

THE UNIVERSITY OF MANITOBA

THE DEVELOPMENT OF  
TEACHERS' ORGANIZATIONS IN CANADA

BEING A THESIS SUBMITTED TO THE COMMITTEE  
ON POSTGRADUATE STUDIES  
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EDUCATION

BY

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CERTIFICATE OF APPROVAL:-

## PREFACE

The pages of this "Historical Thesis" have been developed with the realization that many teachers, and others interested in the professional activities of teachers, would like to have made available, a compilation of material concerning Canadian Teachers' Organizations.

The facts presented deal with the Canadian Teachers' Federation, and provincial organizations affiliated with the Dominion body; and while not as complete as could be desired, they do give a panoramic picture from West to East, of the twelve provincial organizations, united into a co-operative whole by the Canadian Teachers' Federation.

Canadian Teachers' Organizations have had some share in the development of Canadian Educational systems and methods. The recognition by two of our Provincial Governments of the principle of "inclusive membership" in statutory professional teachers' organizations, will doubtless enable teachers and educational specialists to use their influence more effectively in bringing about progressive educational developments.

In the preparation of this work the guiding hand has been that of D.S.Woods, M.A., Ph.D., Dean of the Faculty of Education, University of Manitoba; and appreciation is expressed for his helpful criticism and suggestions.

Thanks are extended also to Mr.C.N.Crutchfield, Secretary of the Canadian Teachers' Federation; Mr.E.K.Marshall, General Secretary of the Manitoba Teachers' Federation; and to those secretaries of other teachers' organizations, who found time to answer questions and to supply material on request.

Geoffrey John Buck.

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CHAPTER I  
INTRODUCTION

In recent years professional organizations have become increasingly important in the public life of our country; and those formed by men and women interested in education, have been no exception.

The activities and achievements of most of these teachers' organizations are so important in the present structure of our educational system, as to be well worthy of a place in the history of Canadian Education.

The "Annual Survey of Education in Canada, 1935" lists forty-four educational organizations: seven, general educational associations; twenty-two, school teachers' and principals' organizations; six, home and school associations; and nine, school trustees' organizations. There are in addition eleven Departments of Education.

In this list of associations there is one main group,- the "school teachers' and principals' organizations," the members of which are closely bound by common aims and problems. To this group belong the twelve provincial organizations, consolidated by a Dominion wide organization,- the Canadian Teachers' Federation. The following study proposes to deal with this section of the group, namely, the Canadian Teachers' Federation and its twelve affiliated organizations. There will be also a brief reference to "French Canadian Teachers' Associations," and in the appendix a synopsis of the

"Newfoundland Teachers' Association"; because of the interest shown in these organizations by Canadian teachers.

Information concerning the "Canadian Teachers' Federation" and its affiliated organizations, was gathered from the office records of the associations, the minutes of the executive and convention meetings, the yearbooks of the Canadian Teachers' Federation, the annual reports of the organizations to the Canadian Teachers' Federation, and the various official magazines published by the different organizations. A small amount of information was obtained by means of a rather comprehensive questionnaire; and from the few responses obtained, it was possible to form the opinion that the various secretaries were not very familiar with the background of their respective organizations. The information supplied by the officials of the Federations in the four western provinces was much more comprehensive than that given by the organizations in the eastern provinces.

It has not been possible to draw a sharp distinction between the work of the general associations of educationalists, and the professional teachers' organizations. All persons interested in education were permitted to join the general educational associations and institutes, on the payment of a nominal fee; but many of the educationalists in the general associations could not become members of the professional teachers' organizations, because such membership was open only to those actively engaged in teaching. Both types of organization worked to improve our educational systems, and to promote the welfare of our citizens; but the professional groups

have always had additional objectives: the improvement of the status of their members, their protection, security of tenure, and improved economic position.

In some sections of our Dominion there still lingers in the minds of the public the idea that teachers are only workmen, at the beck and call of the ratepayer, and that it is their duty to do just as they are told. The improved public attitude towards teachers is of comparatively recent origin, and dates from about the close of the Great War. The majority of teachers' professional organizations began at this time; and their rapid development is partly due to the increasing practice, on the part of teachers, of gathering in convention for the discussion of common problems. Such gatherings early resulted in attention being given to the business advantages to be gained by united effort; and plans were formed to give protection to members, and to obtain for them security of tenure, and freedom from economic worry. The academic and professional aspects of education were not neglected, and to-day it is the accepted policy of Departments of Education to ask advice of teachers in matters directly concerning the classroom.

As the Associations gained in strength there was an increased consciousness on the part of teachers as members of a community. The next step was to produce a similar realization in the minds of the public, and to do this the school engaged increasingly in community activity. The organizations endeavoured to stimulate professional consciousness; and publicity was and is used to inform the public concerning the

activities of the teaching profession. The Education Week programmes have played a large part in this, and since 1935 the National Education Week programme, sponsored by the Canadian Teachers' Federation, has received favourable press comment, and the helpful co-operation of community leaders.

Politically it has been the practice of the organizations generally to refrain from exerting any influence on the electorate, but of recent years there are indications that in some sections of the country, this idea is changing. In several cities, and in one province, individual teachers are taking an active part in civic and political affairs. In the western provinces the sympathies of the teachers seem to be with the Labor Party.

Many leading educationalists question the wisdom of teachers, in their collective capacity, entering into the political field. It will be noticed, however, that any tendency in this direction, is caused by provocative action on the part of reactionary bodies in our democratic state; and further that this applies in particular to the western provinces; where, due to the economic depression and drought, conditions have been most unfortunate.

The story of Canadian Teachers' Organizations parallels our educational advancements of the past twenty years. The part played by our teachers' Federations in stimulating and working out improved courses of study, and in revising school legislation, gives lasting testimony of the value and strength of their efforts. Yet in spite of the advances for which they

have been responsible, teachers are still regarded as servants of superior authorities. The Federations openly hesitate to include all school boards in the "superior authority" category. The democratic state theoretically permits of freedom of action and thought, and this realization on the part of Canadian Teachers' professional organizations, would seem to be stimulating their search for complete professional status, improved educational facilities available to all, and academic freedom.

## CHAPTER II

### THE CANADIAN TEACHERS' FEDERATION

In October 1919 a Canadian Conference on Education, Character and Citizenship was held in the city of Winnipeg. Delegates to this Conference were representative of the various walks of life to be found in the Canadian Provinces, and their purpose in convening was to discuss educational problems common to all parts of Canada.

At this time a small group of teachers took the opportunity of meeting informally to discuss the possibility of forming an organization which would link up the work of the various provincial teachers' organizations. This was the initial step in the organization of the Canadian Teachers' Federation; and credit for such a move goes to the four teachers who on that day met in a dingy little lumber room in the old Board of Trade Building.<sup>1</sup>

British Columbia was represented by Mr. Harry Charlesworth, Alberta by Mr. T.E.A. Stanley, Saskatchewan by Mr. J.K. Colling, and Manitoba by Mr. E.K. Marshall. Mr. Charlesworth acted as Chairman of the meeting, and Mr. Marshall as Secretary. The first purpose of the meeting was to explore the possibilities of bringing together as a co-operative body, the teachers in the four western provinces. If such a co-operative body could

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<sup>1</sup>Office Records of the Manitoba Teachers' Federation, 618 McIntyre Block, Winnipeg, Manitoba .

be formed, it was hoped that it would expand later into a national organization representative of all Canadian Teachers.

A number of resolutions were passed, and it was agreed that a Conference should be held in Calgary, Alberta, during the summer of 1920, for the purpose of taking further steps towards linking up the work of the provincial teachers' organizations. The resolutions or recommendations agreed on at this time, and which were submitted to the Executives of the four provincial organizations before the Calgary meeting, were as follows:<sup>2</sup>

(1) That the time has arrived for the taking of definite steps towards closer co-operation between the Provincial Teachers' Alliances and Federations of the four Western Provinces.

2. (2) That the Teachers' Organizations co-operate closely on all matters of common interest to all four provinces, but that complete freedom of action be given to each Provincial Organization in matters peculiar to each Province.

(3) That membership in each organization shall be restricted to teachers actively engaged in teaching in Public Schools. (N.B.- Public Schools shall include such schools as are supported by municipal or provincial taxation.)

(4) That there shall be uniformity in the matter of qualifications for teachers' certificates for the four western provinces.

(5) That the minimum salary of teachers in each of the four provinces shall be \$1200 per annum.

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<sup>2</sup>ibid.



(6) That another Conference shall be held in Calgary at a convenient date during the summer of 1920, to take further steps towards the linking up of the work of the Provincial Organizations. (Arrangements for this Conference to be left in the hands of the Chairman and the Secretary.)

(7) That each Provincial Organization be urged to undertake active propaganda work, to include in its membership all teachers in that Province preparatory to the next Inter-provincial Conference.

(8) That the matter of a Teachers' Organ for the four Western Provinces be considered by each Provincial Executive.

(9) That the Executives of each of the four Provincial Organizations be asked to exchange all propaganda matter, salary schedules, bulletins, etc.

(10) That in the event of a serious dispute in any Province affecting the interests of any teacher or body of teachers, immediate notice shall be sent to the Executive of each of the other provinces, acquainting them with the situation, and that these Executives shall take such action as is deemed expedient under the circumstances to assure that the cause of such teacher or teachers shall receive the support necessary.

During the months that followed, the initial meeting received a certain amount of publicity, and arrangements were made to have the Calgary Conference meet on July 26th and 27th, 1920. This inaugural meeting elected Mr. Harry Charlesworth as Chairman,<sup>3</sup> and Mr. J.W. Barnett of Alberta as Secretary of the Conference. British Columbia was represented by Mr. Charlesworth

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<sup>3</sup>ibid.

and Mr. J.G.Lister; Alberta by Mr. T.E.A.Stanley and Mr. H.C. Newland; Saskatchewan by Miss J.V.Miners and Mr. G.B.Stillwell; Manitoba by Mr. H.W.Huntly; and Ontario by two visiting delegates, Miss H.S.Arbuthnot, and Mr. C.G.Fraser.

The acceptance of Ontario's membership in the Federation marked the change from a purely Western Organization to a Dominion wide Federation of Provincial Teachers' Organizations.

The delegates agreed that each province should contribute \$100 towards the expenses of the organization; and various committees were appointed to deal with certain problems, the most important at that time being the matter of completing the drafting of the Constitution in order that it might be presented at a general conference.

The officers elected for the ensuing year were, Mr. Harry Charlesworth as President, Mr.H.W.Huntly as Vice-President, Miss H.S. Arbuthnot as Secretary-Treasurer; together with the following representatives from the different provinces;- British Columbia,- H.Charlesworth , J.G.Lister, and one to be elected by the British Columbia Teachers' Federation. Alberta,- H.C.Newland, T.E.A.Stanley, and J.W.Barnett. Saskatchewan,- G.B.Stillwell, Miss J.V.Miners and J.R.Brownlie. Manitoba,- W.H.Huntly, E.K.Marshall and C.W.Laidlaw. Ontario,- Miss H.S.Arbuthnot, C.G.Fraser and E.A.Hardy.

The second conference was held in Toronto, a record of which is contained in the "Minutes of the First Annual Meeting of The Canadian Teachers' Federation," published in Vancouver, B.C., in 1921. The historical notes of the Federation speak of this "First Annual Meeting" as the Second Annual Conference. The latter name is accepted as the correct one.

On the occasion of this Second Conference, official delegates were present from British Columbia, Alberta, Saskatchewan, Manitoba and Ontario. There were visiting delegates from Quebec, Prince Edward Island, New Brunswick and Nova Scotia.

Mr. Charlesworth, in his presidential address, spoke of the autonomy of each provincial organization, its obligation to work in the interest of education, and "that the one outstanding<sup>4</sup> duty of the Federation is to protect the welfare of the teachers,"

The report of the Secretary-Treasurer summarizes the first year's work of the Federation. The Secretary says in part: "The first year's work of the Canadian Teachers' Federation has clearly shown that such an organization was necessary. The consciousness of belonging to a large and powerful body, the sense of mutual helpfulness and encouragement, ease of communication, knowledge of conditions in other parts of the Dominion, professional prestige gained, and actual advance made along determined lines by means of co-operative effort, more than justify its existence. The Federation has brought the profession before the public as a united body in a way that was not possible before its inception. . . . the newspapers were of valuable assistance to us in reporting meetings and speeches, thus bringing our objectives to the notice of the general public, as well as to teachers who are unable to attend meetings. Following instructions the Secretary entered into communication with the Eastern Provinces, asking them to affiliate with the Federation. . . . As one of our local bulletins pointed out, a great advantage of the Canadian Teachers' Federation is,

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<sup>4</sup>Minutes of the First Annual Meeting of the Canadian Teachers' Federation. Vancouver, B.C. 1921.

that a means of communication has been established, that any teacher in any part of Canada may have a matter laid before all of the Canadian teachers. . . . In this way we have been able to give active support to different centres where trouble has arisen and where assistance was requested. . . . A complaint was made last year that teachers from the East were filling Western positions at lower salaries than the Western teachers could afford to accept. A promise was given by the Ontario delegates that steps would be taken to give publicity to this state of affairs and to prevent its continuance. . . . The Secretary is grateful to the Provincial Representatives who sent in copies of their literature and information as to salary schedules and the general professional situation. The Secretary was thus able to answer enquiries from other Provinces concerning these matters. Your attention is called to the necessity of special promptness in replies owing to the large area covered by our work. Sometimes information, when received, is too late to be of value. . . . It is necessary to emphasize the fact that the Federation is chiefly a means of enabling the different Provinces, while working together on the same lines, to have the co-operation of all the others. The responsibility for the connection rests on the local representatives." <sup>5</sup>

In view of present moves on the part of certain of our Departments of Education, it is interesting to note that this Canadian Teachers' Federation conference adopted the following resolution: "That in the interest of the children of the

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<sup>5</sup>ibid.

Dominion of Canada, it is desirable that a minimum requirement of four years' High School training and two years' professional training be demanded of all candidates for permanent professional licenses, provided that all outstanding permanent professional certificates be continued in full force and effect, and provided further that limited certificates may be granted on a minimum requirement of successful completion of three years' High School training and one year of professional training."

Another forward-looking resolution adopted at the same time was:<sup>6</sup> "Resolved that the Executive of the Canadian Teachers' Federation be requested to urge upon the National Council of Education the immediate necessity of establishing a Dominion Bureau of Education in accordance with the following resolution, passed by the Winnipeg Conference on Education in 1919:

"That for the purposes of educational investigation, and as a clearing house for educational data, a National Bureau be established under the direction of the National Council of Education, and that such bureau be maintained by voluntary support and such financial assistance as may be given by Provincial and Dominion Governments without any restriction as to policy."

The Constitution committee convened by Mr. E.K. Marshall, presented its report which was adopted with a few amendments, and the formal Constitution of the Canadian Teachers' Federation was passed by the Conference.

The Constitution was further amended at the 1930 Conference held in Alberta.

During the next four years the work of consolidating the

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<sup>6</sup> ibid.

organization went on, and by the end of 1925 Quebec and Prince Edward Island were also members of the organization. At the Seventh Annual Conference held at Charlottetown, P.E.I., on August 3rd to 6th, 1926, and at Wolfville, N.S., on August 9th, the Province of New Brunswick affiliated with the Federation. During 1927 Nova Scotia sought and obtained affiliation, and sent official delegates to the 1927 Conference held in Toronto during August.<sup>7</sup> At this time the Federation was eight years old, and while it showed little evidence of concrete accomplishments, something seems to have been done in arousing public interest in education. To what extent this increase in interest was attributable to the Canadian Teachers' Federation and its affiliated organizations is a debatable question, but it is beyond doubt that it played an important part. The spirit of co-operation between the Provincial Organizations had become quite strong, as indicated by the financial assistance given to the teachers of Blairmore, Alberta, during their period of trouble in 1925.<sup>8</sup> When the difficulty arose full prominence was given to it, not only in Alberta by the Alberta Teachers' Alliance, but by other affiliated organizations throughout the Dominion. There were many teachers eligible for appointment at Blairmore, but it took the Blairmore School Board from June to the middle of September before it could make sure of securing a staff of thirteen teachers sufficiently disloyal to their profession to displace the locked out teachers. The large sum of \$11,000 was contributed and placed

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<sup>7</sup>Yearbook 1926-27, Canadian Teachers' Federation, p. 1.

<sup>8</sup>Yearbook 1925-26, Canadian Teachers' Federation, p. 21. Shawinigan Falls, Quebec.

in the hands of trustees requested to serve in that capacity by the Alliance. The teachers were paid by their friends through the Trust Committee as much as ninety per cent. of the salary they would have earned in their regular positions.

During the first few years some difficulty was experienced in placing the work of the Canadian Teachers' Federation before the membership at large. A Canadian Teachers' Federation quarterly was published for the first year or two, and then circular letters were tried, but neither method met with much success. The concensus of opinion was that a Dominion magazine was not practicable. The 1926 Conference decided to publish a Yearbook, and this procedure was continued until 1931, then discontinued by reason of the expense. Since that time mimeographed reports of the Conference proceedings have been sent out, with the exception of the years 1932 and 1933, when no Conference was held.

On August 8th, 1934, the Thirteenth Conference was convened in Toronto by the President, Mr. Barker, after a lapse of two years. Activities of the organization had almost ceased during these two years, and so the delegates set about awakening and re-organizing the Federation. Some of the provincial bodies were in arrears with their fee payments, with no hope of ever being in a position to pay. In order to meet this situation two motions were carried.<sup>9</sup> "That in the case of Provinces in arrears the capitation fees for 1933 and 1934 be applied to the current fees of that period and that any additional amounts collected be credited to the outstanding arrears." and, "that all payments on arrears be set aside in a

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<sup>9</sup> Minutes of the Thirteenth Annual Conference, 1934.  
Canadian Teachers' Federation, Shawinigan Falls, Que.

special account to be a general reserve fund which might be used by the Canadian Teachers' Federation Executive at their discretion." The 1935 Conference wrote off all arrears of fees.<sup>10</sup>

The 1934 Conference, as a result of a suggestion from British Columbia, set up a Research Bureau; and the following fields were suggested for investigation: Taxation for Educational purposes, Educational costs, Teachers' Salaries, School Administration, Teacher Training, Teacher Tenure, Curriculum, Examinations and Tests with Canadian Standards of Achievements, Teacher Status, Educational Guidance, Group Insurance, and Sick Pay. Mr. H. Charlesworth of Vancouver was named head of the Bureau. This branch of Federation work has continued to function and grow, and many valuable reports have been presented.

Mr. E.K. Marshall of Winnipeg, was appointed Publicity Manager, and has since acted as such. A resolution was passed which called for the inauguration of an annual Education Week, to be conducted on a Dominion-wide basis.<sup>11</sup> The resolution reads: "Realizing the importance of bringing to the attention of the public at large, the nation-wide significance of Education, and of having a definite and centralized effort to inform public opinion on issues of great moment; and aware too of the great value that may result from linking all parts of the Dominion with the Canadian Teachers' Federation in a great united educational effort, therefore be it resolved: that the Canadian Teachers' Federation sponsor and organize a Dominion-wide Education Week; that the first week in February be set aside

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<sup>10</sup>Minutes of the Fourteenth Annual Conference, 1935.

<sup>11</sup>Minutes of the Thirteenth Annual Conference, 1934.  
Canadian Teachers' Federation, Shawinigan Falls, Que.



as Education Week; and that the Canadian Teachers' Federation set up a very carefully chosen central committee to have charge of program planning, research, publicity, and the arrangement of all details in connection with Education Week; the findings of the committee to be available for the assistance and direction of all local groups throughout the Dominion; that the Radio be used as an important factor in the program of Education Week; that the whole program of Education Week be centered around one definite aim or objective." The committee was urged not to overlook the small rural school, where conditions made it impossible to carry out an elaborate Education Week program.

The matter of an Education Week was first discussed at the First Annual meeting held in Toronto in 1921, when consideration was given to methods for promoting a definite and continual campaign to enlighten the general public concerning the importance of education to the nation, and the vital necessity of public recognition and appreciation of the high and responsible nature of the duties teachers are called upon to perform. The suggestion reads;<sup>12</sup> "The organization of a National Education Week commencing with an 'Educational Sunday' in all churches, when the public could learn of the value of schools, by visits, addresses, demonstrations, etc. The co-operation in this of Dominion and Provincial Governments, councils, school boards, and all other public and semi-public bodies." This suggestion was not carried out as a Dominion wide project until February 1935. It has been observed annually since then.

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<sup>12</sup>Minutes of the First Annual Meeting, p.26.

<sup>13</sup>Minutes of the Thirteenth Annual Conference, op.cit.

Minor amendments to the 1927 Constitution have been made, but the Constitution as revised has not been published. The Fifteenth Annual Conference held in Saskatoon during August 1936 adopted a resolution revising the scale of fees.<sup>14</sup> The resolution provided for a minimum fee of \$250.00 for any province; provinces with a membership of from one to five hundred teachers, pay a fee of fifty cents per member; membership of five hundred and one to one thousand, a fee of thirty cents per member; a membership of fifteen hundred and one to four thousand five hundred, a fee of twenty cents per member. The maximum fee for 1937 and 1938 to be \$1000. With this scale of fees the rates for each province are:

Prince Edward Island Teachers' Federation	\$ 250
New Brunswick Teachers' Federation	495
Prov. Association of Protestant Teachers of Quebec	655
Ontario Teachers' Council	1000
Nova Scotia Teachers' Union	450
Manitoba Teachers' Federation	614
Saskatchewan Teachers' Federation	1000
Alberta Teachers' Association	1000
British Columbia Teachers' Federation	840

Note: The Catholic Teachers of the Province of Quebec have not yet applied for affiliation, but it is hoped that they will do so eventually.

The Canadian Teachers' Federation has not been incorporated by Act of Parliament; although the matter has been discussed several times. The organization does not see its way clear to do this by reason of the expense, and the uncertainty of the status of the Provincial organizations, only two of which have received government recognition under a Teachers' Profession Act, whereby membership in their

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<sup>14</sup>Minutes of the Fifteenth Annual Conference, 1936.  
Canadian Teachers' Federation, Shawinigan Falls, Que.

professional organization becomes obligatory on the part of teachers,- membership being a condition of their employment as teachers. The Saskatchewan Teachers' Profession Act was passed in February 1935, and Alberta's in 1936.

The recent activities of the Canadian Teachers' Federation on behalf of the schools in the dried-out area of Saskatchewan, merit the highest commendation. Eastern Canadian schools have "adopted" over five hundred school rooms in South-western Saskatchewan, and have sent over sixty tons of books, clothes and school supplies to the children in these unfortunate districts. The Saskatchewan Teachers' Federation arranged for the distribution of these supplies; and new life has been created in many a cold desolate classroom.

In January the Canadian Teachers' Federation urged the Members of the Dominion House of Commons to support a proposal to make an emergency grant for distressed Saskatchewan school children and teachers. The Members expressed their concern.

During the same month the Federation repeated its request to Parliament to give assistance in establishing a Research Council in Education, which might expand later into a Research Council of the Social Sciences.

In the same month the Canadian Teachers' Federation presented a brief on education to the Royal Commission on Dominion-Provincial Relations. The brief outlined the educational structure and situation in Canada, and in conclusion made definite recommendations concerning needed changes.

One of the greatest accomplishments of the Canadian

Teachers' Federation has been the achievement of a large measure of co-operation between the various provincial teachers' organizations for the purpose of actively attacking and solving the problems of the Canadian teachers as a body. From the very beginning of the Dominion organization, the rights of the individual provinces have been safe-guarded by the decision that each province was to have one vote, the use of which was to be determined by a majority of that province's representatives; and that the Federation was to be committed, as a body, only on those matters in favor of which all member-provinces voted, with the proviso that in matters on which there were one or more dissenting provinces, the remaining provinces might proceed in co-operation with one another, without offence to the general body. This proviso has been unnecessary, because of the harmony which has prevailed even although the various points of view brought to the conference have been colored by the interests prevailing in the places of their origin. The successful functioning of the Canadian Teachers' Federation indicates the possibilities of continued growth of inter-provincial understanding and co-operation in all that affects the welfare of education in Canada.

### CHAPTER III

#### BRITISH COLUMBIA TEACHERS' FEDERATION

The British Columbia Provincial Teachers' Institute, and the Coast Teachers' Institute provided the earliest opportunity for the teachers of that province, and others interested in education, to gather annually for the purpose of discussing educational problems. These convention bodies, which functioned until 1916, were superseded by the British Columbia Teachers' Federation in 1917. They were in reality controlled by the Department of Education, and superintendents and inspectors of schools were usually the officers. The Department of Education readily agreed to the disbanding of the Institutes, and the formation of the new organization. The reason for the formation of the Federation was the necessity for an organization of teachers actively engaged in teaching, and which would be in a position to act as the official voice of the teachers of the province. With the unfolding of the story of teachers' organizations throughout Canada, it will be seen that a determination to form an independent professional organization, is common to them all; and also that when the teachers withdrew their active support from the general educational organizations, in which membership was open to any person; the majority of these bodies were either absorbed by the new organizations, or dissolved.

The first President of the British Columbia Teachers' Federation was Mr. J. G. Lister, who served until 1919, when

Mr. Harry Charlesworth was elected. In 1920 Mr. Charlesworth was appointed General Secretary, in which capacity he still serves the organization.

The offices of the new organization were established in Victoria, but in September 1926 they were moved to Vancouver,<sup>1</sup> a change which resulted in the formation of closer contact with more of the members and their Local Associations, and facilitated the committee work. The present offices are conveniently situated on Robson Street near the business section of the city. They consist of two upper floors of what was once a large private residence,<sup>2</sup> divided off into the General Office, General Secretary's Office, Mailing-room and Stenographer's Office, Supply room, Wash room, and two large Committee rooms with adjoining cloak-rooms.

The Office Staff consists of the General Secretary, Assistant Secretary, stenographers, and such extra help as may be necessary at times. The offices are fully equipped, and compare very favorably with those of other provincial teachers' organizations.

The Federation was incorporated by Act of Legislature on July 12th, 1919, under the Benevolent Societies Act.<sup>3</sup> The objects of the Federation, as defined in the Charter of Incorporation and the Constitution are:

1. To foster and promote the cause of education in British Columbia.
2. To raise the status of the teaching profession in British Columbia.
3. To promote the welfare of the teachers of British Columbia.

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<sup>1</sup>Yearbook 1926-27, Canadian Teachers' Federation, p. 50.

<sup>2</sup>Report of the British Columbia Teachers Federation to the Canadian Teachers' Federation, 1934.

4. To provide for the enlargement of the scope of the foregoing objects by permitting an alliance or affiliation to be made between the said Society or Corporation and any other Society or Corporation having objects similar to those of this Society or Corporation.
5. To organize and administer a Benevolent Fund among its members.

The remarkable support accorded this Federation proves that it has done its best to live up to its objectives. In October 1936 the President Mr. W.Morgan said in a letter to the members:<sup>4</sup>

You sometimes wonder how much good a Federation is. While at Saskatoon in August at the convention of the Canadian Teachers' Federation, I discovered, among many others, two interesting facts. The first is that, of all the provinces organized on a voluntary basis, we have the greatest proportional membership. The second is that of all provinces, whether organized voluntarily or otherwise, we have the best minimum salary but by no means the best maximum salary. Our minimum salary is a thing to be proud of in comparison with other provinces, as our maximum is something to be ashamed of. How much good must a Federation be then if it is at least successful in seeing that its low-paid teachers are not too low paid? We must give some thought in the future to recognition of service. A minimum salary should not tend to be a maximum salary as it has apparently done in some of our districts. There are so many things we could do and we should do many, if we can preserve that spirit of unity that has strengthened us through the years. It will be my greatest endeavour during the coming months to foster and preserve that spirit.

Membership in the Federation is on a voluntary basis, and confined to those actively engaged in teaching and to Normal School students, who are admitted as Associate members at a reduced fee. In 1921 there were 2557 teachers in British Columbia, 1985 being women and 572 men. Of these 1900 were members of the Federation.<sup>5</sup> One June 30th, 1937 the membership

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<sup>4</sup>B.C. Teacher, Volume XVI, Number 2, p.46.

<sup>3</sup>Minutes of the First Annual Meeting of the Canadian Teachers' Federation, (1921), p.14.

<sup>5</sup>op. cit. p.15.

was 2772, the highest ever attained, and 101 more than the previous year's record of 2671.<sup>6</sup> The present estimated number of active teachers in British Columbia is 3975, and the percentage of membership compared with the possible membership is seventy-one.<sup>7</sup>

When the Federation was originally formed the fee was five dollars per annum, but since then it has been raised, and the present schedule is as follows:

Scale of Federation Fees payable by B.C.T.F. Members:

For a salary of \$1000 or under . . . .	\$4.00
" " 1001 to \$1200 . . . .	5.00
" " 1201 to 1400 . . . .	6.00
" " 1401 to 1600 . . . .	7.00
" " 1601 to 1800 . . . .	8.00
" " 1801 to 2000 . . . .	9.00
" " 2001 to 2500 . . . .	10.00
" " 2501 to 3000 . . . .	11.00
" " 3001 and over . . . .	12.00

Note: Teachers who enrolled while at Normal School, or the University of British Columbia Education Class pay one-half of above fees for first year's membership.

The original Constitution of the Federation listed the scale of fees;<sup>8</sup> but in 1927 this was removed and made subject to the wish of the Annual Meeting.<sup>9</sup> At the same time the fiscal year was changed to run from July 1st, to June 30th; such change to become effective in 1928. The Federation year, the

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<sup>6</sup>Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation, (1936-37)

<sup>7</sup>ibid. Statistical section of the Report.

<sup>8</sup>Constitution of the British Columbia Teachers' Federation, (Vancouver, B.C.)

<sup>9</sup>Yearbook 1926-27, Canadian Teachers' Federation, p.53. Shawinigan Falls, Quebec.



Canadian Teachers' Federation year, and the school year are now all concurrent.

Within the Federation there are two sub-organizations: the Secondary Teachers' Association, and the Elementary Teachers' Association. The forming of these two Associations was decided upon at the time of the 1935 Annual meeting, held during Easter week.

The Secondary Teachers' Association took the place of the High School section and certain other sections of the main organization. Its membership consists of all secondary school teachers who are members of the Federation.<sup>10</sup> The Association aims to assist and unify the work of its various sub-sections, and "to promote co-operation in the matter of investigations, and the exchange of professional opinion among secondary school teachers."<sup>11</sup> The Association was functioning by the time of the 1936 Annual Convention. It had held four executive meetings and one Council meeting, had brought to the attention of the Minister of Education suggestions made at the 1935 convention for the improvement of the Matriculation examinations, and had gathered and distributed material on curricula. The Science section compiled a sample objective test in Matriculation chemistry, and other sections did similar work.<sup>12</sup>

The Elementary Teachers' Department of the British

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<sup>10</sup>B.C. Teacher, Volume XVI, Number 1, p.10.

<sup>11</sup>ibid.

<sup>12</sup>ibid.

Columbia Teachers' Federation was formed for reasons analogous to those prompting the formation of the Secondary Teachers' Association. The inaugural meeting was held on November 9th, 1935; and a provisional constitution drafted. The objectives of the Department were stated as:<sup>13</sup>

- (a) To promote study, research, investigation and exchange opinions among Elementary teachers throughout the year;
- (b) To promote the usefulness of conferences of Elementary teachers in convention;
- (c) To promote the interests of Elementary schools and of the Elementary school teachers as such.

When this internal change in the organization of the Federation was made in 1936 some teachers of both groups thought there was danger of a cleavage developing between the two classes of teachers, as had been the case in Saskatchewan during the earlier years of the Alliance. Such, however, has not been the case, and a strong effort is being made to conduct the work of both Secondary and Elementary departments along lines dealing with purely professional and non-contentious matters.

The original structure of the Federation provided for the formation of Local Associations, which were made up of small groups within easy access of a meeting place, and these Locals affiliated with the central organization. The Local is the working unit of the organization as is true of all teachers' organizations affiliated with the Canadian Teachers' Federation. Each Local formulates its own programme to a large extent, but they all seek and obtain help from the Central Office. The Locals vary in strength and activity from year to year, depending on the activity of the members and upon their leadership. At the present time there are about sixty-five of these branch associations.

In 1934 the Policy Committee's advice to set up a system of District Councils, was made effective. Each Council consists of representatives of Local Associations within that definite geographical area which it represents.<sup>14</sup> The Chairman of the District Council is the representative on the Federation Executive, and in this way direct contact is maintained between the Federation and the group. The affiliation still remains with the Locals, but by means of this form of organization the peculiar needs of each district are more easily studied and programmes can be better co-ordinated.

When the Federation superseded the Educational Institutes in 1917 it fell heir to the task of conducting the Annual Convention. This Convention may be held at any time during the year, but by custom it is held during four days of Easter week, the Federation conducting its annual business on one of the Convention days. That the Conventions are of a high order may be judged from the speakers chosen and from the varied programme, which on occasion has provided the opportunity for competitive sports. In 1927 Dr. Elwood Cubberly, Dean of the School of Education of Stanford University, was the guest speaker.<sup>15</sup> and in 1930 the special speaker was Sir John Adams, famous educationalist, and at that time lecturer in Education and Psychology at the Universities of Stanford, Harvard, and Southern California.<sup>16</sup>

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<sup>13</sup>B.C. Teacher, Volume XVI, Number 2, p.59.

<sup>14</sup>Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation, 1934.

<sup>15</sup>Yearbook 1926-27, Canadian Teachers' Federation, p.52.

<sup>16</sup>Yearbook 1929-30, Canadian Teachers' Federation, p.17.

In addition to the Provincial Annual Convention the Federation fosters district or inspectorate Fall conventions. These are more professional than the large Conventions and give opportunity for the teachers to take part, with some assistance from the members of the Department of Education, the University Staff, the Normal School Staffs, and well experienced teachers.

In the field of legislation pertaining to schools, curricula, and teachers, the Federation has always been very active. In 1921 Mr. H. Charlesworth reported as follows:<sup>17</sup>

The last session of the Legislature was probably the most important we have had from a teacher's viewpoint. The outstanding amendment to the School Law was that which provided for a practical avenue of appeal for every teacher who felt that he (or she) had been unjustly or unfairly dismissed. This advance has taken us almost six years to accomplish, but it has been worth all the effort and energy expended. The Provincial Trustees' Association opposed this change very vigorously, fearing that every dismissal would be investigated. Such, has, of course, not been the case, but there can be little doubt that the amendment has had a good effect in preventing Boards from dismissing without justification. The amendment reads as follows: "Every teacher suspended or dismissed by the Board for any reason may appeal to the Council of Public Instruction, which, if it appears from reports available that an injustice has been done the teacher, may appoint some responsible person to take evidence on the matter and report the same to the Council of Public Instruction and on consideration of any other evidence satisfactory to the Council of Public Instruction, it may confirm or reverse the action of the Board".

In the same report reference is made to the Educational Survey Report by Dr. Putman and Dr. Weir. Many changes were advocated and the Federation took an active part in helping to bring these changes into operation. Many of the Federation's

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<sup>17</sup>Yearbook 1925-26, Canadian Teachers' Federation, p.17.  
Shawinigan Falls, Quebec.

recommendations were approved by the Commission and included in the Report.

In 1926 the Council of Public Instruction was granted power by the Legislature "to make provision, by agreement with such teachers as may desire to become a party thereto, for the creation and maintaining of a fund out of which shall be paid pensions to those who, having rendered long service in the profession, are unable to continue on account of ill-health or old age." The Federation had worked long for the attainment of such a fund, and when provision was made for the setting up of the fund, the Federation appointed a committee to work with the Department of Education in the preparation of a Super-annuation Scheme.

The Teachers' Pension Act came into force on April 1st, 1929. In 1935 an actuarial investigation of the Fund was completed and evidence was submitted indicating that the Act required amending in order to strengthen it. In 1937 the Act had not yet been amended, but the Federation recognizes the urgent necessity for the addition of revenues to the Fund so that its financial stability can be guaranteed.<sup>18</sup>

The Federation has two Group Insurance plans in operation, - Life Insurance and Sickness and Accident Insurance. A special committee began working out a plan in 1929, and reported in 1930. Arrangements were made to have two Insurance Companies handle the insurance, and in 1930 the Vancouver Principals and Vice-Principals group was set up.<sup>19</sup>

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<sup>18</sup> Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation, 1937.

<sup>19</sup> Yearbook 1929-30, Canadian Teachers' Federation, p.108.

Other groups have not yet obtained the necessary percentage of teachers willing to insure by the group method.

During the years 1932, 1933, and 1934 considerable legislation of a progressive nature was passed, and the Federation did a great deal towards formulating it and familiarizing teachers with the changes.<sup>20</sup>

School Grants: These are now based on the assessment per teacher in the school district, the full assessed value of the land, and seventy-five per cent. of the assessed value of improvements being taken in each case. The amount raised per teacher by a rate of one mill (or  $1\frac{1}{2}$  mills) is calculated and the difference between this amount and certain "standard basic salaries" constitutes the amount of the government grant. These standard basic salaries are at present fixed at:

\$780	for Elementary teachers,
\$1100	for Junior High teachers,
\$1200	for Senior High teachers.

The amount for salaries in excess of these figures is raised by local taxation.

Minimum Salaries: While this arrangement has some defects, it results practically in the above-mentioned salaries becoming minimum salaries in British Columbia, for, by another provision, should any Board pay less than these sums, then the difference is deducted by the Government from the school grant to such Board. For example, if a Board paid an elementary teacher \$650 per annum, the cost to the local taxpayer would be just the same as if they paid \$780, for \$130 would be deducted from the government grant.

Teacher tenure legislation also was amended and improved from both teachers' and school boards' viewpoints; and the Board of Reference was fully defined.

In 1936 provision was made for the payment of compulsory minimum salaries for all teachers; and in 1937 the salary situation in British Columbia was reported very favorable.<sup>21</sup>

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<sup>20</sup>op.cit. (18)

<sup>21</sup>ibid.

The recent statistics published by the Dominion Bureau of statistics (Educational Branch), Bulletin No.1, 1937, show British Columbia to be in a favorable position as far as general comparisons are concerned. e.g.- We have no teachers with an Annual Salary below \$780 in the Elementary Schools; below \$1100 in Junior High Schools; or below \$1200 in Senior High Schools. We also have no teachers whose salaries are in arrears. While no salaries can drop below these minima, there is nothing to prevent all salaries from dropping closer and closer to them, and this tendency has been most marked. . . . The Federation is concentrating its attention at the present time on the problem of providing adequate salaries for teachers with experience, and to this end is suggesting to the Department of Education that the Schools Act shall amend the provision fixing minimum salaries, by adding a section providing that regular increments of sixty dollars each year shall be given for a period of at least five years. . . . We feel that the salary question is a Dominion one, and should occupy the serious attention of the Canadian Teachers' Federation. A vigorous policy for improvement should be conducted simultaneously in all Provinces, and the fullest co-operation and support of the Canadian Teachers' Federation should be accorded particularly to those places in most urgent need.

The Federation has also taken an active part in the revising of the British Columbia Curriculum. Plans for a complete revision were made in 1935, and almost immediately work was commenced. The Department of Education sought the co-operation of the Federation, and subject committees were chosen upon which experienced teachers served with officials of the Department of Education. The new curriculum was set up in 1936 for Grades one to eight, and in 1937 for Grades nine to twelve. The programmes are not final, but subject to revision after a fair trial.<sup>22</sup> In making reference to the work of the teachers in helping to revise the curriculum, the General Secretary said:<sup>23</sup>

The Department of Education in setting up the numerous committees and sub-committees, included a large number of

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<sup>22</sup>ibid, p.4.

<sup>23</sup>ibid, p.5.

the teachers specially qualified to give valuable assistance by reason of their training and experience. In all, probably four hundred teachers were so engaged. This new curriculum is not something imposed upon the teachers from without, but is the co-operative product of the leading members of the profession.

On many occasions the Minister of Education has expressed the appreciation of the Department for the splendid services rendered by the teaching staff of the Province, and has made it quite clear that the credit belongs to the teachers who have given such valuable aid.

The British Columbia Teachers' Federation has always been affiliated with the Canadian Teachers' Federation.

Mr. H. Charlesworth represented British Columbia at the historic meeting in the Winnipeg Board of Trade Building in October 1919, when the Canadian Teachers' Federation was born. The British Columbia organization has been one of the most active supporters of the Dominion body, and when a Research Bureau was inaugurated in 1934, Mr. Charlesworth became Director of the Bureau, and since then has presented some very able reports on educational problems.

In the Fall of 1932 the Federation sponsored its own Education week programme,<sup>24</sup> and was partly responsible for the adoption of the plan by the Canadian Teachers' Federation in 1934.

The official organ of the Federation is the "B.C. Teacher" first published in Victoria in 1920. In 1926, when the offices were moved to Vancouver, the size of the magazine was reduced to its present convenient dimensions, (6" x 9").<sup>25</sup> An Editorial Board was appointed at that time to

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<sup>24</sup>Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation, 1934,

<sup>25</sup>Yearbook 1925-26, Canadian Teachers' Federation, p.17. Shawinigan Falls, Quebec.



relieve the Editor of much of the responsibility. The present Editor is Dr. Norman F. Black. There are ten issues yearly, at a subscription rate of one dollar per annum to Federation members, and \$1.50 to others interested. The Editorial Board encourages the contribution of manuscripts for publication dealing with practical problems of the profession, in addition to handling routine matter published by the Federation. It is not the policy of the B.C. Teacher to exert any political influence, as the Federation is a non-political organization. In general it is the policy of the magazine to cultivate professional consciousness, and a progressive attitude on the part of teachers.

The office staff of the Federation does much routine work in a year, and gives free legal advice and assistance to its members. In 1937 the General Secretary reports:<sup>26</sup>

During the year we have only had one case calling for definite legal assistance, Owing to the establishment of a Consolidated School District, it was necessary to dispense with the service of one teacher. The notice to the teacher, however, was delayed until just before schools re-opened in September. The Federation claimed that under the School Law, the teacher was entitled to one month's salary in lieu of statutory notice, and advised the teacher to request the same. The Board, in replying to the teacher refused to recognize the obligation, and suggested that they would contest the issue, but pleaded with the teacher not to force the issue, as they had no provision in their estimates either for the salary, or the costs of an action. The Federation solicitor was then instructed to forward a letter to the Board, on behalf of the teacher, and this brought a speedy change, and complete settlement.

In one other case, a School Board did not pay an increase of salary promised by them, and approved by the Annual School Meeting. The teacher's requests for settlement met with no response. She then asked the General Secretary to write a "diplomatic" letter to the Board on her behalf. This was done, and a settlement was readily obtained.

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<sup>26</sup> Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation, 1937, p.5.

Such cases as the above illustrate the extent to which the Federation has been able to protect its members from questionable acts on the part of School Boards.

In spite of disagreements which arise between School Boards and Federation members the relations between school authorities and the Federation are excellent. A most satisfactory system of co-operation with all bodies interested in education has been built up. "The Department of Education follows the practice of forming joint committees for the study of specific matters and requests the Executive of the Federation to name representatives to act on such committees."<sup>27</sup> Whenever controversial matters arise between the Provincial Trustees' Association and the Federation or its members, joint conferences are arranged, which continue until mutual agreement results.

The two major problems that the Federation is working on at present are: the spreading of information relative to the Professional Bill, and the Larger Unit of Administration.<sup>28</sup>

The first definite move for a "one-hundred per cent. professional organization" was made in 1934, the matter having been considered and endorsed by several local conventions the previous Fall. The annual meeting expressed the wish to have the matter investigated with a view to bringing about inclusive membership. The underlying idea was the improvement of the status of the profession and better educational services to the public. It was also felt that the time given to repeated

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<sup>27</sup>ibid.

<sup>28</sup>Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation, 1934.  
Vancouver, British Columbia.

organization and membership work could be better utilized in the field of educational research and reform.<sup>29</sup>

In September 1936 a special general meeting of the Federation was held and the Professional Membership Bill Committee was instructed by a vote of 207 in favor and 70 against, to draw up a suggested Bill in legal form for submission to all teachers in the province.<sup>30</sup> When the Bill was completed a referendum was to be taken and if seventy-five per cent. of the teachers of the province voted in favor of the Bill the Executive was to bring the matter before the Government.

The Bill was prepared and the referendum carefully taken by means of secret ballot. The final result was:<sup>31</sup>

Voting "Yes" . . . .	2507
Voting "No" . . . .	787
Spoiled Ballots . . .	<u>17</u>
Total Vote . . . .	<u>3311</u>
Number entitled to vote . . . .	4031
Percentage of votes cast . . . .	82.1

Of these slightly more than 75 per cent. were in favor, but for its endorsation an affirmative vote of 75 per cent; of the total number of teachers entitled to vote would have been necessary, so that the 720 unpolled votes actually counted as adverse.

Of the possible 4031 votes  
62.2 percent. were in favor  
19.5 percent. were against  
.5 percent were spoiled.

Thus the affirmative vote was 517 short of the necessary quota.

<sup>29</sup>ibid.

<sup>30</sup>Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation, 1937.

<sup>31</sup>ibid.

The situation is still undecided, but another referendum is being taken this year, and the Federation is carrying on an active campaign for the Bill, and articles are appearing in the B.C. Teacher "for and against" the Bill. The main difficulty seems to be, not in the acceptance of the principle of "inclusive membership" but rather that too many interested teachers are trying to decide just what the details of the Bill should be. Such a situation invariably becomes impossible. An additional factor is the presence of an influential section which still favors a strong voluntary organization with complete freedom of action. The group maintaining this position is small but of sufficient numbers to prevent the gaining the necessary quota of seventy-five percent in favor of the Bill.

The other problem of current importance is the spreading of the "larger unit" idea among teachers and the public. Two units are now in operation in British Columbia, one in the Peace River area, consisting of sixty-five rural school districts; and the other in Matsqui-Sumas-Abbotsford area combining three Municipal Districts.<sup>32</sup> These units are working successfully, and, in the Peace River area, eighty per cent. of the ratepayers voted in favor of continuing the new form of organization after its experimental period is over.

The Federation points out that there are some questions of basic importance to be solved concerning:-<sup>33</sup>

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<sup>32</sup>ibid.

<sup>33</sup>ibid.

1. The powers and procedures of the Director of Education for the area.
2. The temptation to over-emphasize financial and material factors at the expense of the human factors and teaching personnel.
3. The proper division between expert professional control and democratic lay control, with adequate definition of the sphere of each, and provision for safeguards.

It will be of interest to sum up the Federations' fundamental policies. They have consistently included:

- (a) The highest efficiency for the educational system.
- (b) "Equality of opportunity" for every child.
- (c) Recognition of the professional status of teachers.
- (d) Representation of the profession upon bodies that determine educational policy.
- (e) The highest possible training for all entrants to the profession, and opportunity for further training of those already in the profession.
- (f) Rigid professional etiquette, and a high 'esprit de corps.'
- (g) An adequate and practical pension plan.
- (h) Reasonable security of tenure.
- (i) Adequate salary schedule for all teachers.
- (j) Improvement of educational facilities in rural areas.
- (k) The right of teachers to negotiate with School Boards through their representatives, the Federation officers.
- (l) Practical co-operation with the Department of Education, School Trustees, Parent-Teacher organizations, and all bodies interested in educational progress.
- (m) Full opportunity for the teacher to carry on his functions as a citizen.

The immediate aims and objectives of the Federation would seem to be:

- (a) The attainment of full professional status, and legislation giving inclusive membership.
- (b) Improvement of the financial set up of the Teachers' Pension Act.
- (c) Consideration of a Benevolent Fund.
- (d) Development of High School accrediting.
- (e) More equitable and adequate financing of education.
- (f) Introduction of the "larger unit" throughout the province.
- (g) Improvement in teachers' salaries, particularly in rural areas.
- (h) Increased efficiency of the Federation by closer connection with the functions and activities of the Local Associations.

The Federation has stayed close to its original objectives as outlined in its Charter. It has jealously guarded its freedom of action as a teachers' organization. Its constant expenditure of effort in the cause of the teacher, and for educational reform has helped to build up a structure which compares very favorably with similar organizations in the Eastern provinces; but it has been more vigorous in attacking its problems than the Eastern teachers' organizations. It has the highest voluntary membership of any of the provincial teachers' bodies; and a membership which is aware of its own importance, and the part it plays in the gaining of the objectives of the Federation. It has made contributions of

major importance to the Educational Survey and the New Curriculum; and because of the willing and unselfish way in which it has worked in the interest of education, it has won the respect and confidence of the Department of Education, the Provincial Trustees' Association, and the public generally. The results of its work have reacted in a concrete and material way upon the welfare of its members, and have produced a spirit of comparative contentment, and of freedom from the tendency towards radical action.

## CHAPTER IV

### ALBERTA TEACHERS' ASSOCIATION

The 1916 Annual Convention of the Alberta Educational Association marked the beginning of the Alberta Teachers' Alliance. This organization retained its original name until 1935, when it was changed to "The Alberta Teachers' Association" by "The Teaching Profession Act," passed by the Legislative Assembly of Alberta.

The teachers in attendance at the 1916 Convention passed a resolution favoring the formation of a professional teachers' organization, and the first officers were elected; the President being the late Mr. George Gorman, of Medicine Hat. Mr. Gorman was successively a teacher, an Inspector of Schools, the Chief Inspector, and finally the Deputy Minister of Education.<sup>1</sup> His last public appearance was in the service of the organization, when he presided at the 1935 Convention banquet.

The Alberta Teachers' Association has been affiliated with the Canadian Teachers' Federation since the latter was formed in 1919. Mr. T.E.A. Stanley, the president of the Alliance, represented Alberta at the informal meeting held in Winnipeg in 1918;<sup>2</sup> and Mr. John Barnett was the representative at the 1919 conference held in the Public Library Building in

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<sup>1</sup>A.T.A. Magazine, Volume XVI, Number 9 (Edmonton, Alberta).  
p. 16.

<sup>2</sup>Minutes of the First Annual Meeting of the Canadian Teachers Federation, 1921 (Vancouver B.C.), p.1.



Calgary. Mr. Barnett, who is at present the General Secretary of the Alberta Teachers' Association, was one of the small group of men directly responsible for the formation of the Canadian Teachers' Federation.

The Platform of the Alberta Teachers' Association was first published in the "A.T.A. Magazine" in July 1921. In its present form it is summarized as follows:

1. A larger unit of administration, the first step being to establish municipal school boards and abolish the small rural school districts.
2. Equalization of burden for the upkeep of schools. A greater proportion of educational costs to be paid in Government grants, with a sufficient grant to each unit to guarantee a minimum standard of efficiency in every school
3. Widening of the field of taxation for educational purposes.
4. Establishment of a provincial Board of Education, to be composed of representatives of the Department of Education, Trustees, and members of the teaching profession.
5. Consolidation of the bonded indebtedness of school districts for school buildings, the obligation to be assumed by the Provincial Government.
6. Closer relationship between Life and the Courses of Study.
7. Equality of educational opportunity. Free adult education, extension of high school and university privileges to rural districts.

8. Special instruction for talented students. More scholarships.
9. Province-wide medical and dental inspection of school children.
10. Appointment of supervisors or helping teachers.
11. Uniform provincial schedule of salaries for teachers. Establishment of basic minimum salaries having regard to qualification, experience, type of school and work to be performed. Equal pay for equal work.
12. Pensions for Alberta teachers.
13. A more satisfactory form of teachers' contract providing for greater permanency of tenure and affording ample protection for efficient teachers.
14. Appointment of a Board of Reference to serve as a court of appeal in cases of alleged wrongful dismissal of teachers, with power to re-instate or make other award.
15. Fullest possible co-operation between Alberta Teachers' Association and; (a) The Department of Education, (b) School Boards, (c) All other bodies interested in education.
16. The right to representation of the Alberta Teachers' Association on all boards of inquiry having under consideration the efficiency of, or conduct of, teachers.
17. Recognition of the Alberta Teachers' Association, as the organization representing the teaching profession of the province, by the Government and school boards.

18. Freedom of teachers to exercise without restriction the functions and duties of citizenship.
19. Higher professional training for teachers.
20. Raising of the teaching profession to the same scale as the other learned professions.

It is of interest to review the extent to which this platform has been implemented either in part or in full.

1. The Alberta School Act now provides for the formation of the larger unit of administration. At present about one-half of the Province is organized into School Divisions, each division having approximately eighty schools in it.<sup>3</sup>
2. The School Act now provides for equalization of grants of from fifteen cents to three dollars per day in inverse ratio to the assessment of school districts.
- 3, 4, 5. Nothing concrete has been accomplished in connection with these planks.
6. The new Course of Study seems to provide for a closer relationship between the school and life outside its walls.
7. One of the reasons for pressing the organization of the larger unit was to extend educational facilities for high school and technical students.
8. Nothing has been accomplished in the matter of increasing educational opportunity for the gifted child.
9. The new School Divisions are appointing nurses, doctors, and dentists.
10. It is expected that now that the larger unit is

there will be provision for more adequate supervision, and teacher help.

11. Steps are now being taken to get trustees and teachers to agree upon basic principles for salary schedules throughout the province.
12. Alberta is the only province in Canada in which pensions are not provided for teachers.
13. The School Act now provides for continuous contracts only, and notice cannot be given during the school year except with the approval of the Minister, previously obtained.
14. The Board of Reference, presided over by a District Court Judge, may reverse notice of termination of contract and order reinstatement at any time during the year.
15. A fraternal atmosphere now prevails between the Department of Education and the Alberta Teachers' Association, and a fine spirit of co-operation exists between Alberta Teachers' Association Locals and many of the larger school boards. The Provincial Trustees' Association is antagonistic towards the Association as such, particularly in regard to the larger unit, the present form of contract, and the Board of Reference.<sup>4</sup>
16. The right to representatives of the Alberta Teachers' Association on all boards of enquiry having under consideration the efficiency or conduct of teachers, is entirely conceded.

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<sup>4</sup>ibid.

- 17, 18. These planks are also conceded. In the case of (18), teachers are free (without general protest) to participate in public and political life. Several teachers are aldermen in the cities, and nine members of the Provincial Legislature are teachers.
19. Professional training for teachers is now given in the University of Alberta.
20. The Teaching Profession Act of 1935 and the amendments of 1936 place teaching on the same basis as other learned professions in Alberta.

The Alberta Teachers' Association has the confidence of the Government. Probably the fact that there are some teachers in the Legislature has helped in this matter. The passage of the Teaching Profession Act has undoubtedly put the Department of Education in such a position that it must recognize the right of the Association to speak for all teachers. The Act, as first passed, was of little value to the organization, but this was amended in 1936, and these strengthening amendments include, "Code of Etiquette, General By-laws, By-laws relating to Discipline." The By-laws of the Association have the same force and effect as if they were part of the Teaching Profession Act, 1935, and amendments thereto. Section 12 of the Act reads as follows:<sup>5</sup>

"12. Every person guilty of violating any provision of this Act or any of the By-laws made there-under, shall be liable to a fine of not more than Twenty-five dollars (\$25.00) recoverable with costs under the provisions of the law respecting summary convictions."

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<sup>5</sup>The Teaching Profession Act, 1935, Section 12.  
Legislative Building, Edmonton, Alberta.

Alberta and Saskatchewan both have Teaching Profession Acts, and the advantages which should accrue are similar in both cases. The Alberta Act, however, gives far-reaching disciplinary powers to the Association over its members, whereas the Saskatchewan Act does not. It is worthwhile to summarize some of the benefits which should result from such measures:

1. The support of all active members will be secured.
2. The time, energy and money previously spent in membership solicitation, and in organization work will be saved.
3. The recording and clerical work will be simplified and greatly reduced.
4. The organization work of the Locals will be decreased.
5. The organization costs beneficial to all teachers will be shared by the whole teaching body.
6. The organization officers will be free to concentrate their activities on constructive and concrete work for the advancement of education and the welfare of the teaching profession.
7. It will be possible to render public and community services.
8. Much of the "protective propaganda" hitherto used to induce reluctant teachers to join, will no longer be necessary. Such propaganda possibly rendered the teachers' organization unpopular with some school boards.
9. A finer teaching profession with an improved "esprit-de-corps" should develop.
10. The profession should become actively engaged in working out its own problems.

11. The Act should promote harmony and good will between all teachers in the province, and an improved attitude towards teachers' organizations on the part of the public.

The educational and philosophical implications of the Act are of a more general character, and while the issues may not involve the safety of person and property in the same direct and specific way as in the case of medicine and law, the general welfare of society is certainly no less dependent on the efficiency of its teaching staff, than on that of its doctors, lawyers, opticians, etc. The technique of teaching has its esoteric philosophies just as the technique of medicine or law has, notwithstanding the fact that many people, having gone to school themselves, imagine that they understand the technique of teaching as well as do the teachers. The true exponents of sound technique in any profession must always be technicians, and until the teaching staff, in any autonomous community, is fully organized as a profession, its practice must remain subject to bureaucratic interference by non-technical agencies.

Furthermore, in the absence of a professional organization it is difficult to obtain the authoritative opinion of a technical staff, and to fix responsibility for such. The only available substitute is a report compiled from various sources by persons or groups of persons who may not be themselves specialists. Such opinion is not a valid substitute and can lead only to confusion if put into effect. Even though the foregoing is recognized as true, immature democratic societies look with distrust on technical or expert advice, and for this

reason, if for no other, when such advice is solicited it should be supported by the whole strength of the body which gives it. Finally when the issue is one such as education, which concerns the public welfare, the public ought to know that the advice sought represents the considered opinion of the whole body concerned.

The inclusion of disciplinary powers in the Act is fundamentally sound, for without such power an ordered society would be practically impossible. Mere moral obligation is not strong enough to enforce a code of ethics or conduct. For the sake of the general uplift of mankind, laws are necessary to make it easier for those willing to do right, to act rightly; and to make it more difficult for those unwilling to do right, to act contrary to an accepted moral code. Teachers are not excepted.

The membership of the organization is now one-hundred percent., as required by the Act, which states that all teachers, as a condition of their employment as teachers, must be members of the Alberta Teachers' Association.<sup>6</sup>

Membership in past years, as indicated by the records dating back to 1918, is conveniently given here:

1918-19	- 700	1927-28	-2613
1919-20	-1763	1928-29	-2191
1920-21	-2100	1929-30	-2358
1921-22	-2103	1930-31	-2632
1922-23	-2204	1931-32	-2818
1923-24	-2196	1932-33	-3362
1924-25	-2200	1933-34	-3218
1925-26	-2508	1934-35	-3400
1926-27	-2377	1935-36	-3216

Since April, 1936, approximately 6000.

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<sup>6</sup>The Teaching Profession Act, 1935, Section 4.  
Legislative Building, Edmonton, Alberta.



Membership fees of the Association have always been high. In 1921 they varied from \$4.00 to \$9.00 according to salary. The high scale of fees did not affect the membership adversely,, as may be seen from the membership record. The same is true of the British Columbia Teachers' Federation, and taken together these two organizations have had the best voluntary membership of Western Teachers' organizations over a period of years. The Saskatchewan Teachers' Federation had the highest for a brief period before the Saskatchewan Teaching Profession Act came into force in 1935, when the percentage of membership was seventy-three.<sup>7</sup> The fee schedule has varied but slightly since 1921, as shown in the following summary:

1917-18,	35 cents per annum;	
1918-19,	75 cents per annum;	
1919-20,	under \$1000, \$2.00 per annum;	
	\$2000 or over, \$5.00 per annum;	
1921-27	less than \$1500	\$4.00 per annum.
	\$1500 and less than \$2000	-\$6.00 per annum.
	\$2000 and less than \$2500	-\$8.00 per annum.
	\$2500 and over	-\$9.00 per annum.
1928-35	less than \$1500	-\$5.00 per annum.
	\$1500 and less than \$2000	-\$7.00 per annum.
	\$2000 and less than \$2500	-\$9.00 per annum.
	\$2500 and over	-\$10.00 per annum.

The above rates did not include the magazine subscription of one dollar per annum.

Since April, 1936 the schedule of fees has been fixed by the By-laws of the Teaching Profession Act.<sup>8</sup>

"6. (1) The fees for members in the Association shall be those prescribed from time to time by the Association in its Annual General Meeting, as expressed by a two-thirds' majority vote thereat, on the recommendation of the Executive Council; and the payment of fees shall be a condition precedent to membership, or otherwise such fees of members shall be paid in accordance with Section 10 of

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<sup>7</sup>Saskatchewan Teachers' Federation Bulletin, 1935.  
Volume II, Number 1. (Saskatoon, Saskatchewan).

<sup>8</sup>The Teaching Profession Act, 1935. (Alberta.)

The Teaching Profession Act, 1935, and amendments thereto.

(2) The scale of fees payable by members shall be in accordance with the following schedule:

Annual Salary

Fees

Under \$1500 -\$5.00 yearly or 50 ¢ per teaching month.  
Under \$2000 -\$7.00 yearly or 70 ¢ per teaching month.  
Under \$2500 -\$9.00 yearly or 90 ¢ per teaching month.  
\$2500 and over -\$10.00 yearly or \$1 per teaching month."

The above schedule of fees includes the annual subscription to the "A.T.A. Magazine."

Section Ten, paragraph one, provides for the collection of the fees:

"The trustees of any school district in the Province of Alberta are hereby empowered and shall retain from the salary of each and every teacher the amount of membership dues fixed and prescribed by the Association, and all moneys so retained shall be deemed to be a payment on account of such salary and shall be deemed to be a payment on account of membership dues by the teacher from whom such sum has been retained."

The Association has representatives on all Departmental committees dealing with curricula, examinations, certification, and School Act Amendments.<sup>9</sup> Recently a Commission sat to inquire as to whether or not a Normal School should be closed, and the Alberta Teachers' Association was invited to present a brief on the question.<sup>10</sup>

In matters of general educational policy the Association is highly respected, and its advice often sought; for the teaching profession in Alberta is generally recognized as having "won its spurs". When financial statements of school boards are under review, however, the general public, and particularly school boards, are still in opposition to the Association.

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<sup>9</sup>Office of the Alberta Teachers' Association, (Edmonton)

<sup>10</sup>Ibid.

The Alberta Teachers' Association endeavours to exert political influence in its broadest sense,<sup>11</sup> but has never affiliated with any political body, nor ever recommended its Local Associations to do so. Politically speaking the organization is non-partisan. The officers of the Association have never hesitated to criticize retrogressive or sluggish political policy in connection with education.

The official publication of the Association is "The A.T.A. Magazine," first published in June 1920, in Edmonton. There are ten issues yearly, at a subscription rate of \$1.50 to non-members, and one dollar to members of the Association. The member's subscription is included in the annual fee, from which it is deducted. It is the policy of the publication to keep the membership informed as to educational developments in Alberta and elsewhere; to give information concerning the activities of the Association; to publish articles on modern educational trends, and on all phases of educational work and policy; and to serve as a forum for Alberta teachers. It is the "stand-by" for publicity. Its editorial opinion has always been very clear, forceful and fearless,- more so than the average magazine of Canadian teachers' organizations.

The reader of the foregoing concise account of the development and achievements of the Alberta Teachers' Association, will realize that for such results and achievements in a voluntarily supported organization, there must have been excellent leadership. The succession of able presidents, and executive members, provided that leadership; and foremost among

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<sup>11</sup>General Secretary of the Alberta Teachers' Association, (Edmonton, Alberta.)

those who have contributed to the improvement of the status of teaching in Alberta, must stand the name of John.W.Barnett, General Secretary since 1917. During the years since the inception of the Association, Mr. Barnett has been the rallying point of the organization, ever watchful of its interests, never satisfied with past achievements, and always with tireless energy and courage beckoning the teachers forward. It was his organizing and administrative ability, and his loyalty to the membership, and to the principles enumerated by the Association, that built up in Alberta an ever-increasing and enthusiastic membership. He has advised and assisted thousands of teachers in Alberta; and to many, John Barnett and the Association are synonymous terms. In 1935 and 1936 he had the satisfaction of seeing the dignity of the profession written into the statutes of Alberta,- a life work realized. The results of leadership of this type prove what may be accomplished in the interest of our schools and teachers, just as the reverse is true in some of the provinces where vacillating leadership is found.

The culmination of years of effort of this organization has been the achievement of full professional status, and the setting up of the Larger Unit plan of school administration. The motivating power has not been one of mere self-interest, but rather a desire to improve educational conditions and facilities in Alberta; to foster a finer code of professional ethics, and to raise academic as well as professional standards. In common with other teachers' organizations, the Alberta Teachers' Association has given constant assistance to the Department of Education in furthering educational reform.

The Alberta teachers now "profess" their ability as teachers, and the public will honor the profession to the extent that its members justify their claims. It is not too much to expect an increased interest in the art and science of teaching, in the history of education, in the basis philosophy and psychology of the classroom, and in all educational investigations and studies designed to throw light on the art of teaching.

## CHAPTER V

### THE SASKATCHEWAN TEACHERS' FEDERATION

Little is known concerning the early years of teachers' organizations in Saskatchewan, as the records of the early history of the Saskatchewan Union of Teachers, and the Saskatchewan Teachers' Alliance were lost about 1921.

In 1914 the "Regina Leader" published a series of articles written by Dr. Norman F. Black, in which were advocated a number of reforms for the provincial educational system.<sup>1</sup> These articles dealt mainly with courses of study, examinations and related subjects.

In July of the same year the Honorable Walter Scott, who was greatly concerned at the shortage of teachers and the criticisms that were being levelled at the school system of the province of Saskatchewan, invited the sub-examiners in Regina at that time, to submit to him recommendations for the improvement of these conditions. As a result of this suggestion, the sub-examiners met and decided to ask the various groups marking papers to submit resolutions for inclusion in a Memorial to the Minister of Education.

Among the resolutions submitted were three by the group of teachers marking Grade VIII papers, in which the opinion was expressed that the first step towards better schools should be the establishment of a permanent and efficient body of teachers.

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<sup>1</sup>The Regina Leader, 1914 issues. Regina, Sask.

To secure this, three things were considered to be essential:<sup>2</sup>

(1) Security of tenure, (2) More adequate financial remuneration, (3) Superannuation allowance.

The group responsible for these suggestions presented them to the central committee, but this committee told the group that such resolutions did not come within the scope of the proposed Memorial. The group, greatly disappointed, called a meeting in one of the Normal School class rooms, and Mr. Oliver Reilly of Wapella, Saskatchewan, was appointed to the chair; and Mr. J. Alex. McLeod, now Inspector McLeod of the Regina Normal School, acted as Secretary. The result of this meeting was the formation of the Saskatchewan Union of Teachers, and its form of organization was to be based on that of the National Union of Teachers of England and Wales. The officers elected were instructed to obtain the Constitution, and all information pertaining to the National Union of Teachers; and it was proposed to hold a further meeting in July 1915, to receive their report.

Shortly after this meeting Mr. McLeod was appointed an Inspector of Public Schools, and Mr. Howard became Secretary; but was almost immediately forced to withdraw his activities as he was appointed to the position of Assistant-Registrar of the Department of Education. Mr. M. J. Coldwell then undertook the secretaryship about the first of August. During the succeeding year, circulars were sent to Inspectorate Conventions and executives, requesting that the aims and plans of the new

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<sup>2</sup>The Saskatchewan Teacher, Volume 3, Number 6.  
Saskatoon, Saskatchewan.

organization as set out in the original resolutions be submitted to the teachers. There was practically no response, and very few replies were received to these letters. The Secretary, however, wrote letters to the newspapers advocating the new organization, with the result that teachers soon began to discuss its possibilities.

In 1915 an attempt was made to secure a place on the programme of the Saskatchewan Educational Association convention, but without success. In July of the same year, several meetings were held in the Normal School, at the time the sub-examiners were marking papers in Regina. The members of the new organization re-elected Mr. O. Reilly as President, and chose Mr. J. R. Brownlie as Secretary-Treasurer.

For the next three years the organization made very slow progress, but carried on considerable publicity work among teachers, and those who were thought to be interested in any such move as the consolidation of a professional teachers' organization. Some teachers were prejudiced towards the name of the organization, with the result that the name "Saskatchewan Teachers' Alliance" was formally adopted in the spring of 1919, at the time of the Saskatchewan Educational convention, held in Regina during Easter week. Interest in the new organization's meeting, held in the Metropolitan Church at this time, received stimulation from the hardships teachers were undergoing, due to post-war conditions. In the larger centres there was considerable disagreement over the salary question, and the local teachers' organizations in Regina, Saskatoon and Moose Jaw agreed to affiliate their associations, as locals of a Provincial Alliance. A new constitution was suggested, with the object of



uniting the teachers of the province in one strong organisation.<sup>3</sup>

By 1921 active membership in the Alliance was about 1600, with membership fees being paid at the rate of three, four, and five dollars per annum, according to contract salary. No office had been established, and with the exception of a small salary to the Secretary, the work was of a voluntary nature. The Moose Jaw teachers' strike (1921) had received the support of the Alliance, with the result that the Alliance became recognized as a provincial teachers' organization, and the teachers obtained the right to confer with school trustees as a body. From this time on, collective action on the part of teachers in Saskatchewan began to be looked on as an accepted procedure, and to be accepted as their right. In addition to supporting the cause of the individual teacher, the Saskatchewan Teachers' Alliance was working definitely on a programme of educational reform. During this period there was no organized publicity, but teachers and the general public were kept informed as far as possible through the media of bulletins, and the newspapers.

The Saskatchewan Teachers' Alliance, the Secondary Teachers' Association and the Saskatchewan Educational Association now held joint annual conventions during Easter week. The major part of the programme of these conventions was provided by the Saskatchewan Educational Association, and as long as the Provincial Government continued to consider the four days spent by teachers attending these conventions, as teaching days, the

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<sup>3</sup> ibid.

conventions were a success, although somewhat unwieldy; but as soon as this practice was discontinued (about 1925), attendance at these conventions rapidly diminished, and control began to be taken over by the Alliance. Concomitant factors leading to the discontinuation of these conventions were the diminution of interest on the part of teachers, and financial difficulties; with the result that the last Easter convention was held in Saskatoon in 1932. Many teachers thought the discontinuation of these annual conventions a distinct loss, and so at the time of the Fall Conventions in 1935, teachers were asked to vote on a resolution favouring the re-establishment of the former practice of having the Provincial Easter Convention; but the resolution failed to meet with their approval.

During the first few years, the two organizations (Saskatchewan Teachers' Alliance, and Secondary Teachers' Association) made some progress, but it was found that lack of unity was detrimental to further advances; and so at the Easter Convention of 1925 the Alliance decided to appoint a committee to act with a similar committee from the Secondary Teachers' Association, with a view to bringing about an amalgamation. Several meetings were held, and a proposed scheme was formulated for presentation to the 1926 Easter Convention. This was done, and, after certain revisions, the findings of the joint committee were accepted by the Convention; and the united body was to retain the name of the larger and older organization, the Saskatchewan Teachers' Alliance. This same Convention considered it advisable to publish its own official organ, and in September 1926, Volume I, Number 1, of the 'Saskatchewan Teacher'

was issued under the editorship of Mr. Austin Bothwell (deceased), and an Editorial Committee of three: Mr. M. J. Coldwell, Mr. J. E. Campbell and Miss Jean Aitkin.

The Secretary, who was at this time Mr. R. Henderson, stated in the first number of the magazine<sup>4</sup> that the number of members in good standing was 1021, and that some of the aims of the organization were: security of tenure, old age pensions, a board of arbitration, and reform and improvement of classroom and examination method. These aims were in part laid down by the Committee of 1914. The status of the organization twelve years later is indicated by Mr. R. L. Horning (teacher at that time, later Inspector of Public Schools, now retired) in his article "Live Problems for the Alliance" in which he says:<sup>5</sup>

The Saskatchewan Teachers' Alliance has now had an existence of about ten years. Its wake has been more or less of a rise and fall, owing to circumstances that prevailed at different periods of its struggle. We are glad to note that for the past two or three years it has been growing, and has considerably broadened its influence; but it still has a long steep grade to climb before it shall have anywhere near fulfilled our hopes. At the present time membership of the general and secondary sections has reached approximately twelve hundred (only 1021) while the total number of teachers actually engaged in the province is approximately five thousand five hundred. The question eternally arises, "what is the matter?" A general answer may be ventured that the efforts of the Alliance have not vitally enough touched the life of the rank and file of the teaching body. That is to say, these efforts have not been such as to appeal to the teacher in a personal way as regards his welfare as a teacher.

In 1927 the Secretary reported to the Canadian Teachers' Federation in part as follows:<sup>6</sup>

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<sup>4</sup>The Saskatchewan Teacher, Volume I, Number 1.

<sup>5</sup>ibid.

<sup>6</sup>Year book 1926-27, Canadian Teachers' Federation, p. 41.

The history of the Saskatchewan Teachers Alliance during the year ending February 28th, 1927, has been a somewhat chequered one. I shall deal with the dark sections first. There was an unprecedented loss to the Alliance through its members leaving the profession. It is impossible to get accurate data on this because so small a percentage report when they leave. . . . The data available would indicate that thirty per cent. more teachers left the profession in this province than in any one previous year. . . . With no security of tenure, no pension scheme to improve prospects for the one who stays and the crowding in of younger members from the training schools, there is nothing for many of our profession but to move on into some more lucrative employment . . . something offering at least a fighting chance to a worker. . . . Another cause of the constant movement from place to place is the small unit of administration. . . . In spite of drawbacks however, we can definitely report some progress, even though small. Our membership on February 28th, 1927, consisted of 819 public school, and 156 high school teachers. The two sections amalgamated at Easter 1926, and for a time there was a falling off in both sections, from which the public school section recovered more rapidly and showed a gain of twenty-five in membership at the end of the year. There is a growing confidence in the federated body and the current year has had a promising start. . . . Our legal department has given protection to such of its members as had occasion to resort to the court to get justice; has given advice to members generally helpful in preventing injustice on the part of teachers as well as trustees. . . . In the public school section the library has been well supported. . . . Our organization has been committed to the appointment of a provincial organizer.

The Organizing Secretary appointed was Mr. A.E. Cooke of Battleford. He spoke at most of the 1927 Fall Conventions, and interest in the Alliance began to grow. The Easter Convention of 1928 decided in favour of a full time General Secretary, and Mr. Cooke was appointed; and an office established in the Post Office Building at Battleford. In his first report to the Canadian Teachers' Federation conference, made in 1928, the General Secretary says:<sup>7</sup> "This year has shown an

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<sup>7</sup>Yearbook 1927-28, Canadian Teachers' Federation, p. 49. Shawinigan Falls, Quebec.

unprecedented expansion, not only in membership, but also in influence and in achievement. From a membership around 850 in the spring of 1927 we are able to report an increase which brought up our membership on February 29th, 1928, to 1790. These members are divided up as follows: Public School,-- 1316; High School -- 379; Normal School ~~++~~ 95."

The scale of fees varied from three to nine dollars per annum, depending on the contract salary. This was an increase over the previous scale. Normal school students were admitted on payment of a two dollar fee, as associate members.

The period between 1927 and 1931 includes the years of greatest activity and success on the part of the Alliance. In 1929 the Provincial Easter Convention approved the revised Constitution, which was subsequently embodied in the Act of Incorporation passed by the Provincial Government. During these active years many things of merit were achieved by the Saskatchewan Teachers' Alliance. The organization had been founded in order to solve three important problems: inadequate remuneration, insecurity of tenure, and lack of provision for the future.<sup>8</sup> In 1930 the Provincial Legislature (Co-operative Government) passed the Teachers' Superannuation Act. The Alliance had worked actively to achieve this measure, its final step having been to send a questionnaire to every candidate in the provincial election campaign of the Fall of 1929; with the result that several from each party gave public or written assurance of their support. The promises were

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<sup>8</sup>Yearbook 1928-29, Canadian Teachers' Federation, p. 33. Shawinigan Falls, Quebec.

implemented by the newly elected Government, and the Teachers' Superannuation Act came into force on July 1st, 1930. From time to time various changes in the Act were brought about by requests from the teachers' organization. The Fund is administered by the Teachers' Superannuation Commission, and two of the members of the Commission are appointed by the Saskatchewan Teachers' Federation. In 1935 the report of an actuary showed that the fund was not actuarially on a sound basis, so the necessary amendments were obtained; with the result that today the Fund is reasonably sound.

A Board of Reference with discretionary and advisory powers was set up. (The present Board has power to enforce its decisions). The number of days in the school year was reduced from 210 to 200. The method of calculating a teacher's salary was explicitly stated, and teachers' contracts could only be terminated without cause on May 31st, and December 1st. Other accomplishments were the securing of a sub-examiners' pool; some reduction in the number of Normal School students admitted in 1931; and the legal department assisted hundreds of teachers to secure justice and collect many dollars of disputed wages. Something was done in a few individual cases towards the stabilization of teachers' salaries; but in the face of the economic depression of 1930 - 37, nothing could be done to maintain previous levels.

The membership during these years was: 1927 - 850; 1928 - 1790; 1929 - 2144; 1930 - 2463; and in 1931 - 2057 members. After this date the membership fell rapidly due to the economic depression, and also to the inherent weakness in

the organization itself, for it was felt by a large body of teachers that representation was not sufficiently democratic, and that the affairs of the Alliance were governed by the city teachers. In the spring of 1933 there were less than 800 members in good standing (only about 600); no Provincial Convention was called; the Saskatchewan Teacher suspended publication greatly in debt; and the General Secretary was forced to resign in April. The office in Battleford was abandoned, and the greatly reduced work was carried on by the Assistant-Secretary, Miss L.Aitchison, in Regina where the President, Mr. E.C.McEachern lived. The Executive attempted to revive interest, but the mass of the teaching body represented by the rural teacher, had lost faith in the organization. In addition there was a debt of \$3806.00 and no funds with which to meet it.<sup>9</sup>

Things looked black indeed for any form of teachers' organization in Saskatchewan. It was then that the Saskatchewan Rural Teachers' Association had its meteoric rise; later to bring about the amalgamation of the existing teachers' organizations under a new Constitution.

Before the rapid decline and fall of the Saskatchewan Teachers' Alliance, and its absorption into the new and larger organization; an attempt was made to bring about an amalgamation of the Alliance and the Saskatchewan Educational Association. In the spring of 1932 the Provincial Teachers' Convention held during Easter week in Saskatoon, appointed a joint committee representing the Saskatchewan Teachers' Alliance and the Sask-

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<sup>9</sup>Saskatchewan Teachers' Federation Bulletin, Volume II, Number 2, p. 3. Saskatoon, Saskatchewan.

Saskatchewan Educational Association, to study the question of the amalgamation of the two organizations, and to make a report at the next general convention. This committee met on March 11th of the following year, and proceeded to form a draft constitution for an organization to be known as the "Saskatchewan Education Federation." It is worthy of note that of the eight representatives at this meeting, six were from Saskatoon, one from Regina, and one from Moose Jaw. The purely rural areas were not represented. The draft constitution formed by this committee was sent to teachers throughout the province during the spring of 1933, prior to the usual time for holding the Annual Convention. It was almost immediately apparent that the plan did not meet with favor on the part of the teachers; the most obvious reason being that it did not give them what they wished, namely, full representation on the governing body of the organization. By Easter of the same year, both organizations concerned were so weakened financially and in membership, that it was found impossible to call the Provincial Convention.

As a result of an accumulation of unfavorable conditions and attitudes existing throughout the province in matters concerning teachers' organizations, teacher status, and the economic depression; a new group calling themselves the "Saskatchewan Rural Teachers' Association" sprang up late in the Fall of 1932. This group was firm in its determination to better the condition of the rural teacher, and the teaching profession in general. The tentative constitution of this organization was framed with the intention of eliminating the objectionable features <sup>that</sup> teachers found in the working of the



Alliance, and in the amalgamation proposal, as finally submitted by the joint committee early in 1933.

The Rural Teachers' Association called a conference in Regina during Easter week of 1933, and drew up a plan of organization. This plan closed the gap between the Central Executive and the individual teacher: in other words the organization was to be representative of, and must obey the will of, the majority of teachers. Rapid progress towards complete organization was made, but it was felt by some that there should be only one teachers' organization in the province, as the problems to be solved were common to all classes of teachers, rural and urban.

It was in the Fall of 1933 that the Rural Teachers' Association definitely introduced the plank calling for amalgamation of all teachers' organizations in Saskatchewan.<sup>10</sup> With this goal before it the Executive of the Rural Teachers' Association, through its representative, Mr. G. J. Buck of Melville, succeeded in having the Executive of Balcarres Teachers' convention provide the necessary machinery to arrange a joint meeting of the Alliance and the Rural Teachers' Association executives, in order that they might discuss what could be done towards the formation of a teachers' federation. A preliminary meeting held at Fort Qu'Appelle on October 14th, arranged for the main meeting of the executives to be held in

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<sup>10</sup>Organizing Executive of the Saskatchewan Rural Teachers' Association: Messrs. Wm. Adams of Quill Lake; A. E. Atkinson of Fenwood, N. J. McLeod of Invermay, M. C. Sabine of Melville; E. W. Campbell of Melville; G. J. Buck of Melville. (Melville was the centre of the Association.) J. M. Thomas, Melville, Sask.

Regina on October 28th. On this date the combined executives met in the Central Collegiate, and adopted the basic principles of the Rural Teachers' Association form of organization. A plan was drawn up for presentation to a representative meeting of teachers, providing that such a meeting could be obtained. Invitations were sent out immediately to the different inspectorate organizations, asking them to send delegates to a reorganization meeting to be held in Regina during Christmas week. The proposed plan was also sent for their consideration. There was a remarkable response to this invitation. Forty-three delegates were present, representing thirty-five inspectorates, the Saskatchewan Teachers' Alliance, the Saskatchewan Educational Association, and the Rural Teachers' Association. This meeting of December 28th, 1933, marked the beginning of concerted action on the part of all teachers in Saskatchewan, within their own professional organization. The tentative constitution drafted at this time, came into effect on January 1st, 1934; and the organization thus set up was to be known as "The Saskatchewan Teachers' Federation."<sup>11</sup>

Membership in the Federation was voluntary during its first year of operation, but by December 1934 seventy-three per cent. of the teachers engaged by School Boards in the Province, were members; and all of the Inspectorate teachers' organizations had voted themselves into the Federation, and been granted representation on the Council.

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<sup>11</sup>Minutes of the Meeting of Inspectoral Delegates and Representatives of the Saskatchewan Educational Association, Saskatchewan Teachers' Alliance, the Rural Teachers' Association, and the Cities of Regina, Saskatoon, and Moose Jaw, held in the Regina Normal School, on December 28th, 1933. Saskatchewan Teachers' Federation, Saskatoon, Saskatchewan.

This fact is noteworthy because in order that an Inspectorate association obtain such representation at least fifty per cent. of the teachers in the Inspectorate had to be paid-up members of the Federation.

During the Federation's first year of activity a special effort was made to obtain a large voluntary membership, and an expression of opinion with regard to statutory membership in their own professional organization. The vigor of the new organization, the interest of the teachers, and the low rate of membership fees resulted in the large voluntary membership. Active publicity during the first year, was carried on through the medium of a monthly Bulletin written and edited by Mr. G. J. Buck of Melville; and published in Saskatoon. Press articles were frequently published, and private educational magazines also told of the new organization's activities and objectives.

The expression of opinion concerning statutory membership was obtained through the medium of a signed resolution at the Fall Conventions of 1934. Of the 3513 teachers who signed this requesting inclusive membership, over ninety-one percent. were in favor of it.<sup>12</sup>

Armed with this resolution and the unanimous supporting vote of the Provincial Council of the Federation, the Executive approached the Provincial Government on January 5th, 1935.<sup>13</sup>

The Federation Executive<sup>14</sup> had drafted a Bill, which with minor

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<sup>12</sup>Saskatchewan Teachers Federation Bulletin, Vol. II, No. 1.

<sup>13</sup> *ibid.*

<sup>14</sup> Personnel of the Saskatchewan Teachers' Federation first Provincial Executive; 1934.- President, J. R. Mackay, of Saskatoon; Vice-President Miss G. Stewart of Regina; Mr. G. J. Buck of Melville (Publicity Editor); Mr. T. E. Scott of North Battleford; Mr. E. A. Crosthwaite of Yorkton; Mr. L. F. Furse of Biggar; and Miss R. Johnson of Tompkins.

alterations, was accepted by the Government, and passed by the Legislative Assembly on February 21st, 1935, under the title "An Act Respecting the Teaching Profession." This Act was the first of its kind in Canada. In 1935 some weeks after the Saskatchewan Act was passed, the Alberta Government passed a similar act with the exception that it did not make membership in the Alberta Teachers' Association compulsory. This was changed in 1936, so that Alberta teachers are now all members of their Association. The teachers' organizations in other provinces are carrying on campaigns for the purpose of obtaining inclusive membership in their particular organizations.

Some of the outstanding features of the Saskatchewan Act are:

- (a) Groups eligible for membership in the Federation are: all persons employed as teachers in schools organized under the School Act and the Secondary Education Act; School Inspectors for Saskatchewan, Teachers in the University of Saskatchewan and its affiliated colleges, Normal School Instructors in Saskatchewan schools, and unemployed teachers and teachers in training.
- (b) Local bodies of teachers may organize and operate under a constitution not inconsistent with the provisions of the Act.
- (c) There shall be an Executive consisting of the immediate past president (to insure continuity), the president and vice-president of the council and five other members all elected by and from the Provincial Council at its annual meeting. Term of office for one year, but various officers are eligible for re-election.
- (d) The fees are set by the Council, and are to be deducted by the Department of Education and paid over to the Federation.
- (e) Unless with the previous consent of the Executive of the Federation, no Local body of teachers shall make representations to the government or any member thereof, or bargain in any way with the Department of Education with respect to matters affecting the teaching profession or involving a change in educational policy.

With the passage of this Act membership in the Federation automatically became approximately 7285. The Act was very

favorably received, and any opposition on the part of a few teachers and Trustees' Associations has disappeared. A resolution condemning the Teachers' Profession Act submitted to the 1936 convention of the Saskatchewan Trustees' Association, at which some 900 delegates were present, was overwhelmingly defeated. Subsequently the Saskatchewan Trustees' Association endorsed a resolution requesting automatic membership analogous to that of the Saskatchewan Teachers' Federation. Since 1937 the Trustees' Association has been trying to re-organize on a basis similar to the Federation, that is with a representative Council, and a Provincial Executive elected by the Council. The trustees find their present set up much too unwieldy to conduct their business in a satisfactory manner.

The Constitution of the Saskatchewan Teachers' Federation provides for the federation of forty-one rural and two urban inspectorate units. Each inspectorate has its own distinctive constitution, but in general the plan of organization is uniform. Each inspectorate unit is divided into from ten to fifteen Locals, each Local having a membership of from fifteen to twenty-five teachers from town and village districts, together with contiguous rural districts. During the Fall, inspectorate conventions are held, and the recommendations, policies, etc., of the Locals are co-ordinated. The inspectorate Councillors are elected at this time, and they are instructed to take the findings and desires to the Provincial Council which meets annually during the Christmas vacation. The general plan of organization is one of decentralization, and this is encouraged in as far as it is compatible with efficiency

and effectiveness. The Central Executive gives encouragement and guidance to the Locals through the Councillors who act as intermediaries between the governing body and the individual teacher, and the Local with which he is affiliated. The Executive further assists the Local bodies by providing prizes for Local and Inspectorate track meets, by suggesting programmes for their meetings, by providing materials for study and research, and by keeping them informed through the medium of the "Bulletin", and circular letters of the activities of the Central Executive and the Central Office, which is located in the Canada Building, at Saskatoon.

During 1934 when the Federation was purely a voluntary organization, the fees were paid at the rate of one-tenth of one per cent. of the contract salary. The 1935 fees were set by the Provincial Council at the same rate, but with a minimum fee of one dollar. The 1936 Council meeting in Regina during the last week of December, set the fee for 1937 as one five-hundredths of every teacher's salary for that year, with a minimum of one dollar and twenty-five cents.<sup>15</sup>

The Bulletin continues to be the official organ of the Federation. It is much enlarged since it was first published in January 1934. The February issue of 1938, Volume V, Number 1, contained fifty-six pages. There are now six issues a year, and the subscription price is included in the annual Federation fee. It is the policy of the Editorial Committee to keep the membership of the Federation continually informed concerning the activities of the organization. Reports are published in full, and professional contributions are

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<sup>15</sup>The Teaching Profession Act, (Saskatchewan).

received from the College of Education, University of Saskatchewan; and experienced teachers. There are current events and book review sections which seem very popular among teachers. The February issue contained a full report of the "Brief Presented to the Commission on Dominion-Provincial Relations by The Saskatchewan Teachers' Federation."

The Brief bases its submissions and recommendations on the premise that Canadian children are entitled to all the educational opportunity that the country can afford. The Brief goes into our educational system in great detail, with special reference to Saskatchewan, and concludes with the following recommendations:<sup>16</sup>

1. Provincial Governments should, to equalize the burden within the provinces, assume more and more of the burden of school finance up to a minimum of fifty per cent. of total cost in order to relieve the burden on real property — the only present basis of local educational taxation.
2. To do this there must be federal assistance. We suggest:
  - (i) The assumption by the Federal Government of full responsibility for unemployment relief.
  - (ii) The assumption by the Federal Government of part of the public health costs.
  - (iii) Generous grants in aid of special educational services of national concern in which there are now great inequalities. Some of these are: Agricultural and vocational education, education of the blind, deaf, mental defectives, delinquents, epileptics, sight-saving, cripples, open-air classes for the tubercular. This should include both institutions and special classes in schools.
  - (iv) The return to the province of one-eighth of the eight per cent. sales tax on some equitable basis.
  - (v) Appropriation by the Federal Government of a sum equal to fifteen per cent. of the provincial aid given to elementary and secondary education. (This approximates \$19,000,000 on the basis of present grants). This sum should be distributed among the provinces on the basis of need. A good formula for making the distribution would be in inverse ratio of taxable income in relation to pupil

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<sup>16</sup>The Bulletin, Saskatchewan Teachers' Federation, Volume V, Number 1, p. 54.

population; i.e., in inverse ratio of taxable income divided by pupil population. The smaller the income and the greater the number of pupils to be educated, the larger would be the federal contribution from this fund.

The grants made in (v) should be made to the provinces with no other restrictions than that they are to be used exclusively for the direct financing of elementary and secondary education.

The grants made in (iii) are, of course, for specified purposes and must be so used.

The committee work of the organization is co-ordinated through the central Executive. The committee members are carefully chosen, in order to produce the best possible results. The committees for the year 1938 are: editorial, legal, legislative, women's publicity, superannuation, insurance, local organization, visual education, salary, larger units, and curricula.

By means of these various committees the Federation is studying educational problems in this province, Special attention is given to the matter of reorganization of Educational Administration, in the firm belief that the establishment of the Larger Unit of School Administration is essential to educational progress in Saskatchewan. In addition the Federation does much to assist, protect, and advise the individual teacher, realizing at the same time that permanent improvement of the lot of the teacher can only be obtained by solving the larger educational problems with which it is confronted. The Saskatchewan Teachers' Federation embraces in its philosophy the realization that the function of an educational organization is to stimulate, collect, organize and focus the best contemporary educational thought.



## CHAPTER VI

### THE MANITOBA TEACHERS' FEDERATION

The first real effort made by the teachers in the province of Manitoba to form a professional organization of their own, was in 1907, when a group of teachers met at Dunrea on November 30th of that year. At this meeting they drafted the constitution of the "League of Manitoba Teachers". The organizing group planned to have another meeting in 1909, but failed to do so; and nothing further was accomplished until 1918. The aims of this proposed organization dealt mainly with promoting the "stability of the teaching profession as regards its social, intellectual, moral, financial and general welfare."

The Manitoba Teachers' Federation is the result of a movement which originated with the teachers who were examining papers for the Department of Education during July 1918. On the evening of July 17th, of that year a small group of Manitoba teachers met in the Y.M.C.A. building in Winnipeg, to discuss the formation of a purely teachers' organization. The previous evening three or four teachers from rural schools had discussed the question and decided to endeavour to form a professional teachers' organization. For some time it had been felt that a more definite, energetic and united effort among teachers was needed in order to raise the status of the profession, to protect its members from unfair treatment, and to further the cause of education in a systematic, deliberate and effective manner.

Rumors of the formation of similar organizations in some of the western provinces had reached Manitoba; but as there was nothing definite the main guiding example was the National Union of Teachers of Great Britain, of which body some of the Manitoba teachers had once been members.

The first informal meeting resulted in a decision to call a general meeting of examiners for the following day. Mr. W.E.Marsh of Belmont (since deceased) was chosen as chairman, and Mr. J.M. Mason as secretary. The examiners met in the Normal School, and after endorsing the idea of forming a professional organization of Manitoba teachers, appointed a provisional committee to deal with the matter. The committee consisted of Mr. W.E.Marsh as chairman, Mr. J.M.Mason as secretary; and Messrs. W. J. G. Scott of Roland, H.W.Huntley of Winnipeg, and E.K.Marshall of Portage la Prairie. Papers were passed around for signatures and sixty-two teachers signed as supporters, and \$61.00 was collected.<sup>1</sup> With a mandate thus provided the provisional executive met on August 29th and 30th, in Brandon at the Beaubier Hotel; and there drew up the first provisional constitution. This constitution was re-drafted several times during the Fall, and over two dozen teachers' Locals were organized in different parts of the province.

The following Easter the Constitution was revised and adopted at a memorable gathering in the Industrial Bureau, Winnipeg.<sup>2</sup> The meeting began at 7.30 pm., and lasted until

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<sup>1</sup>Office Records of the Manitoba Teachers' Federation.  
McIntyre Block, Winnipeg.

<sup>2</sup>ibid.

after midnight. The meeting made educational history so far as Manitoba was concerned. Mr. Marsh was the presiding officer and handled the meeting with great skill. He refused the nomination for presidency, and Mr. Huntley of Winnipeg was elected as the first President on April 22nd, 1919.

The Executive<sup>3</sup> at its first meeting appointed committees on publicity, educational and legislative work. The Bulletin of the Manitoba Teachers' Federation was first issued on May 24th, 1919, and regular issues were sent to the members of the Federation until 1935, when for financial reasons publication was suspended. At the present time the organization makes use of occasional news-letters, and mimeographed material which is sent to the different Locals.

The fee collected was a two dollar capitation tax, and the cash statement of May 12th, 1919, showed that up to that time \$405.41 had been collected, and of that amount \$368.86 was then in the bank. On the occasion of the Executive meeting of May 12th, a programme was drawn up which called for:

1. Elimination of the present district system and the substitution of the larger unit.
2. Higher standards for Normal School and other schools for the training of teachers.
3. Greater security of tenure for teachers.
4. Increased representation for teachers on the Advisory Board.
5. The course of study and the entire school system to be overhauled.

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<sup>3</sup>The First Executive of the Manitoba Teachers' Federation:  
President, Mr. H. W. Huntley of Winnipeg.  
Vice-President, Miss B. Stewart of Winnipeg. (deceased).  
Treasurer, Mr. W. E. Marsh of Belmont. (since deceased).  
Secretary, Mr. J. M. Nason of Deloraine.  
Executive Committee: Mr. W. H. King of Brandon; Mr. Denike of Winnipeg; Miss Yemen of Souris; Miss E. Moore of Winnipeg; Mr. E. K. Marshall of Portage la Prairie, now General Secretary of the Manitoba Teachers' Federation.

6. Free text books in all Public Schools.
7. Extension of the Health Programme.
8. Creation of a National Education Department.
9. Minimum salaries for all classes of teachers.

On December 30th, 1919 there was held what might be termed the first Annual Meeting. Delegates from the newly organized Locals attended this meeting, and an imposing list of resolutions came before the meeting. Among those of particular importance accepted by the meeting were:

1. Greetings to the British Columbia Teachers' Federation.
2. Authorization of new committees such as an Educational Ideals Committee.
3. Co-operation in the work of the four western teachers' organizations.
4. That a Travelling Secretary be appointed.
5. That the Manitoba Teachers' Federation Bulletin be kept separate from other publications.
6. That a Board of Reference be set up by the Department of Education.
7. That the fees for sub-examiners be investigated.
8. That nominations be made to the Advisory Board.
9. That there be established in the University of Manitoba a Chair of Pedagogy.
10. That a teachers' bureau be set up.
11. That salary schedules be prepared.

In 1920 the Manitoba Government passed an Act of Incorporation setting up the Manitoba Teachers' Federation as a legally recognized body, with power to conduct business as such. The constitution adopted at that time was based on the

one accepted by the Easter meeting of 1919. The Constitution was last amended in 1935.

The Annual Report for the year 1921, presented to the Canadian Teachers' Federation, by Mr. E.K. Marshall, Secretary of the Manitoba Teachers' Federation, draws attention to the fact that the weakest point in the organization was the rural district, and that the work of the principals of the secondary schools was of great importance to the organization; and further that in most cases where Locals were organized, they functioned with success. In summing up the work of the Federation in the year 1921 the Secretary says in part:<sup>4</sup>

To make our progress sound, from the very first the Manitoba Teachers' Federation has sought public interest and support. To make permanent accomplishment it was realized that there must be a strong body of public opinion really interested in school matters. To further this a special committee was appointed called the "Publicity Committee." A Bulletin was issued, first in May 1919, and regularly since. This publication contains professional news, directions for organization, appeals for loyal support, and constant stimulus to the teachers to co-operate where ever at all possible; has had much to do in the formation of a strong spirit of hearty loyalty to our officers, to one another, and to the cause of education in the province. Four pages in the Western School Journal were taken during the last year and made use of for Federation purposes. . . . The aim was to keep the school and its problems foremost in the minds of all people. We believe that an informed public is our hope for permanent accomplishment; and are building for the future. . . . The Manitoba Teachers' Federation has had the co-operation of the Manitoba Trustees' Association on many questions where work can be done together. . . . When both organizations decide upon some policy as taken up to place before the Minister, success is almost assured. This phase of our work is only in its early stages. Much of it comes under the jurisdiction of the Legislative Committee. The Manitoba Teachers' Federation kept careful watch over

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<sup>4</sup>Minutes of the First Annual Meeting of the Canadian Teachers' Federation, 1921, p. 9, ff. Shawinigan Falls, Quebec.

disputes and was ready to use the Press when such action could be effective. . . . The Federation schedule of salaries is being quite generally adopted by boards. It is not an uncommon thing for Federation officials to be asked to draw up a schedule for a school. (Note: this condition no longer obtains.) . . . In some rare cases the Federation found it necessary to discipline teachers. In five cases teachers were "called down" for disregarding the sanctity of contract. These complaints were made to the Department of Education, and handed to us for treatment. . . . The rural school is our weakest point. Just what we can do there and how we can solve the problem is not clear at present. . . . The Federation has in a measure succeeded in getting the teachers of the province to act as a profession. This consciousness of professional spirit has always been a basic principle ever in view in our work, and if we have accomplished anything of a permanent value to the teachers and their profession and to the cause of education in its broader aspects, it has largely been because of this fine corporate spirit. Particularly in dealing with Boards we have succeeded in making advance by a process of co-operation. Whilst there have been at times rather sharp contentions, yet in no instance has there been a rupture. . . . The efforts at securing satisfactory schedules has of necessity been a unifying factor. Whilst this has been true of the larger centres, it has not obtained in rural communities. The largest increase in salaries has taken place in rural areas, having been doubled at least, and yet this is where our organization is weakest. In our experience, therefore, the greatest factor in the accomplishment of organization has not been merely the effort at securing better salaries. Rather it has been the creation of a new living professional consciousness, which in its effort at expressing its aims has of necessity had to consider salary schedules as one of the great factors having to do with professional accomplishment. We are succeeding in getting School Boards to realize that the monetary consideration is very vitally bound up with the real end of education, and that all factors must be considered if we are to have a permanent and well-balanced system efficiently staffed.

During this period in its history the Manitoba Teachers' Federation had much to do with establishing and developing the idea of a Canadian Teachers' Federation, and it was in Winnipeg that the idea of a National teachers' organization first found concrete expression, and recognition.

Since the founding of the organization the scale of fees has changed from time to time. At the present time it requires

a two-thirds majority vote of the Annual Conference to alter the fee. In 1918, the fee was set for the first year at one dollar. From 1920 to 1922, it was three dollars. After that it was raised to five dollars for all members. In 1932 the following scale was adopted by the Annual Conference; and this scale is in force at present, but may be changed if the Act respecting the teaching profession is eventually passed by the Provincial Government.

On salary of \$500 or less, fee is \$2.00.  
On salary of \$501 to \$700 fee is \$3.00.  
On salary of \$701 to \$1000 fee is \$4.00.  
On salary of over \$1000 fee is \$5.00  
Rent of cottage to be added as part of the salary.  
All fees are payable annually.

Membership in the Federation is divided into Paid-up or regular members; Honorary members; Associate members, and Normal School members. The regular members for each of the years since the founding of the organization are as follows:<sup>5</sup>

1918 - 62 original members.	1929 - 1879
1919 - 450 (estimate)	1930 - 1906
1920 - 1200 (estimate)	1931 - 1998
1921 - 2000 (estimate)	1932 - 1889
1922 - 2200 (estimate)	1933 - 1516
1923 - 1600	1934 - 1369
1924 - 1444	1935 - 1515
1925 - 1426	1936 - 1570
1926 - 1604	1937 - 1590
1927 - 1682	1938 -
1928 - 1602	

These figures do not include honorary members, members in arrears, or partial payments. Practically every year there are several hundred Normal School student members, who for a number of years paid a nominal fee, and whose numbers vary from 1000 to 1500 annually; but for purposes of finance, are omitted as the Federation is very strict in its book-keeping.

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<sup>5</sup> Office Records of the Manitoba Teachers' Federation.  
Winnipeg, Manitoba.

Among the outstanding accomplishments, and movements with which the Manitoba Teachers' Federation has been associated since its formation are:

1. Incorporation in 1920 by the Provincial Legislature.
2. Setting up of the Board of Reference in 1920, which has since been revised to make its recommendations more effective.
3. Enquiries into teachers' salaries from a statistical point of view, in 1918, 1919, 1923, 1928, and in 1935 and 1936.
4. Research in the matter of administration and financing of schools, in 1923, 1927, 1931, 1933, and 1935.
5. Revision of the Programme of Studies in 1924 and 1928.
6. Enquiry into the proposal for the Larger Unit of school administration, from 1933 up to the present.
7. Formulation and obtaining the pension scheme, 1925 and 1930.
8. Obtaining payment of cumulative sick pay for teachers in 1930.
9. Revision of the Public School Act in 1930.
10. Obtaining in 1934, the requirement by law that School Boards must state the salary they are willing to pay when advertising for a teacher.
11. Amendment of the teachers' contract form in 1920 and 1926; and had it made statutory in 1935.
12. Appeared before the Banking Commission and the Bradshaw Commission in 1933, at which time it presented a brief relative to education.
13. Radio lessons were originated by the Federation in 1934. <sup>28</sup>
14. Education week was observed in Manitoba in 1931 for the first time.



15. Teacher-representation on the Advisory Board of the Department of Education has been under the control of the Federation since 1918.
16. Teacher-representation on the Teacher's Retirement Fund Board was obtained in 1925, when the Board was first set up.
17. Worked on an improved pension scheme for Winnipeg teachers in 1936 and 1937.
18. Has dealt with over 6025 tenure problems since 1920.
19. Through the medium of the Manitoba Teacher, it has disseminated knowledge of Federation matters, and educational trends, to the teachers and citizens of the province.
20. Has given legal protection and advice to teachers, and successfully defended teachers where a major principle was at stake.
21. Has made many public representations in the cause of education.

At the present time the Federation has two major matters under consideration,- the Act respecting the Teaching Profession, the Larger Unit of school administration, and salary proposals. These matters have been taken up with the Government, but little satisfaction has been obtained up to the present.

The proposed Bill provides for inclusive membership in the Manitoba Teachers' Federation on the part of all teachers in active service in the province; in a manner similar to that in force in Saskatchewan and Alberta.

The Bill was first discussed with the Government in 1937, but withdrawn temporarily at the request of the Minister. During March of 1938 it was again presented to the Government,

but in a revised form. The following extract from a letter written by the General Secretary tells of the fate of the Bill:

In the first place, we could not get a Government sponsor, nor a Conservative sponsor, and we went to the C.C.F. - Labor group. The Bill got its first reading on February 22nd, and the second reading began on February 24th, and continued to March 3rd, when it was voted to the Private Bills Committee. In getting it out of the Legislature on its second reading, a rather sharp debate took place; but we won that part of it by 24 to 21, the Government going pretty strongly against us.

It then went to the Private Bills Committee on Wednesday, March 9th. Our Committee spoke to it, and a representative of the trustees spoke against it. We expected at this Committee to be able to negotiate any clauses in dispute, but to our astonishment the members of the Private Bills Committee decided not to report the Bill, and we were left high and dry.

On the afternoon of that day, however, our sponsor, Mr. Farmer, moved that the report be not received, but referred back to the Committee. On this vote we lost out by 16 to 27. We have therefore, to go over the whole ground again. It was a bitter disappointment to our Legislative Committee, and we think it will be a disappointment to our teachers generally, when it is reported at the Annual Conference at Easter.

Mr. W.G. Oliver, chairman of the legislative committee of the Teachers' Federation, presented the Bill; and protested bitterly against the committee throwing it out without even considering it section by section, or considering any amendments to cover disputed points.

The motion to reject the Bill from Committee discussion was made by Mr. W.C. Miller, Cons., who is vice-president of the School Trustees' Association. Mr. M. J. Stanbridge, Stonewall, former president of the Trustees' Association, spoke against the Bill, objecting in particular to sections providing for the collection of the annual fees by the Department of Education, from school grants.<sup>6</sup> Representatives from the Manitoba Teachers'

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<sup>6</sup>The "Winnipeg Free Press," Volume LXIV, Number 212.

Federation who addressed the Private Bills Committee were, C.W.Laidlaw, Miss G.M.Addison, J.E.Ridd, and E.K.Marshall.

The reverses in policy, brought about by reactionary groups in the Government and Trustees' Association, seem to be causing a definite swing in certain quarters towards political action. At present, Committees are investigating this matter, and the swing seems to be towards the Labor-C.C.F. group.<sup>7</sup> The matter is also a live issue in British Columbia, as indicated in the March issue of the British Columbia Teacher.

The officials of the Federation also feel that their system of Local organization is not adequate, and that a change should be made. The present proposal is to bring about a federation of Inspectorate groups, much the same as in the case of the Saskatchewan Teachers' Federation. Provision is made for this in the Constitution, but it has never been discussed seriously until the present. So far two such groups have been formed, and the matter will likely come up for discussion at the Easter Convention to be held during Easter week.

Another problem to come up for discussion at the Easter Convention will be the Teachers' Retirement Fund, which is known to be actuarially unsound. It has been eleven years since any important amendments were made to the Act, and now it will be necessary to change the rate of pension, or the rate of contribution.<sup>8</sup>

The Manitoba Teachers' Federation has been quite a

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<sup>7</sup>Office of the Manitoba Teachers' Federation, McIntyre Block, Winnipeg, Manitoba.

<sup>8</sup>ibid.

stable organization, and much of the credit for this goes to the large body of teachers in Winnipeg, and the larger towns. These teachers have realized for years, that if educational progress is to be made in Manitoba, the present members of the profession must work to that end by loyally supporting a strong professional organization. When the Teaching'Profession Bill eventually becomes law, the leaders of the Manitoba Teachers' Federation will be able to concentrate on educational reform, rather than expend a large part of their energy in striving to increase active membership, and <sup>to</sup> maintain the interest of those teachers who are admittedly not concerned about a professional teachers' organization.

## CHAPTER VII

### ONTARIO TEACHERS' ORGANIZATIONS

#### Introduction

Strictly professional teachers' organizations in Ontario are of comparatively recent origin, the first to make its appearance being the "Federation of Women Teachers' Associations," in 1918. In 1919 the "Ontario Secondary School Teachers' Federation" was organized, and the "Public School Men Teachers' Federation" in 1920. The three organizations were affiliated separately with the Canadian Teachers' Federation; but in 1935 it was decided to form a joint organization, to be called the "Ontario Teachers' Council", for purposes of affiliation with the Canadian Teachers' Federation, and the handling of problems common to the three organizations. The four Ontario organizations will be discussed in order of their formation.

The oldest educational organization in Ontario is the "Ontario Educational Association," founded in 1861. It holds its annual meetings in Toronto during Easter week; and is one of the few general provincial associations of Educationalists still functioning; the others, with the exception of Manitoba and Quebec, having affiliated with the professional teachers' organizations of their respective provinces.

Section 1

THE FEDERATION OF WOMEN TEACHERS' ASSOCIATIONS OF ONTARIO

On April 3rd, 1918 a meeting of women teachers was held in Room 65 of the University of Toronto, under the chairmanship of Miss E. Johnson, for the purpose of considering the formation of a Federation of all Women Teachers' Associations of Ontario. Women Teachers' Associations had existed in the larger Ontario cities for some years; the one in Toronto being about forty-five years old at that time.<sup>1</sup> At this organization meeting a paper on the needs and benefits of Federation was read by Miss E. Johnson.<sup>2</sup> When the discussion of Miss Johnson's paper was concluded, she was asked to outline the suggested constitution, as prepared by the Women Teachers' Guild of London, Ontario. The possibilities of a joint Federation were apparently realized, for it was moved by Miss Fairburn of London, and seconded by Miss Duff of Toronto, that a Provincial Federation be formed. The motion was passed unanimously, and then Miss Adkins of St. Thomas read a paper on "Why Women with the same training and qualifications as men, are relegated to the less remunerative positions?" She gave three reasons: prejudice, sex-antagonism, and apathy on the part of women. After seventeen years experience, the 1935 President of the Federation, Miss Lane, expressed the opinion that the greatest of the three was, and is, "apathy." The search for a solution still goes on!

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<sup>1</sup>"The Story of Women Teachers' Associations of Toronto."  
Thomas Nelson and Sons, 1932.

<sup>2</sup>Educational Courier, Volume VI, Number 1, p. 20.  
Toronto, Ontario.

Miss Adkins served as secretary-treasurer from the beginning, until Miss H. Carr was appointed to the position in 1924; which position she still retains. Miss E. Johnson was the first president, and was an honored guest at the time of the 1935 Annual Federation meeting.

At the end of the first year the energetic pioneers had gathered a membership of 4236. The problems engaging their attention then, were similar to those of the present. They were: professional loyalty, minimum salary law, recognition of teaching experience in other parts of the province, election of women trustees, placing of women on the board of directors of the Ontario Education Association, legislative committee work, equal financial rights, and the gaining of membership.

By the end of the second year the membership has passed 5000, and there were seventy-five Local organizations. A great deal of publicity had been carried on, and over five thousand articles had been sent to the newspapers. There was still the complaint that not a woman's name appeared on the board of directors of the Ontario Education Association, even though there were 11,357 women, and only 1086 men teachers in the province.

The objects of the Federation are:<sup>3</sup>

1. To discuss and promote the cause of education in Ontario.
2. To raise the status of the teaching profession in Ontario.
3. To promote a high standard of professional ethics.
4. To co-operate with the other two federated bodies of teachers in the Ontario Teachers' Council.

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<sup>3</sup>Constitution of the Federation of Women Teachers' of Ontario, 1938.

5. To affiliate with other organizations interested in education.

The Federation was incorporated in 1920, and in 1921 it affiliated with the Canadian Teachers' Federation. The matter of a Board of Reference was discussed at this time, and in 1923, a resolution asking for the Board, was confirmed by the Annual meeting. The Board has not been obtained yet; but it is a major plank in the policy of the three Federations, particularly in the case of the Secondary School Teachers' Federation.

Much of the work has been carried on co-operatively with the other Federations, particularly with the Men Teachers' Federation. The importance of closer co-operation among the three Federated bodies was discussed in 1926. There also began to be expressed at this time the wish for an Ontario Teachers' Council, composed of the officers of the three Federations. A resolution to this effect was brought up in 1931, and the Council was finally organized in 1935.<sup>4</sup>

The Women Teachers' Federation, as now constituted, consists of Local Women Teachers' Associations grouped into Districts, of which there are twenty; with a District Executive for each, formed of a District President, Vice-President, Secretary-Treasurer, and one representative from each local Association of that District, not represented by the above named officers.

The Annual meeting is held in Toronto, usually during Easter week. The District Federations hold their annual meetings not later than May 31st.

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<sup>4</sup>See "Ontario Teachers' Council", Section 4.



The annual membership fees for all federated Women Teachers' Associations are due not later than August 31st. The fee was originally one dollar, but was raised to the present schedule in 1937. The schedule is:<sup>5</sup>

Life membership, - \$25.00.  
Annual membership, \$3 for those receiving \$1001 and over per annum; and \$2 for those receiving \$1000 or less. The annual fee is apportioned as follows: 50 ¢ to Local Treasury; 25 ¢ to the District Treasury of Districts in southern Ontario, but 50 ¢ to Districts Treasuries in northern Ontario. Remainder to the Provincial Treasury of the Federation.

The District Federations consist of groups of Local Women Teachers' Associations, so situated that their members may be called together easily. The Local Associations consist of the Separate and Public School Women Teachers of the inspectorate or convenient portions thereof.

In 1925 the Federation set up an Employment Service for teachers.<sup>6</sup> Inspectors and School Boards co-operated, and the School Board Journal gave advertising space at cost. The Employment service functioned successfully for about five years, but with the advent of the economic depression, and the surplus of teachers the Service fell into desuetude.

In 1926 the Federation, together with the Men Teachers' Federation, and representatives of the Provincial Council of Women, and Home and School Clubs, interviewed the Minister of Education, asking for a two year Normal School Course, with two years of practice teaching between the first and second year of training; for the discontinuance of the issuing of

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<sup>5</sup>Constitution of the Federation of Women Teachers' Associations of Ontario.

<sup>6</sup>Yearbook 1925-26, Canadian Teachers' Federation, p.33.

third, district, and temporary certificates, and the special concessions to students at North Bay Normal School.

The change in the Normal School Course was made effective in 1927, and the first of the second year courses was given in Toronto in 1930-31, with fifteen students in attendance. The special grant to North Bay Normal students was modified and the issuing of Third Class Professional certificates discontinued in 1927. This, together with the introduction of the two-year Normal Course, caused a decrease of five-hundred students in the enrolment of the seven Normal Schools in 1927-28.

In 1928 the Federation of Women Teachers' Associations and the Ontario Secondary School Teachers' Federation set up a joint office, which is now located at 30 Bloor Street, Toronto.

On July 19th, 1928,<sup>7</sup> the first joint meeting of the three Federations with officers of the Ontario Trustees' and Ratepayers' Association was held in Toronto to discuss the form of contract which Judge Scott of the Trustees' Association had drawn up. On October 27th, a second discussion was held and the form completed for presentation to the Minister of Education. The Minister gave his sanction to the use of the suggested contract form in 1931. Its use was not made obligatory, but was recommended by the Department of Education.

The Superannuation Committee does much in the matter of guarding and improving teachers' superannuation rights. Previous to 1927, the whole matter of superannuation as affecting women teachers of the Province, was studied in detail; and

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<sup>7</sup>Yearbook 1928-29, Canadian Teachers' Federation, p.34.  
Shawinigan Falls, Quebec.

and as a result the Committee offered three resolutions to the Annual meeting, which were passed and then presented to the Superannuation Commission in charge of the Fund. The Fund is on the same basis for all teachers in Ontario. The women teachers have never been particularly interested in group insurance, but at the present time they have secured a policy which meets their requirements very well, and a women teachers' group is now being organized to take this type of insurance.

The official publication of the organization was "The Bulletin" until September 1930, when it was jointly decided to amalgamate "The Bulletin" with "The Advance" of the Public School Men Teachers' Federation.<sup>8</sup> The magazine was to be called "The Educational Courier," and special sections were to be devoted to the work of the two Federations. In 1936 the Federation decided to send out a "News Letter" to every member, each month that a magazine was not published, i.e., September, November, January, March, and May.

The contacts and relationships of this Federation with the Government, Department of Education, and all organized bodies interested in education, have always been of the best. A great deal of joint committee work has been accomplished; one of the most recent and important results being the completion of a Survey of Elementary Education in Ontario, preparatory to curriculum reform. This Survey was sponsored by the Men Teachers' Federation, but the Women Teachers' organization co-operated in the worthwhile effort. The result has been favourably commented on by the Department of Education.

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<sup>8</sup>See Ontario Public School Men Teachers' Federation, Section 3.

Recently a special committee has been assisting needy Saskatchewan Schools by money contributions to the Saskatchewan Teachers' Federation Benevolent Fund, and by a system of "school adoption". Many Ontario schools have "adopted" Saskatchewan schools in the dried-out areas: about five hundred; and have helped them by sending books and clothes to the children of these schools. Up to the present time over fifty tons of supplies have been sent into the southern part of Saskatchewan. This generous action speaks for itself.

The organization supports the move towards the larger unit of administration, and automatic membership. The latter is of special importance, because a great deal of energy and money is used in maintaining membership, obtaining new members, and keeping Local organizations alive. Practically every report of the Federation makes some reference to these difficulties, and the waste of time involved. These matters are more acute with this organization than either of the other two, because of the constant change of teaching personnel among its members, and the apathy of the women teachers. Apparently very few of the women teachers expect to remain in the profession for any length of time.

The great strength and value of the Federation of Women Teachers' Associations lies in its ability and willingness to co-operate with the other two Federations in Ontario; and with the Canadian Teachers' Federation. It does not as a rule give the lead or provide the initiative for new moves requiring determination and aggression; but it is ever ready to assist in gathering and disseminating information.

Section 2

THE ONTARIO SECONDARY SCHOOL TEACHERS' FEDERATION

The Ontario Secondary School Teachers' Federation was the second of the three provincial organizations to be formed in Ontario. Early in 1919 a meeting of representatives from the Secondary Schools of Toronto was called in the Jarvis Street Collegiate Institute, by Principal J. Jeffries, to consider plans for the formation of a Secondary School Teachers' organization. In order to spread the idea, mass meetings of Toronto Secondary School teachers were held in June, and on November, 12th and 19th, large closely-guarded meetings were held in Room 7 of the Central Y.M.C.A. These two meetings succeeded in drawing up a Constitution for a "Toronto Teachers' Federation." The Constitution was adopted and the first officers of the organization were: President, Lt. Colonel W.C. Mitchell; First Vice-President, Mr. D.A. Glassey; Secretary, Mr. W. Keast; and Treasurer, Mr. E. J. Halbert.

The "Toronto Teachers' Federation" marked the first concrete step towards forming a province-wide secondary teachers' organization. Through this parent organization there was correspondence between leading teachers in various Ontario cities, and arrangements were made for a meeting of representatives from all parts of the Province. The meeting was held on December 29th, 1919, in the Oddfellows' Hall, Toronto. At this meeting the Ontario Secondary School Teachers' Federation was formed; and for Federation purposes the province was divided into thirteen districts, and later into fourteen.

The first major effort of the organization was its participation in a campaign for a twenty-five percent <sup>increase</sup> in all teachers' salaries. By the end of January the results of this campaign were quite apparent, and in many places salaries of teachers were raised.

In 1920 the organization had a membership of 1013, each member paying an annual fee of five dollars. The annual fee has always remained the same, and is collected by a staff representative who forwards it to the Secretary of the District Local, who in turn sends it to the Provincial Treasurer of the Federation.

Within a year after its formation the organization had several conflicts over security of tenure and fair salaries for certain of its members. This was only to be expected, because at the time of its formation the organization undertook to better teaching conditions, especially in regard to remuneration and security of tenure. These objectives were stimulated by the rising cost of living at the close of the Great War, while teachers' salaries remained stationary.

The Objects of the organization, as stated in Article II, of the revised Constitution (1937) are:<sup>1</sup>

1. To discuss and promote the cause of education in Ontario.
2. To raise the status of the teaching profession in Ontario.
3. To secure conditions essential to the best professional service.
4. To secure for the teachers a larger voice in educational affairs, both locally and throughout the Province.

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<sup>1</sup>Constitution of the Ontario Secondary School Teachers' Federation, (1937).  
Toronto, Ontario.

5. To promote a high standard of professional etiquette.

As the name indicates, membership in the organization is made up of teachers who are qualified under the regulations of the Department of Education of the Province of Ontario, to teach Secondary School work, and are actively engaged therein. There are also Associate members and members from the staffs of professional training schools, depending on their connection with the Secondary School administration.

The main governing bodies of the Provincial Organization are the Provincial Executive, the Provincial Advisory Board, and the Provincial Council. The Executive meets from time to time as required, and the Council on Easter Monday of each year, and as many more times as thought necessary by the Executive. The date and place of the Provincial Annual meeting are determined by the Executive at its November meeting, and Christmas week is usually chosen as the time. The Provincial Executive carries out the instructions of the Annual meeting, and of the Provincial Council. The Provincial Advisory Board tenders advice upon such matters as are referred to it by the President, who, together with the other major officers, is elected by the Annual meeting. The Provincial Council, consisting of the major officers, together with the District Committees, and conveners of Standing and Special Committees, receives the reports of the Provincial Executive and Conveners of Committees, and gives directions on any matter requiring attention before the next Annual meeting.

In 1921 the membership had become 1218. There were two conflicts with School authorities concerning salary schedules,

and the matter of standard contracts was discussed. The "Bulletin" under the editorship of Dr. Hardy, was begun; and the first meeting was held of representatives of teachers' and trustees' organizations. Lt. Colonel W.C. Mitchell was one of the three official Ontario delegates to the Canadian Teachers' Federation Conference held in Toronto. At this time he reported that the voluntary minimum salary of the Federation members had been fixed at \$2000,<sup>2</sup> and no member would ask less when applying for a position as a Secondary School teacher.

In 1922 the Federation gave substantial assistance to a group of city teachers in a Western Province. In this case the trouble referred to was that between the School Board and teachers on New Westminster. The trouble began in 1921, and was not amicably settled until 1922.<sup>3</sup> At this time the teachers in Brandon and Moose Jaw also had trouble with their school boards.

In 1923 life memberships for veteran teachers of forty years' teaching experience was instituted. The practice of publishing staff lists of Secondary School teachers in the Bulletin was begun, and has continued ever since. These lists are published annually, and give the names, schools, and the salaries of the teachers concerned.

The years 1924 and 1925 were active ones for the Federation. The membership had increased to nearly 2000; a Bureau of Information was established; the first advertising appeared in the Bulletin; and a prominent Federation member,

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<sup>3</sup>ibid.



Lt. Colonel W.C. Mitchell, M.M., was elected President of the Canadian Teachers' Federation, at the 1924 Conference held in Victoria. In 1925, by Act of the Ontario Legislature, the Federation was incorporated with provincial charter. The Minister of Education was asked to consider uniform contracts; a Federation Code of Ethics was adopted voluntarily; and the first midsummer social function was held.

In 1927 there were 2285 members; a statement of Federation policy was adopted; vocational teachers took a definite place in the Federation; and the second Biennial Conference of the World Federation of Educational Associations was held in Toronto, with the Ontario Secondary School Teachers' Federation making large contributions in money and service to insure the success of the conference. Also in this year Dr. E.A. Hardy was elected Vice-President of the Canadian Teachers' Federation;<sup>4</sup> a permanent secretary was appointed in the person of Mr. S.H. Henery; and the Federation Office was established in Simcoe Hall, University of Toronto. At the present time the three Federations are discussing the possibility of obtaining ownership of a suitable building to house the offices, and in all probability they will definitely undertake this project in the near future. At the present time the Federation office is at 30 Bloor Street, West, Toronto; in co-operation with the Federation of Women Teachers' Associations of Ontario.

In 1929 Group Life Insurance was adopted, and has a present membership of between 900 and 1000. Its mortality

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<sup>4</sup>Yearbook 1927-28, Canadian Teachers' Federation, p.38.

experience has been favourable, and the premium rates are fixed in accordance with a table. Age group 20 to 29 pays a rate of \$5.50; and age group 60 to 69 pays a rate of \$30. Disability claims are provided for, and protection of \$1000 is given.

In 1930 the Federation inaugurated Education Week in Ontario; and stimulated dramatic productions in Secondary Schools. Approval of the contract form agreed upon by the Trustees' Association and by the three Ontario Federations of Teachers, was secured from the Department of Education. The Hugh W. Bryan Memorial Scholarship of the Ontario Secondary School Federation was begun. This memorial scholarship is in memory of Dr. H. W. Bryan, a past president of the Federation, who died in 1928 on his way to a Federation meeting to present a report. At the present time, February 1st, 1938, there is \$2042 in the fund.<sup>5</sup>

The official publication of the Federation is "The Bulletin," the first number of which appeared in 1921. There are five issues a year, (February, April, June, October, December) and the subscription fee for the magazine is included in the annual five dollar Federation fee. To exemplify the type of material in the Bulletin the table of contents for the February issue of 1938 is quoted:

The President Speaks.  
From the Secretary's Desk.  
The American Stake in the Far East.  
Minutes of the Annual Meeting.  
Reports of Committees.  
Mexico Beckons.  
Superannuation.  
Dramatics.

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<sup>5</sup>"The Bulletin" Volume 18, Number 1.  
Toronto, Ontario.

Technical-Vocation News.  
Canada in Retrospect.  
The Treasurer Reports.  
Debates and Public Speaking Topics.  
Can Ontario Teachers Finance Headquarters Building?  
Federation Committees.  
Book Reviews.

The Bulletin is one of the most attractive of teachers' magazines, and would be a credit to any organization.

The Federation has always had a large number of active Committees, and the type and scope of the work handled may be gathered from the list of Federation Committees for 1938. They are: Budget; The Bulletin; Educational Finance; Group Insurance; Headquarters; Legislation; Membership; Personal Loans; Publicity; Relations; Research; Resolutions; Salary Minima; Sick Benefit Fund; Superannuation; Technical-Vocational; Visual Education; and Women's Group Insurance; This makes a total of eighteen, and it is the policy of the Federation to add or subtract from this number as current need may require.

The Publicity Committee assists in the matter of disseminating news of interest to teachers and the public. This Committee acts under the direction of the Provincial Executive, and supplies material on educational matters to newspapers and periodicals. In 1937 it ran a series of articles on Vocational Guidance in the Toronto "Globe and Mail." All these articles were written by Federation members. A similar series is planned for 1938 on "National Fitness," and will deal with such topics as physical culture, hygiene, and the advantages of a sound body and a sound mind.

The Ontario Secondary School Teachers have derived many benefits from their organization. A professional spirit

has been developed among them, which was quite unknown before 1920. Indicative of this is the almost complete elimination of the old practice of supplanting another teacher who, through no fault of his own, might have got into some kind of professional difficulty. The whole code of ethics, so frequently published in the Bulletin, will show many ways in which this professional spirit has grown. Also, when joining the Federation in the past, the new members have taken the Obligation: "I hereby declare that I will comply with the rules and regulations of the Ontario Secondary School Teachers' Federation, and will support its policy. I will not discuss the business of the Federation with any non-member, unless duly authorized to do so. I will not accept employment with any School Board not in good standing with the Federation. I will observe due professional etiquette and always uphold the honor and efficiency on my profession."

In 1930 the Federation reported that:<sup>6</sup>

United action by the teachers has been mainly instrumental in raising the average salary of all High School teachers from \$1523 in 1919 to \$2188 in 1929. Salaries in Collegiates and vocational schools have risen in like ratio, and it is now almost unknown to find a teacher in these schools whose salary is below the minimum approved by the Federation,

Since that time, however, salary reductions of from ten to fifteen percent were received; but in the early part of 1937, the Federation reported that:

The Annual Convention of this Federation, in December 1936, took as the main Federation objective for 1937, the restoration of salaries. During the winter months we sent four bulletins to the staff representatives in which was included a considerable amount of material that could be used in

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<sup>6</sup>Report of Ontario Teachers' Council to the Canadian Teachers' Federation, 1936-37.  
Toronto, Ontario.

local salary campaigns. In May we sent out a news letter to all Federation members, which showed the salary restorations reported up to that date. Speaking generally, we might say that since January the staffs in most of the cities and larger towns secured restorations of half or more of their former salary reductions. In the case of the smaller communities we hope for results just as encouraging as in the cities.

To the individual teacher the Federation has very often proved to be a sort of "protective insurance." The influence and advice of Federation officers have repeatedly been used to smooth out professional difficulties that otherwise would surely have resulted in dismissal of these teachers. The fact that such cases almost invariably resulted in such settlements as have retained the respect and goodwill of the Boards of Trustees concerned, is one of the great accomplishments of the Federation.

The Federation has gained Government and public recognition; and has often reported on matters of educational importance to the Department of Education, and requested them for amendments to the Acts governing education. In general there is the best of relations between Federation officers and the trustee organizations, but some school boards in smaller places still view the Federation as a "bull does a red rag."<sup>7</sup>

Concerning the progress of the Federation, the Secretary, in his report to the 1937 Conference of the Canadian Teachers' Federation, says:<sup>8</sup>

It is the general feeling of the Ontario Secondary School Teachers' Federation executive that this has been a year of real progress in many ways; our membership is at the highest figure in our history (3632); not only are the actual numbers increased, but there is a general feeling

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<sup>7</sup>Reported in answer to Questionnaire, by the Secretary.

<sup>8</sup>Report of the Ontario Secondary School Teachers' Federation to the Canadian Teachers' Federation, 1937.

that teachers are taking more interest in the work of their professional organization. Perhaps the work of the Federation in promoting salary restorations is responsible for part of this interest; but we feel that such things as regional professional conferences are indications of an interest that is of greater importance than any development by a material motive. All told, the executive are much encouraged by the present aspect of Federation affairs.

There exists a strong bond of sympathy between this organization and teachers in other less favoured provinces, for since December 1937 the Ontario Secondary School Teachers' Federation has sent in excess of \$5600 to the Saskatchewan Teachers' Federation Benevolent Fund; and many Ontario schools are "adopting" needy Saskatchewan schools, in order to give them as much help as possible in their extremity.

One major problem before the organization is the obtaining of a Board of Reference. Co-operation in this matter is being given by the other two Ontario Teachers' Federations, but the matter is being pushed by the Secondary School Teachers' Federation. The Legislative Committee of the Federation is working on this matter, and has prepared a draft Bill which has been presented to the Department of Education.

Other projects being pursued are: salary restorations for all secondary school teachers; new Provincial Legislation for schools; automatic membership; larger units for purposes of school administration; preparation of a Provincial Brief to be presented to the Rowell Commission on Dominion-Provincial Relationships; eligibility of teachers for municipal office; and extended publicity.

The preparation of a Provincial Brief on Education was requested by the Canadian Teachers' Federation. The three Ontario Teachers' Federations collaborated with representatives

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appointed by the Trustees' Association, in the preparation of the Brief.<sup>9</sup>

The attitude of the Federation is indicated by the following resolution passed by the Eighteenth Annual Meeting, held December 28th and 29th, 1937.-<sup>10</sup>

That the O.S.S.T.F. postpone progress on Automatic Membership for the present year in so far as preparing a draft bill, but that we continue an educational programme through "The Bulletin" and the Publicity Committee, particularly by securing and sending out reliable information on its accomplishments for the teachers in those provinces which have Automatic Membership.

The Ontario Secondary School Teachers' Federation has made steady progress in the interest of its members and education, since its formation; and the forward looking note struck by its present Executive, headed by Mr. J.W. Noseworthy, is indicative of even greater progress:<sup>11</sup>

. . . . By an adequate programme we mean one that will adequately train boys and girls to become thinking men and women in a British democracy, rather than the exploited automata of a machine-age civilization. The achievement of such a goal is peculiarly the task of the Secondary School teachers, — and only as we unite our forces can we hope to defeat our enemies: ignorance, superstition and prejudice. . . . Only as each teacher becomes a missionary of the gospel of equal educational opportunity, of larger administrative units and of more centralized financial support, can we hope to realize our ideals.

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<sup>9</sup>Minutes of the Eighteenth Annual Meeting of the Ontario Secondary School Teachers' Federation.(Dec. 28th, 29th).

<sup>10</sup>ibid.

<sup>11</sup>"The Bulletin" Volume 18, Number 1, p. 8.  
Toronto, Ontario.

Section 3.

THE ONTARIO PUBLIC SCHOOL MEN TEACHERS' FEDERATION

The Public School Men Teachers' Federation was organized in 1920, and by 1926 was fully established, with a membership of almost fifty per cent of the active male teachers in Ontario. The Women Teachers had organized in 1918, and the men felt the need of a similar organization for business purposes, and for the furtherance of the interests of the male teachers. From the very beginning the officers and active workers in the organization realized the necessity of having all teachers play an active part in order to bring about long overdue changes in the educational system of Ontario. They also pointed out that any Department of Education needs, and must have, a majority support of those responsible for seeing such changes are put into operation.

The objects of the Federation, as outlined in the present Constitution, are:<sup>1</sup>

- (a) To promote and safeguard the interests of Ontario Public School male teachers, and secure conditions essential to the best educational service.
- (b) To secure a proper understanding and direct co-operation between the Boards of Education and teachers in all matters in which they are mutually concerned.
- (c) To secure a larger voice in educational affairs for teachers, locally and provincially.
- (d) To foster a professional etiquette and code of honour among the members of the profession.
- (e) To bring about the affiliation of similar organizations not only in the Province but in the Dominion.

For purposes of organization, the Province is divided into districts with an Executive in each district, and a Local Council in each inspectorate.

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<sup>1</sup>Constitution of the Ontario Public School Men Teachers' Federation. Toronto, Ontario.



During the years since its foundation, this organization has done a great deal for its members and for education in Ontario. In 1917 a Teachers' Superannuation Scheme was established, with the Government contributing two and one-half per cent of all salaries paid to teachers in the province, and each teacher two and one-half per cent of his or her salary. In 1925 the Teachers' Superannuation Committee required data to discover possibilities of formulating legislation granting increased superannuation and remuneration to the relicts of deceased teachers.<sup>2</sup> Ninety per cent of the male teachers responded with the required information. The report of the Commission when finally issued in 1928 was rather disappointing. The proposed plan to provide an annuity of \$500 to a teacher's widow called for an amount equal to five per cent of the annual salary; and no return of premiums was promised in any case. The annual meeting of 1928 felt this to be too heavy a charge on a man's salary, and refused to accept the plan.

By 1925 the Federation had established a Supply Bureau, and School Boards were learning to use it. Inspectors began to recommend its use and many teachers gained positions through it.

In 1927 the Federation reported:<sup>3</sup>

In 1927 the Federation has accomplished several important objects. In regard to the appointment of inspectors, the Department has practically acceded to our wishes; the only exception being that the Department still demands a standing of sixty-six per cent in the final year of the

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<sup>2</sup>Yearbook 1925-26, Canadian Teachers' Federation, p.38.

<sup>3</sup>Yearbook 1926-27, Canadian Teachers' Federation, p.29.

of the University course. The Department also has decided to lengthen the Normal term to two years. The Super-annuation Committee has enlisted the interest in the matter of extending benefits to the dependents of those dying while in service, and we hope that this will be accomplished in the near future. . . .

Through the efforts of the Executive the Department of Education was acquainted with the attempt of the Educational Committee of a City Council to appoint a man without any qualifications to the position of Inspector for one of the divisions of the county. Happily the Department squelched this and we have the satisfaction of seeing the appointment given to a man of long public school, as well as successful high school experience.

In 1927 the Department of Education promised a change in the Agreement Forms used by teachers and trustees in the hope it would remove many of the difficulties which often arose between teachers and School Boards. Through the co-operation of the other two Federations and the Trustees' Association the new Contract Form was ready in 1928 for the sanction of the Minister of Education. This sanction was given late in 1930, and was the result of a little over three years of co-operative effort. The Form, while not made compulsory, was recommended by the Government to all concerned. The outstanding clause of interest, to teachers of Public Schools, was the one in which Boards must give notice of termination of contract on or before June 1st, and teachers on or before July 1st. Teachers were notified that if they desired assistance from the Federation they should be careful to sign the new form when a new contract was entered into.

When the Department of Education decided to adopt the Two-Year Normal Course in September 1930, the Federation co-operated in the change, as they felt that the academic work of young teachers should be improved, and that a higher standard

of professional training would be advantageous. The first class was established in Toronto, September 1930, for those teachers required to attend Normal a second year.<sup>4</sup> Members of the Federation interviewed some of these teachers with a view to ascertaining their reaction to the second year requirement; and it was found that generally speaking these younger teachers accepted the condition as being to the advantage of all concerned, and that they enjoyed the course. During the annual meeting at Easter the same matter was discussed, and the same thing was found to be true; but it was also learned that many of these young people unfortunately had to face the idea prevailing among certain people in the sections, that they had failed in the examination at the end of the first year and therefore had to return for a second year. On learning this the Federation Executive proceeded to explain the matter to the public.

When the Federation first organized, it published its own bulletin called "The Advance," and for a time copies were sent to every Public School man, including members and non-members. In 1928 it was proposed to amalgamate the magazines of the Men Teachers' Federation and the Women Teachers' Federation; and it was thought that a joint magazine would be better from both a business and a circulation standpoint. The amalgamation was arranged in 1930, and in the opinion of the Federation marked a forward step. The circulation sprang to 10,000, and business worries were lessened. The magazine was to appear bi-monthly under the title "The Educational Courier."

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<sup>4</sup>Yearbook 1930-31, Canadian Teachers' Federation, p.91. Shawinigan Falls, Quebec.

It is administered by a joint board, and unlike several Federation magazines, it is not in any sense an academic publication. Ontario is fully served in this way by "The School," a splendid publication of the College of Education of the University of Toronto. "The School" has an Elementary and a Secondary section published under separate covers, and is mainly professional and academic in its policy. The "Educational Courier" was to be a professional business magazine, although at present some academic articles are included. There are two special sections; one devoted to the Federation of Women Teachers' Associations, and the other to the Public School Men Teachers' Federation. The remainder of the space carries editorial matter, superannuation fund reports, an Art section, curricular matter, noteworthy addresses, Canadian Teachers' Federation news, etc.

An Educational Survey, suggested by the Federation, was commenced in 1931, in so far as it concerned Public Schools. The fields of investigation were; texts, subjects, games, concerts, contests, school and Public Libraries, Home and School Clubs, and Mental and Dental clinics. The survey took the form of a questionnaire, to be answered at the time of the the autumn Institute meetings. While the Survey was sponsored by the Men Teachers' Federation, the co-operation of the Women Teachers' Federation, and the Elementary section of the Ontario Education Association, was readily given. At the time it was hoped that the information received would have a decided influence on the permanency of resolutions presented to the Department of Education on all academic questions.

The "Report of the Elementary Education Survey Committee on Suggested Changes in the Elementary Schools," was presented to the Department of Education early in 1935; and discussed by the Ontario Education Association at its Easter meeting of that year.

Another example of the work done by the Federation is <sup>5</sup> the report of a committee on "A New Academic Course for Teachers." The suggested course is too long to reproduce here, but it contains a summary of existing courses and their chief defects, from the viewpoint of the Elementary School Teacher; and general principles on which the suggested course is based. The suggested Course begins with entrance requirements for a Bachelor of Pedagogy degree to replace the present teachers' B.A. course; and concludes with a suggested course for a Doctor of Pedagogy. In the section dealing with general observations and recommendations, the Committee concludes:

The method of instruction should not be confined to lectures, but should include experimentation, demonstration and practical work.

The lectures should be open to all qualified to enter, whether proceeding to the degree or not.

That arrangements should be made whereby the course would be given in various localities, if a sufficient number of students enrol to cover the cost.

Summer sessions would be held in such localities and surroundings as will provide a complete change of environment for students.

The general method of instruction should aim at inculcating a healthy scepticism — a state of mind which will look inquiringly both forward and backward and cope with the present on evidence rather than on tradition, prejudice or regulations.

If it is the decision of the Federation that these recommendations, as they stand, or in any modified form, be presented to the Department of Education and the Universities, considerable time and effort and the aid of all interested members will be required to build up a foundation of fact and argument to strengthen and support them.

The activities of the Ontario Public School Men Teachers' Federation since its formation give a clear picture of the value of this organization to its members and to education in Ontario. This Federation is a dynamic force, and as such prevents educational stagnation. Its accomplishments during the past few years are worthy of summarization:

1. The Federation has requested that full Upper School standing be made the entrance requirement to the Normal School. This was requested in 1926, and made effective in 1935.
2. Secured an amendment to the Public School Act making it legal for a School Board to pay part of the Premium of a teacher under a Group Insurance Plan.
3. Collaborated with the other Federations and the Trustees' Association in securing a new Contract Form.
4. Secured an amendment to the Superannuation Act extend-  
the pension to dependents in the form of a joint  
pension payable to the last survivor.
5. In connection with the Second Year Normal Course, the Federation has on many occasions made itself clear as to its policy. It approves of the two year Course; but argued in 1926 against a divided course, and pointed out two things, (i) It would be impossible to frame a satisfactory course where the connection with the first course is broken; (ii) It is unfair to permit a period of earning and then deprive teachers of it, as such a condition would cause discontent. In both these matters the judgment of the Federation was correct. The Federation thinks the Government should decide definitely

Through the Department of Education of a precise Second Year Course,- not a tentative one subject to change; and in advising the public that a Second Year Course would actually be established.

6. It has frequently pointed out in a courteous manner curricular changes desired, and has the confidence of the Department of Education.
7. Requested, and it was made possible for teachers with Second Class Certificates to work off the Upper School by taking classes extra-murally.
8. Sponsored the Elementary Educational Survey, and obtained the co-operation of the other Federations in carrying out the project.
9. Sponsored the first experimental Radio School Broadcast of Elementary school work, securing the co-operation of the Department of Education and the Canadian Radio Commission.
10. Requested the Department of Education to make available through the Agriculture College at Guelph, an extra-mural course leading to Bachelor of Pedagogy and the Inspector's Certificate, similar to that offered through other colleges.
11. Requested the Department of Education to give Inspectors authority to ascertain whether a teacher of a school is working under a contract and to report irregularities.
12. Established a very satisfactory Insurance Group. The rate to age 34 is \$6.50. The low rates are an incentive to teachers to join the Federation. A plan is being

completed whereby a sick-accident policy will be available to teachers at a reduced cost.

13. A definite move was made to obtain a Board of Reference. This is one of the objectives of the organization at the present time.
14. Many disputes between teachers and School Boards have been amicably settled without recourse to the law courts.
15. A great deal of routine work has to be done, and the office staff is busy at all times.

The Federation has made progress year by year, but feels that it needs "automatic membership". This point, however, is not being unduly pressed at the present time, owing to the political situation. The present Premier is not in sympathy with unions, and there is a tendency to class teachers' federations along with the Labor Unions. The Federation has no political affiliations, and makes no overt attempt to exert political pressure. The attitude of the Federation in this regard is much more conservative than that found in the Teachers' Federations of the four western provinces.

The committee work is fully organized for the purpose of carrying out the organization's large programme. Some of the ultimate ends sought are:

1. Less emphasis on examinations.
2. Abolition of overcrowding of classrooms.
3. Selection of students entering Normal School.
4. Changes in the system of training, leading to more work along lines of creative abilities.
5. Sufficient salary for all teachers.



6. Sabbatical leave for all teachers.
7. Larger units of administration for school purposes.
8. Constant research in educational matters.
9. A Board of Reference with power to enforce its decisions.

Such is the story of the Ontario <sup>Public</sup> Secondary School <sup>Men</sup> Teachers' Federation, and if it is possible to judge by its achievements, its ideals, and its present programme; it will continue to contribute to the improvement of the status of the teacher, and to educational reform in Ontario. The members of the Federation believe that wise, careful, yet aggressive leadership is necessary; and that such a condition would give added strength to the Department of Education.

Section 4

THE ONTARIO TEACHERS' COUNCIL

The advantages of having a single representative teachers' organization had been discussed at various times by different executive members of the three provincial teachers' federations:- The Ontario Secondary School Teachers' Federation, The Federation of Women Teachers' Associations of Ontario, and The Ontario Public School Men Teachers' Federation; with the result that it was finally decided to place the matter before the 1934-35 annual meetings of the three organizations. The result of the vote taken indicated that Ontario teachers were in favor of establishing some form of Provincial Council.

In order to carry out the wish expressed by the supporting vote, a meeting of the Representatives of the Federations was convened on May 30th, 1935, at the Federation Office, 30 Bloor Street, West, Toronto. The Ontario representative on the Canadian Teachers' Federation Executive for 1935, was asked to be chairman of the meeting, and Mr. S.H. Henery acted as secretary for the occasion. This meeting finally decided to recommend to the Executives of the three Federations, the following:<sup>1</sup>

- (a) That the Executive of the Ontario Teachers' Council consist of the president, the first vice-president, and the secretary of each of the three provincial Federations (or nominees of these officers).
- (b) That before it shall become effective, any action proposed by the Ontario Teachers' Council must be

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<sup>1</sup>The Bulletin, Ontario Secondary School Teachers' Federation, Volume 15, Number 5, p. 376.  
Toronto, Ontario.

approved by the executives of the three provincial Federations.

- (c) That the executive of the Ontario Teachers' Council should meet at Easter, in August and in December, and at any other times at the call of the Chair.
- (d) That for at least the first three years the chairmanship and secretaryship of the Council be rotated among the three Federations — both offices to go to one Federation — for the first year to the Ontario Secondary School Teachers' Federation.
- (e) That for the first year each Federation be responsible for the expenses of its own representatives in the Council, and that other Council expenses be divided for the first year 40% to the Ontario Secondary School Teachers' Federation, 40% to the Federation of Women Teachers' Associations of Ontario, and 20% to the Ontario Public School Men Teachers' Federation.
- (f) That with the approval of the executives of the three Provincial Federations, this Council write to the Canadian Teachers' Federation applying for membership in the Canadian Teachers' Federation on payment of the \$1,000 fee.
- (g) That for the first year the Canadian Teachers' Federation fee be divided in the ratio above. (paragraph (e))
- (h) That these sums of \$400, \$400, and \$200 be forwarded by the treasurers of the three Provincial Federations to the secretary-treasurer of the Ontario Teachers' Council, to be sent by him to the Canadian Teachers' Federation.
- (i) That as representatives of the three Federations have already done valuable work for the teachers, by co-operating in the Research Committees, and in joint meetings of the Superannuation Committees, we recommend that this co-operation be extended to the committees on (a) Educational Finance, and (b) Publicity, and that the four conveners of these four joint committees be given seats on the Executive of the Ontario Teachers' Council.
- (j) That arrangements be made for a meeting of the Ontario delegates to the Canadian Teachers' Federation prior to the August convention in Ottawa.

In forming such an organization the idea was to increase the unity, co-operation and strength of the teachers' organizations, and to have the Council act as a clearing house for resolutions and recommendations forwarded by educational groups and individual teachers.

The first meeting of the Executive was held on Saturday, September 7th, 1935; with the President, D.S. Fuller, in the Chair.

It was agreed that, in regard to clause (i) of the above, that as sixteen conveners would make the executive too large, there should be only one representative from each of the four standing committees. The Council as finally constituted was to consist of the presidents, vice-presidents and secretaries of the three Federations, together with the chairman of the Research, Superannuation, Finance and Publicity Committees.

The first official act of the new Ontario Teachers' Council was the despatch of a telegram to the Calgary Board of Education, in the spring of 1935. The action was taken when it was learned that the Calgary Board had asked all its employed teachers to re-apply for positions. The protest telegram reads:<sup>2</sup>

The Ontario Teachers' Council comprising men and women teachers of primary and secondary schools, learn with amazement recent action your Board in asking all Calgary teachers re-apply for positions. Surely if there are inefficient members on staff they alone could be requested to leave without subjecting entire staff to this humiliation. Teachers' organizations in all provinces attempting co-operation with Boards in raising standards in education. Education greatest asset of country in these disturbed times. Sincerely hope your Board will reconsider recent action.

Note: Subsequently Calgary teachers were re-instated.

The application of the Council for membership in the Canadian Teachers' Federation was accepted at the Annual Conference of that organization in 1935. In this way the Council superseded the separate memberships of the three provincial Federations, and made a large saving in Canadian Teachers' Federation affiliation fees, for the teachers of Ontario.

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<sup>2</sup>Report of Ontario Teachers' Council to the Canadian Teachers' Federation, 1935.  
Canadian Teachers' Federation, Shawinigan Falls, Que.

The Council deals with matters of policy pertaining to the three organizations. In the Fall of 1935 it considered the question of Automatic Membership, and appointed an Automatic Membership committee to commence activities. Speakers were selected to present the whole idea at the various conventions held throughout the province in the Fall of 1935; and at these conventions delegates were elected to meet at regional conferences later in November to discuss the question more fully. The conferences were, for the most part, very successful; but it was realized that a great deal of publicity work was necessary before a vote of the teaching body could be taken. In March of 1936, it was arranged to send out a proposed draft of the legislation and to have the teachers vote, in so far as possible, before June; and, where it was impossible to do this, to have the vote taken in the Fall. The response was very favorable, with practically all urban centres registering a vote of nearly one hundred per cent for automatic membership. At the present time, however, the matter is somewhat in abeyance owing to the Ontario Premier's attitude towards unions.

The organization has co-operated with the Canadian Teachers' Federation in sponsoring "Education Week" programmes; and has used its influence with other educational bodies for the furtherance of educational reform. It carries on considerable educational publicity, and its activities are reported regularly in "The Bulletin" of the Ontario Secondary School Teachers' Federation, and in "The Educational Courier" of the other two Federations. The annual reports of the three Federations to the Canadian Teachers' Federation conference,

are submitted through the medium of the Council, which sends three representatives to the Conference, one from each of the three Federations. The Executives of the Federations choose their respective delegates.

The co-ordinating functions of the Council have expanded rapidly, and there is every indication that its formation was a forward step. While it is too early to form an opinion of the ultimate value of the Ontario Teachers' Council, it is quite apparent that the immediate effect has been to increase the interest of teachers in their Federations, in teachers' welfare, and in educational problems generally.

#### Conclusion

It is in reality a fortunate circumstance that in Ontario there is a sufficient number of teachers to make possible the formation and functioning of three independent organizations, each having distinct problems of its own, and at the same time being mutually linked by common problems, which can be discussed by a joint Council. Lacking "automatic membership", which would free the hands of the three Federations, and permit full time and effort to be expended on educational reform, and improved teacher status; the present set-up is probably the best obtainable in Ontario.

## CHAPTER VIII

### Section 1

#### THE PROVINCIAL ASSOCIATION OF PROTESTANT TEACHERS OF QUEBEC

The Provincial Association of Protestant Teachers of Quebec is the oldest provincial teachers' organization in Canada. It was founded in June 1864, when Quebec was still called Lower Canada. For the first three years of its existence the words "Lower Canada" in its title designated its territory, and in 1867, by the Confederation Act, these words were changed to "Quebec."

The Association was incorporated in 1889, and as this is the first act of its kind in Canada it is quoted below:

AN ACT  
To Incorporate the Provincial Association of  
Protestant Teachers of Quebec

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STATUTES OF QUEBEC, 52 Vict., 1889  
Cap. LXX  
Assented to 21st March, 1889  
- - -

Whereas, a society has existed for some years in this Province known as the "Provincial Association of Protestant Teachers of Quebec," having for its objects the advancement of the teaching profession, and the interests of education in this Province; and whereas Sampson P. Robins, LL.D., George L. Masten, Fred W. Kelley, Ph.D., T. Ainslie Young, M.A., John M. Harper, M.A., Ph.D., and other members of the Association have, by their petition, prayed that they and the other members of the Association may be incorporated; and it is expedient to grant their prayer: Therefore, Her Majesty by and with the advice and consent of the Legislature of Quebec, enacts as follows:

1. Sampson P. Robins, LL.D., George L. Masten, Fred. W. Kelley, Ph.D., Abner W. Kneeland, M.A., E. W. Arthy, Charles A. Humphry, F. J. Hewton, M.A., C. A. Jackson, George W. Parmlee, Henry Hubbard, James McGregor, J. W. McQuat, B.A., Herbert J. Silver, B.A., Mary Peebles, and Kate Wilson, and such other persons as are now or shall hereafter become members of said Association, are hereby declared to be a body politic and corporate, under the name of the "Provincial Association of Protestant Teachers of Quebec."

2. The Constitution and By-Laws of the said Association shall be and remain the Constitution and By-Laws of the said Corporation, until changed or amended as therein provided.

Nothing therein contained shall, at any time, be contrary to the laws of this Province.

3. The Corporation may receive and hold property of any kind by any title whatsoever, and may deal with and dispose of the same in any manner, for the purpose of the Association; but it shall not hold real estate of the annual value of more than five thousand dollars.

4. All property and funds of the Corporation shall be held in its corporate name, and shall be managed and administered by its Executive Committee.

5. This Act shall come into force on the day of its sanction.

The Association had come into being as a result of a conference held in Montreal by some of the leading educationists of Lower Canada. Outstanding among these were Dr. Wm. Dawson, Principal of McGill University, and Professor S.P. Robins of the Normal School of Montreal. The early association of the University with the schools has continued in varying degree, and with mutual benefit; but never has it been stronger than at the present time.<sup>1</sup>

The Constitution of the Association states that:  
"The objects of the Provincial Associations shall be the advancement of the educational interests of the country, the elevation of the status of the teacher, and the professional and intellectual improvement of its members."

The Policy of the Association may be summarized in four paragraphs:<sup>2</sup>

1. To co-operate in every way with the Department of Education, the Protestant Committee of the Council of Education, School Boards, and other agencies in furthering the cause of education in the Province of Quebec.

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<sup>1</sup>Yearbook 1925-26, Canadian Teachers' Federation, p.41.

<sup>2</sup>Yearbook 1930-31, Canadian Teachers' Federation, p.100.



2. To secure for the Association, so far as not already secured, the privilege of consultation with the administrative authorities in all matters of administration that directly concern the duties or conditions of service of the teacher.
3. To advance by all legitimate means, the professional status of teachers, to improve their conditions of service and to secure for them increased facilities of education and training.
4. To unite in one body, Protestant Teachers of all grades in the Province of Quebec and to work for a greater uniformity in the conditions of service existing in various parts of the Province."

Concerning the early years of the Association, the present General Secretary, W.E.Black, M.A., B.Com., says: "As for the names of the President and Secretary for the past seventy-four years, don't expect this because I do not know where the books for the early years are. I can find them for the past fifteen years or so. The earlier books may be stored in the Montreal High School or they may be destroyed."

One of the oldest living members of the Association is Rev. E.M.Taylor, B.A., Knowlton, Quebec. Mr. Taylor was a school inspector for many years, now in retirement due to age. He has been a member of the Association since 1869.

The Association is officially recognized by the Provincial Government, and has the privilege of appointing one member to the Protestant Committee of the Council of Public Instruction. It has two representatives also on the Teachers' Pension Fund Board of the Department of Public Instruction, and

one representative on the Corporation of McGill University.<sup>3</sup> The association receives a two-hundred dollar grant from the Protestant Committee of the Council of Public Instruction, which body is the effective head of the Protestant section of the Department of Education. The Pension Board is the only joint commission of Protestant and Roman Catholics for the administration of any part of the School Law.

The Association affiliated with the Canadian Teachers' Federation in 1924, but in 1921 Dean Laird of McDonald College had been a visiting delegate at the inaugural Conference. The educational conservatism of Quebec caused the Association to refrain from affiliating with the Canadian Teachers' Federation, until the teachers were assured that the organization had no harmful radical tendencies. Dr. Laird did much to quiet their fears.<sup>4</sup> It is only within the last four years that the Quebec teachers have awakened to the significance and value of their relationship with the Canadian Teachers' Federation. The Association's interest in the Canadian Teachers' Federation twelve years ago was somewhat paternalistic. In reporting to the Canadian Teachers' Federation conference at this time the president of the Association, Mr. E.C. Woodley says: "We feel that Quebec has a definite contribution to make to the Federation, as its educational standards and attitude are shaped by conditions which prevail in no other province of the Dominion. Our general conservatism in educational policy may prove a valuable force in helping to fashion that Dominion-

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<sup>4</sup>Minutes of the First Annual Meeting of the Canadian Teachers' Federation, 1921.

wide policy which the Canadian Teachers' Federation is seeking to form."<sup>5</sup>

The Association has established a Pension Fund, and Group, Sick, and Accident Assurance protection. At all times the organization has tried to "elevate the status of the teacher, and promote the professional and intellectual improvement of its members"; and to assist in this, there are many professional committees at work. Committees are; status of teachers; text-book and course of study; public relations; adjustment; publicity; and such others as are appointed from time to time to meet specific needs.

At the present time Quebec is having a Survey of Protestant Education in all its phases, and the Association is doing what it can to aid the work. It is also preparing a Brief to be submitted to the Rowell Commission on the fifteenth of March. In addition Quebec teachers are seeking amendments to their Pension Law, and this necessitates conferences with representatives of the Roman Catholic Teachers.

The Annual meeting of the organization takes the form of a convention, the date and place being determined by the Executive of the Provincial Association. The time chosen is usually in October, and the Department grants the teachers two days providing they attend the convention. The annual fees are usually collected at this time. The schedule is:

Salary under	\$300 per annum,-	free.
Salary under	\$1000 per annum,-	\$2.00.
Salary over	\$1000 per annum,-	\$3.00.

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<sup>5</sup>Yearbook 1925-26, Canadian Teachers' Federation, p.42.

While the Department permits two days for the Convention it is usually the practice to obtain permission to hold the convention for four days. This length of time permits of a very extensive programme, and it is one which includes every phase of school work,- administrative and instructional.<sup>6</sup> There have been seventy-three conventions under the auspices of the Provincial Association of the Protestant Teachers of Quebec since the founding of the organization.

The official organ is the "Teachers' Magazine," now in its twentieth year of publication. It is published in the months of October, December, February, April and June in the city of Montreal, and printed by the Belgrave Press, Limited. The annual Association fee covers the subscription of one dollar per year, but non-members must pay the regular subscription of one dollar per year, or twenty-five cents a copy.

The present editor is Miss Helen E. Guiton, 2068 Sherbrooke Street, W., Montreal. Any issue of the magazine contains an editorial, discussion of classroom problems and special methods, inspirational articles, general articles, news from Locals, Canadian Teachers' Federation publicity, committee reports, convention programmes, etc. The policy of the magazine is to keep all teachers in touch with the business of the organization, to report current matters, and to avoid political controversy.

The Association prides itself on having always successfully sponsored Teachers' Conventions; and it is interesting to know that what is now called the parent body, was the off-spring

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<sup>6</sup>The Teachers' Magazine; Volume XVII, Number 83.  
Montreal, Quebec.

of Local Associations.<sup>7</sup> The first provincial convention was arranged by Mr. Laing, Professor Robins and Mr. Marsh, who represented the Associations of Bedford, Montreal and St. Francis. The convention was held in Montreal, the third and fourth of June, 1864. Dr. Dawson, later Sir William Dawson, Principal of McGill University, was the first President.<sup>8</sup> The words spoken by Dr. Dawson to the teachers, as they were assembled to form their provincial organization seventy-three years ago, have a vital message for us in these days of perplexity and doubt.-

Let us leave behind us all our little personal interests, jealousies, and grievances, as unworthy of the occasion, and let us regard ourselves as educational missionaries, bound to endure hardness, if need be, in furtherance of the great work of education. Let us bear in mind also, that our function is not so much negative as positive; that we are called on not so much to fight against the evils that affect education, however much these may annoy and injure us, as to prepare for a better future, by sowing the seeds of good which shall in time counteract the evil. This is a somewhat obscure and quiet work, when compared with the labours of the soldier, or of the social reformer; but it is a work that more effectually and thoroughly moulds the form and destinies of society. Let us then meet here in a spirit of large and liberal self-sacrifice on behalf of this great work of education, and let us consider not so much the petty difficulties which beset us, as the space for exertion that lies above them.

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<sup>7</sup>The Teachers' Magazine, Volume XVII, Number 79.

<sup>8</sup>ibid.

Section 2

FRENCH CANADIAN TEACHERS' ASSOCIATIONS

The French Canadian Teachers' Associations are not affiliated with the Canadian Teachers' Federation, but it is of interest to know something of their nature, and work.

In Quebec there are 22,712 Public School teachers, of which 19,972 are Roman Catholic;<sup>1</sup> and approximately half of these are in religious orders; forty-five percent of the women are nuns, and seventy percent of the men are teaching brothers.

There are three common-school teachers' associations: L'Association des Instituteurs de la circonscription de l'Ecole Normale Local; L'Association des Instituteurs de la circonscription de l'Ecole Normale Jacques-Cartier; and L'Association des Instituteurs Catholiques de la Province de Quebec, Inc. The latter organization is of provincial scope, and was founded in 1902.

The members of these organizations are first of all religious devotees, and then teachers. The official voice of the church interprets their opinions in matters of educational policy and administration; and for this reason they have never felt the need to form a separate teachers' organization. The teaching brothers and nuns have a system of communal property within each order, and freedom from family responsibility, which frees them from concern with reference to such problems as salary, tenure, pensions and insurance.

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<sup>1</sup>Annual Survey of Education in Canada, 1935, p. 6.  
Dominion Bureau of Statistics, Ottawa, Ontario.

Their mutual interests and their communal mode of living concentrate these teachers in the larger centres of population, with the result that the lay teachers work only in the small rural schools, where salaries and living conditions are poor, and where no incentive is offered them to make teaching their life vocation. Because of this the Catholic lay teachers, of whom ninety per cent are women, are chiefly young and remain teaching only a short time. With such a group it is almost impossible to form a professional organization of any importance, and hence there is no strong teachers' organization in Quebec, such as is found in each of the other Provinces of Canada.

The three organizations that do exist are in reality convention bodies, which meet once or twice a year, and listen to inspirational addresses, and to papers on school method. At these gatherings the social side seems to be one of the most attractive features of the programmes.

The Catholic Teachers' Association, while mainly a convention body, charges an annual fee of fifty cents, and uses what influence it can, to improve the salary and pension situation, and school conditions in general; but its resources are weak and its influence not very effective.

From time to time the Quebec organizations have been invited to affiliate with the Canadian Teachers' Federation,<sup>2</sup> but, while their sympathies toward the Dominion organization are freely expressed, they have not found it possible to accept the invitation.

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<sup>2</sup> Report of the Canadian Teachers' Federation, 1937.

## CHAPTER IX

### THE NEW BRUNSWICK TEACHERS' ASSOCIATION

The New Brunswick Teachers' Association was organized at Moncton in June 1918, when a group of teachers, interested in a business-professional organization, and observing the formation of similar organizations in other parts of the Dominion, decided that teachers in New Brunswick needed their own professional organization. Membership was to be open to "all teachers, and those who have been teachers, and are now engaged in educational work in New Brunswick." At the present time no provision is made for honorary or associate members. There is only one Association in the province, with no subordinate branches. Local Associations in certain centres have no connection with the New Brunswick Teachers' Association, though all are on friendly terms with it.

The objects of the Association are:<sup>1</sup>

To strive, in harmony with all educational authorities, for the advancement of sound education in the Province: To awaken and promote a healthy professional spirit and standard of efficiency among our teachers, and to seek to impress the public more strongly with the supreme importance of the work in which we are engaged: To use all legitimate means to increase the salaries of teachers, and other members of the Association, in order that the best talent may be attracted to the teaching profession, and retained in it: To unite in a combined effort to maintain an enlarged and adequate pension scheme, so that those who have made teaching their life work may look forward to a competence in their old age: To take cognizance of all matters affecting our pension and to deal with the same.

Many of the objectives of other provincial teachers' associations are, in the case of New Brunswick, carried on by



the County Teachers' Institutes and the Provincial Teachers' Institute, which meet biennially.<sup>2</sup> At these Institutes illustration lessons are given, papers are read and the best speakers available address the teachers on topics relative to their professional duties and responsibilities. As an illustration of the value of these addresses, the teachers who assembled in Moncton and Sussex in 1925 had the pleasure of listening to Dr. A.O. Thomas, the president of the World Federation of Education Associations. At these Institutes there are resolutions passed relative to such topics as Normal School Courses, the Course of Instruction in Public and High Schools, Examinations, and other matters dealing with the educational welfare of the province. These Institutes are provided for by the School Law of the Province, and the teachers attending, are paid for the time lost from school, receiving the school grant and the increment paid by the trustees. All New Brunswick teachers receive annual grants from the Provincial Board of Education, varying from \$100 to \$400 on a schedule based both on the class of license held and the experience of the teacher. Resolutions passed by the Provincial Teachers' Institute, of which the chief Superintendent of Education is President, usually receive sympathetic consideration from the Board of Education of the Province.

The Institutes have been in existence for over sixty years. One very important committee of the Provincial Institute is the text-book committee, elected by the teachers in attendance

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<sup>1</sup>Constitution of the New Brunswick Teachers' Association.

<sup>2</sup>Yearbook 1926-27, Canadian Teachers' Federation, p.26.

at the Biennial meeting; and receiving complete recognition from the Provincial Board of Education. As a general rule no text book is placed on the curriculum without a recommendation from this committee.

The work of the Teachers' Institutes explains why the New Brunswick Teachers' Association meets biennially with the Institute, and why the Association's objectives and activities are more limited than those of Western Associations.

The County Institutes have an attendance of from one-hundred to three-hundred and fifty; and the Biennial Institute meeting, frequently referred to in the press as the "Teachers' Parliament," has an attendance of well over seven-hundred teachers.

As these Institutes have for years provided the channels by which teachers may co-operate in improving their efficiency, may keep in touch with educational progress, and may present requests to the Provincial Government, the activities of the New Brunswick Teachers' Association have been confined mainly to matters of satisfactory salary schedules, the Pension Scheme, the development of a sense of mutual support and co-operation among teachers, the providing of a mediator for dealing with Boards of School Trustees in salary matters or in cases of complaint by teachers of unfair treatment by school boards, and the linking of New Brunswick teachers with the Canadian Teachers' Federation.

The general conference of the Association is held at the same time and in conjunction with the Institute conference. For this reason the Association functions mainly through its

Executive Committee, elected every two years. This Committee consists of twenty-two members, including the main officers, and one representative from each of the fifteen counties, and the three incorporated cities of the province. (Fredericton, Moncton, and St. John). The Editor of the "Educational Review" is requested to attend all meetings of the Executive Committee, at the expense of the Association. Three of the officers and members of the Committee are selected from Acadian Teachers.<sup>3</sup>

In 1928 a representative of the Association acted on a salary committee, which presented a report to the Provincial Government. As a result of the report the Government passed the Minimum Salary Act. The Act was designed chiefly for ungraded schools in rural areas, and provided that no teacher should accept a position for less than a salary, derived from both sources (Government and Municipal) of:<sup>4</sup>

- \$500 in districts whose valuation is less than \$20,000.
- \$600 in districts whose valuation is less than \$50,000.
- \$700 in districts whose valuation is more than \$50,000.

No schedule of annual increases above these salaries was provided for, and underbidding resulted in cancellation of teachers' licenses and a stoppage of provincial grants to School Boards concerned.

The Act met with considerable opposition from the French portion of the Province; but the Association worked for its retention successfully, until 1932 in the last hours of the session of the provincial legislature, an amendment was passed reducing the above amounts by one-hundred dollars in each type of district, to apply for the period of one year.<sup>5</sup>

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<sup>3</sup>ibid.

<sup>4</sup>ibid.

<sup>5</sup>Report of the New Brunswick Teachers' Association to the Canadian Teachers' Federation, 1933-34.

In 1933 the Legislature suspended the Act for one year. The results were disastrous so far as salaries in rural schools were concerned, for in many cases the teachers signed contracts for not over \$300 from all sources. The very large surplus of teachers in the province also caused underbidding and low salaries.

Early in the fall of 1933 the Minimum Salary Committee of the Association began its campaign for restoration of the Minimum Salary Act. Much data was collected, and on January 10th, 1934, a delegation from the Association, representing all classes of teachers and from all sections of the province, appeared before the members of the Government, in session at Fredericton. President Miller presented the case of the teachers in villages and smaller towns affected by the suspension of the Act. The delegation received a very sympathetic hearing and a promise of careful consideration of their suggestions. At the following session of the legislature all of the suggestions were incorporated into a new Minimum Salary Act for 1934-35. This Act provides for:

- (a) Salary of \$700 from all sources in districts having a valuation of over \$200,000.
- (b) Salary of \$600 from all sources in districts having a valuation of from \$50,000 to \$200,000.
- (c) Salary of \$500 from all sources in districts having a valuation of from \$20,000 to \$50,000.
- (d) Salary of \$400 from all sources in districts having a valuation below \$20,000.

Provision is made for exemptions from the terms of the Act in districts where the economic situation is particularly bad, but only upon the recommendation of the Inspector of the School, and with the approval of the Chief Superintendent of Education, Dr. A.S. McFarlane.

In 1922 a committee from the New Brunswick Teachers' Association succeeded in having the Provincial Government pass an Act giving the teachers a much improved Pension Scheme. The

The former scheme was financed by the Government alone and under it the maximum pension was \$400 per annum. By the improved scheme the teachers contributed five per cent of the Government grant, and maximum pension was to be \$800.

At present teachers may retire after thirty-five years<sup>6</sup> of service, provided that they have reached retiring age; women, age fifty-five, and men, age sixty. The Pension is one-half the average salary for the last five years of teaching, the minimum being \$250, and the maximum being \$800. Disability pension of as many thirty-fifths of the full pension as there are years of service, may be obtained after twenty years of service. For this pension the teacher pays eight per cent to the Government, none of which is returnable. No provision is made for dependents at the present time; and the fund is controlled by the Education office. Several cities have made provision for small pensions to supplement the larger pension. Possibilities of group insurance have been discussed, but no definite action has been taken concerning it.

The Association became affiliated with the Canadian Teachers' Federation in June 1926, thus linking its members with 27,000 Canadian teachers scattered from the Atlantic to the Pacific. The organization has worked together with the Institutes in furthering the purpose of Education Week.

The office of President has been held by such men as<sup>7</sup> Dr. B. C. Foster, late Principal of the Fredericton High School; Dr. G. J. Oulton, late Principal of the Moncton High School;

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<sup>6</sup>Report of the New Brunswick Teachers' Association to the Canadian Teachers' Federation, 1937.

<sup>7</sup>"The Educational Review," Volume I, Number 6.

Dr.W.J.S.Myles, late Principal of the Saint John High School;  
Mr.H.F.G.Bridges, former Principal of the Campbellton High  
School; Mr.W.McL.Barker, Principal of the Moncton High School;  
Mr.O.V.B.Miller, Principal of the Fredericton High School;  
Dr.E.J.Alexander, Principal of the Saint John High School; and  
at present by Mr.W.C.Haines of Moncton.

The Association does not own its official publication,  
but has an agreement with the Educational Review whereby this  
publication acts as the Official organ. This magazine was  
established in 1886 by Dr.G.U.Hay and Dr.A.H.Mackay, under the  
name the "New Brunswick Journal of Education."<sup>8</sup> Its first  
number appeared on June 10th of that year. For the first year  
it was a fortnightly publication, consisting of twenty-six  
numbers. At the end of that time it was decided to make it a  
monthly journal, in the interests of the teachers of the three  
Maritime Provinces, to be called the "Educational Review."  
Under its new title the first number appeared in June 1887.  
With the exception of the French magazine "L'Enseignement  
Primaire," it is the oldest educational journal in Canada.

Since its foundation it has had five editors: Dr.G.U.Hay,  
Miss Eleanor Robinson, Miss Josephine McLatchy, Mr.H.H.Stuart,  
and the present editor Miss Jessie I.Lawson. Dr.Hay was editor  
for twenty-seven years.

Mr.J.W.Barnes of Barnes and Company, Saint John, who  
directs the printing of the Journal at the present time, published  
the first number in 1886. Between the years 1922 to 1932 it

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<sup>8</sup>The Educational Review, Volume I, Number 9.

Saint John, New Brunswick.

was printed in Moncton, N.B., and during 1932-33 by the Globe Press, Saint John, N.B.

The contents of the magazine embody a School Calendar, Editor's Page, items of current educational interest, New Brunswick Teachers' Association news and publicity, business and committee reports, general articles, professional articles, and biographies. It is the official organ of both the New Brunswick Teachers' Association, and the Prince Edward Island Teachers' Federation. Its subscription rate is \$1.25 per annum, and this by teachers, independently of their association fees.

Relations with the Government, the Department of Education, Trustee Boards, the Canadian Teachers' Federation, and the independent Local Associations, have always been most cordial. The Association does not endeavour to exert any direct political influence, as this has never been a practice of Eastern Canada teachers' organizations. In 1936 the first Minister of Education was appointed for New Brunswick; and in 1937 a Director of Education was named.

For a time after the Association was formed the annual fee was fixed at one dollar, but on affiliating with the Canadian Teachers' Federation this fee was found to be quite inadequate, so at present the following schedule is used:<sup>10</sup>

- One dollar for teachers whose salary (including Government Grant) is not over \$900.
- Two dollars for teachers whose salary (including Government Grant) is from \$900 to \$1500.
- Three dollars for teachers whose salary (including Government Grant) is from \$1500 to \$2500.
- Four Dollars for teachers whose salary (including Government Grant) is over \$2500.

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<sup>10</sup>Constitution of the New Brunswick Teachers' Association.  
Saint John, New Brunswick.

The fee is for the School Year, and is payable on, or before the first day of March, in each year.

When teachers join the Association they take a Pledge to the effect that they agree to observe the By-laws of the Association, and that they shall not engage in a new position with any Board of Trustees, at a salary lower than that laid down in the Annual Schedule of salaries fixed by the Association, unless by consent of the Executive Committee. The schedule is naturally connected with the Minimum Salary Act of the Province.

Since the organization was formed in 1918, it has been instrumental in:

1. Having the Government grant for women teachers placed on a par with that of the men.
2. Providing a more adequate Pension Scheme with a disability clause.
3. Providing and maintaining a Minimum Salary Act.
4. Arranging Salary Schedules.
5. Collecting long overdue salaries.
6. Settling many disputes.
7. Reinstating teachers unfairly dismissed.
8. Arranging contact between teachers in need of schools, and School Boards in need of teachers.
9. Building an harmonious relationship between the teachers and the Board of Education.
10. Strengthening the professional spirit among teachers.

Membership in the organization is steadily increasing. The membership for 1936 was 1070, and for 1937, 1043. The last figure shows a slight falling off from the previous year, but even so it represents a membership of thirty-seven percent of the employed teachers of the province. The larger centres enroll one-hundred per cent, or nearly so, but the weakness here as in other provinces, is in the rural districts, which actually need the support of the organization more than do the urban centres. As the Association shows progress, support from the

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rural areas will probably increase, but unless this support is forthcoming it will be difficult for the organization to realize its aims, which are: larger units of administration, more adequate salaries, an improved pension scheme, better textbooks, better trained teachers, representation on the Advisory Committee of the Board of Education, statutory membership, professional status in the true sense of the term.

The question of the Larger Unit of Administration has been before the Department of Education for a number of years. A report on this matter was recently prepared at the request of the Executive Committee of the Association, and sent to all members of the Government, to the heads of the Department of Education, to the colleges, to inspectors of schools, and to many others who might be interested. Attention is directed to this question, and to that of Adult Education by the Association, particularly at the Summer School for teachers. The Association encourages teachers to discuss their problems during the Summer School sessions. The organization is expecting to achieve some result in the near future in the matter of the larger unit.

The 1937 report of the New Brunswick Teachers' Association, to the Canadian Teachers' Federation conference, concludes with this reference to educational progress:

Several decades ago it was thought by some, that the educational institutions were ideal somethings to be copied. In late years the complaint is made that we have rested on our merits, while others outstripped us. How much truth there may be in either statement it is difficult to judge properly; but the fact is ever present that there is much discontent with our educational structure of today.

## CHAPTER X

### THE PRINCE EDWARD ISLAND TEACHERS' FEDERATION

The teachers in Prince Edward Island first organized in 1880, under the name of "Teachers' Association." In 1920 they changed the name to "Teachers' Union," and again in 1924 the name was changed to the one it now bears, "The Prince Edward Island Teachers' Federation."

In 1921 Mr. L. W. Shaw, an inspector of schools, now at Memorial College, St. Johns, Newfoundland; was the visiting delegate from Prince Edward Island to the Canadian Teachers' Federation conference.<sup>1</sup> In speaking to the convention, he told of the difference between the East and the West in the attitude of officials toward the teachers. In the East, he said, the real leaders in the movement for bettering professional conditions were the inspectors and officials of the Department of Education. But from 1927 to the present the teachers have not been satisfied with the state of educational matters and have been making concerted effort to improve educational and salary conditions in the province, although so far with very little encouragement from the Governments of the day.<sup>2</sup>

The present purposes of the Federation are similar to those of its two parent organizations, - the Teachers' Association, and the Teachers' Union.<sup>3</sup> These objectives are:

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<sup>1</sup>Minutes of the First Annual Meeting of the Canadian Teachers' Federation.

<sup>2</sup>Report of the Prince Edward Island Teachers' Federation to the Canadian Teachers' Federation, 1936-37.

<sup>3</sup>Constitution of the Prince Edward Island Teachers' Federation.

The Federation strives to associate and unite the teachers of the Province of Prince Edward Island; to foster mutual understanding, goodwill and co-operation between the teachers on the one hand, and the Department of Education, boards of trustees, parents of pupils and the general public on the other; to promote a higher standard of qualification for teachers' licenses and to aid all measures for the furtherance of professional instruction and improvement of teachers in service, and to promote the efficiency of its members; to maintain the dignity and elevate the professional status of the teaching body and to further the observance by the teachers of a proper code of professional ethics; to afford advice and assistance and extend protection to its members in professional and educational matters and to endeavour to secure for them proper conditions of employment and fair remuneration for their services; to organize local branches of the Federation in the several school inspectorates and the city of Charlottetown, with such officers and committees and such objects (not inconsistent with the constitution and by-laws of the Federation) as may be determined; and to enter into arrangement by way of Union affiliation or co-operation with other organizations having like objectives.

Membership is divided into two classes, Active and Associate. The Active members are all duly qualified public school teachers, actually engaged in teaching service within the Province; and members of the staff of the Prince of Wales College and the Provincial Normal School. The Associate members have all the rights of the Active members, except the right to hold office and to vote. They are teachers of Universities, Colleges, private schools, conventual schools, and vocational and technical schools and colleges, actually engaged in teaching within the Province; the Chief Superintendent of Education the public school Inspectors, and other officials of the Department of Education; the Director of Agricultural Instruction and other officials of the Provincial Government having duties in connection with educational work; retired teachers; teachers in training; and such persons as may be elected Associate Members on recommendation of the Executive.

The annual membership fees are collected by the Local organizations, or at the time of the Annual Convention, on the basis of: Third Class Teachers, \$1.00; Second Class Teachers, \$2.00; and First Class Teachers, \$3.00; but teachers earning \$1000 or over pay \$5.00. Teachers entering the service during the year are not liable for fees for that year.

Local inspectorate conventions are held each year, usually in the Fall. The Annual Conventions are held at the call of the Executive of the Federation, and usually in the spring. This Convention elects the officers for the following year, reviews the business of the past year, and formulates policies for the ensuing year.

The Federation has no provincial magazine of its own;<sup>4</sup> but uses the Educational Review, published in St. John, N.B., for its official publication. However, very little use is made of it, and only brief references are made to the activities of the Prince Edward Island Teachers' Federation, in the magazine.

The Prince Edward Island Teachers' Federation affiliated with the Canadian Teachers' Federation in 1924, and since then has been an active supporter. The Federation joins in the activities of the Education Week programme, by circularizing all the clergy in the Province requesting them to preach special sermons at that time. Teachers are asked to co-operate by inviting the parents to visit the schools for first-hand knowledge of the way in which their schools are conducted. Radio addresses are delivered over the local broadcasting station C.F.C.Y., by prominent educationalists each evening of

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<sup>4</sup>See "New Brunswick Teachers' Association," p. 134.

Education Week; and appropriate articles are given to the newspapers.

In 1925 the Federation, for the first time, had to defend a teacher against unjust dismissal.<sup>5</sup> About two weeks after school reopened the teacher had been given notice of dismissal, to take effect three months from date. No sufficient cause for such dismissal could be given, and when the teacher appealed to the Federation, an inspector was asked to go to the school and examine the teacher's work. He did so, and found everything satisfactory; and at the same time tried to arbitrate between the school board and the teacher. He was unsuccessful in this. The Federation gathered all information relating to the case, and then asked the trustees to reconsider their decision. They refused to do this and advertised for a teacher. The Federation then circularized all teachers, asking them to refrain from applying for or accepting the position offered. In the mean time eight teachers had applied for the position, but when the matter was explained by the Federation, they withdrew their applications. Even then the trustees would not withdraw their decision, and as their action was legal, all the Federation could do was secure another school for the teacher, with the help of the Department of Education. The Federation ban remained in effect until January, and only when this ban was lifted was the school district able to get a teacher. The issue of this case did much to strengthen the Federation; it stimulated an increase in membership, and indicated

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<sup>5</sup>Yearbook 1925-26, Canadian Teachers' Federation, p. 46. Shawinigan Falls, Quebec.

to school boards that the teachers' organization was prepared to support its members.

In 1926 the Federation was host to the Canadian Teachers' Federation delegates. The meetings of August 3rd to 6th were held in Charlottetown, and Mr. L. McDonald of Charlottetown was elected to serve on the Canadian Teachers' Federation Executive for the 1926-27 term. At the time of this Conference the Prince Edward Island Teachers' Federation reported a membership of about 527. This membership was exceeded only in 1935, when a membership of 566 was reported, out of a possible membership of about 625.

In 1927 it was thought necessary to press for an upward revision of salaries, and a committee was appointed to confer with the incoming Government. Early in 1928 a delegation<sup>6</sup> representing the Federation waited upon Premier Saunders and his Government, and, presenting their case, asked for an adequate increase in teachers' salaries. The Government on this occasion, as well as on subsequent occasions, conceded the justice of the claims, but stated that owing to limited revenue, nothing could be done. (Note: The Department of Education pays the greater part of the salaries, which are supplemented by the districts.)

This reply was conveyed to the teaching body at their annual Convention in May 1928; and a resolution passed to the effect that during the year an active campaign should be carried on, and every attempt made to gain support for the request to the Government. The resolution further stated that to be satisfactory to teachers, the increase should be based on experience

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<sup>6</sup>Yearbook 1928-29, Canadian Teachers' Federation, p. 51. Shawinigan Falls, Quebec.

and efficiency (if a practical method of judging the latter could be devised) and should be from a ten per cent increase to a one-hundred percent increase of the Statutory allowance paid by the Government. As the Government requested a definite plan the following was adopted by the Executive:<sup>7</sup>

- A.- Initial increase, 10 percent; maximum amount of the increase which the Government would have to pay would be \$50 to any one teacher (First-class male teacher).
- B.- Periodic increases from two to ten years, based as follows: after the expiration of two years' teaching, increase 20 percent; maximum increase to any teacher, to be \$100.
- C.- At the end of five years' teaching, increase 60 per cent; maximum increase to any teacher, \$300.
- D.- At the end of ten years' teaching, increase 100 percent; maximum increase to any teacher, \$500.

The following would then be the minimum salary received by First Class male and female teachers:

A.- Teachers beginning:

	Pd. by Govt.	Supplement Pd. by Dist. (minima)	Total Salary
Male, - 1st. Class	\$500.00	\$100.00	\$650.00
Female, - 1st. Class	453.75	100.00	553.75

B.- Teachers with two years' experience:

Male, - 1st. Class	600.00	100.00	700.00
Female, - 1st. Class	495.00	100.00	595.00

C.- Teachers with five years' experience:

Male, - 1st. Class	800.00	100.00	900.00
Female, - 1st. Class	660.00	100.00	760.00

D.- Teachers with ten or more years' experience:

Male, - 1st. Class	1000.00	100.00	1100.00
Female, - 1st. Class	825.00	100.00	925.00

The Government took exception to the plan and pointed out that if adopted twenty-five per cent of the teachers would receive forty per cent of the total increase. This only meant, however, that under the existing system the experienced teachers,

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<sup>7</sup>ibid, p. 52.

attracted by the larger supplements paid by cities and towns, were teaching in those centres, while the vast majority of rural teachers were inexperienced. The Federation hoped the new system, if adopted, would eliminate this weakness.

During the year from May 1928 to February 1929, the work outlined by the Federation was carried on by the various committees. On February 19th, 1929, a second delegation waited on the Government, but was dismissed with the same reply as before. However, they were told that if additional subsidy were obtained, the requests would receive consideration.

The interest of the teachers was now fully aroused, and Mr. E. J. Morrissey, B.A., Queen Square School, Charlottetown, was appointed as organizer to give his full time to the work. The membership increased, and the largest number of teachers ever present at a convention of the Federation, attended a special meeting held in the Prince of Wales College Hall, on March 22nd. The reply of the Government was received by this meeting, and was considered very unsatisfactory. A resolution was passed, to the effect that unless a satisfactory arrangement was made between the Government and the Executive of the Federation prior to March 28th, the members of the Federation would discontinue teaching after Easter, and would not resume their duties until authorized by the Executive. This resolution was carried by a standing vote, with only seven dissenting votes.

The Government ignored the Executive, and prepared and mailed to individual teachers a letter promising, among other things, the appointment of a commission to investigate the whole system, and the salaries paid to teachers. The letter was dated March 26th, and was also mailed to the Federation,



secretary, but with a covering letter dated March 27th. The Executive wished an amicable solution of the matter, so waited on the Government and advised a Board of Conciliation, or an Independent Commission to adjust matters. The proposals were rejected by the Government, so it was decided to abide by the resolution passed on March 22nd. In the meantime, however, Mr. J. O. Campbell, acting as mediator, met the Executive and said that the Premier was willing to grant an Independent Commission, that the findings would be implemented in as far as could reasonably be expected, and that the Government would assist in reinstating any teacher who had lost his or her position through having remained loyal to the Federation. Later Hon. B. M. LePage, representative of the Government, substantiated the statements made by Mr. Campbell, and pledged his word of honor that the Government would agree to these terms. When this agreement was reached, teachers were authorized by the Executive to resume work on April 3rd.

The Royal Commission of Education was appointed on July 25th, 1929.<sup>8</sup> The personnel of the Commission was: Chairman, Cyrus J. Macmillan, M.A., Ph.D., McGill University; Neil MacLeod, Esq., K.C.; Daniel S. MacInnis, Esq.

The Commission held sessions at twenty-one centres in the province, and one hundred and seventy witnesses were heard. They included officials of the Department of Education, inspectors, teachers, school trustees, secretaries of school boards, representatives of the Teachers' Federation, parents and ratepayers.

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<sup>8</sup>Yearbook 1929-30, Canadian Teachers' Federation, p.24. Shawinigan Falls, Quebec.

When it was known that a Commission was to be appointed, the Federation passed a resolution instructing the Executive to make arrangements for the gathering of information in the form of a brief to be submitted to the Commission. The work was undertaken by Mr. Morrissey and Mr. Wynne, and completed in five weeks. It covered such phases as: reasons for requesting a substantial increase; average salaries received; comparison of those salaries with the average salaries received by persons in other professions; length of service of teachers teaching during 1927; comparative statement of salaries paid to teachers in this province and other provinces in Canada; comparative statement teachers' salaries and the cost of living in Prince Edward Island and the other provinces; per capita taxation for the provinces of Canada; tentative schedule of increases based on statutory grants.

The Report of the Commission was presented to the Government before the Legislature met in March. On March 22nd the Federation Executive decided that a committee should wait on the Government and present to it certain questions relative to the Report. It was also decided that as the Federation had the written promise of Premier Saunders that a substantial increase would be given to the teachers, should the subsidy be increased, nothing would be said relative to the salary question.

A committee met the Government on March 25th, and the chief question asked was, "Does the Government intend during its present session to re-constitute the Board of Education as recommended on page twelve of the Report?" Mr. Saunders expressed his regret that the Government had not been able to consider the Report. The salary question came up and the

promise of the increase in salary, should the subsidy be increased, was repeated. The Premier thought that the question of the new Board of Education should be of little interest to the teachers, but the delegation disagreed with him. Another meeting was arranged for March 27th, and when the delegation arrived at the Premier's office the cabinet members had not arrived, so the meeting began with only the Premier and another member present to represent the Government. The Government had not had time to consider the Report, but the Premier gave his opinion to the effect that he thought it possible to establish the Board of Education. The following questions were then asked:<sup>9</sup>

1. Will you place a Representative of the Teachers' Federation on that Board? This was thought possible.
2. Will the Text Book Committee be set up at once?
3. Will the recommendation re plans for a Pension scheme be implemented?
4. Is the Government going to take any immediate action re the closing of the small schools?
5. Does the Government intend to take up an immediate survey leading up to consolidation?
6. Will the recommendation re teachers being cut in pay for attendance below average be implemented?
7. Will the recommendation re sale of books at half price to teachers in one-room schools be carried out?

In replying to these questions the Premier stated that they would come under the new Board of Education, and that he could not speak for the Government in the matter, but that he would like to meet the delegation on the 29th and give them a definite answer then. The delegation found the Premier out of town on that day.

In the meantime it was learned that the Government planned to put through legislation to set up the new Board of Education, and to have a plebiscite concerning education as the Commission had recommended. The Federation objected to the

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<sup>9</sup>ibid, p. 25.

idea of a plebiscite in such a matter, and the Government dropped the proposal.

During 1930 several conferences were held with the Government, and at each interview definite assurance was forthcoming that a substantial share of the expected increase of subsidy was marked for teachers' salaries.

In 1935 the Federation reports:<sup>10</sup>

Both governments had promised that when an increase in Federal subsidy was forthcoming, the matter of increased salaries to the Public School Teachers would receive due consideration. Increased subsidy was granted this year, accordingly a committee of which Mr. E. J. Morrissey, Vice-Principal of Queen Square School, was chairman, waited on the Government on March 25th, and asked for (1) an initial increase of ten percent of the present statutory allowance to all teachers with less than five years teaching service, and (2) a twenty per cent increase of statutory allowance to teachers having five or more years teaching experience. This reply was conveyed to the teaching body at the Annual Convention, Easter Week, by Premier W. J. P. MacMillan, who, while he conceded the justice of our claims, stated that owing to the distressing conditions in the farming and fishing communities, the Government had decided that no increase should be given.

In 1937 the Federation reports:<sup>11</sup>

There is no change in the scale of salaries paid by the Government, - but the supplements paid by the districts have, in some cases, been lowered, with the result that many first class teachers are receiving second class pay. We hope to improve these conditions during the coming year by appealing to the ratepayers in the rural districts. A letter addressed to the Secretary in each school district is now being prepared with this end in view. - August 1937.

According to reports of School Inspectors for the past year, teaching conditions have improved in most of the rural districts; but this is chiefly due to the influence and help of Women's Institutes. It is obvious that the policy of the Federation is now to arouse sympathy and support from the ratepayers and the parents of the children served by the schools.

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<sup>10</sup> Report of the Prince Edward Island Teachers' Federation to the Canadian Teachers' Federation, 1935.

<sup>11</sup> Report of the Prince Edward Island Teachers' Federation to the Canadian Teachers' Federation, 1937. Shawinigan Falls, Quebec.

The Prince Edward Island Teachers' Federation Pension plan came into effect on July 1st, 1931. The Federation pension committee under the chairmanship of Mr. H. Johnson, Principal of West Kent School, scrutinized various pension acts, and drew up a scheme which was approved by the Government, with but few alterations. The Act is administered by a Commission of five, two of whom are teachers appointed by the Federation.

In 1931 there was also adopted a "Code of Ethics" drawn up by a committee appointed by the Federation.<sup>12</sup> The Code contains clauses outlining the ideals of the teaching profession in relation to pupils, parents and guardians, school boards, the community, the teaching profession, and to the individual. To themselves: "Every teacher should aim at a high degree of proficiency in the art of teaching, and with this end in view should study methods recommended by prominent educationalists, as well as those employed by other teachers."

In the matter of progress during the past year, the present Secretary, whose position is a part-time one, says:

It is rather hard to report anything definite under this heading, (progress) but we certainly feel that we are making some progress, if only because we are expressing our dissatisfaction with the present curriculum and with the present local trustee board as an administrative unit. We feel that our year has been a fairly successful one, and we hope to do better things in the year 1938.

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<sup>12</sup>Yearbook 1930-31, Canadian Teachers' Federation, p.135. Shawinigan Falls, Quebec.

## CHAPTER X

### THE NOVA SCOTIA TEACHERS' UNION

The development of the teaching profession in Nova Scotia parallels the story of the educational changes in the Province. During the French period from 1605 to 1713, and for the first fifty years of British rule in Nova Scotia, there was little done to provide educational facilities for the small children in the colony. At this time education was controlled by the church, and when Nova Scotia became a British territory the home government sought the aid of the "Society for the Propagation of the Gospel." This Society sent out missionaries and schoolmasters, the first being Rev. Richard Watts at Annapolis in 1728;<sup>1</sup> and the first lay teacher was Edward Holhead, who came to Halifax in 1750. With increased population the itinerant teacher became common. He was not particularly interested in religion, with the result that on June 28th, 1766, the Council at Halifax passed "An Act Concerning Schools and Schoolmasters." This Act provided that no person should set up or keep a grammar school without having been examined by a minister or by two Justices of the Peace, and that he must also produce a certificate as to morals and good conduct. Certain restrictions were placed on Roman Catholics at the same time, but these were removed in 1786 by an Act of Legislature; and gradually the religious persuasion of the teachers became of no consideration.

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<sup>1</sup>Bulletin of the Nova Scotia Teachers' Union,  
Volume XI, Number 3, (Yarmouth, N.S.) p. 2.

The rapid increase in population after 1783, due to the influx of United Empire Loyalists, brought a great demand for teachers, which the Society for the Propagation of the Gospel could not supply, with the result that the home conceptions of education had to be changed.<sup>2</sup> The next advance was made in 1854, when a training school for teachers was established in Truro, due to the efforts of Dr. A. Forrester.<sup>3</sup>

In 1865 Dr. Tupper's education bill provided for compulsory assessment and assured the teachers' salary by taxation instead of by subscription and fees.<sup>4</sup>

The Normal School at Truro did not give purely professional training until 1893, when the change was made by the Superintendent of Education.

Three years after professional training began, the Nova Scotia Teachers' Union was founded as an Educational Association. Dr. M. M. Coady, Director of Extension, St. Francis Xavier University, Antigonish, N. S., is credited with having started the organization.<sup>5</sup> The original organization was found to be too unwieldy by the teachers, so they moved to make it a strictly professional teachers' organization in 1920. The most active members of the Educational Association were the teachers, and with reorganization the older Association ceased to exist. Activity within an organization, however, does not necessarily mean that it is progressive. In 1921 Mr. L. W. Shaw,

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<sup>2</sup>E. P. Cubberley, The History of Education,  
(Houghton Mifflin Co.) p. 716.

<sup>3</sup>op. cit., p. 2.

<sup>4</sup>ibid.

<sup>5</sup>Office of the Nova Scotia Teachers' Union,  
(Sydney, Nova Scotia).

an inspector and visiting delegate from Prince Edward Island to the first official conference of the Canadian Teachers' Federation<sup>6</sup> spoke of the difference between the East and the West in the attitude of officials towards teachers. He said that in the East the real leaders in the movement for bettering professional conditions were the inspectors and officials of the Department of Education. This is still true to a large extent in Nova Scotia and the other Maritime provinces, although as has been shown the teachers' organizations are not satisfied, and they are exerting considerable influence, and are often invited to participate in committee work of the Departments of Education.

The Constitution, adopted by the reorganized body in 1921, outlines its duties in much the same way as the constitutions of other teachers' organizations. A Council was set up, consisting of the Executive and members chosen by various Local Unions of the Province. The Council acts in an advisory, legislative and executive capacity for the Local Unions.

Specifically its duties are:<sup>7</sup>

- (a) To endeavor to unify and elevate the teaching profession in Nova Scotia.
- (b) To bring the claims of the profession before the public and the Legislature of Nova Scotia as occasion may require.
- (c) To watch the educational outlook and the trend of thought in other countries with a view to keeping the profession abreast of the times.
- (d) To endeavor to advance salaries by increasing the capability of the teachers, by improving the quality of their work, by educating the public to a proper appreciation of the value of skilled teaching, and by developing among the members of the profession an 'esprit de corps' and a high sense of professional honor.

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<sup>6</sup>Constitution of the Nova Scotia Teachers' Union.

<sup>7</sup>Yearbook 1926-27, Canadian Teachers' Federation, p. 23.



The organization is not particularly aggressive, and "has not reached the status some of the more optimistic members had hoped for."<sup>8</sup> The Union has never received the publicity teachers' federations in the three most westerly provinces have, partly because it was never so aggressive, and partly because it has been content to work quietly. The 1929 annual report of the Union, to the Canadian Teachers' Federation conference begins: "The past year has been very quiet, but we are able to report another year of growth and steady development."<sup>9</sup>

The Nova Scotia Teachers' Union is comprised of Local Unions throughout the province; with the exception of some of the larger centres where the teacher-groups have not affiliated with the Union. The General Secretary is only a part-time employee, and has invariably been a woman. A general organizer is appointed for brief periods as the occasion requires, the last time being in the Fall of 1930. When an organizer is not appointed it is necessary for the members of the Executive to visit Local Unions to collect fees and see that they are re-organized. According to the Constitution seventy-five per cent of the fees collected are paid into the Provincial Treasury of the Union, and the remainder is for the use of the Local. The fees range from one dollar to five dollars according to salary schedule. The teachers in training at the Provincial Normal School at Truro are generally asked to pledge themselves to

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<sup>8</sup>Yearbook 1926-27, Canadian Teachers' Federation, p. 23.

<sup>9</sup>Yearbook 1928-29, Canadian Teachers' Federation, p. 42.

become active members of the Union as soon as they are actively engaged in teaching.

The Constitution provides that the annual meeting be held during Easter week, but since 1934 it has been held during the first week in July, in order to cut down expenses.

The Union aims to inculcate a spirit of professional pride and professional etiquette, and to develop a professional body influential enough to merit fuller recognition by the Department of Education and the public at large. It tries to create a spirit of fellowship and co-operation by banding teachers together in Local groups, where problems of mutual interest may be discussed more frequently and intimately than is possible at annual meetings. It aims to assist the teacher by securing such conditions as will insure a reasonable schedule of salaries for all teachers, obtain a standard contract form just and equitable to teachers and trustees alike, and improve the scheme of superannuation. The Union believes in the advisability of establishing the larger unit of administration for school purposes, and first advocated the change in 1931.<sup>10</sup>

The present programme of the Union is:<sup>11</sup>

1. To establish an Information and Employment Bureau for teachers.
2. To have the question of school discipline clarified.
3. To explain to the public the advantages of the larger unit of school administration.
4. To have the minimum salary raised to at least six-hundred dollars. (present minimum \$500).

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<sup>10</sup>Yearbook 1930-31, Canadian Teachers' Federation, p.126.

<sup>11</sup>passim.

5. To support and assist in the revision of school curricula.
6. To improve the present system of Provincial Examinations.
7. To formulate and adopt a satisfactory system of group insurance for union members.

The organization has always had some difficulty in maintaining its membership. There are 3649 public school teachers in Nova Scotia,<sup>12</sup> and membership in the Union remains about thirty percent of the possible. The highest membership was 1362 in 1927, and at the present time it is slightly over one thousand. In this connection the following quotations give the picture:

The Statistical Report of the Nova Scotia Teachers' Union shows that our membership has decreased this year. (1935). Many teachers are indifferent, and in spite of the strenuous efforts of our Executive to increase our membership, we find ourselves unable to meet our obligations to the Canadian Teachers' Federation again this year.<sup>13</sup>

Our statistical report will show that our provincial<sup>14</sup> organization embraces about one-third of the total number of teachers actively engaged in the province. (1936) Though we have made strenuous efforts during the past few years and have a very complete organization, it has been impossible to attract the majority of teachers. Many of those who have been induced to join the Union are carried as a financial burden; yet we feel that we have accomplished something in securing a considerable percentage of rural teachers. As a matter of fact, our membership figures do not tell the whole story. Due to the loss of one of our largest urban Locals a few years ago, our membership has been below the one-thousand mark; but this actually represents a larger number of teachers from sections outside this one city than we have usually had in the past. With this urban

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<sup>12</sup>Annual Survey of Education in Canada, 1935, p. 45.

<sup>13</sup>Report of the Nova Scotia Teachers' Union, to the Canadian Teachers' Federation, 1935.

<sup>14</sup>Report of the Nova Scotia Teachers' Union, to the Canadian Teachers' Federation, 1936. Shawinigan Falls, Quebec.

centre, Halifax, assuring us of their affiliation during 1936-37, we hope to reach about our maximum number of members, as many other centres were holding back to see what Halifax was going to do.

Although the percentage of our membership is comparatively<sup>15</sup> low we look to the future with enthusiasm. (1937) Our Union is undertaking many new studies and interest is growing. . . .

Relations between the Union and the Department of Education have always been very cordial, and the Department has requested the organization to send representatives to sit on various committees, one of which was the Committee to formulate the new curriculum in 1933.<sup>16</sup> Legislation has been secured co-operatively, and in 1929 the General Secretary reports concerning legislation:<sup>17</sup>

This year we had a few legislative changes affecting education. We submitted several resolutions to the Department of Education for consideration and in all of these we were promised the sympathy and support of the Superintendent of Education. It is gratifying to feel the Department of Education and the Nova Scotia Teachers' Union are in harmony and are co-operating for the advancement of education in Nova Scotia.

As late as 1929 there were teachers working in the public schools without professional training, many of them having only grade ten certificates. The Union used its influence to change this condition and was partly instrumental in having the following regulations passed in 1929:

1. Teachers holding certificates of Grade XI or Grade XII, who have taught in the public schools of the province for

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<sup>15</sup>Report of the Nova Scotia Teachers' Union to the Canadian Teachers' Federation, 1937.

<sup>16</sup>Report of the Nova Scotia Teachers' Union to the Canadian Teachers' Federation, 1934.

<sup>17</sup>Yearbook 1928-29, Canadian Teachers' Federation, p.43. Shawinigan Falls, Quebec.

ten years or over, but have been unable to proceed to the Normal College for professional training, may by successfully completing three courses at the Halifax Summer School during each of four sessions, obtain a First-class or a Superior First License approved by the Registrar and all prerequisites for license must necessarily be satisfied.

2. A provision permitting public school teachers and university instructors from any part of the British Commonwealth to enter or re-enter the teaching profession in Nova Scotia, and to have such outside service credited for the purpose of provincial aid to the extent of five years. This, it is hoped, will attract back to the province some of the younger teachers who want to the west, as well as help to promote the free exchange of teachers within the Commonwealth.

3. Time spent by a duly licensed teacher of Nova Scotia as a teacher in the public schools in any other part of the British Empire shall be regarded as time spent in teaching in the public schools of Nova Scotia, provided the maximum period of such teaching service outside the province, so regarded, shall not exceed five years.<sup>18</sup>

The province of Nova Scotia has a pension scheme for teachers in effect.<sup>19</sup> Through the efforts of a president of the Union and the Department of Education, a committee was appointed to frame a pension plan for teachers. The scheme outlined was accepted by the Government, and became effective July 31st, 1928. Contributions and benefits are based on the provincial aid to teachers, which takes the form of a scaled grant. The Halifax teachers' scheme has been in existence since 1906 and is entirely independent of the Nova Scotia Teachers' Pension Fund;<sup>20</sup> but the teachers of Halifax come under both systems.

The activities of the Union to secure an increase in

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<sup>18</sup>ibid, p. 44. Nova Scotia Teachers' Union of the  
Yearbook 1927-28, Canadian Teachers' Federation, 1928.

<sup>19</sup>Yearbook 1927-28, Canadian Teachers' Federation. p.31.

<sup>20</sup>ibid, p.147.

the government grants;<sup>21</sup> and at the same time to have them paid in such a manner as to be an inducement for teachers to remain in the province, met with success. The Union asked for a twenty-five percent increase in government grants paid to teachers having taught from ten to twenty years and an increase of fifty percent to all having taught over twenty years. They were successful in obtaining not only these increases, but all teachers who have taught less than five years were to receive an increase of eight percent in their government grant; those having taught from five to ten years were to receive an increase of fifteen percent. The increases took effect on February 1st, 1928.

In addition to the Pension Fund, the Union has evolved an insurance scheme for the protection of its members against legal action arising out of the administration of punishment of any kind.<sup>22</sup> The funds of the organization had been depleted to such an extent by two legal actions in 1933 taken on behalf of its members, that the Union faced bankruptcy unless it were possible to budget definitely for such cases. By the endeavors of the President, the Union effected a form of insurance which is possibly unique in the profession, and which gave the organization the backing of one of the largest insurance companies in the world. The Union pays the insurance premium for its members, and protection is given to members only. The arrangement came into effect in 1934, and has had the effect of reducing legal actions against teacher members to a minimum.

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<sup>21</sup>ibid, p.31.

<sup>22</sup>Report of the Nova Scotia Teachers' Union to the Canadian Teachers' Federation, 1934.

The Union affiliated with the Canadian Teachers' Federation in 1927, and since then has had representatives on some of the committees, but has not always been able to meet its annual Canadian Teachers' Federation dues in full. (1934, 1935, and 1936).<sup>23</sup> This situation is partly the result of the failure of the teachers in Halifax and in some of the larger centres to affiliate with the Union, so that the membership is largely rural, and the individual fee payments small. The Halifax teachers' group was considering affiliation with the provincial body in 1937, but there has been no further action as yet.

Education week was first organized in Nova Scotia by the Union in 1927 in order to bring before the general public the needs and the importance of education in the welfare of the country.<sup>23</sup> When the policy was adopted in 1934, on a Dominion wide basis, the Union co-operated with the help of the Department of Education, the clergy, the press, the service clubs, and women's institutes.

The "Bulletin of the Nova Scotia Teachers' Union" is the official publication, first appearing in 1924. There are five issues a year, and the subscription rate is fifty cents to members. It is financed independently of the Union, and while often in difficulty it has never had to suspend publication. The first occasion on which it was entirely self-supporting and had survived the year without the assistance of funds from the Union, was in 1931. This success was credited to the able

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<sup>23</sup>Yearbook 1926-27, Canadian Teachers' Federation, p.24. Shawinigan Falls, Quebec.

work of the Editor, Mr. Corkum. In 1937 the editorial staff was able to increase the size of the magazine. It has always been the desire of the editorial staff to make the Bulletin meet the needs of the teachers. In 1934 different parts of the province were responsible for various sections of the magazine, and as many pages were published as the revenue allowed. The contents of the Bulletin are similar to other teachers' magazines: editorial, reports of committees and locals, professional and classroom helps, book reviews, and Canadian Teachers' Federation publicity.

In 1935 the Executive began to discuss statutory membership and appointed a committee to draft a Bill in preliminary form. This was done, and the proposed form published in 1936.<sup>24</sup> It was based on the proposed British Columbia Teachers' Federation Act, and therefore rather lengthy, containing in all sixty-two sections. The proposed Bill was discussed by the Annual Conventions of 1936 and 1937. A great deal of work has been done on it, but it is still at the stage where it is the intention "to further study the Bill and find out the wishes of the teachers on this important question."<sup>25</sup>

Below is a summary of the accomplishments of the Nova Scotia Teachers' Union:<sup>26</sup>

1. Secured twenty days of sick-leave to teachers without decrease of salary.
2. Drafted a form of agreement insuring greater security of

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<sup>24</sup>Bulletin of the Nova Scotia Teachers' Union,  
(Yarmouth, N.S.) Volume XII, Number 5; p. 2.

<sup>25</sup>Report of the Nova Scotia Teachers' Union to the  
Canadian Teachers' Federation, 1937.

<sup>26</sup>passim.



tenure to teachers, in co-operation with the Department of Education.

3. Used its influence to obtain the present minimum salary scale.
4. Secured an increase of Provincial Government Grants to all teachers, and the present basis of their distribution and payment.
5. Used its influence to raise the standard of the profession by requesting the elimination of the low grade license.
6. Established greater co-operation between the Department of Education and the teaching profession.
7. Adopted a policy whereby union members are given protection and assistance in legal proceedings in connection with their professional activities.
8. Secured the passage of the Pension Act.
9. Assisted in gaining compulsory training for Nova Scotia teachers.
10. Stimulated public interest in education.

The historical and economical background linked with the conservatism of an older province have all played their part in molding the form and policies of this eastern teachers' organization. Its Constitution is simple, its policies conservative and its efforts moderate. In contrast to the federations of the three western provinces, it is prepared to wait; yet strange to say, it modelled its proposed Teaching Profession Bill on that of the British Columbia Teachers' Federation. Even so, the Union is not forcing the issue to the

same extent as the British Columbia Teachers' Federation is.

In the east the public will think in its own time; in the west it has to be stimulated to think rationally, and restrained from jumping to conclusions. The achievements of the Nova Scotia Teachers' Union have been won with reasonable ease and with a minimum of effort.

## CHAPTER XII

### CONCLUSION

In the introductory chapter some indication of the trends and developments of Canadian Teachers' Organizations was given intentionally, not to predetermine the reader's conclusions, but to indicate that such a topic as "The Development of Canadian Teachers' Organizations," might be interesting.

In the brief period during which professional teachers' organizations have functioned, they have to their credit many accomplishments, perhaps not always spectacular, but nevertheless real and of great benefit to the teacher and consequently to our educational structure. The most noticeable result has been in connection with the development of an increased professional consciousness on the part of teachers, which in turn has produced a sounder and more scientific approach to the solution of educational problems. This greater confidence has also modified the attitude of teachers towards the administrative educational bodies and their methods of administration. Other noticeable effects are seen in the changed type of teacher convention, in frequent official recognition of educational organizations, and in favorable press comments on the value and function of education; for it is increasingly evident that the more aggressive the professional organization, the greater is the tendency towards educational reform.

Towards the end of the Great War it became apparent that teachers were no longer satisfied with the conditions under which

they were forced to work. They continued to attend the large conventions of the general educational associations, but between scheduled meetings they often gathered in groups to discuss the possibility of forming purely professional teachers' organizations, which could be used for purposes of business, to obtain increased salaries in proportion to the rising cost of living, to improve teacher status, to revise curricula, and to reform the methods of school administration. As a result of this wave of interest, professional teachers' organizations were quickly set up across Canada; and the older type of general educational association fell into disuse. In most provinces the large conventions were taken over by the Federations or directed by their officers.

Nine such organizations were formed between 1916 and 1920, two before 1880, and one in 1935. The period of restlessness and the tendency towards self expression during and after the Great War, had its effect in encouraging teachers towards united action as a means of solving their particular problems. They had many of these. Those concerning tenure, salaries, pension schemes, contracts, certificates and academic standing, boards of reference, and representation on educational committees were some that confronted them.

The organizations made progress in the solution of their problems until 1930, when the economic depression began to undo many of the advances they had made. The effect of the depression on education may never be measured fully, but harmful results are very evident in the Prairie Provinces, where school buildings have become dilapidated, school equipment worn out and not replaced, and where underpaid and often unpaid teachers have

have continued to carry on. The Federations have done much to protect and assist teachers working under these conditions, and to make the lives of the children happier by supplying school equipment and clothing to schools in the dried-out areas of the West. Reference has been made to the benevolence of Eastern Canada Federations in connection with their policy of "adopting" Saskatchewan schools in order to assist them. It is the gratitude felt for such deeds that will make the names of teachers' federations live in the memories of the school children living in these desolated areas.

The objectives of the twelve organizations all centre in the school,- with its teacher, its children and its community. Service to all of these is the final objective, and to attain it many approaches are being made, through curriculum reform, administrative reform, security of tenure for teachers, sound pension schemes, group insurance, health programmes for schools, school discipline, legal protection for the teacher, opportunity for the teacher to improve his academic and professional standing, and finally through the fostering of good-will and of co-operation.

The ability of the teachers' organizations to contribute towards educational reform is fully recognized by Departments of Education, which now seek to co-operate in such matters as curriculum revision, choice of text-books, and formation of educational policy. There are indications that the heads of the Departments of Education are beginning to realize that their policies can become really effective only when supported by teachers' organizations. The willingness of educational

authorities to co-operate with teachers' professional organizations has become much more apparent since 1934, when the Canadian Teachers' Federation gave a stimulus to educational research by setting up a Research Bureau to co-ordinate the work of the Provincial Federations. This stimulant to the research attitude has resulted, so far, in the collection of data concerning such problems as curriculum reform, educational opportunity in Canada, the larger unit of administration, and salary schedules and comparisons. In provinces where curriculum revision has taken place, teachers' organizations have been represented on the committees in charge, and have been asked to present their ideas concerning needed changes. The recent contribution by the Ontario Federations to the Elementary School Survey, was commended highly by the Ontario Department of Education.

The confidence of the Departments of Education, in the teachers' organizations, is very well indicated in connection with teachers' conventions and institutes. Formerly the annual conventions were planned mainly by officials of the Department, but there has been a great change in the type of convention since those days, still within the memory of many, when the Department through its school Inspectors encouraged teachers to attend conventions and institutes. To many teachers such attendance meant a holiday, and any professional benefit derived was only incidental. The agenda of those early meetings dealt with problems of the classroom, and with methods which were supposed to have been learned in the Normal School. The paper on "How to Teach Arithmetic" was a perennial; and such questions

as professional ethics, salaries, representation to the Department of Education, school administration, and curriculum revision were rarely discussed. The school Inspector guided the programme of the convention, was the principal speaker, and was both omniscient and omnipresent. Nevertheless these early conventions were of benefit to the teachers, particularly to those from rural areas; for they had the opportunity of listening to the occasional good address, they enjoyed renewing normal school acquaintances, and they seized the opportunity for the discussion of their actual problems after the regular meetings were over. They also had a chance to learn the idiosyncrasies of the inspector, and upon what subject or teaching method he was most likely to place emphasis on the occasion of his next visit.

That the early type of Educational Association with its large annual convention was beneficial to many is not to be doubted, but why did they so easily disappear with the advent of the professional teachers' organization? Was it not simply because they gave so little concern to those real problems of the profession, which the present organizations are now attempting to solve? Two large convention bodies still survive, however, the "Ontario Educational Association," and the "Manitoba Educational Association." The first named is still self-supporting, largely because it draws from a thickly populated area, and its annual meetings are held in the city of Toronto. The Manitoba Association also holds its annual convention in a large centre; and this circumstance, together with the fact that a large part of its programme is given over to discussion of the real problems of the teacher, and is supported by the

Manitoba Teachers' Federation, probably explains its survival.

The public little realizes what a potent force it could unleash if it were prepared to co-operate with and listen to the considered opinion of the professional teachers' organizations. The teaching profession is naturally philanthropic, but relations between it and the public are judged largely on the personal basis, and with a personal bias that dates from school-days. Does the public subconsciously resent the personality that at one period of his life could, and often did, force him to do many things against his will? To some sections of the public, teachers' federations are something to be opposed, for fear they should obtain advantages which would make the teacher less of a public servant, and a more dominant factor in public life. This condition does not obtain in the larger centres where relations between school boards and teachers are not on the same personal basis as they are in the rural areas; but that opposition does exist, and that it hampers efficient work, is the complaint of many of the Local Associations of teachers, and it is one of the reasons that the professional organizations are steadily working for the larger unit of school administration. It is well known that the trustees' organizations do not share the view that the small school board method of control is expensive, inefficient and obsolete. Nevertheless educational authorities and teachers' organizations continue to urge the necessity of introducing the larger unit of administration.

In order to achieve their aims three methods are possible: those adopted by "unions", political influence, or the education of the public.



The methods used by "unions" are not popular among teachers or their organizations, although when the strike method was adopted by teachers in three or four places in Canada, it proved reasonably successful. Since the depression, the possibility of a "strike" has been discussed by some Locals of the Saskatchewan Teachers' Federation, but the Central Executive has indicated that it will support such a move only in extreme cases of prolonged injustice. The same attitude is held by other Federations, for they feel that the responsibility is too great, and that such an act would not be in accordance with the objectives of the organizations; and further that in the West the public would not support such drastic action under present economic conditions. It is difficult to say, however, what might happen if economic conditions improve and teachers' salaries do not.

None of the organizations has ever proposed that it should reach out deliberately for political control, as has been done in the United States. By a clever system of propaganda a deliberate attempt to gain political power might succeed, but it is doubtful, as the first tendencies would in all likelihood be suppressed by the provincial governments. In 1936, one year after the Saskatchewan Teaching Profession Act was passed, reference was made in the Legislature, to the possibility of the Saskatchewan Teachers' Federation using political influence, but it was pointed out by the Federation that it had not, and did not intend to have, any party affiliations, regardless of what the individual teachers might do. In Alberta the Teachers' Association has made it a part of its policy to

use political influence in a large way, but does not admit of party affiliation. The Alberta Teachers' Association has published at times, articles pointing out the errors of the Government, in a fearless manner probably envied by other teachers' magazines.

The third method of obtaining educational reform is conceded to be the one most in keeping with the objectives of professional organizations. The main instrument for carrying out this policy is the "official magazine." The policies of these magazines are generally pacific, although they do not shrink from controversy. They undertake to educate the teacher and to solicit his influence in the cause of educational reform. There are at present eight such teachers' magazines, and they vary from good to excellent. Four of the excellent ones are: the "Bulletin" of the Ontario Secondary School Teachers' Federation; the "B.C. Teacher"; the "Bulletin" of the Saskatchewan Teachers' Federation; and the "A.T.A. Magazine."

There remains the question as to whether the activities of the teachers' organizations have advanced the status of the teacher to a point where his vocation may truly be called a "profession"? That the teacher is ever-ready to "profess" is one of his unenviable characteristics, for he "professes" too much, and often without sufficient academic knowledge or professional experience, to support his assertions. As well, he too often remains aloof from civic affairs, and this detachment has led the cynic to speak of him as the "third sex". Realizing these shortcomings of its members, the professional organization has done much to bring the teacher "out", and to have the academic and professional standards raised, often

against the wishes of the younger teachers and also those teachers who are satisfied to continue in the old way.

In two provinces (Saskatchewan and Alberta), the teachers are members of their professional organizations, by Act of Legislature. The Federation officers and leaders know that such a law does not make a profession of teaching, but it does free the organizations from the needless drudgery of obtaining and retaining membership, and permits them to encourage and even to force their members to act professionally in accordance with an accepted code of ethics.

It is not the policy of Canadian Teachers' Organizations to force educational changes on the public, knowing full well that such effort would be useless. It is rather their policy to co-operate with the public, and to endeavor to show where educational reform would benefit all concerned, particularly the child in the school.

The solidarity of the teaching profession rests on the ability to teach and the ability to learn, but in the final analysis of the success or failure of teachers' organizations, we must examine their effect on the child, for it is the influence of our educational system on the lives of the boys and girls of Canada, that can erect permanent milestones to mark progress along the highway followed by Canadian Teachers' Organizations.

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APPENDIX A

QUESTIONNAIRE SUBMITTED TO GENERAL SECRETARIES

The purpose of this questionnaire is to obtain an informational background concerning each of the provincial teachers' organizations in Canada. The material obtained in this way, together with that from official documents, is to be used in completing the compilation of a history of Canadian Teachers' Organizations.

Considerable progress has been made towards this end, and when the work is completed copies will be available for use in the Central Offices of our teachers' organizations.

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1. Name of Organization . . . . .
2. Name of person answering this questionnaire . . . . .  
Address . . . . . Date . . . . .
3. General Secretary for 1938 . . . . .  
Address . . . . .
4. President for 1937-38 . . . . .  
Address . . . . .
5. Date of the founding of the present organization . . . . .  
(Append a note concerning previous organizations, if any)
6. Places and dates of inaugural meetings . . . . .
7. Names of persons directly responsible for and instrumental in the founding of the organization . . . . .
8. Primary causes inciting the move towards the formation of the organization . . . . .
9. Any special features or circumstances connected with its formation . . . . .
10. Objectives at the time of formation . . . . .
11. Original Constitution: (A copy if possible).
12. Present Constitution: (A copy please).
13. Date of affiliation with the Canadian Teachers' Federation.
14. Does the organization participate in Education Week? . . . .
15. Name of the organization's official publication . . . . .
16. Date of first publication . . . . . Place . . . . .
17. Present Editor . . . . .
18. Number of yearly issues . . . . .
19. Subscription price . . . . .
20. Is it the policy of the publication to exert political influence when it can be of use and value to teachers? . . . .  
(Comments re this question).
21. Nature of contents of publication: (Professional, etc.)
22. Policy of the publication . . . . .
23. Nature of publicity in addition to the official publication.
24. What educational reforms and changes has the organization been instrumental in bringing about, or connected with in any way? (Please develop this at some length, giving authoritative evidence, dates, etc.).
25. Name some of the active committees . . . . .

26. Has the organization the confidence of the Government? . .  
If so, how is it obtained? . . . .
27. Is there at present an active campaign to obtain inclusive  
or statutory membership of all teachers in the organization?
28. What is the attitude of the public towards the organization?  
(Specific instances).
29. What is the attitude of School Boards, and Trustees'  
Associations towards the organization? (Specific cases) . .
30. Date of incorporation of the organization by an Act of  
Legislature . . . .
31. How is membership obtained? . . . .
32. How are fees collected? . . . .
33. Membership in each year since formation. (A table)
34. Schedule of fees since the beginning of the organization:  
(In table form, giving the years and fees for each year).
35. Trace the trend of the organization since its foundation,  
giving specific instances where possible. . . .
36. Immediate aims and objectives. . . .
37. Names of Presidents, and General Secretaries for each  
year since the formation of the organization. . . .
38. In what way has official recognition been given to the  
organization? (conferences, commissions, etc.).
39. Any special information you wish to give, which you think  
should be included in a history of your Teachers'  
Organization, and which is not asked for above.  
(Previous organizations, amalgamation dates, etc.) . . . .

Return to: G. J. Buck, Esq.,  
Box 264,  
Melville, Saskatchewan.

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Note: The questions of the above "Questionnaire" when  
spaced for multigraphing occupied ten sheets of  
paper 8 $\frac{1}{2}$ " x 11".

APPENDIX B

CONSTITUTION OF THE CANADIAN TEACHERS' FEDERATION, 1921

ARTICLE I.

Name.- The name of this organization shall be the Canadian Teachers' Federation.

ARTICLE 2.

Objects.- The objects of the Canadian Teachers' Federation shall be: (a) To obtain co-operation and co-ordination of all Provincial Teachers' Organizations upon policies and activities of common interest;

(b) To provide machinery by which the various provincial organizations can be kept in touch with one another and through which mutual assistance can be quickly and readily given;

(c) The Dominion organization shall in no way interfere with the full liberties of the Provincial organizations in dealing with matters concerning their own provinces.

ARTICLE 3.

Membership.- Membership shall consist of the following Provincial Organizations of teachers, namely: The British Columbia Teachers' Federation, The Alberta Teachers' Alliance, The Saskatchewan Teachers' Alliance, The Manitoba Teachers' Federation, The Federation of Women Teachers' Associations of Ontario, The Ontario Public School Men-Teachers' Federation, The Ontario Secondary School Teachers' Federation, and such other Provincial organizations of teachers as may be from time to time admitted.

An organization shall become, or be affiliated with the

Canadian Teachers' Federation only so long as its active membership is restricted to those actively engaged in teaching; always provided, however, that every provincial organization shall have the right to admit associate or honorary members.

ARTICLE 4.

Method of Affiliation.- Any provincial organization of teachers desiring affiliation with the Canadian Teachers' Federation shall apply in writing to the Canadian Teachers' Federation and shall accompany such application with a copy of its constitution.

ARTICLE 5.

Referendum.- The Executive of the Canadian Teachers' Federation may submit questions to the several affiliated organizations and when the unanimous ratification of such recommendation is obtained, such recommendation shall be considered as a resolution of the Canadian Teachers' Federation.

ARTICLE 6.

Origin of Legislation.-

(a) The Executive of the Canadian Teachers' Federation shall have power to deal with all matters affecting the interests of the provinces in common.

(b) Such matters must first be forwarded by a resolution from one or more provincial organizations to the Executive of the Canadian Teachers' Federation, which shall, in turn, submit said resolution to each and every affiliated provincial federation or alliance.

(c) Every affiliated organization, or all, shall, upon receipt of same, instruct their delegates how to deal with said resolution at the next meeting of the Executive of the Canadian Teachers' Federation.

(d) In order that action may be taken by the Canadian Teachers' Federation, there must be an unanimous vote of the executive of the Canadian Teachers' Federation.

ARTICLE 7.

Vote.-

(a) In all matters of policy and legislation, the method of voting shall be as in Article 6, section "d".

(b) In all other matters the majority vote shall prevail.

(c) In case of doubt as to which method of voting shall be adopted, the decision shall be made by an unanimous vote of the executive.

ARTICLE 8.

Representation.- The Executive of the Canadian Teachers' Federation shall consist of not more than three delegates from each province, but the delegates from each province shall cast one vote only.

ARTICLE 9.

Officers.- The Officers of the Canadian Teachers' Federation shall be President, Vice-President, and Secretary-Treasurer.

A chartered accountant shall be appointed by the annual convention to act as auditor of the Treasurer's books.

ARTICLE 10.

Election of Officers.- The Officers of the Canadian Teachers' Federation shall be elected by ballot at the Annual Conference, nominations being made in open meeting.

ARTICLE 11.

Duties of Officers.-

(a) The President shall be the Presiding Officer of the Federation, and shall, ex-officio, be the Chairman of the Executive Committee,



and shall also be a member, ex-officio, of all committees appointed by the Executive. He shall have general supervision of all matters and affairs of the Federation.

In the absence or disability of the President, his duties shall be performed by the Vice-President.

(b) The Secretary-Treasurer shall have charge of the seal and of all the archives of the Canadian Teachers' Federation, shall prepare and preserve a record of all meetings, general or otherwise, of the Federation and its Executive, and shall sign and execute all instruments in the name of the Federation when authorized to do so by the Executive, affixing thereto the seal of the Federation in the presence of the President or Vice-President. He shall be the legal custodian of all the property of the Federation. He shall submit to the Executive Committee at least fifteen days before the Annual General Meeting, a written report of the business of the Federation for the preceding year.

He shall have the care and custody of all the moneys of the Federation, whether as membership fees or otherwise; shall deposit same in such bank as shall be designated by the Executive, and shall dispose of same at the order of the Executive.

He shall keep a proper set of books of account of the Federation and shall exhibit the same to the Executive Committee when required. He shall submit a special report of the accounts and financial condition of the Federation and of all moneys received and expended by him at each Annual Meeting of the Federation. He shall be required by the Executive Committee to execute a bond for the faithful discharge of his duties in such sum as the Executive may require, the premiums of such bonds to be paid from the funds of the Federation.

(c) The Executive shall exercise all the powers of the Federation, the direction and supervision of its business, and the conduct of the affairs of the Canadian Teachers' Federation. It may appoint committees to carry on the activities of the Federation, but the powers and duties of such committees shall be defined by the Executive.

(d) In case of vacancies on the Executive, such vacancy shall be filled by the Executive until the next Annual Meeting.

ARTICLE 12.

Quorum.- The representatives from a majority of the provincial organizations shall constitute a quorum.

ARTICLE 13.

Meetings.- The Annual Meeting of the Canadian Teachers' Federation shall be held during the summer vacation of each year as the Executive may order, and due notice shall be given each organization on or before May 15th.

ARTICLE 14.

Business.- The business of the Annual Meeting shall be:

1. Receipt of Reports.
2. Receipt of Financial Statements.
3. Nomination and Election of Officers.
4. Appointment of Auditors.
5. General Business.

ARTICLE 15.

Rules.- Bourinot's Rules of Parliamentary Procedure shall govern all meetings.

ARTICLE 16.

Amendments.- The Constitution and By-Laws of the Canadian Teachers' Federation shall only be altered, amended or added to

by an unanimous resolution of the Federation, submitted to the Annual Meeting. Notice of such amendment or amendments shall be given on or before May 1st, to the various secretaries.

ARTICLE 17.

Fees.- The annual fee to be paid to the Canadian Teachers' Federation by the Provincial Organizations shall be fixed by the Annual Convention.

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APPENDIX C

CONSTITUTION OF THE CANADIAN TEACHERS' FEDERATION, 1930

ARTICLE 1.

The Name.- The name of this organization shall be the Canadian Teachers' Federation.

ARTICLE 2.

Objects.- The objects of the Canadian Teachers' Federation shall be to obtain co-operation and co-ordination of all provincial teachers' organizations upon policies and activities of common interest; and to provide means for the ready exchange of information of mutual interest to the affiliated units.

ARTICLE 3.

Membership.- Membership shall be open to any provincial organization whose policies and activities are controlled by those who are actively engaged in the teaching profession or who are giving full time to the work of provincial teachers' organizations.

ARTICLE 4.

Affiliation.-

(a) Any provincial organization of teachers desiring affiliation shall apply in writing to the Canadian Teachers' Federation and shall accompany such application with a copy of its constitution.

(b) The application and copy of the constitution shall be submitted to the Constitution Committee of the next Annual Conference for consideration and report.

ARTICLE 5.

Annual Conference.-

(a) The Annual Conference of the Canadian Teachers' Federation

shall be held during the summer vacation of each year at such time as the Executive may order, and due notice shall be given to each organization on or before May 15th.

(b) Members of the Annual Conference shall be the President, Vice-President, the Secretary-Treasurer, and three delegates from each province.

(c) Representatives from a majority of the provinces shall constitute a quorum.

(d) Each affiliated organization shall appoint its quota of regular delegates, and its governing body shall direct, and shall report the personnel of its delegation to the Secretary-Treasurer of the Canadian Teachers' Federation not later than May 15th, and shall assign one of its delegates to each of the three standing committees, namely: (1) Constitution, Policy and Nomination; (2) Resolutions; (3) Finance and Budget.

(e) Affiliated organizations may, at their discretion, appoint additional delegates who may attend the Annual Conference at the expense of the provincial organization appointing them. In the absence or inability of a regular delegate on the floor of the Annual Conference or on committee, announcement of such substitution being made forthwith to the presiding officer by the provincial delegation affected.

(f) Additional delegates and representatives from non-affiliated organizations may, at the courtesy of the chair, be allowed the privilege of debate in the Annual Conference.

(g) Each Ontario Federation paying the maximum fee is granted an additional delegate, this however, not to increase the vote from that Province.

ARTICLE 6.

Officers.-

(a) The officers shall be the President, First Vice-President, Second Vice-President and Secretary-Treasurer, all of whom shall be persons actively engaged in teaching or giving full time to the work of the Provincial Teachers' Organizations. They shall be elected at the second afternoon session of the Annual Conference, nominations having been received from the Nomination Committee as appointed under Article 5, section (d); or in open meeting.

(b) They shall remain in office for one year or until their successors have been elected.

(c) In case of a vacancy arising among the officers, the same shall be filled by the Executive.

ARTICLE 7.

Duties of Officers.-

(a) The President shall be the presiding officer of the Annual Conference. He shall have the general supervision of all the affairs of the Canadian Teachers' Federation. He shall be the Chairman of the Executive Committee and shall be a member (ex-officio) of all committees appointed by the Conference, or by the Executive Committee.

(b) In the absence or disability of the President, the Vice-President shall assume the responsibilities and perform the duties of that office.

(c) The Secretary-Treasurer shall have charge of all the archives of the Canadian Teachers' Federation, shall prepare and preserve a record of all meetings, general or otherwise, of the Federation and its Executive, and shall sign and execute

all instruments in the name of the Federation. He shall submit to the Executive Committee at least fifteen days before the Annual Conference a written report of the business of the Federation for the preceding year, and one before each of the following dates: October 1st, December 1st, and April 1st.

He shall have the care and custody of all the moneys of the Federation, whether as membership fees or otherwise, and shall deposit same in such bank as shall be designated by the Executive. He shall make all disbursements by cheque countersigned by the President or Acting President.

He shall have the books audited annually by a chartered accountant appointed by the Executive. He shall submit at each Annual Conference a report of the accounts and financial condition of the Federation and of all moneys received and expended by him. He shall be required by the Executive Committee to execute a bond for the faithful discharge of his duties in such sum as the Executive may require, the premium of such bond to be paid from the funds of the Federation.

#### ARTICLE 8.

Executive Committee.--

(a) The Executive Committee shall be composed of the President, the First Vice-President, the Second Vice-President, the Immediate Past President, the Secretary-Treasurer, and one member nominated from and by each province. No province shall have more than one vote.

(b) Between consecutive Annual Conferences the Executive shall exercise all the powers of the Federation in the direction and supervision of its business and the conduct of the affairs of

the Federation during the year. It may appoint special Committees to carry on the activities of the Federation and shall determine the powers and duties of the same.

(c) Any question submitted to every member of the Executive by mail or otherwise, and assented to be a two-thirds majority, shall be a resolution of the Executive; providing that questions involving new policy shall require an unanimous vote.

(d) It shall be the duty of the Executive representative (not President nor Secretary-Treasurer) of each province to communicate with the Secretary of each affiliated provincial organization in the province which he represents, on every matter brought before his notice as a member of the Executive.

(e) It shall be the duty of the Executive representative to report to the Secretary-Treasurer the activity of his provincial organization on or before November 15th, March 15th, and June 15th.

(f) The Executive Committee shall meet at the close of the Annual Conference, and in the case of necessity, at such times as shall be decided upon by the officers of the Federation.

#### ARTICLE 9.

##### Business.-

(a) The business of the Conference shall include:

The President's address.

Report of the Secretary-Treasurer.

Reports of Standing and Special Committees.

Provincial Reports of work and progress.

Resolutions and Matters of Policy.

Routine and General Business.

Nomination and Election of Officers.



(b) The Order of Business of each session shall be:

Organization of Conference.

Reading and approval of minutes of last meeting.

Delegations.

Correspondence.

President's address and announcements.

Appointment or announcements of Committees.

Report of Secretary-Treasurer.

Reports of Committees - (i) Special; (ii) Standing.

Provincial Reports.

Miscellaneous business.

Note: Election of officers shall be held during the afternoon session of the second day.

#### ARTICLE 10.

Origin of Business.--

(a) All resolutions dealing with matters of policy to be presented at the Annual Conference must originate with one or more provincial organizations.

(b) Such resolutions must be submitted on or before May 15th, to the Secretary-Treasurer of the Canadian Teachers' Federation, who shall forthwith forward copies to the Secretary and the Executive members of each and every affiliated provincial organization.

(c) Motions dealing with matters of policy may originate at and with the Annual Conference, but if the representatives of any province desire a reference of such to its own Executive, they may request such reference and the adoption of such motion shall be subject to ratification by such provincial executive.

(d) Each province shall have three votes, the majority to prevail, providing, however, that to carry a question involving a matter of policy, a majority in its favor from each and every province shall be necessary.

#### ARTICLE 11.

##### Rules.-

(a) The President or Acting President shall rule whether a motion deals with a matter of policy or not.

(b) If and when the ruling of the chair is challenged on a question of the method of voting, the presiding officer shall allow the challenger to state his case; the chair may reply; and then, without further debate, the question shall be put "Shall the ruling of the chair be sustained?" and the majority vote in the negative shall be required to overrule the decision of the chair.

(c) In all other cases, Bourinot's Parliamentary Procedure shall govern.

#### ARTICLE 12.

Conference Expenses.- The expenses to the Conference of the President, the Vice-President, the Secretary-Treasurer, and all regular delegates shall be paid from the funds of the Canadian Teachers' Federation; said expenses are to be such as authorized by the Canadian Teachers' Federation of 1926.

(See footnote to this Constitution.)

#### ARTICLE 13.

Amendment.- The Constitution and By-Laws of the Canadian Teachers' Federation shall be altered, amended, or added to, only by the Annual Conference, a two-thirds majority being required.

ARTICLE 14.

Fees.-

(a) The financial year of the Canadian Teachers' Federation shall be from July 1st to June 30th, and the different affiliated organizations shall be assessed the per capita fee as provided for in the Constitution on each and every member paying the fixed dues of his own provincial organization, according to the last annual report of each affiliated organization.

(b) The amount shall be:

50 cents per member for the first 1500 members, and 25 cents per member for the next 1000 members; and the maximum fee from any one affiliated organization shall be \$1,000.00.

N.B. - Expenses authorized by the Seventh Annual Conference held at Charlottetown, P.E.I., on August 5th, 1926.-

- (a) Transportation by the shortest direct route to and from the conference city.
- (b) Standard Pullman accommodation.
- (c) Hotel expenses at the conference city.
- (d) Travel allowance of five (\$5.00) per day.

(The above Constitution was slightly amended at the 1937 Conference, but these amendments have not yet been printed.)

APPENDIX D

CONVENTIONS AND PRESIDENTS OF THE CANADIAN TEACHERS' FEDERATION SINCE THE YEAR 1920.

<u>Year</u>	<u>Date</u>	<u>Place</u>	<u>President</u>	<u>Sec. -Treasurer</u>
1920	July 26-27	Calgary	H. Charlesworth	Miss H. Arbuthnot
1921	Aug. 6-8-9.	Toronto	H. Charlesworth	Miss H. Arbuthnot
1922	July 24-26	Saskatoon	H. Charlesworth	Miss Anderson
1923	Aug. 7-10	Montreal	H. W. Huntly	Miss H. Arbuthnot
1924	Aug. 12-16	Victoria	H. C. Newlands	H. Charlesworth
1925	Aug. 11-14	Toronto	W. C. Mitchell	J. G. Elliott
1926	Aug. 3-6	Charlotte- town	R. E. Howe	J. G. Elliott
1927	Aug. 15-17	Toronto	M. J. Coldwell	J. G. Elliott
1928	July 23-26	Winnipeg	E. A. Hardy	M. J. Coldwell
1929	July 8-12	Quebec (province)	C. W. Laidlaw	M. J. Coldwell
1930	July 14-17	Calgary, Edmonton, &	C. N. Crutchfield Jasper	M. J. Coldwell
1931	July 27-31	Moncton, St. John.	J. W. Barnett	M. J. Coldwell
1932	No conference			
1933	No conference			
1934	Aug. 8-11	Toronto	Wm. L. Barker	C. N. Crutchfield
1935	Aug. 5-9	Ottawa	J. R. MacKay	C. N. Crutchfield
1936	Aug. 4-7	Saskatoon	Miss J. Norris	C. N. Crutchfield
1937	Aug. 10-14	Toronto	A. C. Lewis	C. N. Crutchfield
1938		Winnipeg		C. N. Crutchfield

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APPENDIX E

MEMBERSHIP IN CANADIAN TEACHERS' ORGANIZATIONS

Year ---	1927	28	29	30	31	32	33	34	35	36	37
Prince E.I.	482	483	448	478	509	460	479	501	566	416	428
Nova Scotia	1362	1017	1197	1010	1146	936	1177	1200			1480
New Bruns.	879	873	799	885	831	824	910	819			1043
Quebec Prot.	1489	1447	1361	1400	1679	1821	1898	1830	1886	1775	
Ont. S.S.T.F.	2282	2455	2715	2818	3087	3361	3318	3253	3363	3632	
Ont. P.S.W.	4210	3241	2982	3327	4237	4320	3361	3376			
Ont. P.S.M.	756	780	804	920	1002	905	875	820			
Manitoba	2275	2320	2437	2626	2875	2439	1992	1730	1515	1570	
Sask.	850	1790	2144	2463	2057	876	800	3221	7285	7285	7285
Alberta	2613	2191	2358	2632	2818	3362	3218	3216	6000	6000	6000
British C.	1773	1649	2873	2143	2298	2326	2176	2402	2638		
Members of the Canadian Teachers' Federation											30,400 (approx)

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Membership in the Canadian Teachers' Federation, - 30,400 (approx)

APPENDIX F

PRESIDENTS OF THE BRITISH COLUMBIA TEACHERS' FEDERATION

1917	Mr. J. G. Lister.
1918	Mr. J. G. Lister.
1919	Mr. H. Charlesworth.
1920	Mr. J. R. Pollock. (Jan.-July)
1920-21	Mr. J. G. Lister.
1921-22	Mr. J. G. Lister.
1922-23	Mr. J. G. Lister.
1923-24	Mr. G. A. Fergusson.
1924-25	Mr. E. S. Martin
1925-26	Mr. E. H. Lock
1926-27	Mr. G. W. Clark.
1927-28	Mr. W. H. Morrow.
1928-29	Mr. T. W. Woodhead.
1929-30	Mr. G. S. Ford.
1930-31	Mr. I. Dilworth.
1932-33	Mr. C. G. Brown.
1933-34	Mr. C. L. Thornber.
1934-35	Mr. J. R. Mitchell.
1935-36	Mr. R. P. Steeves.
1936-37	Mr. W. Morgan.
1937-38	Mr. J. N. Burnett.

Note: The General Secretary is Mr. H. Charlesworth,  
Aldine House, Vancouver, British Columbia.

APPENDIX G

PRESIDENTS OF THE ALBERTA TEACHERS' ASSOCIATION

1916-17 Mr. George W. Gorman, Medicine Hat.  
1917-18 Mr. George Misner, Edmonton.  
1918-19 Mr. George Misner, Edmonton.  
1919-20 Mr. T. E. A. Stanley, Calgary.  
1920-21 Dr. H. C. Newland, Edmonton.  
1921-22 Dr. H. C. Newland, Edmonton.  
1922-23 Mr. C. E. Peasley, Medicine Hat.  
1923-24 Mr. J. E. Somerville, Edmonton.  
1924-25 Mr. W. W. Scott, Calgary.  
1925-26 Mr. F. Parker, Calgary.  
1926-27 Mr. A. Waite, Edmonton.  
1927-28 Mr. H. C. Sweet, Lethbridge.  
1928-29 Mr. H. D. Ainlay, Edmonton.  
1929-30 Mr. R. D. Webb, Calgary.  
1930-31 Mr. A. J. H. Powell, Fort Saskatchewan.  
1931-32 Mr. C. O. Hicks, Edmonton.  
1932-33 Mr. M. W. Brock, Calgary.  
1933-34 Mr. G. A. Clayton, Edmonton.  
1934-35 Mr. E. J. Thorlackson, Calgary.  
1935-36 Mr. G. G. Harman, Edmonton.  
1936-37 Mr. E. C. Ansley, Medicine Hat.  
1937-38 Dr. M. E. Lazerte, Edmonton.

Note: Mr. John W. Barnett has been General Secretary of the Alberta Teachers' Association since its founding.

APPENDIX H

CODE OF ETIQUETTE OF THE ALBERTA TEACHERS' ASSOCIATION.

It shall be considered an unprofessional act:

1. To disregard a contract with a school board.
2. To criticize adversely a fellow teacher who is member of the Alberta Teachers' Association, or to make a report on his efficiency without first having shown him a written statement and giving him an opportunity of replying thereto.
3. To pass along rumors derogatory to a fellow-member of the Alberta Teachers' Association whether such rumors be based on fact or not.
4. To seek professional advancement by other than professional means.
5. To seek employment with a school board:
  - (a) Not in good standing with the Alberta Teachers' Association.
  - (b) Already having a member of the Alberta Teachers' Association under contract for the same position.
6. To make known to non-members of the Alberta Teachers' Association except through authorized channels the proceedings of a committee or General Meeting of the Alberta Teachers' Association.
7. To speak to any person, a non-member of the Alberta Teachers' Association, in terms derogatory to, or derisive of the teaching profession as established by "The Teaching Profession Act, 1935," and amendments thereto.



APPENDIX I

THE ALBERTA TEACHERS' ASSOCIATION: BY-LAWS RE DISCIPLINE

As approved by the Lieutenant-Governor-in-Council, as required by Section 6, sub-section (3), "The Teaching Profession Act, 1935," and amendments thereto.

Discipline Committee

1. (1) The Executive Council shall appoint and shall maintain for the purposes hereinafter named, a committee of its own body to be known as the Discipline Committee, not exceeding five in number, of whom three shall constitute a quorum.

Tenure of Office of Discipline Committee

(2.) The members shall hold office for two years: provided that the members appointed to the first Committee shall hold office as follows:

Three members shall be appointed to serve for one year only.

Two members shall be appointed to serve for two years.

2. (1) The Committee shall meet from time to time for the dispatch of business, and subject to any regulations made by the Executive Council, may regulate the convening, notice, place, management and adjournment of such meetings, the appointment of a chairman, the mode of deciding questions, and generally the transaction and management of business; and if there be a quorum, the Committee may act, notwithstanding any vacancy in their body and in the case of a vacancy, may appoint a member of the Executive Council to fill the vacancy until the next meeting of the Executive Council.

(2) Every meeting of such Committee held for the purpose of investigating a charge or complaint shall be held at such time and place as is most convenient for all parties concerned.

#### Notice of Investigation

(3) At least two weeks before the holding of an inquiry a notice shall be served upon the person whose conduct is the subject of inquiry; and such notice shall embody a copy of the charges made against him or a statement of the subject-matter of the inquiry, and shall specify the time and place of meeting.

3. The Discipline Committee, as well as the Executive Council may, for the purpose of the execution of their duties under "The Teaching Profession Act, 1935," and amendments thereto, employ at the expense of the Association such legal or other assistance as they think necessary, and the person whose conduct is the subject of inquiry shall also have the right to be represented by counsel.

#### INVESTIGATIONS

4. (1) The Discipline Committee shall, on a written order of the Executive Council, and may of its own motion, investigate the facts regarding any member of the Association who is reported to be guilty of or has been charged with a crime or other unbecoming or improper conduct, professional or otherwise.

(2) Without in any way restricting the generality of subsection (1) hereof, every member shall be deemed guilty of unbecoming or improper conduct who —

(a) wilfully takes, because of animosity or for personal advantage any steps to secure the dismissal of another teacher;

- (b) wilfully circulates false reports derogatory to any fellow teacher;
- (c) maliciously, carelessly, irresponsibly, or otherwise not in fulfilment of official duties, criticizes the work of a fellow teacher in such a way as to undermine the confidence of the public and pupils;
- (d) enters into any collusive arrangement meant to circumvent or nullify any of the Acts of the Legislature pertaining to teachers or schools or the regulations of the Department of Education;
- (e) where he is one of a local group, bargains on his own behalf on questions affecting each and all members of the group;
- (f) is addicted to the excessive use of intoxicating liquors or the excessive or habitual use of opiates or narcotics, as defined in the Opium and Narcotic Drug Act (Chap. 144, R.S.C. 1927), and amendments thereto.

#### Report of Committee

5. The Committee shall, after investigation, report its findings to the Executive Council in a written report signed by the members taking part in the investigation, and shall make such recommendations as it may deem advisable.

#### Suspension or Cancellation of Certificate

6. The Executive Council may, on receipt of a report from the Discipline Committee and after consideration thereof, suspend or expel from membership the person whose conduct

was under inquiry, and advise the Minister to suspend or cancel the certificate of such person.

#### Costs of Inquiry

7. (1) If, as a result of an inquiry under these By-laws, a person has been proven guilty of an offence as set forth in Section 4 hereof, the Discipline Committee may order that the costs of and incidental to the inquiry, including the expenses of the Discipline Committee, the Executive Council and the Teaching Profession Appeal Board, and fees payable to witnesses or any of them, shall be paid by such person.

#### Taxation of Costs

(2) Such costs shall be ascertained and certified by the Secretary according to column 1 of the schedule of the Rules of the Supreme Court of Alberta, relating to costs, and the member shall forthwith pay to the Association the costs ordered to be paid and certified as aforesaid.

#### Deposit to Cover Expenses of Inquiry

8. The Executive Council may demand from any person requesting an inquiry, and before undertaking the same, a reasonable sum as a deposit to cover the necessary costs and expenses, and, in case the complaint is found to be frivolous or vexatious, the deposit may be so applied; otherwise the deposit shall be returned to the person making the same.

#### Refund of Costs

9. The Executive Council, on the recommendation of the Discipline Committee may order to be paid out of the funds at its disposal, to any person against whom a complaint has

been found to be frivolous or vexatious, such costs as it deems just.

#### Preliminary Investigation by Executive Council

10. The Executive Council may, and upon written application of any three members shall, make a preliminary investigation into the facts regarding such conduct of any member as is set forth in Section 4 hereof, and if the facts justify a more thorough investigation, the Executive Council shall order an investigation by the Discipline Committee as heretofore provided.

#### Evidence

11. The testimony of witnesses shall be taken under oath, which the chairman or acting chairman of the Committee is hereby authorized to administer, and there shall be full right to cross-examine all witnesses called and to adduce evidence in defence and reply.

#### Attendance of Witnesses

12. For the purpose of procuring the attendance of any person as a witness before the Discipline Committee, the Discipline Committee may serve such person with a notice requiring him to attend before the Committee, which notice shall be served in the same way and have the same effect as a notice requiring the attendance of a witness at the hearing or trial of an action, and the production by him of documents; but no such person shall be compelled under any such notice to produce any document which he could not be compelled to produce on the trial of such an action, and the penalties in the case of disobedience to any such notice aforementioned shall be the same as obtain in civil cases in any court of law.

### Non-Appearance of Person Investigated

13. (1) In the event of non-attendance of the person whose conduct is the subject of inquiry, the Discipline Committee may, upon proof of service of the notice above referred to in accordance with the provisions of Section 2, subsection (3) hereof, which proof of service may be by affidavit or statutory declaration, proceed with the inquiry and, without further notice to such person, make a report of their findings or take such action as they are authorized to do under these by-laws.

(2) In any case in which the person whose conduct is the subject of inquiry does not appear and the Discipline Committee determine to proceed in his absence, and in any other case with the consent in writing of that person, the Committee may, either as to the whole case or as to any particular fact or facts, proceed and act upon evidence by affidavit.

### APPEALS

#### Time Limit for Appeal

14. Any person who has been suspended or expelled from membership in the Association, or otherwise disciplined, or whose certificate has been suspended or cancelled on the advice of the Executive Council, may appeal to the Teaching Profession Appeal Board at any time within six months of the date of such suspension or cancellation of certificate; and the Board may upon the hearing of the appeal make such order to the Executive Council as to restoration of membership or make such recommendation to the Minister as to restoration of certificate, or

confirmation of the suspension or cancellation, or for further inquiries by the Discipline Committee or the Executive Council into the facts of the case, and as to costs, as shall be just.

#### Serving Notice of Appeal

15. The appeal shall be by notice which shall be served upon the General Secretary-Treasurer of the Association and such other person or persons as the Board may direct, and shall be founded upon a copy of the proceedings before the Discipline Committee, the evidence taken, the report of the Discipline Committee, and the order of the Executive Council in the matter, certified by the General Secretary-Treasurer of the Association; and the General Secretary-Treasurer shall, upon request of any person desiring to appeal, furnish him with a certified copy of all proceedings, reports, orders and papers upon which the Discipline Committee or the Executive Council have acted in making the report complained of, upon payment for the same at the rate of fifteen cents per folio.

#### Transcript of Proceedings to be Forwarded to Minister

16. In the event of a teacher appealing to the Teaching Profession Appeal Board against the decision of the Association, the Secretary of the Association shall forward a transcript of the evidence in the hearing, together with the findings of the Discipline Committee thereupon, to the Minister of Education.

17. In the event of a teacher serving notice of appeal to the Teaching Profession Appeal Board against the decision of the Executive Council in suspending or expelling such teacher from membership in the Association, such suspension or expulsion

shall not take effect until the Minister of Education shall have received a copy of the findings of the Teaching Profession Appeal Board and taken such action with respect thereto as he deems just.

LIMITATIONS OF POWERS OF LOCAL GROUPS

18. No local group or groups of teachers shall send deputations to the Government or any member thereof, nor bargain in any way with the Department of Education of the Province of Alberta on matters affecting the interests of teachers generally, or implying a change in educational policy without the knowledge and consent of the Executive Council of the Association.

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Note: The By-laws of the Association have the same force and effect as if they were part of "The Teaching Profession Act, 1935," and amendments thereto.

Section 12 of the Act reads as follows:

"12. Every person guilty of violating any provision of this act or any of the By-laws made there - under, shall be liable to a fine of not more than Twenty-five Dollars (\$25.00) recoverable with costs under the provisions of the law respecting summary convictions."



APPENDIX J

THE SASKATCHEWAN TEACHERS' ALLIANCE

Official Bulletin, October 1933

Re Amalgamation:

A meeting of representatives of the Saskatchewan Teachers' Alliance and the Saskatchewan Educational Association was held in the Technical School, Saskatoon, on March 11th, 1933, to consider the question of amalgamation of the two organizations as suggested in the resolutions adopted at the Easter Convention 1932.

Those present were: Dr. Wilson, Saskatoon, Chairman; R. J. Mathers, Saskatoon, Secretary; A. W. Cameron, Saskatoon; J. R. MacKay, Saskatoon; G. A. Brown, Moose Jaw; A. McLeod, Regina.

The following Constitution was drafted by the meeting:

Name: 1. That the organization be known as the Saskatchewan Education Federation.

Aims: 1. To advance the educational interests of the province, and to increase the efficiency of its educational system.

2. To associate and unite in a common aim all those engaged in educational work of teaching and supervision in the province.

3. To promote a sympathetic understanding between the members of the Federation on the one hand, and the trustees, Department of Education, and the general public on the other; and to actively co-operate towards conciliation in any cases where differences may arise between them.

Powers: 1. To organize local branches in the inspectoral districts of the province.

2. To affiliate with other educational organizations.

3. Inspectorate Locals shall have power to organize sub-locals in their area.

Membership:

1. Active membership shall consist of teachers, normal school teachers, Inspectors of Schools, University professors and supervisors.

2. Associate membership shall consist of any persons interested in education who pay the annual fee prescribed for associate members.

Officers: The officers of the Federation shall consist of Honorary President, Honorary Vice-President, President, Vice-Presidents (two), Secretary, Treasurer, Immediate Past President.

Election: The election of officers shall take place annually on the first day of the annual convention by members of an electoral council, who shall consist of one representative from each inspectorate, two from each of the cities of Saskatoon, Regina, and Moose Jaw, one from the Normal School staffs, one from the University, and one from the Saskatchewan Inspectors' Association.

Convention:

1. Unless otherwise decided by the Executive of the Federation, the annual convention shall be held on the Tuesday, Wednesday and Thursday next following Easter Sunday.

2. The annual convention shall be held alternately in the North at Saskatoon and in the South at Regina, as determined by the Federation in annual convention.

- Fees: 1. Associate fees to be one dollar per annum.  
2. Active membership fees to be determined at the time of adoption of the constitution.

Note: Copies of this proposed constitution were sent out to local teacher groups, and conventions during the Fall of 1933.

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#### APPENDIX K

##### THE SASKATCHEWAN RURAL TEACHERS' ASSOCIATION

Official Bulletin, Melville, Sask., Sept., 1933.

. . . . The Rural Teachers' Association was organized in October 1932, and since then a plan of organization has been completed and published. This plan has resulted in much favorable comment from hundreds of teachers, and in view of this we are fully convinced that it will be acceptable to the majority of teachers in the province. Since the opening of the Fall term many inquiries are being received from individual teachers as well as from study groups, which shows that teachers generally are interested in a professional organization.

The following is the scheme of organization: The plan adopted features the Inspectoral Convention, and makes it the convention of first importance. Relatively few rural teachers do or can attend the provincial convention, but almost all attend the inspectoral conventions. Within inspectorates study groups will be organized for classroom service, and also to deal with matters of professional status, etc. Each Inspectorate Convention will elect one representative to a Provincial Council which will meet during the Christmas and

Easter Vacations. This representative will be officially responsible for organization work in his inspectorate. The Council will elect a Provincial Executive of five members, which in turn will select a President and a Secretary-Treasurer acceptable to the Council. The plan combines a high degree of democratic control with the greatest possible assurance of efficiency, and close attention to the problems of the rural teacher. This scheme of organization can be extended to include urban centres on a basis of representation satisfactory to those concerned.

A very important feature of this scheme is the Local Study Group. Realizing the urgent need for efficient classroom service as well as for the opportunity of improving professional status, we feel that the formation of study groups will be of great benefit in the clarification of problems common to the profession,- particularly to the teacher in the ungraded school. The aims and objectives of the organization are summarized below:

1. Larger unit of organization for administrative purposes.
2. Statutory minimum salary on a schedule basis.
3. Security of tenure by;- (a) introduction of (1) as above, and (b) dismissal only on recommendation or consent of the Inspector or Supervisor.
4. Statutory membership of all teachers in their professional organization.
5. Provision for dependents in the Superannuation Act, and the extension of the continuity clause in the Act.
6. Professional classroom service to teachers.
7. The affiliation with other educational organizations, and the uniting of independent groups of teachers according to the foregoing plan,- the completed organization to be called "The Saskatchewan Teachers' Federation."

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APPENDIX I

AN ACT RESPECTING THE TEACHING PROFESSION

Assented to February 21, 1935.

His Majesty, by and with the advice and consent of the  
Legislative Assembly of Saskatchewan, enacts as follows:

Short Title:

1. This Act may be cited as The Teachers' Federation Act, 1935.

THE SASKATCHEWAN TEACHERS' FEDERATION

2. The Saskatchewan Teachers' Federation hereinafter called  
"The Federation" is hereby constituted as a body corporate  
and politic.

3. The federation may acquire, hold and dispose of real and  
personal property for its corporate purposes.

4.-- (1) The objects of the federation shall be:

- (a) to promote the cause of education in Saskatchewan;
- (b) to raise the status of the teaching profession;
- (c) to promote and safeguard the interests of teachers  
and to secure conditions which will make possible the  
best professional service;
- (d) to influence public opinion regarding educational  
problems;
- (e) to secure for teachers a greater influence in  
educational affairs;
- (f) to afford advice, assistance and legal protection to  
members in their professional duties and relationships.

(2) The federation may take any measure, not inconsistent with the provisions of this Act, which it deems necessary in order to give effect to any policy adopted by it with respect to any question directly or indirectly affecting teachers.

5.--(1) All persons employed as teachers in schools organized under the School Act and the Secondary Education Act shall, as a condition of their employment, be members of the federation.

(2) The following groups shall be eligible for membership in the federation, namely:

(a) school inspectors for Saskatchewan;

(b) normal school instructors in Saskatchewan; and

(c) teachers in the University of Saskatchewan and its affiliated colleges;

subject to compliance with the provisions of this Act.

(3) Unemployed teachers and teachers in training shall be eligible for membership in the federation.

#### Local Bodies:

6.--(1) The federation shall consist of the local bodies of teachers:

(a) in the school inspectorates in the province;

(b) in the Cities of Regina, Saskatoon and Moose Jaw;

(c) in such other cities as may hereafter be separately organized for school purposes;

and for the purposes of this subsection, school inspectors, normal school instructors and teachers in the University of Saskatchewan and its affiliated colleges shall be deemed to be local bodies of teachers.

(2) A local body may organize in such manner as it deems fit provided that its constitution and bylaws are not inconsistent with the provisions of this Act.

Provincial Council:

7.--There shall be a provincial council hereinafter called "the council", consisting of one councillor for each local body, the membership of which does not exceed 250, or two councillors where the membership exceeds 250. Councillors shall be elected by their local bodies and shall hold office for one year.

(2) The council may from time to time change the basis of representation of local bodies when in its opinion such changes are required on account of educational re-organization or any other circumstances.

(3) A member of the council who represents a local body and ceases to belong to that body shall automatically cease to be a member of the council, and the executive of the local body which he represented may elect a successor for the unexpired term.

(4) Vacancies occurring in the council by reason of death, resignation or departure from the province of a member may be filled by the council of the local body which he represented.

(5) Two-thirds of the membership of the council form a quorum.

(6) The council shall at its regular meeting in each year elect from its members a president and vice-president.

8.--All members of the council shall receive such reasonable travelling and other expenses as may from time to time be fixed by by-law or resolution of the council, and no member shall receive any other honorarium or remuneration whatever.

9.--All matters before the council shall be decided by a majority vote of those present, and in the event of an equality of votes the chairman shall have a casting vote, but he shall not vote at any other time.

Provincial Executive:

10.-(1) There shall be an executive committee hereinafter called the "executive" consisting of the immediate past president, the president and vice-president of the council and five other members who shall be elected from and by the council at its annual meeting. The president and vice-president of the council shall be the president and vice-president of the executive.

(2) All elected members of the executive shall hold office for one year, but shall be eligible for re-election.

(3) Vacancies occurring in the executive by reason of the death, resignation or departure from the province of a member shall be filled by the executive from the membership of the council.

(4) Four members of the executive shall form a quorum.

11.-All matters before the executive shall be decided by a majority vote of those present, and in the event of an equality of votes the chairman shall have a casting vote, but he shall not vote at any other time.

12.-The members of the executive shall receive such reasonable travelling and other expenses as may from time to time be fixed by by-law or resolution of the council.

13.-(1) Nominations for membership on the executive shall be made by the council and each councillor voting shall write on the voting paper, form A, from the list of those nominated, the names of the candidates for whom he desires to vote.

(2) The votes shall be collected by the secretary and in the presence of the council delivered by him to the scrutineers.

14.-The president shall appoint three scrutineers who shall count the votes and sign and deliver to the president the list



of those elected.

15.-In the case of an equality of votes between two or more candidates which leaves the election of one or more of the executive members undecided, the secretary shall forthwith put into a box a number of papers equal to the number of candidates who have an equality of votes, each paper having the name of one of the candidates written thereon. The papers shall be so folded that the name shall be inside and not visible without the papers being opened. The papers shall be mixed together in the box and the secretary shall draw by chance from the box, in the presence of the council, one or more of such papers sufficient to make up the required number; and the persons whose names are upon the papers so drawn shall be declared elected.

16.-If an elector places more or less than the required number of names on his voting paper his vote shall not be counted.

17.-The secretary shall retain the voting papers used at an election until the date of the next election when they may be destroyed.

18.-A secretary-treasurer shall be appointed by the executive from the teaching body and shall hold office during the pleasure of the executive.

19.-There shall be paid to the secretary-treasurer such honorarium and travelling and other expenses as may from time to time be fixed by resolution of the executive.

Duties of the Council;

20.-(1) The Council shall:

(a) meet during the Christmas vacation of each year, and at such other times as the president deems necessary for the despatch of business;

(b) formulate and control the policies of the federation;

(c) elect from its members the president, vice-president and five other members of the executive.

(2) The president shall state in his notice calling a special meeting of the council the business for which the meeting is called, and no other business shall be considered at that meeting.

(3) The council may make by-laws, not inconsistent with the provisions of this Act, for the government of the members of the federation and for carrying out its objects and may from time to time repeal, vary, amend or re-enact the same.

Duties of the Executive:

21.-The executive shall:

(a) take such action as is necessary to carry out the policies of the federation as formulated by the council;

(b) appoint standing and special committees, and supervise their activities;

(c) appoint a secretary-treasurer for the federation and provide for the bonding of that official;

(d) retain a solicitor for the federation;

(e) pass upon all regular and special accounts of the federation;

(f) act as trustee of the property and moneys of the federation.

Duties of Other Officers:

22.-The President shall:

(a) preside at all meetings of the council and of the executive;

(b) order the secretary-treasurer to pay out of the funds of the federation all accounts passes by the executive;

(c) sign, together with the secretary-treasurer, all cheques issued by the federation;

(d) call a special meeting of any of the standing committees when he deems it necessary to do so;

(e) call the regular meeting of the council during the Christmas vacation of each year, and call a special meeting of the council when instructed to do so by the unanimous vote of the executive or when requested to do so by the written request of fifteen duly qualified councillors. Notice of such special meeting shall be mailed to councillors at least ten days prior to the date of the meeting;

(f) scrutinize and pass upon all publicity dealing with matters of policy of the federation;

(g) present at the regular meeting of the council a comprehensive report of the activities of the federation during his term of office.

23.-The vice-president shall perform all the duties of the president in the absence of the president.

24.-The secretary-treasurer shall:

(a) keep a record of all moneys received and distributed by the federation;

(b) keep a record of the proceedings of all meetings of the council and of the executive;

(c) be the custodian of and deposit all moneys received by the federation in a branch of a chartered bank approved by the executive;

(d) pay, on the order of the president, all accounts passed by the executive;

(e) perform all other secretarial duties pertaining to the federation, under the instructions of the executive or the president.

25.-A councillor shall:

(a) act on the council as the representative of the local body by which he was elected, so long as he remains a member of that body;

(b) carry out, in his own inspectorate, the policies of the federation.

Fees:

26.-The Department of Education shall deduct from the grant payable to each school district a sum equal to one-thousandth of every teacher's salary for that year, and the total amount so deducted shall be paid over to the federation; provided that no deduction made in respect of any teacher shall be less than one dollar.

(Section 26 of The Teachers' Federation Act - 1935, is amended to read as follows: (in effect January 1st, 1937.)

"The Department of Education shall deduct annually from the grant payable to each school district a sum equal to one five-hundredths of every teacher's salary for that year, and the total amount so deducted shall be paid over to the federation; provided that no deduction made in respect of any teacher shall be less than one dollar and twenty-five cents."

27.- The treasurer of each school district shall recover the amount of the deduction made under section 26 by deducting the proper sum from the first salary payable to the teacher after receipt of the grant from which such deduction was made.

28.-The annual fee for members of any of the groups mentioned in

subsection (2) of section 5 shall be calculated as set forth in section 26 and shall be payable by the affiliating group to the federation at any time during the year of membership; provided that no such group shall be entitled to representation on the council unless its annual fee is paid prior to the first day of December.

29.-The annual fee for unemployed teachers and teachers in training shall be twenty-five cents and shall be payable directly by them to the federation.

30.-The scale of fees provided for in section 26 may be changed from time to time by a two-thirds vote of the council.

Miscellaneous:

31.-Unless with the previous consent of the executive of the federation, no local body of teachers shall make representations to the government or any member thereof, or bargain in any way with the Department of Education with respect to matters affecting the teaching profession or involving a change in educational policy.

32.-The Secretary-treasurer whenever required by the Lieutenant-Governor in Council shall transmit to the Provincial Secretary a certified return under the seal of the federation setting forth all such information and particulars relating to the federation as may from time to time be required or asked for.

Note: A code of Ethics was accepted by the 1937-38

provincial council in December 1937, but power to discipline federation members has not been written into the Act.

APPENDIX M

THE LEAGUE OF MANITOBA TEACHERS

Formed at Dunrea on November 30, 1907.  
(Constitution)

Name: The League of Manitoba Teachers.

Aim:

1. The stability of the teaching profession as regards its social, intellectual, moral, financial and general welfare.
2. By representing more effectually to the Department the wishes of the profession re the permit system.
3. By bringing pressure to bear on School Boards towards their advertising fuller information.
4. By publication and circulation of lists of schools, with such facts about each as will enable applicants to make an intelligent selection, and tend to eliminate the bidding system.

ARTICLE I.

1. Officers to be President, Vice-president, Secretary-treasurer, and an Executive committee of seven members.
2. The officers and executive committee to have the power to appoint any other committees they may deem advisable.
3. The aforesaid Officers and Executive Committee to be appointed by a majority of votes of the members of the League.
4. Time and place of meeting to be the same as that of the Manitoba Teachers' Association.
5. Any teacher may become a member of the League by sending name and address to the Secretary-treasurer.
6. Fees to be determined at the time of next meeting of the Teachers' Association.

7. The present officers and executive committee to hold office until the time of meeting of the Teachers' Association in 1909, after which date the officers and executive committee shall be elected annually.

8. In case any officer or member of the executive ceases for any reason to be an officer or member of the aforementioned League or executive committee their successor or successors for the remaining part of the year shall be appointed by the remaining officers and members of the executive committee.

ARTICLE II.

1. The President and Secretary-treasurer shall edit and cause to be published a paper devoted to the interest of the members of the League.

2. The President, Secretary-treasurer and any five members of the Executive committee shall make a quorum.

Officers:

President, P.R. Louitt, Dunrea, Manitoba.

Vice-President, Miss Munroe, Margaret, Manitoba.

Secretary-Treasurer, A.G. Huskins, Margaret, Manitoba.

Executive Committee:

Miss E. Hammel, Miss I. Crawford and Mr. G.W. Treleaven of

Dunrea; Mr. H. Buchanan, Ninette; Mr. H. G. Reynolds, Altona;

Mr. J. W. Morrison, Swan Lake, Manitoba.

Note: This constitution was printed by the Minto Packet Print, and only one copy is now known to be in existence, and this is with the Office Records of the Manitoba Teachers' Federation, Winnipeg, Manitoba.

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APPENDIX N

CONSTITUTION OF THE MANITOBA TEACHERS' FEDERATION

Based on the Constitution adopted at Easter, 1919, and amended at subsequent conferences, the last being 1935.

Article 1.-- Name

This organization is incorporated under the name "Manitoba Teachers' Federation" by an Act entitled "An Act to Incorporate 'Manitoba Teachers' Federation'." (Cap. 175, George V, 1920. Statutes of Manitoba.)

Article 2. -- Objects

Its objects shall be, as specified in the said Act, the "bringing into relations of mutual helpfulness the various associations of teachers throughout the Province, and generally to elevate the character and promote the interests of the profession of teaching and the cause of education in the Province of Manitoba."

Article 3. -- Membership

Sec.1. The Federation shall include Honorary, Active and Associate members.

Sec.2. Due notice having been given in the official journal by the Executive, honorary membership may be conferred by a two-thirds vote of the Annual Conference.

Sec.3. Active membership shall be restricted to:

(a) Regularly certified teachers and supervising principals employed in the public schools of Manitoba, teaching any part of the work of Grade I to XII inclusive.



(b) Any paid official giving full time to the affairs of the organization.

(c) Teachers who have recently taken service in Manitoba for the unexpired time of their membership in kindred organizations - such unexpired time not to exceed ten months.

(d) Any teacher, being a member in good standing in any local, may obtain a transfer to a local in another district by securing a transfer of membership without further payment of dues.

Sec.4. Associate membership may be granted to:

(a) Any teacher in training in any Normal school in the province.

(b) Any person holding a license to teach in Manitoba but not employed in the public schools in the province. Such membership must be approved by the Executive.

#### Article 4.-- The Conference

Sec.1. The Legislative function of the Manitoba Teachers' Federation shall be exercised through a Conference which shall meet annually during Easter vacation, in Winnipeg, or at such time and place as the Executive may determine; thirty days' notice having been given to the Secretaries of the Locals.

Sec.2. The voting body of the Conference shall be limited to the Executive and the regularly accredited delegates, who shall be active members in good standing.

Sec.3. Each Local shall be entitled to be represented by one delegate for a membership of ten (10) to twenty-five (25) members inclusive, and shall be entitled to one other representative for each additional twenty-five (25) members or fraction thereof.

Two adjoining Locals, however, may unite in sending one delegate should the membership of each fall below ten. No delegate can represent any Local but the Local through which he has paid his dues, or to which he has obtained a proper transfer.

Sec.4. The Executive shall, prior to the meeting of the Conference appoint a Committee on Credentials, whose duty shall be to issue credentials to delegates whose names have been certified as such by the President and Secretary of the Local which they represent, provided that such delegate shall be an active member of the Federation in good standing.

Sec.5. All members of the Federation in good standing may attend the Conference, and on permission or invitation of the presiding officer take part in the discussions, or serve on a Committee, but the right to vote can be acquired only through meeting the provisions of Section 2 of this Article. Non-members may attend only on invitation of the Executive.

Sec.6. At the advertised hour for opening the first session of the Annual Conference, the Credential Committee shall hand to the presiding officer a statement showing the number entitled to vote at the said conference, and 60% of such number shall be the required quorum for each and every session of said Conference.

Sec.7. The business shall be:

Reports of Credential Committee (names of Accredited delegates, quorum, seating). Roll Call. Minutes. President's address.

Report of Executive. Discussion and disposal thereof.

Treasurer's report. Discussion and disposal thereof. General

Secretary's report. Discussion and disposal thereof. Reports of delegates to the C.T.F. Discussion and disposal thereof.

Reports of Standing Committees. Reports of Special Committees.

Unfinished business. New business. A memorial service shall be the last order of business before adjournment of the second session. The nomination and election of officers shall be the first order of business of the third session.

Sec.8. (a) All resolutions for the Annual Conference shall be graded and considered in the following order: (1) Emergency, Policy, and Constitution. (2) Ideals and Practice.

(b) The Executive shall have the power to select the first resolution for discussion at each session. (c) Resolutions submitted by January 31st, shall then be forwarded to each Local for consideration.

Article 5. -- The Executive

Sec.1. The Executive and Judicial functions of the Manitoba Teachers' Federation shall be vested in an Executive which shall consist of the President, Vice-President, Treasurer, the Immediate Past President, and ten district representatives as defined, in Article 11, Section 1.

Article 6. -- Duties of Officers

Sec.1. The President shall preside at meetings of the Federation and of the Executive; shall be, ex-officio, a member of all Committees, shall sign all orders on the treasury, and perform such duties as by custom devolve upon a President.

Sec.2. The Vice-President shall assume the duties and responsibilities of the President in his absence or on his request.

Sec.3. The Treasurer shall keep an account of all moneys received and disbursed; shall submit a detailed statement of receipts and expenditures on request of the Executive; and shall submit all books and vouchers to an Auditing Committee at least one week before the Annual Conference, and at such other times as the Executive may direct.

All disbursements shall be made by cheque signed by the Treasurer and the President or Vice-President, and countersigned by the General Secretary, as directed by the Executive, and

be made on the authority of the Finance Committee.

Article 7.-- Duties of the Executive

Sec.1. The Executive shall hold at least four regular meetings during the year.

Sec.2. The first meeting of the Executive shall be held within thirty days of its appointment.

Sec.3. At its first meeting the Executive shall appoint the following standing committees: at least one member of each shall be from the Executive;-

(a) Finance and Budget Committee, which shall consider the financial standing of the Federation, arrange a Budget, make recommendations in regard to annual fees, approve all bills for payment and in general act as financial advisers to the Executive.

(b) Tenure Committee, which shall have the oversight and direction of all efforts to make more secure the tenure of all teachers and to protect members against acts of injustice.

(c) Magazine Committee, which shall have the oversight and direction of the editing and publishing of an official journal.

(d) Ideals and Practice Committee, which shall be responsible for the promotion of organized effort on the part of the Federation to inspire the members with high ideals of service and to encourage the adoption of effective educational practice. It shall have the oversight and direction of all publicity.

(e) Legislative Committee, which shall have oversight and direction of all efforts being put forth by the Federation for the improvement by statute or regulation of the conditions under which the teachers of the province shall endeavor to discharge their duties.

(f) Judicial Committee, which shall inquire into any charge of unprofessional conduct laid by one member against another, and report to the Executive, according to rules in Article 15 of this Constitution.

(g) The C.T.F. Committee, the majority of which shall be chosen from former delegates to the Canadian Teachers' Federation Annual Conferences, shall have the oversight and direction of all matters which have been referred to it by the Executive.

(i) Management Committee, which shall consist of the officers and the conveners of all other standing committees and shall be in the nature of an interim Executive and shall report its meetings to the Executive.

Sec.4. (a) The Executive shall have the power to appoint a General Secretary and to determine his duties, remuneration, and tenure of office. The General Secretary shall receive all monies from any source for the benefit of the Federation; shall place the monies in a chartered bank to the order of the Federation; and shall execute a bond satisfactory to the Executive. The said official shall have no vote on the Executive.

(b) The Executive shall have power to appoint additional members to the Executive for the current Federation year who shall be teachers who have rendered service to the M.T.F. Such members shall have no vote in the Executive of the M.T.F., but may be requested to sit in with the Executive at any time for the purpose of consultation. Any such member may be appointed by the Executive to act as chairman of any standing or special committee of the said Executive.

Sec.5. (a) The Executive shall appoint the Canadian Teachers'

Federation Delegates.

(b) The Executive shall prepare nominations for teacher representation on the Advisory Board at a meeting prior to the Annual Conference, and this list shall be presented to the Annual Conference for endorsement.

Sec.6. A majority of the Executive shall constitute a quorum.

#### Article 8. -- Organization

Sec.1. The unit of organization shall be the Local.

Sec.2. Locals shall consist of members admitted into the Federation in accordance with the terms of Article 3.

Sec.3. (a) When approved by the Executive, a Local may be organized by at least five qualified persons subscribing to this constitution.

(b) Where a Local already exists within a single School District a new Local may be established only with the approval of the Executive of the M.T.F., the latter body having first secured the consent of the existing Local.

(c) The Local shall elect its officers and make due report to the Executive of the M.T.F.

Sec.4. The officers of the Local shall be the President, Vice-President, Secretary-Treasurer, and such other officers as may be found necessary. The duties of the officers shall be similar to those of the Provincial Federation officers.

Sec.5. A Local shall meet at least twice a year, and it shall be the duty of the officers to arrange a place of meeting and a programme for each meeting. The President on his or her own initiative, or at the request of at least five members, may call a special meeting and all members must receive due notice of the time and place of such meeting.

Sec.6. The election of officers for Locals shall take place either annually in October or in such month as may be provided for in the By-laws of the Locals.

Sec.7. Locals shall adopt a code of By-laws for their own government, subject to the approval of the Provincial Executive.

Sec.8. It shall be competent for the Provincial Executive, after consultation with the Local Executive or Executives affected, to authorize any group of members in the M.T.F. having mutual interests to form sub-locals, or composite locals.

Article 9.-- Members-at-large

For special reasons teachers may join the Federation by making application direct to the Provincial Executive, and paying their fees and dues, in which case they shall be known as "members-at-large", until they become affiliated with a Local, It shall be the duty of the said Executive to see that members as far as possible, become attached to Locals.

Article 10.-- District Councils

On petition of a majority of the members of a locality, the Provincial Executive is authorized to organize therein a District Council, the duties of which shall define, keeping in mind the particular needs of that district.

Article 11 -- Electoral Districts and Representatives

For the purpose of electing members of the Executive, the Province shall be divided into four districts as follows:

District A -- The City of Winnipeg.

District B -- The Suburbs of Winnipeg (including Transcona and all points reached by Electric Railway.)

District C -- The portion north of the main line of the C.P.R.

District D -- The portion south of and including the main line of the C.P.R.

District A shall elect four representatives; Districts B,C, and D shall elect two representatives each.

At the first election under this section, one-half of the above representatives shall be elected for two years and the remaining members for one year each.

Thereafter District A shall elect two representatives annually, and Districts B,C, and D shall elect one representative each.

Whenever any vacancy shall occur in the Executive, or in any office of the Federation, by death, resignation, or loss of membership, the vacancy shall be filled by the Executive until the next Annual Conference. Whenever any member of the Executive absents himself from two consecutive meetings, without satisfactory reasons, he shall automatically cease to be a member of the Executive, and the Executive shall have power to appoint a successor who shall continue in office until the next Annual Conference.

Article 12 -- Nomination and Election of Officers and District Representatives-

Sec.1. The President, Vice-President, and Treasurer shall be nominated from the Conference, the nominator having assured himself that his nominee will serve if elected.

Sec.2. A ballot shall be prepared for each office separately.

Sec.3. In case more than two members are nominated for one office the system of transferable vote shall be used.

Sec.4. After the President, Vice-President, and Treasurer have been elected, the delegates of each district shall meet separately and nominate at least the number of representatives to which they are entitled, and shall submit such names to the Conference



for election. Such nominees shall be members in good standing, resident in the district, and shall have agreed to serve.

Sec.5. One ballot shall be prepared and a plurality vote shall elect.

#### Article 13 -- Fees and Dues

Sec.1. The annual fee may be changed each year by a two-thirds vote of the Annual Conference.

Sec.2. The annual fee is payable with application for membership and annually thereafter on the same date. Any member whose fees remain unpaid for two months shall be considered not in good standing and in case of dispute said teacher shall have no claim on the good offices of the Federation.

Sec.3. The Executive is empowered to remit the whole or any part of the annual fee -- the reasons for any such action being duly recorded in the minutes.

Sec.4. The Executive is empowered to use for the alleviation of cases of extreme distress, caused by accident, illness, or complete disability, an amount not exceeding ten per cent. of the membership dues received during the current year.

Sec.5. The Federation financial year shall end on March 31st of each year.

#### Article 14 -- Procedure

All meetings of the Federation shall be conducted by the rules of parliamentary procedure, authority being Bourinot, subject to such special regulations as may from time to time be enacted by a two-thirds vote of the Conference.

#### Article 15 -- Trials

It shall be competent for any member who has reason to believe that another member has acted unprofessionally, to lay

before the President a charge against another member. This charge must be in writing and a bill of particulars shall be furnished therewith.

This charge and all recited particulars shall be transmitted by the Secretary to the member against whom the charge is laid and to the convener of the Judicial Committee within three days of the receipt of same.

The convener of the Judicial Committee shall, within seven days of the receipt of the information, cite the members in question to appear before the Judicial Committee at a time not less than ten days and not more than thirty days from the date of such notification.

Both parties shall have the right to conduct their case either personally or by teacher-counsel, file documents, call witnesses, examine and cross-examine witnesses.

The Judicial Committee shall, within ten days, make a full report of the case together with their recommendations to the Executive.

The Executive shall be empowered to re-examine or to exonerate, admonish, censure, reprimand, suspend from membership for a given time, or expel the accused.

In case the member found guilty of unprofessional conduct desires so to do, appeal may be made to the Annual Conference where all records shall be read and a vote taken on the question "Shall the action of the Executive be sustained?" The vote of the Conference shall be final and the case shall not be re-opened.

#### Article 16 -- Appeals

When a teacher considers that the action of an employing

Board of Trustees is unfair or unjust, and desires the assistance of the Provincial Organization, such teacher shall at once forward a statement of the case and an application for assistance to the General Secretary of the Manitoba Teachers' Federation.

The Local shall without delay, investigate and report the facts with recommendations to the General Secretary.

The General Secretary shall, on receipt of the complainant's application, communicate with the School Board in question and with the Local, seeking to understand the situation.

The General Secretary, in consultation with the Tenure Committee, shall take such action as seems right and advisable.

Article 17 -- Amendments

The Constitution may be amended at the Conference by a two-thirds vote. All proposed amendments shall be in the hands of the Executive at least one month before the Conference and shall be appended to the call for the Conference; provided however, that any part of this Constitution may be temporarily suspended by unanimous vote of those present without previous notice.

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APPENDIX O

CONSTITUTION OF THE NOVA SCOTIA TEACHERS' UNION

Article I

Section 1. This organization shall be called the Nova Scotia Teachers' Union and shall consist of a Council and Local Unions.

Section 2. The object of the Union shall be to secure the co-operation of the teachers of Nova Scotia for the purpose of raising the status of their profession and promoting the cause of education in the Province.

Article II

Section I. The Council shall consist of the Executive and the members chosen by the various Local Unions of the province on the basis of one representative for a membership from twenty-five to fifty, with one extra representative for every additional fifty members or major fraction thereof. Such representatives shall be duly accredited by their Unions.

Section II. The duty of the Council shall be to act in an advisory, legislative and executive capacity for the Local Unions; more specially the duty of the Council shall be

(a) To endeavor to unify and elevate the teaching profession in Nova Scotia.

(b) To bring the claims of the profession before the public and the Legislature of Nova Scotia as occasion may require.

(c) To watch the educational outlook and the trend of thought in other countries with a view to keeping the profession abreast of the times.

(d) To endeavor to advance salaries by increasing the capability of the teachers, by improving the quality of their work, by educating the public to a proper appreciation of the value of skilled teaching, and by developing among the members of the profession an 'esprit de corps' and a high sense of professional honour.

(e) To assist the Local Unions in carrying out their various undertakings.

Section III (a) The Executive of the Council shall consist of a President, two Vice-Presidents, a Secretary-Treasurer, the immediate Past Secretary-Treasurer, the Business Manager and the Editor-in-Chief of the Bulletin and in the event of the retirement from the profession of either the immediate Past President or the immediate Past Secretary-Treasurer, one other shall be elected to take his place. The Executive, apart from the Bulletin representatives, shall consist of three women and three men.

Section III (b) No person shall be a member of the Executive, who is not a member of the Local Union.

Section 4. There shall be an Annual Meeting of the Council on or about Easter of each year, notice of which shall be given to the Secretaries of Local Unions at least twenty days before the meeting. The time and place of meeting shall be determined by the Executive. At this meeting the Executive shall be appointed for the ensuing year. All other meetings of the Council and all meetings of the Executive shall be called by the President at his pleasure. The expenses of the delegates to such meetings shall be paid by the Council.

Section 5. The Secretary-Treasurer shall execute a bond in favour of the Council with a Guarantee Company for a sum determined from time to time by the Council as a guarantee that he will faithfully perform his duties as Treasurer. The cost of such bond shall be borne by the Council.

Section 6. The funds of the Council shall be deposited in a chartered bank. All cheques on the said bank shall be signed by the Secretary-Treasurer and countersigned by the President.

### ARTICLE III

Section 1. (a) All persons including supervising Principals actually engaged in teaching in the Common and High Schools of the Province shall be eligible for membership in Local Unions.

(b) All teachers in training in the Normal College or any other Training School in the Province, shall be entitled to become associate members of the N.S.T.U. upon paying the Bulletin fee.

Section 2. The duty of the Local Unions shall be:

(a) To deal with such local matters as shall make for the betterment of educational affairs in their own territories.

(b) To protect members against whom legal proceedings are being taken on matters arising out of their professional duties or who are in danger of being defrauded through errors in agreements or otherwise.

(c) To diffuse among members of the profession a knowledge of law as it specially affects teachers.

(d) To arouse teachers not only to a full sense of their duties as teachers, but also to a full realization of their

obligations and responsibilities as citizens in the broadest and fullest meaning of the term.

Section 3. Members of Local Unions shall pay an annual fee of one dollar if their total annual salary is less than \$500.00; \$2.00 if their total annual salary is more than \$500.; and not more than \$1000.; \$3.00 if their total annual salary is more than \$1000 and not more than \$1500.; \$4.00 if their total annual salary is more than \$1500, and not more than \$2000. \$5.00 if their total annual salary is more than \$2000 and not more than \$2500.

All members of Local Unions whose total annual salaries are \$2500 or more shall pay an annual fee increased in the same proportion as the increase in the annual fee of all members whose salaries are under \$2500.

Section 4. Seventy-five percent. of the local fees shall be paid to the Council not later than the first of December of each year and at that date the Secretary of each Local Union shall report to the Secretary-Treasurer of the Council upon the state of their Local Union.

#### ARTICLE IV

This Constitution shall not be altered except by a two-third vote of the delegates present at an Annual Meeting of the Council. Notice in writing of proposed changes shall be given by the Secretary-Treasurer to each Local Union at least thirty days before the said Annual Meeting.

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APPENDIX P

THE NEWFOUNDLAND TEACHERS' ASSOCIATION

(N.T.A. Journal, Vol., XXVIII,, No.8)

The first recorded gathering of the Teachers of Newfoundland took place in St. John's in the year 1890 with the object of forming an Association and the officers appointed were: President, James Bancroft; Vice-President, J. Alex. Robinson; Secretary, R. Dawe; and Treasurer, E. Williams.

The first teachers' Convention was opened in St. Patrick's Hall , St. John's, July 5th, 1898, about 400 attending,

. . . . On this occasion it was decided to draw up a written Constitution for the future guidance of the Association, and this was done, but as the teachers had very few opportunities of meeting again the organization was not continuous.

The next Convention was held in July 1899 with W.W. Blackall, Esq., as President, giving the opening address and urging the teachers to stand together.

In 1908 the Association for the Prevention of Consumption called together about 500 teachers . . . . . While this gathering of teachers was present in the city the chance had come to reorganize the Teachers' Association . . . . and it was unanimously decided to revive the Association. . . . The fee for membership was fixed at fifty cents. And it was decided to publish a magazine called the Newfoundland Teachers' Journal, to be the official organ of the Association.



A new Constitution was drawn up stating the aims and objects of the Association, with all the regulations necessary for the proper governing of the institution.

On the advice of Rev. Bro. Culhane, the opportunity was taken to ask the government for an increase in the grant for education. This request was granted and the Augmentation was increased by twenty per cent. The teachers were overjoyed at their success.

The next Convention was held in 1911 in the Aula Maxima of St. Bonaventure's College.

For twenty years past teachers had been contributing to a pension fund which had grown to \$60,000, and was increasing at the rate of about \$4,000 a year. At the request of the Association this was taken over and administered by the Government, and a small pension was paid. . . . .

During the years from 1911 to 1920 no Convention took place and the Executive Committee was responsible for the growth of the Association. . . . . A Convention was held in 1920. . . . . At this Convention the Association considered the appointment of a permanent secretary. . . . . In the year 1923, after an acute crisis in its affairs, the finances of the Association were saved from disaster by Mr. G. House, who was appointed Secretary. . . who acted for one year. . . . . A Secretary was advertised for and the position filled by Mr. R. Richards in January 1924, on mutually agreeable terms. . . . . The Secretary's work was outlined, and in return the Association undertook to pay the Secretary an annual amount of nine-tenths of the yearly profits of the Association, after all other expenses were paid. . . . .

Conventions were held in 1926 and in 1930, and the subjects discussed were Group Insurance and Standard Salaries.

The year 1932 saw the beginning of Newfoundland's serious financial difficulties, which resulted in a Royal Commission recommending the appointment of a form of government by Commission. The old Government voted itself out of office and the new "Government has the support financially of the British Government and this assistance has resulted in a great improvement in the prospects of Newfoundland, and also in the condition of the teachers."

In 1934 the Association authorized a petition to the Commission of Government, praying for an increase in the Grant for Education. Eleven hundred teachers signed the petition and the result, whether influenced by the petition or not, was that the grant was increased by \$225,000.00

Under the influence of this success local branches have been formed in a number of places to strengthen the Association, and to study the best methods of performing their duty under the new Curriculum, which is being introduced.

In 1936 the sums provided to carry on the work of Education almost equal the grants.

The membership of the Association is now about eight hundred and fifty.

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