled employees superfluous. The reverse is true in education. We cannot realize the worth of the reforms in our educational machinery of administration and finance without teachers of the highest quality. The reason for this is simple. It is that the teacher deals with children and no two children are alike. As a result the day to day problems of the classroom, though they recur in similar form from year to year, never repeat themselves exactly. To meet this situation is needed not an automaton who goes through the motions of teaching nor one who teaches by rote because she knows no other way, but a teacher well-informed, sympathetic, skilled, imaginative and virtuous, in short the paragon described in a well-known paragraph of the Nova Scotia Education Act. It should be added that, as the Dawson Report suggests, you need not expect to get this paragon for two dollars a day. As in other walks of life to get quality you must pay for it. Surely only the best will do when we are dealing with that most priceless asset of the future, our children.

Hope for the Future

In the words of the Dawson Report "the most urgent academic need in Nova Scotia to-day is, beyond any possible doubt, a teaching staff in adequate numbers and of first-rate quality." The pity is that not much immediate improvement can be expected. Ex-service men and women have not entered the profession in great numbers, and the reduction of the number of pupils in the high school grades which has been another result of the war reduces the field from which entrants can at present be drawn. To paraphrase the proverb slightly, "Athene sprang full-grown from the head of Zeus but it takes one and twenty years to make a teacher." In other words teachers cannot be produced out of a hat. A good teacher is the result not only of good natural ability but of study and sound training over a number of years. It will take some years, perhaps a decade, to set the profession on its feet; but with improved conditions of teaching and the recent adoption of the new salary scale (which though better than anything we have had in the past is hardly generous enough for best results) it should not be impossible. Two other reforms remain which can only be mentioned here. The whole question of the academic education, professional training and licensing of teachers needs looking into, and a new revision of the curriculum (last revised in 1935) must again be taken in hand. In particular the provision of a variety of courses in the Junior and Senior High School grades requires immediate attention.

This article has dealt with Nova Scotia. But with variations from province to province the theme of the influence of the war upon the schools is the same.

As already stated, there is increased expenditure on education in every province. Every province has increased teachers' salaries, and most, if not all, have revised and improved their pension schemes for teachers. The move towards a larger unit of local administration, which began in Alberta and British Col-