

THE UNIVERSITY OF MANITOBA

THE CONTRIBUTION OF
TEACHERS' ASSOCIATIONS TO THE STATUS OF
THE TEACHING PROFESSION IN CANADA

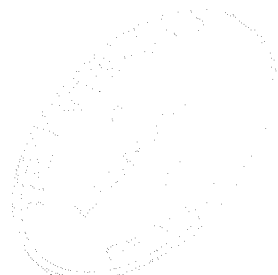
A DISSERTATION SUBMITTED TO
THE COMMITTEE ON POST GRADUATE STUDIES
IN CANDIDACY FOR THE DEGREE OF
DOCTOR OF PHILOSOPHY
FACULTY OF EDUCATION

BY

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WINNIPEG, MANITOBA

MAY, 1949



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1949

Regina, Saskatchewan

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FOREWORD

It may be said with reason that upon the status of the teaching profession depends the standard of education. During the past ten years Canada has been increasingly confronted with the problem of maintaining an adequate supply of teachers. Both problem and solution are linked inseparably with the status which society is prepared to grant its teachers or which the Canadian teachers' associations can win for their members.

There must be some weakness within our social structure when such a vital service as education is able to obtain a sufficient number of recruits of high calibre only when conditions become unfavourable in other occupations. Today other occupations are preferred and professional organizations of teachers are working to correct the situation and to improve the status of their members. The matter is also the concern of many persons who are not engaged directly in the work, but who appreciate the significance of education in modern times.

The present study arose out of a long-standing interest in teachers' organizations and the part they were attempting to play in improving the status of the profession. The difficulties of such a study are known and limitations of the results are admitted. There seems to be no end to the matter, and related problems have a tendency to intrude. The study of active teachers' associations may be prolonged indefinitely, for the

number of their contributions increases with the years. They have played an important part in the advancement of public education and the improvement of teaching personnel, but their efforts to improve the status of their members have not prevented them from championing many causes purely in the interests of child welfare.

The historical chapters of this study are of considerable length--more particularly the one dealing with the development of teachers' organizations. Their story seems fundamental to the whole study and is in itself some indication of the contribution these organizations have made to the status of the teaching profession, and so to education itself. The concluding chapter is an attempt to assess general educational conditions and make some suggestions with special reference to teachers' associations upon whose membership rests the task of making an educational philosophy effective.

In the preparation of this work the guiding hand has been that of David Scott Woods, M.A., Ph.D., Dean of the Faculty of Education of the University of Manitoba, who acted as Chairman of the Committee supervising this study. Appreciation and thanks are alike expressed to Dr. Woods and to the members of the Committee for their helpful criticism and suggestions.

Thanks are extended also to the secretaries of the various Canadian Teachers' Associations and to Mr. E. K. Marshall, Honorary Secretary of the Manitoba Teachers' Society, who found time to answer questions and to supply material upon request.

Geoffrey John Buck,
Regina, Saskatchewan.
May, 1949.

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CHAPTER I

DEFINITION OF THE PROBLEM AND SOURCES OF DATA

The citizens of Canada have not yet fully grasped the possibilities latent in professional teachers' organizations as factors in modern life. The general public is more familiar with the work of the classroom where our nation of the future is being moulded by the members of these associations. Teachers have been charged by society with the duty of influencing the minds of boys and girls according to pre-formulated educational policies, and these policies will fail to achieve their purpose unless the teachers are competent, well-trained and satisfied with their professional status.

Education is Canada's largest public "business" whether considered in relation to the tangible economic cost or the less tangible return to society for the money expended. The realist in our midst can and does weigh the effects and sacrifices of the first with scant attention to deferred returns which he may find difficult to measure. The idealist thinks in terms of the second and has some difficulty in appreciating any policy which would starve potential intellectual power so necessary for the development of a stable social structure. The problem of education for the ordinary Canadian citizen may be circumscribed in this way, and he may have some understanding of the extent to

which his choice and action control the social pattern and later the sort of country in which he and his children are to live.

The choice being thus made at any one time, it then becomes the work of the educationist to carry out the mandate within the limits of the prescribed pattern. The story of his efforts is one of constant struggle to achieve his ideals in the face of a materialistic philosophy which demands that tangible returns be shown for money expended. Through the years the task of the sincere educationist has been heavy and he has often been discouraged by defeats and misunderstandings, but his perseverance has contributed to placing society in a position today from which it would not willingly retreat when it recalls the life of the common man of only one hundred years ago.

Educationists are of many types, but the largest group is that made up of ordinary school teachers. To the thousands¹ of common school teachers in our country fall the burden and the delight of educating its future citizens. They work as individuals, in small groups and as members of large professional associations. It is in these professional organizations that we are more particularly interested. An answer is sought to the question--What have teachers' professional associations contributed to the present status of the teaching profession in Canada, and correlatively to the well-being of their country's citizens and their country? That there has been and continues to be a

¹The teaching staffs of day schools under provincial control in Canada constituted in 1945, 74,957 teachers (15,155 males and 59,802 females). The Canada Yearbook, 1947, p. 284.

positive contribution to the status of the profession is accepted, as will be shown in this study, but the extent and form of that contribution provides the specific aspect of the problem to be explored.

Contributions towards this status or relative position or rank in the field of human relations may be classified in various ways, but for present purposes they are to be thought of as related to legal, economic, professional, social and political status; all of which are to be placed against a briefly sketched background of Canadian educational history. General educational history tends to take the work of the teacher somewhat for granted and lets the reader forget that the burden of implementing an educational programme is in a real sense carried by those who instruct children in classrooms. The broad treatment of educational history tends to forget also that educators have developed their professional organizations, and that these have a developmental story of their own which is closely related to general educational history and to the end product which emerges from the classrooms after six to twelve years, to make its contribution to society.

A phase of the problem which merits some consideration is that of "professional idealism." This is particularly difficult to deal with in connection with a study which must be treated as objectively as possible. Professional idealism is one of the forces which stimulated idealistically minded teachers to put forth the effort required to organize professional teachers' societies. Teachers imbued with this idealism gave leadership

and pointed the way to better things. They provided the spiritual incentive for action. On the other hand the realists have tended to stress the economic and legal aspects of the profession, and with the aid of those idealists who recognized the necessity for basic action of a concrete nature, have made definite contributions to education and the teaching profession. Codes of ethics and principles of conduct have been enunciated¹ and improved standards for education have been fostered. Both the idealistic and realistic approaches to the professional problems of teachers have been harmonized to a large extent and neither has excluded the other, although each has received varying emphasis throughout the years.

The nature of the problem outlined is such that no single research technique is practicable. A study of the problem is further complicated because there is still considerable disagreement as to whether educational research should be viewed as a science, a technology, or an art. There is also the question whether all careful study of a subject should be treated as research, or whether to be known as research it must conform to the traditional laws of scientific procedure. Some merit may be found in thinking of educational research as that which educational researchers do; for their work is a practical reality and a dynamic movement in contemporary education, easily described in terms of the interests and ideas of its participants.

When the educational research movement began fifty years

¹Appendix L. Extracts from Constitutions and Codes of Ethics of Teachers' Organizations.

ago it was utilitarian and pragmatic in character, and led to extensive use of the techniques of science and survey methods, with statistical method as a necessary tool. Such methods were productive of thousands of piece-meal quantitative reports, often difficult, if not impossible to fit into the educational picture. This approach has never been accepted fully by educational philosophers who protested that the quantitative-efficiency trend made it impossible for educators to view their problems without distortion and caused them to overlook the unifying purpose of education. Today there is a recognition of the part played by evaluation and synthetic thinking in educational research, and the acceptance of the view that research method is not a fixed procedure, but rather a refined process of problem solving. One method flows into another. In this view all suitably chosen techniques are acceptable and applicable to the many-sided problems of education in seeking to integrate and reduce any particular endeavour to orderliness.

Of the four major types of research method--the descriptive, causal, evaluative and constructive--use will be made of the descriptive and evaluative. In so far as possible the ascertained facts concerning teachers' associations will be arranged in significant patterns, and the status of the Canadian teaching profession evaluated from these facts.

The method of evaluation is necessarily subjective and in the hands of a careful research worker should exemplify the controlled utilization of subjective judgment. The factors undergoing evaluation are to be described in the historical

setting in which they have operated. The criteria for evaluation are those factors which impinge on the welfare of the teacher as a professional individual, as a member of his association, and as a contributor to his profession and the welfare of education. Broadly speaking a contributory factor will be judged accordingly as it answers the question--Does the factor make a contribution to the status of the teaching profession? In so far as possible the factors will be analysed functionally. It is hoped that the procedure will be held together by the logic of any solution to the problem under investigation, and that the thinking will be as systematic, unbiased and factual as circumstances permit.

The importance of objectivity will be kept in mind constantly, but as this approach is often highly restrictive it will be occasionally necessary to exercise some freedom in the use of relatively subjective data, when such data will yield equally valuable information. In common with historical and semi-historical studies the chronological arrangement will be used where most suitable. No special attention will be given to the study of causation, for in most cases of this nature the results are rather self-evidently related to causative factors. For example, economic factors, no matter how brought about, will naturally affect teachers' salaries, change the number and quality of teachers serving in the profession at any one time, and influence persons who may desire to enter the profession.

The general history of Canadian education has been brought together and condensed from several sources, one being

that of "Canada and Its Provinces" edited by Shortt and Doughty. As the present study is not one of the general history of Canadian education, secondary sources have been considered sufficiently valid for this section. Information concerning the Canadian Teachers' Federation and its affiliated organizations has been gathered from primary sources over a period of years. These sources have been personal contact with the membership of the different associations, office records, minutes of executive and convention meetings, the yearbooks of the Canadian Teachers' Federation, the various official magazines published by the different associations, correspondence with the general secretaries of the provincial associations, constitutions, legal enactments, copies of contract forms and annual reports of departments of education. Slight use was made of the questionnaire, but this was not very satisfactory, and from the responses made it was possible to form the opinion that in some cases the secretaries were not very familiar with the background of their respective organizations. Furthermore, material gathered in this way is considered as a secondary source of information. It is acknowledged that information supplied by the general secretaries of the associations in the four western provinces was much more comprehensive than that given by the organizations in the other five provinces.

A review of the literature in the field revealed that few studies have been made which relate directly to the problem as it pertains to Canadian teachers and their organizations. The Research Division of the National Education Association

sponsored studies of "The Rural Teachers' Economic Status" in 1939, and "Teachers' Salaries and the Public Welfare" in 1943. In the American field there are also the studies made by Ira M. Allen (1928) and Earl W. Anderson (1927) dealing with the contractual and legal phases of the status of teachers in the United States. In Canada, A. C. Lewis made a study of "Contracts and Tenure of Canadian Teachers," and J. M. Thomas investigated "Teachers' Retirement Schemes in Canada." Historical studies in the field of Canadian education have been made in specific areas by Hardy, Percival, MacNaughton, McLaurin and others, but there is no single complete and up-to-date compilation of the story of Canadian education.

The last "Annual Survey of Education in Canada" lists forty-five educational organizations: four general educational associations, twenty-three school teachers' and principals' associations, nine home and school associations and nine school trustees' associations. There are in addition ten departments of education. In this list there is one main group, the "School Teachers' and Principals'" associations, the members of which guide the activities of our classrooms and are clearly bound by common aims and problems.¹ To this group belong the fourteen provincial associations of teachers, consolidated by a Dominion-wide organization--The Canadian Teachers' Federation. The present study purposes to deal in detail with this section of the group, namely, the Canadian Teachers' Federation and its

¹Elementary and Secondary Education in Canada, 1940-42.
The Dominion Bureau of Statistics, 1944. Ottawa, Ontario.

affiliated professional associations. In order to complete the picture brief consideration will be given to the main teachers' organizations in Great Britain and the United States, because through example these organizations have exercised some influence on Canadian associations.

The story of Canadian teachers' associations and of the status of the teacher parallels our educational advancements of the past thirty years. Teacher status, educational advancement and the welfare of our country are inseparably joined. The guiding wisdom of Aristotle is more valuable today than it was when he said, "All who have meditated on the art of governing mankind have been convinced that the fate of empires depends on the education of youth." This single statement should make all serious minded people giving thought to educational matters and the close relationship between the teacher and the pupil, consider also the importance of teacher status in its bearing on the lives of the youth of Canada, and the attitudes that will be established in our citizens.

CHAPTER II

HISTORICAL SKETCH OF EDUCATION IN CANADA

The story of Canadian educational progress falls roughly into three chronological periods.^x The first was the French period which began when Jacques Cartier claimed New France in the name of Francis I on July 24th, 1534, and ended in 1763. In the second period, from 1763 until Confederation in 1867, French Canadian and English speaking educational systems developed together in Lower Canada, and with that of Upper Canada, influenced the formation of Canadian educational systems. This was a period of transition when education at first wholly under the control of the church or private enterprise yielded gradually to the growing demand for free publicly controlled and supported educational systems. The third main phase began in 1867 when educational responsibility was clarified by the British North America Act, and continues to the present.

The early settlers in Canada found pioneering conditions so rigorous that little time was left to develop any interest they might have had in education; nor did they consider classical education necessary to their survival. Early attempts even at establishing permanent settlements in New France were opposed by the intense interest in the fur trade. As colonization progressed

^xSee the Bibliography for sources.

however leaders of the church were asked to provide missionaries who were also teachers. They made the effort and the church functioned in this dual capacity, providing both religious and school instruction according to the accepted practice of the times.

Quebec and Ontario

The first school in New France was opened at Tadoussac on May 25th, 1615, under Father d'Olbeau, the first schoolmaster in Canada. The pupils were mainly Indians, there being so few French children that no regular school was required for them alone. The Merchant Company of fur traders refused help and the missionary was forced to discontinue his efforts.

After 1634 the number of French colonists steadily increased and small schools were gradually opened. The Jesuits opened their "petit école" in 1634. In the latter part of the century Bishop Laval encouraged the establishment of schools and seminaries. Various schools were opened by religious orders. Some provision was made for girls although it was not thought particularly important to teach them reading and writing.

In all these schools the chief attention was given to religious instruction. Boys were encouraged to enter the seminaries to study for the priesthood.

Throughout this early French period little actual progress was made in education. Hampered by pioneer conditions and differences of opinion in the government, results were disappointing and education could not be placed on a satisfactory

basis. The shock of the capture of Quebec, the surrender of Montreal, and the Peace of Paris affected educational institutions in the more populous places to such an extent that they tended to disappear.

The period during which French education lost ground lasted until 1824. It was to be expected that the Treaty of Paris would place certain restrictions on religious societies. The Récollets and the Jesuits were particularly affected. The Jesuit Order¹ had been suppressed in France in 1762 and their possessions used to support education. This action by the French government suggested to officials in England that similar action could be taken in Canada. In 1774 Governor Sir Guy Carleton received instructions to dissolve the Order of the Jesuits in Canada.² The Récollet and Jesuit priests were permitted to continue work as long as they lived. Their work ceased in 1800 when the last members of their Orders in Canada died.^x In 1842 they were invited back by the Bishop of Montreal, Monseigneur Bourget. They were assisted by a small government grant derived from the proceeds of their lands which had been previously confiscated. Today several well known educational institutions are conducted by the Jesuit Order of the Roman Catholic Church.

The futility of attempting to anglicize Quebec was recognized and in 1774 the Quebec Act was passed, which Sir John

¹Ignatius Loyola founded the Society of Jesus in 1534.

²James Collins Miller, National Government and Education in Federated Democracies: Dominion of Canada. (Science Press, Lancaster, Penn., U.S.A., 1940), pp. 29-35.

^xFr. Casot died in March, 1800.

Bourinot called "The charter of the special privileges which the French Canadians have enjoyed ever since." The Act did not stimulate educational improvement in Lower Canada, largely owing to the apathy of the government in such matters, the conflict of races and religions and a lack of interest on the part of the people. The private schools that were in existence were not looked upon with favour by the government. Instruction continued to be largely religious and courses in elementary schools did not extend beyond the primary level. Text books were lacking or worthless and most of the teaching was oral. The schools were poorly built, poorly equipped and poorly heated log structures. Provision for education was relatively more inadequate than in any other part of Canada.¹ The French Canadians were stubbornly opposed to any change. The Royal Institution for the Advancement of Learning² failed to improve the general educational situation. Finally in 1824 an enquiry into education resulted in the passing of the "fabrique" school law.³ This made possible the beginning of a system of separate schools, which operates now in the provinces of Quebec, Ontario, Saskatchewan and Alberta.

¹W. P. Percival, Education in Quebec (Gazette Printing Company, Montreal, 1946), p. 9.

²The Royal Institution for the Advancement of Learning was provided for in 1801 by the British Government on the recommendation of the Committee of the Council. Dr. Mountain, Anglican Bishop of Quebec, tried to make the plan function, and it operated between 1818 and 1841 when it was forced to close for lack of financial support. The plan was generous, but it did not provide for denominational schools under the direction of a bishop.

³Canada and Its Provinces, edited by Shortt and Doughty (Constable, Edinburgh, Scotland, 1913), Volume 16, p. 412.

Educational conditions still did not improve greatly; the system continued to be voluntary and the people of Lower Canada were not interested. There were not more than sixty-three fabrique schools by 1829.¹ On the other hand the Royal Institution had eighty-four schools in operation under teachers who were not always acceptable.²

The Lower Canada School Act of 1829 gave some impetus to education as it provided a grant of eighty dollars a year for three years to each teacher not under the control of the Royal Institution. It assumed the common school principle, making no provision for separation on the basis of race or religion. In 1835 the school legislation was further amended. The country was divided into districts and the educational expenses were met by direct taxation. Again conflict resulted over educational monopoly and demands for establishment of Roman Catholic schools separate from the Protestant.

In Upper Canada the white population was negligible before 1763, and those who were familiar with the wilderness were the trappers, fur traders and wandering missionaries. When settlers began to arrive the life was one of heavy work in large forests remote from markets. Under such conditions it was only natural that intellectual interests were absent during the early decades of settlement. When John Graves Simcoe came to Upper Canada in 1792 as its first Lieutenant-Governor, there were not

¹Canada and Its Provinces, edited by Shortt and Doughty (Constable, Edinburgh, Scotland, 1913), Volume 16, p. 414.

²Ibid., p. 454.

more than 25,000 people in the colony. He recognized the need for education in the province, but found the means for providing it lacking. There were private elementary schools in the garrison towns before 1790, but the first legislative acknowledgment of responsibility in the matter was the Act of 1807. District schools were created, but as these became fee-charging residential schools attended only by the sons of the well-to-do, they were not popular. The end of the War of 1812-14 brought an increase in population and in order to meet the educational demands a Common School Act was passed in 1816. This was the first of a series of acts and made provision whereby parents could set up schools and elect a managing board of three trustees. A small legislative grant was made on the basis of registration and all additional expenses had to be met by parents out of fees or subscriptions. Amending acts were passed in 1820 and 1824, and a General Board of Education, with Dr. Strachan as its chairman, was created without full authority of the legislature. It ceased to exist in 1832. The method of its appointment, the ecclesiastical exclusiveness of the policy and the handling of the grants annoyed the Assembly to such an extent that there was much quarreling and no legislative action until 1841.

The educational legislation passed in connection with the Act of Union in 1841 was based on suggestions arising out of the unhappy experiences of the previous forty years. The reforms advocated were contained in the reports of Durham, Bullar and Duncombe, some of which were adopted. The Acts of 1841 and 1846

laid the foundation for the Quebec system as it is today. The Act of 1841 created the Department of Education. A Superintendent has continued to be the head of the Department, except during the years 1867-1874 when, following Confederation, the Department was in charge of a Minister of Education. Dr. Meilleur became the first superintendent and was largely responsible for the improvement of the Act of 1841 and its final form in 1846. Of the 1846 Act the Abbé Desrosiers wrote, "The legislation of 1846 gave people, clergy, and government an equitable control over the public schools."¹ In Lower Canada public instruction was to be free, the province was to be divided into school municipalities--each township, city, or town being a unit for educational administration. The qualified voters in each were required to elect a board of five school commissioners and this board was to divide the municipality into a number of school districts, to provide a schoolhouse and a teacher for each, levy upon real estate a sufficient tax to meet necessary expenses and manage the affairs of the school. School attendance was not made compulsory. Local minorities might elect their own board of three trustees and conduct their own school if they so desired. The duties of the superintendent of education for the province were further defined. Boards of examiners were required--one Roman Catholic and one Protestant--with power to examine teachers and grant certificates. The number of these boards was later increased and a systematic

¹Canada and Its Provinces, edited by Shortt and Doughty (Constable, Edinburgh, Scotland, 1913), Volume 16, p. 420.

inspection of schools instituted. The common or free school principle had been established, with no restrictions concerning religious beliefs, and an educational system created which has remained practically unchanged. The permission given to minorities to set up their own schools and receive their own share of school property, grants and tax proceeds had the effect of establishing the separate school system. The British North America Act guaranteed what the minority had in 1867,¹ and since that date privileges and minority protection have been extended from time to time.

In Upper Canada educational changes took place concurrently with those in Lower Canada. Various studies were made, followed by reports recommending revision of educational legislation. The School Act of 1841 based on the Duncombe report did not prove popular as people had not learned to tax themselves. It was replaced in 1843 by the Hincks Act which to some extent imitated American school laws. Administrative control was placed primarily in the hands of the chief superintendent of schools for Upper Canada, and the Secretary of the province became, ex-officio, the chief superintendent of schools. In 1844 Dr. Egerton Ryerson was appointed to the office of "Assistant Superintendent of Schools," a name which was changed in 1846 to "Superintendent of Schools," and in 1850 to "Chief Superintendent of Education." Ryerson familiarized himself with education in Canada and then made an extended tour of Great Britain, Ireland,

¹Appendix A. The British North America Act, 1867, Section 93.

France, Holland, Prussia, Saxony, Switzerland, and the States of New York, Massachusetts and Connecticut, to examine the different school systems. The Common School Act of 1846 was built on the findings of Ryerson's report, and forms the core of the present Ontario Public School Act.¹ It was revised in 1847 and then a new act was passed in 1850 which has been called the charter of the Ontario educational system. The free school idea was beginning to take form and on the whole the Act had the support of all classes of people. As experience dictated the School Act was amended from time to time. In 1871 professional inspection of schools was provided for, compulsory school attendance was introduced, entrance examinations to high school were required and payment of fees for public schools (fee-charging residential district schools) was abolished. Free elementary education now became a reality, with the opportunity to continue in high school. When Ryerson retired in 1876 the School Act was amended to abolish the office of Chief Superintendent of Education and vested the administration of education in the Executive Council, one of whose members was Minister of Education. The Council of Public Instruction was changed to a Central Committee of Education chosen from among prominent educationists. The Council had power to conduct examinations and perform other defined duties under the direction of the Minister.

In 1867 the British North America Act re-named the provinces of Quebec and Ontario and provided that "In and for each

¹J. George Hodgins, Documentary History of Education in Upper Canada (Wm. Briggs, Toronto, 1897), Twenty-six volumes.

Province the Legislature may exclusively make laws in relation to education subject and according to the following provisions:"¹ The Quebec provincial law of 1876 separated the school from politics and sanctioned the educational autonomy of the different religious faiths. The Department of Public Instruction with its Roman Catholic and Protestant committees was reorganized and the Department of Education put in charge of a single superintendent independent of political parties.

In spite of all the legislative privileges which the organized religious groups obtained for education in the Province of Quebec its educational system was not in a healthy condition in 1901.² On January 24th the Huntingdon "Gleaner" contained an article detailing the migration of English-speaking people from the Eastern Townships of Quebec. Conditions as represented were very serious and the instruction in the elementary grades spoken of as inadequate and indefinite.³ In the same year an attempt was made to pass a law requiring compulsory school attendance for all children up to the age of fourteen, but the principle was strongly opposed.⁴ It was not until 1943 that the province passed legislation requiring that all children attend school between the ages of six and fourteen years.

¹Appendix A. The British North America Act, 1867, Section 93.

²Op. Cit., W. P. Percival, pp. 18, 20, 24, 25.

³Op. Cit., Shortt and Doughty, Vol. 16, p. 345.

⁴Morang's Annual Register of Canadian Affairs, 1901. (Ottawa), p. 343 ff.

Since Confederation the Ontario system of education has been modified, modernized and stabilized by amending legislation. More recent amendments have been the outcome of the Royal Commission on education (1945) to which various interested provincial groups, including the provincial teachers' associations, submitted briefs.

The successful establishment of a workable administrative system of education in Ontario had the effect of stabilizing the systems in the newer provinces. The younger provinces adopted the three main characteristics of Ontario's administrative plan. The first is the "grade system" which was originally a unit of the measure of achievement, later to be accepted as a period spent in receiving instruction. Another is the system of localized finance and control. This unit, until very recently, was the school district or section--except in Protestant Quebec where the municipality is the unit and is larger in area than the school district. In 1939 Alberta introduced fully the larger unit of administration,¹ and in 1946 Saskatchewan had two-thirds of the province organized into larger units. In British Columbia a new form of organization came into effect on July 1st, 1946, based on the Cameron Report of 1944. Large administrative areas were organized and a new system of grants instituted, commencing April 1st, 1946. The British Columbia Department of Education reports that, "the new organization is

¹The Alberta Act to introduce larger units of administration was passed in 1936, experimented with and finally enforced throughout the province in 1939.

unquestionably much superior to the old one. Great benefits, both educational and financial were immediately apparent, particularly with respect to the small rural school."¹ The people are strongly attached to the small local unit and reform takes place slowly. Ontario is gradually introducing township units at the present time, and other provinces are interested in similar changes. The third common feature stabilized by the Ontario system is the control of the curriculum. This condition developed because of the lack of a teaching body stable and competent enough to be given any measure of control in curriculum formation during the formative years of the educational system. The same condition pertained in the other provinces, and present post-war conditions have not improved it. The system of control was successful and assured some educational facilities and standards under conditions found in a rapidly developing new country. Administrative reforms are being proposed and introduced, but post-war instability makes far-sighted planning difficult.

The Maritime Provinces

Nova Scotia came permanently under the control of the British by the Treaty of Utrecht in 1713 and Cape Breton Island by the Peace of Paris in 1763. Between 1713 and 1763 English rule was in a precarious position owing to wars with France and the country was in too disturbed a state to attract settlers or permit of much attention being given to education. A school is

¹Public Schools of the Province of British Columbia, Seventy-sixth Annual Report, 1946-47. Victoria, B.C., p. Y 27.

said to have been operated at Louisburg in 1737 by the French Sisters of the Congregation. After the American Revolution settlement increased and communities developed made up of United Empire Loyalists and English, Irish and Scottish colonists.

Under the influence of settlers of Scottish origin elementary schools were started in a few places but made slow progress. The establishment of colleges was fairly rapid after 1763, and to this movement the province owes its relatively large number of colleges and advanced educational institutions. The Act of 1811 developed the common school system by constituting townships, districts and settlements as corporations for school purposes. In 1826 it was required that the country be divided into school districts or sections, and school expenses were to be raised by assessment, which could be unnecessary if voluntary subscription provided sufficient funds. A board of school commissioners was appointed by the Lieutenant-Governor in Council for the districts of the province. A government committee on education had recommended the passing of a universal compulsory assessment law, but the report was rejected. The public continued to be hostile to the idea until the publicity work of J. W. Dawson as Superintendent of provincial education, and his successor Rev. Dr. A. Forrester, convinced them that the establishment of a free school system would be to their benefit. In 1864 the free school system was introduced against considerable opposition. Sir Charles Tupper presented the bill which finally became law. Even though both political parties were committed to the principle of assessment, at the first

election after 1867 the members of the old government were all defeated with the exception of Dr. Tupper. Under the 1864 Act the school sections were retained and were to be controlled by an elective board of trustees, while in the towns and cities members from the council served as trustees. Elementary and secondary schools became free to all children of school age and an extra grant was given to country high schools.

The supreme authority under the legislature was the Council of Public Instruction assisted by an advisory Board of Education, five members being appointed by the government and two elected every two years by the teachers of the Provincial Educational Association. The Superintendent of Education is appointed by the Lieutenant-Governor in Council and he is also secretary of the Council of Public Instruction. The Minister of Education is the political head with a seat in the Cabinet.

In Prince Edward Island there was no need for any provision for education before 1763. Arrangements were first made for schools in 1767 when a grant of thirty acres of land in each township was set aside for a schoolmaster. In 1821 a school was opened in Charlottetown and in 1825 the first education act was passed to authorize the government to pay one-sixth of teachers' salaries for a period of four years, and fifty pounds to each of the three counties as salaries for masters of grammar schools. The Free Education Act was passed in 1852 and provided for the payment of nearly the whole of the teachers' salaries from the provincial treasury.

The year after Confederation the Public Schools Act was

passed and became the basis of the existing system. The Board of Education was made the supreme authority. In 1945 an act was passed to provide for a Minister of Education. The government, which furnishes over eighty per cent of the total cost of maintenance, pays a large part of teachers' salaries. The Island as a whole is to be eventually the unit for administrative purposes.¹

In New Brunswick as elsewhere it was not until the strain of a rigorous pioneer life began to diminish that the colonists became interested in providing educational opportunities for their children. After the Treaty of Paris a few settlers established themselves in the southern parts of the province around Sackville and on the lower St. John. The schools they opened were most primitive in character, but as the population increased the desire for better educational opportunities grew. After 1775 Loyalist settlers helped to bring about the first general educational movement and a college established at Fredericton in 1800 has since been developed into the University of New Brunswick.

The School Act of 1816 contained the germ of the free school system for it gave the school trustees the power to assess the inhabitants for the establishment and maintenance of parish and town schools. The people were not in favour of assessing themselves for the support of schools and the method was not tried in a single parish. In 1818 "permission to assess" was withdrawn owing to local hostility. This condition existed for thirty years and it was not until fifty-five years later that the

¹See, "Prince Edward Island Teachers' Federation," Chapter IV, p. 69.

assessment principle became compulsory.¹

The monitorial system of teaching, also known as the Madras system (also Bell system) because it was introduced into England from Madras, India, was popular in the Maritimes for over a quarter of a century after 1820.² The Madras Schools were established in rural areas as well as towns and cities, and received annual grants from the legislature. In 1870 there were still eleven Madras Schools in New Brunswick and it was not until 1900 that the Madras charter was surrendered.

By an Act of 1871 a free non-sectarian school system was established. The cost was to be borne by government grants to teachers, a county assessment at a fixed rate by which the more prosperous districts aided the support of schools in the poorer districts; and an assessment on the people of each district according to need. The administrative control of schools was to be in the hands of the provincial authority. Trustees were to be elected by the district ratepayers to control local school affairs.

The Act has been amended and extended from time to time,³ but it is apparent that, "Today the general belief seems to be that educational services of the Maritime Provinces are of an inferior grade, a belief which has found expression in a number

¹Katherine F. C. Mac Naughton, History of Education in New Brunswick, Fredericton, N.B. 1947, p. 64.

²Ibid., p. 66-69.

³A Minister of Education was first appointed in 1936, and the following year a Director of Education was named. There is now a fully constituted Department of Education for New Brunswick.

of Maritime briefs.¹

Separate schools were not provided for, but an arrangement was gradually worked out in the towns and cities by which children of Roman Catholic parents received religious instruction from their own teachers in the schoolrooms after regular hours of teaching. Secondary schools were also free and this stimulated the development of elementary education. Denominational colleges were established here as in the other Maritime Provinces and all were supported by donations and student fees.

There is a Department of Education with its Minister of the Crown and the various departmental officials. A Minister was first appointed in 1936 and the following year a Director of Education was named.

The Western Provinces

The organization of the North-West Fur Company at Montreal in 1783 as a competitor to the Hudson's Bay Company (founded in 1670) stimulated the French and British to explore Western Canada. The early traders brought with them the French language and the Roman Catholic religion. Before the advent of the Selkirk Settlers in 1812 no attempt had been made to set up Roman Catholic missions.

In 1818 Bishop Plessis of Quebec appointed the Rev. Joseph Norbert Provencher of Kamouraska to form a mission at Red River. Lord Selkirk had made a recommendation to that

¹Katherine F. C. MacNaughton, History of Education in New Brunswick, Fredericton, N.B. 1947, p. 263

effect and as a result the Mission of St. Boniface was established. A school was organized and classes conducted in the chapel at the mouth of the Seine River upon land granted by Lord Selkirk. By 1827 there were four schools in charge of ecclesiastics. The Roman Catholic school system soon comprised five schools and some supplementary institutions. The problem of securing assistance for religious work was solved in 1846 when the Oblate Fathers established a mission on the Red River. The work of this mission spread throughout the West as settlements developed.

Under pioneering conditions the educational system expanded slowly until 1870 and the schools remained closely linked with the church, which was left free to develop its missions and schools. There is record of a day school in the Red River Colony as early as 1815. In 1820 the Rev. John West was appointed chaplain to the Hudson's Bay Company and established a school for boys. This school was controlled by the Church of England Mission. Previously the Company had engaged three men to act as teachers at its northern posts, but the results had not been very successful as the schoolmasters were more interested in the fur-trade than in teaching.

The first permanent school of the Settlement was opened by Mr. George Harbidge in 1820.¹ The Manitoba historian Donald Gunn says of this work, "The elementary school established by Mr. John West for the instruction of a few Indian boys was the

¹John West, The Substance of a Journal (London, L. B. Seeley and Son, 1824), p. 22.

germ whence originated all Protestant schools and colleges in Manitoba."¹ By 1870 other denominational schools had been opened and functioned with varying degrees of success.

Assiniboia entered Confederation as the Province of Manitoba in 1870, and in the following year a school system for the province was established by law. A Board of Education with a Protestant and a Roman Catholic section took over and operated the parish schools. In 1881 the boundaries of the province were enlarged and the incoming settlers encouraged to set up schools for themselves, with elected trustee boards empowered to borrow money and issue debentures to construct and carry on schools.

In 1890 the legislature abolished the denominational system of public instruction and made all school districts subject to the Public School Act. Out of this Act the school controversy arose, which finally subsided after the Privy Council handed down a decision in 1892 declaring the Act of 1890 to be valid. Later a compromise was arranged and most Roman Catholic schools in the province came under the law and accepted the legislative grant.

After 1870 Manitoba's educational system developed rapidly to meet the needs of its increasing population. Today there are well developed facilities for elementary, secondary and advanced education. Some consolidation of school districts took place after 1905 and in 1947 there were one hundred consolidated school districts operating consolidated schools. About 1912 it

¹Donald Gunn and C. R. Tuttle, History of Manitoba (Ottawa, McLean Rodgers and Co., 1880), p. 213.

began to be urged that the larger unit for school administration be set up, so permissive legislation was passed to enable districts to set up municipal school boards. No action was taken. At present the question is a live issue and there is some indication that the revised plan will eventually be introduced.

The early development of education in Saskatchewan and Alberta is linked with that of the Red River Settlement, for missions established there extended their influence farther West and North-West. In 1871 there were in the region about Fort Edmonton five primary schools for Roman Catholics. One of the most noted of western missionaries was Father Lacombe, whose work had a great influence for good among the Indians of the North-West. Protestant missionaries, notably the MacDonalds, were also represented and they established mission schools and churches along the North Saskatchewan River and in the village of Calgary.

The North-West Territories Act of 1875 made no provision for financing schools, but as a result of local pressure from citizens interested in the education of their children, the Federal government began to make grants in aid to the extent of paying half the teacher's salary where an average of fifteen pupils were in attendance.¹ In 1884 the legislative body of the North-West Territories passed an Ordinance providing for the organization of schools in the North-West Territories. This Act made provision for setting up a Board of Education which was to

¹Norman Fergus Black, History of Saskatchewan and the Old North West (Regina, North West Historical Company, 1913), p. 202.

have control and management of the educational interests of the Territories.¹ Half of the members of the board were to be Protestants and the other half Roman Catholics, and provision was made for the formation of Protestant and Roman Catholic school districts with regulations for their operation. Disagreement developed between the two sections of the board so it was abolished and control of education placed in the hands of the Council of Public Instruction. The Council had complete control of all schools in the North-West Territories until 1901 when a Department of Education was set up. In 1905 when Saskatchewan and Alberta were formed there were over nine hundred schools in operation in this region. The whole system was modelled on that of Ontario. Provision for separate schools was made in both Saskatchewan and Alberta.

In both provinces the Departments of Education operate under the guidance of responsible Ministers of Education. The central authorities have delegated to school districts and municipalities the authority to deal with routine matters and the raising of approximately eighty per cent of school operational costs. Consolidation of districts for the purpose of operating consolidated schools is not popular in Alberta and Saskatchewan largely owing to the cost of operation and the inconvenience of transporting pupils. In Saskatchewan there are only forty-two consolidated school districts,² and in Alberta there are

¹Report of the Board of Education, N.W.T., 1886-91, p. 56.

²Annual Report, 1946-47. Department of Education of the Province of Saskatchewan, Regina, Saskatchewan, p. 71.

twenty-five in operation.¹ In 1936 Alberta passed legislation to set up the larger unit of administration, and in 1944 Saskatchewan did the same. This revised method of administering the small school district seems to be producing good results and is favourably received.

Both provinces have extensive secondary school systems, technical training schools, normal schools and a provincial university each. The pioneer period of education passed rather quickly for the prairie provinces, and during that time, in formulating their educational systems, they observed and profited by the experience of the eastern provinces, Britain and the United States. At present they are developing characteristics peculiarly their own.

The story of the development of education in British Columbia began in 1849 when Vancouver Island was a separate colony administered by the Hudson's Bay Company. The Company made an attempt to provide education for the children of the settlers and its employees. In 1865 the Island passed an Act to provide for a Board of Education which was to have general supervision of educational affairs, with supreme authority being vested in the Governor of the colony. This Board had authority to set up school districts and prescribe courses of study and text books for school use. The Governor was given authority to appoint school boards and school teachers. The schools were to be free and non-sectarian and financially provided for by

¹Forty-First Annual Report of the Department of Education of the Province of Alberta, 1946, Edmonton, Alberta, p. 42.

legislative grants. Proper operation of the Act was hampered by the financial difficulties experienced by the Island colony, so in 1866 the Imperial Government passed an Act which merged Vancouver Island and the mainland of British Columbia into the Colony of British Columbia. The 1865 Act was repealed in 1869 and a less centralized system of education was adopted, the Board of Education being retained. Non-sectarian schools were provided for but it was not until two years after British Columbia had entered confederation (1870) that free schools were introduced.

The Public School Act of 1879 abolished the Board of Education and transferred its duties to a superintendent of education. In 1920 the Department came under a Minister of Education who held a cabinet position. The unit of administration for school purposes in rural areas is frequently the municipality. The city administrative unit, as in all other provinces, is the municipality. Secondary, technical and university education are well provided for, and the School of Art is becoming well known.

Conclusion

The foregoing brief historical survey has served to indicate the main steps in the development of the nine independent provincial school systems to which the Canadian Constitution has committed us. Brief reference has also been made to the more important legislation and machinery of administration which control, direct and absorb the activities of our school teachers. In conclusion it will be interesting to review the story and expand and co-ordinate some phases of it, for even though we have

provincial autonomy in educational matters and a varying geographical, economic, religious and racial background, there is considerable similarity in the provincial systems. These in turn have some resemblance to the educational systems of Great Britain and the United States. This is of course partly due to our common national and social heritage which provides a valuable pattern of experience.

Some of this similarity of provincial educational systems is seen in the contemporaneous rise of the free school, development of secondary and higher education, the systems of teacher training, types of curricula, methods of supervision and school administration.

The rise of the free school in Britain, France, Germany, the United States and Canada took place during the nineteenth century. The struggle was at its height about 1850 and by the end of the century the idea had been accepted and put into practice. The movement involved local and general support by taxation and the corollary of compulsory school attendance. It is interesting to note that the principle gained acceptance with the rise of democratic thinking, and leaders were forced to recognize that a democratic form of government requires an educated populace.

In Canada the movement began as early as 1787 in Quebec when a committee of the legislative council made the proposal, but it was defeated by religious and racial distrust. Between 1816 and 1892 free school legislation was passed in all the provinces and in the North-West Territories. Compulsory school

attendance for all children of school age is also in effect throughout the Dominion, the last province to adopt the idea being Quebec.

In the development of elementary education four periods may be recognized: the period up to 1815 when the responsibility was assumed by private initiative and religious organizations; from 1815 to 1845 when it was under the local control of the settlers; from 1845 to 1875 when the central authority brought about some uniformity and gave some state guidance; and from 1875 to the present which marks the period of rapid expansion and the development of a highly centralized system.

The secondary schools were distinct from the common schools before 1850 and were attended by the children of the wealthier classes. The training they gave was intended to prepare these children for future leadership in society, principally in the church. At this time the secondary schools included academies, church and grammar schools. Between 1850 and 1875 trade was on the increase and the democratic philosophy was spreading. This had the effect of making secondary education an extension of elementary education, and the typical grammar school became the union school. Between 1875 and 1900 there was a rapid increase in population and the secondary school became the academic high school, and offered courses in preparation for the professions. More recently the vocational and technical high schools and composite high schools have appeared in response to a general demand.

Some reference has been made to methods of administration

used during the formative years of the provincial systems. Control is centralized by provincial legislation, the authority being placed in the hands of a responsible minister of the Crown. He has a full staff from the Deputy Minister down, to work out administrative details. In addition the provinces have advisory committees to assist in formulating general educational policy.

Increased centralization and state control came about naturally when school districts began to receive legislative grants in aid. The earliest grants were in the form of land, but this assistance was of little value in early times and had to be supplemented by money grants. These began in New Brunswick in 1802, Nova Scotia in 1811, Upper Canada in 1816, Lower Canada in 1829, British Columbia in 1865, Manitoba in 1870, and in the West when the North-West Territories was organized in 1875. Money grants are usually based on land assessment, attendance, grade of teacher, number of days the school is in operation and grants to meet any special circumstances.

One room schoolhouses were typical of the early nineteenth century. They were log shanties, too often dark, cold and dismal, lighted by very small windows and heated by smoky fireplaces. A system of grants in aid of building, and the improved economic position of the population brought about an improvement, but in many parts of the country school building accommodation is still far from satisfactory.

Within these uncomfortable schools of the early nineteenth century the children learned the elements of the three R's and received religious instruction. There was much individual

teaching and at the end of five years or so the pupils left school, usually with no great love of learning. Under pressure of changing conditions curricula were augmented, and today they are highly developed. Departments of Education now have standing committees and officials who deal with changing curricula requirements.

The lay teachers in the early schools of Eastern Canada were often old and disabled soldiers unfit for other occupation, who boarded around in the homes of the pupils and were paid a mere pittance. There were, however, a few who did good work while they taught school as a stepping stone to the professions. Conditions were not happy--with constant interference by parents, fee-paying relationship between pupil and teacher, boarding around, supreme authority of the trustees, irresponsibility and incompetence of the teachers, and none or very poor textbooks and teaching equipment. A revolution was gradually effected by the efforts of such men as Sir J. W. Dawson and Alexander Forrester of Nova Scotia, and Egerton Ryerson of Ontario. Class teaching, uniform textbooks and a definite curriculum began to appear in the schools of the East in 1850. These beginnings have been revised and conditions have improved steadily since then.

The acceptance by the people of free schools and the responsibility for giving all children an opportunity to obtain an elementary education made it necessary to ensure that the schools did an effective job. An important means of ensuring and increasing efficiency was the creation of a system of school

inspection and supervision. The same tendency was found throughout Canada wherever schools were established. In Ontario prior to 1843 the schools received only occasional and indifferent visits from clergymen and others interested. In 1843 local school superintendents were appointed, and in 1871 they were given full time employment as county inspectors. They were required to have the highest teacher qualifications and were appointed by the respective Departments of Education. The second means of improving the schools was the raising of the standard in the requirements for teachers' certificates. In early times the teacher was required to be a British subject, to be able to read and write in the vernacular and to calculate. In the beginning such teachers were certificated locally. Later formal certificates were instituted, standards set and local examinations were conducted. Requirements were steadily raised and the power to supervise training and issue certificates was taken over by the provincial authorities. The third means used for improving schools--and probably the most effective--was teacher training. In 1847 normal schools were established in New Brunswick and Ontario, in Nova Scotia in 1855, Prince Edward Island in 1856, Quebec in 1857, Manitoba in 1882, Saskatchewan in 1893, British Columbia in 1901 and Alberta in 1905. In all provinces short courses had to be given in order to supply the demand for teachers. The demand was met by 1934 and a surplus developed, to be followed during and after the Second World War by a shortage, many teachers having left the profession for other and better paying occupations. Teacher training is also carried on in the

educational departments of the various universities. All such work is now of a professionally technical nature, rather than academic, as it was half a century ago. Training for teachers is obligatory in all provinces, and there seems to be developing a move to lengthen the period of normal school training to two years, and extend the university training of teachers to the degree level within the field of pedagogy.¹ Since 1845 the average time spent in further study by elementary school teachers after leaving public school has risen from zero to a little over five years. Urban schools are now beginning to ask that their teachers have degrees, and this is stimulating teachers to spend further time in study and training.

The Dominion function in Canadian education is restricted by the British North America Act. It is responsible for education in the Yukon, in extra-provincial territories in Canada and for the education of the Indians on their reservations within or without the provinces. The Dominion is also responsible for the training and education of the members of its armed forces, and during times of war carries on a very extensive educational and technical training programme. Substantial aid is given for agricultural, commercial, industrial and technical training. The Vocational Training Co-ordination Act of 1942 empowered the Dominion to set up and maintain schools without reference to Provincial Governments "to fit persons for employment for and purpose contributing to the

¹The Universities of Alberta and Saskatchewan have recently introduced undergraduate degree courses in education.

conservation or development of the natural resources vested in the Crown in the right of Canada."¹

The National Council of Research encourages scientific research by giving bursaries and scholarships to individuals working on accredited research projects, and maintains the National Research Laboratories at Ottawa. Numerous informative and educational bulletins are distributed annually by several departments; and the Dominion Bureau of Statistics publishes the "Annual Survey of Education in Canada."

The educational activities, interests and responsibilities of the Dominion Government have created a demand, particularly on the part of English-speaking educational associations, for a Dominion Department of Education. The Canadian Education Association is interested in establishing an inter-provincial office of Dominion education;² but in view of the fact that the Canadian Teachers' Federation is interested in the same thing and also has a central office with a supporting membership of 70,000 teachers, it may be suggested with reason that the Canadian Teachers' Federation office be expanded so that it can operate as a Dominion office to foster and facilitate complete liaison between all educational associations, the provincial

¹The Vocational Training Co-ordination Act, 1942. Department of Labour, Ottawa, Ontario.

²Memorandum of "The Canada and Newfoundland Education Association," (now Canadian Education Association), February 1946, over the signature of Charles E. Phillips, Sec.-Treasurer, C.N.E.A., 677 Dundas Street, West, Toronto 2 B, Ontario. The memorandum is addressed to the Secretaries of Provincial Teachers' Organizations and members of the Executive of the Canadian Teachers' Federation.

departments of education and the Dominion government in all their mutually related educational activities. The educational experiences of the Second World War have stimulated a demand in most provinces for Federal participation in educational policies and expenditures--particularly expenditures. So far Dominion assistance to education has not been followed by a tendency to Federal control, and experience has tended to show that this result need not necessarily follow.

The story of the development of elementary and secondary education in Canada before 1914 makes little reference to the part played by the teacher. On the other hand school legislation, administrative details, school regulations and methods of raising money are treated fully. More attention was given to these accessories of education than to the ability, efficiency and preparation of teachers. The conditions under which pupils and teachers worked were unsatisfactory; and even though teachers were inadequately trained and without proper supervision, suitable textbooks or teaching supplies, they were increasingly expected to provide good instruction. They had no part in the formation of administrative regulations but were required to put them into effect. The teacher remained unrecognized as the most important factor in the educational system. The early beginnings of our school system made no provision for teacher participation in educational matters outside the classroom. As persons familiar with educational requirements, teachers had no place on educational bodies, and their opinions were seldom if ever asked on matters affecting the schools and education.

One hundred years ago normal schools were first organized in Eastern Canada. The training at that time was largely academic in character, but later as academic standards began to improve, more attention was given to the technique of teaching. The higher standards of training now required have resulted in the formation of University Faculties of Education, but the effect has scarcely been felt in the elementary school.

The financial provisions for school support were largely a matter of local responsibility. The method of setting tax levies by local arrangement hindered the development of elementary education. The resulting low salaries forced an unsatisfactory economic standard of living on teachers, with the result that many young people of good ability refused to enter the profession, even though they were otherwise attracted to it.

The freedom which characterized other professions was absent from the teaching profession in Canada. The work of the teacher was always circumscribed by regulations from without and subject also to frequent examinations by external officials. In this way the teacher was never left free to develop his own methods. This condition tended to destroy the teacher's initiative and to devitalize teaching. In addition the teacher was subjected to still further external control by local school boards who, through the defects inherent in the system which appointed them, were often people of narrow outlook, unable to take a broad view of the work of teachers in their schools or of education in general.

This situation brought about the organization and

development of professional teachers' organizations, and their story has an important place in our educational history.

CHAPTER III

PROFESSIONAL TEACHERS' ORGANIZATIONS IN GREAT BRITAIN AND THE UNITED STATES

The National Union of Teachers

The Brethren of the Common Life, founded in Europe during the latter part of the fourteenth century, is commonly credited with being the first voluntary association of teachers for the promotion of education.¹ Numerous similar organizations came into existence during the Middle ages. However, these were principally religious, both in origin and motive, and while they may be properly considered as the beginnings of voluntary teachers' associations, they differed materially from the more or less professional organizations of teachers which developed later in leading civilized countries.

The first teachers' organization in Great Britain was the Association of Ulster Teachers founded in 1840, to be followed in 1846 by the College of Preceptors. Neither of these organizations was representative of teachers on a national scale.

Professional teachers' organizations in England and Wales reflect the diversity of educational work carried on; for the various branches of teaching have their own associations, which

¹E. P. Cubberley, The History of Education (Boston, Houghton Mifflin Company, 1920), p. 271.

work in the interest of their supporters.¹ Of the sixty different associations the most powerful and best known is the National Union of Teachers. The Union founded in 1870, with a membership in that year of four hundred,² was known as the National Union of Elementary Teachers. Associations of teachers existed before, as indicated above, but they were limited to religious denominations such as those of the Church of England, Baptist, Wesleyan and others. The evils of the educational system inaugurated by Mr. Robert Lowe in the "Revised Code of 1862"--the cutting down of the curriculum and the wooden system of payment by results--forced the teachers of the day to combine on a comprehensive scale, to press for alterations. The alterations were secured.

During the last sixty years there has been a constant increase in membership, notwithstanding a number of increases in the subscription rate during the period and the introduction of an admission fee of five shillings. The annual membership fee is now one guinea. With growth in membership the Union has increased its activities and extended its operations. It now embraces federated associations in the British Colonies, and is connected with international organizations of teachers representing the principal nations of the world. It is a member of the World Federation of Teachers and the United Nations' Educational,

¹The Incorporated Association of Assistant Headmasters in Secondary Schools of England and Wales was incorporated in 1901, and while having broad educational objectives, works in the immediate interest of its members.

²From notes made at the time of a personal visit to the office of the National Union of Teachers, Hamilton House, Mabledon Place, London W.C.1. February 1945. (G.J.Buck)

Scientific and Cultural Organization.

The Union is sometimes spoken of as a trade union because it safeguards the professional interests of its members, and secures for the teachers in England and Wales improved conditions and satisfactory rates of remuneration. It is not a Union in the sense applied to labour organizations, but rather a federation of teachers' associations. It has gained great influence, and Sir George Kekewich once summarized the record of the N.U.T. in these words:

They have always fearlessly attacked all absurdities of our educational system, have never cringed before officialdom, have stood for progress--never for apathy or reaction--have constantly and consistently used their powerful influence for the good of the child as well as of the teacher, and have been the mightiest lever of educational reform.¹

The objectives of the Union, as officially stated, are quoted here in full, because they have so often been used as a pattern by younger organizations:

- (a) To associate and unite the teachers of England and Wales.
- (b) To provide means for the co-operation of teachers and the expression of their collective opinion upon matters affecting the interests of education and the teaching profession.
- (c) To improve the condition of education in the country, and to obtain the establishment of a national system of education, co-ordinated and complete.
- (d) To secure for all state-aided schools adequate financial aid from public sources, accompanied by suitable conditions.
- (e) To afford to His Majesty's Government, the Board of Education, the local authorities for education and other organizations--public or private--which have relation to educational affairs, the advice and experience of the associated teachers.

¹A. E. Henshall, Secretary of the Education Committees of the Executive, The Education Department of the N.U.T. (London, 1938).

- (f) To secure the effective representation of educational interests in Parliament.
- (g) To secure the compilation of a comprehensive register of teachers.
- (h) To secure the solidarity and extend the influence of the teaching profession.
- (i) To aid and/or join with other societies or bodies having objects altogether or in part similar to the objects or one or some of the objects of the Union and to contribute to subsidize or otherwise assist or take part in the working, management, or other control thereof. To negotiate and enter into arrangements for amalgamation or federation in such manner as may prescribe by law and upon such terms as may be agreed on with other societies or bodies of teachers.
- (j) To secure the recognition of the teaching profession as a diploma-granting authority.
- (k) To watch the administration and working of the various Education Acts, Codes, Minutes, and Directories; to endeavour to amend their terms and administration when educationally desirable; and to endeavour to secure the removal of difficulties, abuses, and obsolete regulations detrimental to progress.
- (l) To maintain a high standard of qualification, to raise the status of the teaching profession, and to open to members the higher posts in the educational service of the country, including the inspectorate of schools.
- (m) To afford advice and assistance to individual members in educational and professional matters, and in legal cases of a professional nature.
- (n) To extend protection to teachers whenever necessary.
- (o) To watch the administration of the Superannuation Acts and the Pension Minutes, and to endeavour to secure their amendment.¹

The Executive manages the affairs of the Union, and is elected by votes of the members. The Local Associations have their own offices and work in conjunction with the central body. There are 653 Local Associations, and fifty-two County Associations which hold meetings, public and private, dealing with educational matters. The present membership of the Union is approximately 156,700.² The supreme authority is the Annual

¹Constitution of the National Union of Teachers (Office of the N.U.T., Hamilton House, Mabledon Place, London, W.C.1).

²Office Records of the N.U.T., London, W.C.1.

Conference of about 2000 representatives appointed by Local and Country Associations, which assembles at Easter of each year. Representatives come from teachers in Elementary, Secondary, Technical, Nautical, Commercial, Home Office, Army, Navy and Aircraft Schools, Training Colleges, Agricultural Colleges and Universities. No one is excluded on account of creed, party, sex, status, or type of school.¹

The official publication of the Union is "The School-master and Women Teacher's Chronicle." Its service includes all the news of educational movements of deepest interest to teachers, classroom features which are outstanding in their usefulness and an Enquiry Bureau for all problems of the teacher.

The educational aims deal with every phase and form of public education, entering into recognized relations with every Educational Authority, national and local. It is the recognized medium for teachers' communications with Ministers for Education, the Board of Education, the Ministry of Labour, the Ministry of Agriculture and Fisheries, Local Educational Authorities, Educational Associations, Royal Commissions on Education, Parliament and the Press.²

Professionally the Union works for the establishment of a highly qualified, publicly recognized, independent, learned profession with emoluments and other conditions of service commensurate with the importance of their work for the state.

¹Prospectus of the National Union of Teachers.

²Ibid., p. 5.

Through association meetings it affords its members opportunities for professional counsel, social enjoyment, formation of friendships, and the acquisition of experience in the conduct of public business. It gives its members the best service procurable on professional affairs, assists them in any difficulties with School Managers, Governors, Inspectors, Local Authorities, or the Board of Education (now Ministry of Education). It affords its members help at law if prosecuted, libelled or otherwise defamed; takes mediative action or protective steps for members unjustly dismissed or professionally harassed, and sustains its members who suffer financial loss in defence of professional rights or position when acting in accordance with the advice of the Executive.¹

Among many professional benefits won for teachers collectively by the influence of the Union, may be mentioned: the Superannuation Acts, 1918 to 1925; the improvement of teachers' salaries through the Burnham Committees and the presentation of the teachers' case before the Arbitrator (Lord Burnham) in 1924 and 1925, the complete application of scales arrived at by agreement on a national basis, freedom secured by Act of Parliament for teachers to serve as members of Local Education Committees, appeal against unjustifiable dismissals, freedom from compulsory extraneous tasks, liberty in classification of pupils, reduction in size of classes, the right to appeal against detrimental reports by Inspectors, and against suspension or

¹Prospectus of the N.U.T., page 6.

cancellation of recognition by the Board of Education, professional freedom in matters concerning school time-tables, schemes of work, and methods of teaching; freedom under many authorities from secret reports and log book entries affecting class teachers; and the appointment of serving teachers as Inspectors.

The influence of the Union is widespread in educational matters. It is represented in Parliament and provides funds for a limited number of its members who may wish to enter Parliament, making a contribution towards their election expenses and supplementing the revenue they receive as such. The support given is non-political and is given irrespective of the political views of the member concerned.

The Union is also represented on more than forty outside bodies whose work is likely to subserve social requirements or to influence the national system of education. Among the most important of these are: the B.B.C. Central Council for School Broadcasting and for Adult Education Broadcasting, the Workers' Educational Association, National Institute of Industrial Psychology, National Playing Fields Association, Social Service Council, Social Hygiene Council, Association for Mental Welfare, National Council of Women, the British Association for the Advancement of Science, the English-Speaking Union, etc.¹

In addition to the somewhat extensive list of activities mentioned, the Union provides free legal advice and assistance on professional matters, supplies forms of Agreement for service,

¹Prospectus of the N.U.T., page 11.

takes action in defence of National education, works on joint educational committees, has an active alliance with the Education Institute of Scotland, maintains international educational affiliations, conducts the Teachers' Provident Society established in 1878, provides life assurance for its members, operates a Benevolent and Orphan Fund which exists for the purposes of assisting teachers in distress and of relieving the widows and orphans of deceased teachers, and finally the membership did a vast amount of war work during the First and Second World Wars.

From the foregoing abbreviated discussion of the National Union of Teachers, some idea may be gained of the power of the organization and its many sided activities. It plays a large part in the educational systems of England and Wales and its members and those affiliated with it are justly proud of its many contributions to the life of the country. To the profession as a whole, perhaps it is the policy-making idealism that appeals, and assures continued membership in and consistent loyalty to the Union.

The Educational Institute of Scotland

The Educational Institute of Scotland was founded in 1847 on the occasion of a meeting of Scottish Schoolmasters, held in the High School at Edinburgh.¹ The Institute is looked upon as the first teachers' organization in Europe which could be considered representative of a national system of education.

¹Material for this section was obtained by the writer on the occasion of a personal visit to Mr. John Wishart, the General Secretary of the E. I. S., at Moray Place, Edinburgh, Scotland, in September of 1944.

The organization desired to improve the conditions of the profession--socially, economically, legally and professionally. Its aims were set out as follows: the improvement of the condition of the teacher, of his efficiency, and of the general standard of education and the self-government of the profession.

The Institute was granted a Royal Charter in 1851, but not given the right to license the members of the teaching profession, partly because of jealousy on the part of the church, and also because the Government began to assume responsibility for the education of the nation. By the Education Act (Scotland) of 1872 education became definitely a national concern.

During its years of activity the Institute has secured many benefits for its membership and for Scottish education. Through its activities it has assisted its members to obtain security of tenure, better remuneration, pensions and representation on administrative bodies. These successes were slowly achieved, but by 1925 satisfactory progress had been made. A notable success was the Mundella Act of 1882, which prevented dismissal of teachers for frivolous causes. Success in obtaining a system of superannuation for teachers was achieved by the Acts of 1908, 1918 and 1925. One of the chief successes was the establishment of the principle of representation of teachers on the Provincial College Committees in 1906. This privilege was extended in 1908 to school management committees, local advisory councils, the National Advisory Council and the National Committee for the Training of Teachers.

After 1917 the Institute represented all teaching bodies

in Scotland, and a Joint Committee set up in that year published an extensive report on reform in Scottish education. The report dealt with the whole field of education and educational administration, and many of its suggestions were embodied in the Educational Act of 1918.

The machinery of the Institute is made up of the Annual General Meeting of delegates elected by the Local Associations, the fifty-nine local branches and about twelve main committees of which the first is the Executive composed of twenty members to act as office-bearers.¹ The supreme authority is vested in the Annual General Meeting which is attended by four-hundred delegates who review all the work of the Institute. Subject to the control of the Annual General Meeting there is a Council of ninety members to conduct the business of the organization. The Council is composed of the office-bearers and members elected on a county basis in proportion to membership. There is a detailed constitution in which are embodied rules, regulations, by-laws and the order of procedure.

The Institute is not affiliated with any political party, but has stimulated teachers' interest in the politics of their own country. In 1919 it decided to appoint a Parliamentary Secretary who was able to secure a seat as a member of the House of Commons. This practice has continued, and in addition the Secretary of State for Scotland lends his support to Scottish educational matters in the House of Commons.

¹Rules and Regulations, Constitution of the E.I.S., para. 2.

The Scottish Council for Research in Education was established by the initiative of the Institute. This group is housed in the Institute's offices in Edinburgh, and is composed of representatives from County and educational organizations. It derives its income from contributions from Local Educational Authorities, and an annual grant of seven hundred and fifty pounds from the Institute, and the sale of books and educational pamphlets describing research findings. The Council has a considerable list of publications to its credit, and contributes to the Scottish Educational Journal which is the official organ of the Institute, and is published weekly.

The primary objective of the organization continues to be the promotion of sound learning, and to this end it is endeavouring to follow lines of policy designed to serve the best interests of the children of the country, including as a necessary corollary, security of tenure and reasonable remuneration for the teacher. One of its important achievements was the setting up of a National Joint Council to deal with salaries of teachers in Scotland. The Council consists of ten members representing Educational Authorities and the Educational Institute. There are two advisory panels, the function of which is to formulate salary policy for submission to the Council of the Institute. The Constitution defines the functions of the Joint Council as follows: "To consider and give opinions or make recommendations on all questions capable of general regulations in regard to salaries of teachers in Scotland, or matters pertaining thereto, whether referred to the Council by the Scottish Education

Department, by the Institute or by the Association."¹

The standing of a profession depends very largely on the extent to which it can speak with a single voice and so exercise the influence which becomes possible only when individuals are united in an organized body. There is considerable evidence of the recognition which the Institute has secured for the teaching profession in Scotland. An Act of Parliament requires that in fixing the salary schedules the profession must be consulted together with the employing authorities. The Scottish Education Department is always willing to listen to representation made by the Institute concerning any sphere of educational policy. The Institute has its representatives on Local School Management Committees, on Provincial Committees for the Training of Teachers and on the Central Executive Committee thereof. It has exercised considerable influence in the shaping of parliamentary legislation pertaining to the schools of Scotland, and is everywhere regarded by Local Educational Authorities as the mouthpiece of the teaching profession.

These activities, and others, have secured for the teaching profession a recognized and definite place among the agencies which determine educational conditions in Scotland.

The Educational Institute of Scotland takes a broad view of the functions of a professional organization, and believes that the far reaching effects of education have a fundamental effect on the progress of a country. This belief has been held

¹Constitution of the National Joint Council, 1938.
(Office of the E.I.S., Edinburgh, Scotland), para. 1.

by the Scottish people for many years.

Teachers' Organizations in the United States

The first teachers' association in the United States was organized in New York in 1794, and known as the "Society of Associated Teachers." There were a few other local organizations, among them the National Teachers' Association, but during the first half of the nineteenth century they were few and not of much importance. Since then, however, they have multiplied greatly and today number approximately five hundred national and regional associations, and more than one hundred state organizations. There are in addition numerous local associations of which over one thousand are affiliated with the National Education Association.

Local associations are the oldest, and all have the ultimate objective of advancing the interests of the teaching profession and promoting the cause of education. There is some variation in constitutions, but basically there is a degree of similarity in their activities which cover a wide range and include welfare, professional improvement, research, publicity, recreation and community service. Most of them are now affiliated with state and national organizations and thus function in a dual capacity.

The first state associations appeared in 1845 in Rhode Island, New York, Massachusetts and Connecticut, and at the present time practically every state in the union has its state teachers' association. Activities of state associations usually

include research, conventions, legislation, publicity, field service, public relations, teacher welfare, study groups and magazine service.¹

Three national organizations are of considerable importance in the United States--the National Educational Association, the American Federation of Teachers, and the Progressive Education Association. Of these, only the first will be discussed at any length.

The Progressive Education Association, more recently known as the American Educational Fellowship, is the American section of the "New Educational Fellowship" which is an international society drawing its membership from non-traditional private schools and public schools in wealthy communities. Its work is largely experimental in the field of activities with emphasis on the whole personality of the child. The work of the organization is financed by fees, advertising, publications and grants from private individuals and foundations. Its official publication "Progressive Education" is published eight times a year.²

The American Teachers' Association was founded in 1903 as a federation of coloured teachers' organizations. Other associations are to be found in connection with universities, with those having special subject interests, the National Society

¹A. L. Marsh, The Organized Teachers, National Society of Secretaries of State Education Associations, 1936.

²W. S. Elsbree and H. P. Beck, Teachers' Associations: United States (New York, Teachers College, Columbia University).

for the Study of Education and the North Central Association of Colleges and Secondary Schools. Most of these organizations publish reports, bulletins, journals or yearbooks.

The National Education Association

The National Education Association is the largest national and professional organization of teachers in the United States, or in the world for that matter, with a membership of 331,605 in 1945.¹ The Association began work in 1857 as the National Teachers' Association.² It came about as a result of an invitation by twelve state associations of teachers extended to all teachers in the United States, to form a national society. In 1870 the word "teacher" was deleted from the title as a result of the final inclusion of superintendents and normal school instructors, for whom separate departments of the teacher education groups were set up.

Before 1920 the membership of the organization was small, and it did not represent a democratic cross-section of the teachers of the nation. Most of the membership was from the Eastern States, and there was no permanent secretary. The reorganization of 1920 when the Act of Incorporation was passed, provided for a representative assembly made up of delegates from affiliated state and local organizations. The headquarters became established in Washington, D. C., and the membership grew rapidly to

¹The NEA Journal, The Journal of the National Education Association (Washington, D.C.) Vol. XXXIV, October 1945, p. 139.

²The N.E.A. Journal, Fiftieth Anniversary Volume, 1857-1906, 1907, (Washington, D.C.), p. 453-560.

the present large total. Causes contributing to the growth in membership were the realization of the large amount of illiteracy in the country, a growing professional spirit among teachers, the general trend towards organization, an expanded programme of services given by the Association, and a membership campaign stressing the importance of education to a country and the value of a professional organization to teachers.

Membership is open to any person living within the confines of the United States or its territories who subscribes to the central objective of the Association, which is "To elevate the character and advance the interests of the profession of teaching, and to promote the cause of popular education in the United States."¹ Teachers feel that the present form of organization is democratic, that their problems will be discussed on their merits, and that no local group can dominate the proceedings of the Association's meetings.

The twenty-four departments carry on activities which are integrated with the main aims of the Association. These departments provide teacher groups with the opportunity of discussing problems related to educational fields in which they are specially interested, and have become important in fostering and maintaining co-operation among educational groups with diversified interests.

The activities of such a large organization are numerous

¹Educational Yearbook of the International Institute of Teachers College, Columbia University, 1935. Edited by I. L. Kandel. p. 511.

and deal with such professional problems as contracts, tenure, teachers' economic position, school building needs, curricula, social relationships of teachers, legal protection, pensions, educational publicity, legislation, school administration, etc.

A research division was established in 1922 and has been active in investigating professional problems, the findings being published in the Research Bulletin of the Association, which appears four times each year. The National Education Association also publishes a monthly journal which summarizes the proceedings of its annual convention and keeps its membership well informed concerning the latest educational developments. The Yearbook contains a complete record of the annual convention proceedings. In co-operation with the United States Office of Education the Association assumes responsibility for gathering information on certain phases of education, particularly that which is directly related to teachers. The N.E.A. also co-operates with other teachers' organizations whether national, state or local, and assumes major responsibility for the preparation and dissemination of materials relating to the annual American Education Week programme. The Association was also largely instrumental in the organization of the World Federation of Education Associations at the time of the annual conference of 1923, held in San Francisco.

The N.E.A. looks on 1945 as having been a year of decided progress. One of its achievements was helping to secure definite provisions for educational co-operation in the United Nations' Charter at the time of the San Francisco Conference of the United Nations and also at the London Conference held in November 1945.

At the meeting in London, lasting from November 1st until the 16th, representatives of forty-four nations drafted and approved a Constitution for a United Nations Educational, Scientific and Cultural Organization. In the Charter adopted at San Francisco it had been agreed that the United Nations would promote educational and cultural co-operation, and that members of the United Nations would take joint and separate action for this purpose.¹

Concerning the work of the Association, William C. Bagley expresses the opinion that generally speaking the public rates professions as professions rate themselves,² and that a far more militant spirit and attitude than the National Education Association has yet been disposed to assume is the only answer to the attainment of that public respect which teachers have clearly earned.

The American Federation of Teachers

The American Federation of Teachers is a federation of local teachers' unions, the first of which was organized in 1902 at San Antonio and at Chicago.³ The federation took place in 1916, and was shortly followed by an affiliation with the American Federation of Labor. The organization is mainly composed of classroom teachers working in the public schools.

Membership has fluctuated depending on general economic conditions and their influence on teachers' salaries. Since 1941

¹N.E.A. Journal, January 1946. p. 5.

²Op. Cit., N.E.A. Journal, Fifteenth Anniversary Number.

³Op. Cit., Educational Yearbook, p. 537.

the membership has decreased, partly attributable to factionalism within the Federation, culminating in the expulsion of four of the largest locals on the charge of Communist activities.

The activities of the Federation mainly concern protection of salary schedules, pensions, tenure rights and academic freedom. Great interest has been shown in social legislation, giving support to child labor amendments, federal aid to education, anti-discrimination measures and local and national health and social security measures. The organization and its branches engage actively in lobbying for the legislation they desire, and publicly the Federation has advocated the formation of a farmer-labour party as the best way for organized labour to attain its objectives.

Because of the nature of its activities the Federation has been subjected to considerable criticism, but its members maintain that they are free to join any organization they wish, and point to the discussion of professional problems at their public meetings as an indication of their interest in professional as well as economic and social problems.

CHAPTER IV

DEVELOPMENT OF CANADIAN TEACHERS' ORGANIZATIONS

Introduction

Towards the end of the First World War it became apparent that Canadian 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 reform the methods of school administration. This wave of interest, of post-war restlessness and the tendency towards self-expression resulted in professional teachers' organizations being set up across Canada. The older type of general educational association then fell into disuse or was absorbed by the newer organizations. Three large convention bodies remain active--the Ontario Educational Association, the Manitoba Educational Association and the Provincial Association of Protestant Teachers of Quebec.

Ten professional teachers' organizations were formed

between 1914 and 1920, two before 1880 and one in 1935.¹ They made progress in the solution of their problems until 1930 when the economic depression began to undo many of the advances. The reverse continued until 1934 when depression conditions had the effect of stimulating teachers in different parts of the country to even greater efforts. In Saskatchewan the move to obtain statutory membership in a purely professional teachers' organization culminated in the passing of the Teaching Profession Act on February 21st, 1935, by the Provincial Legislature. A few weeks later a similar act was passed in Alberta and revised to become more effective the following year. In 1947 Nova Scotia and British Columbia were the only provinces without provincial legislation requiring, with some exceptions, that teachers be members of their professional organizations as a condition of their employment as teachers.

The Second World War and its aftermath are causing teachers to undergo conditions somewhat similar to those produced by the First World War. Economic changes have contributed towards a serious teacher shortage and teachers' associations are emphasizing the need for adequate salary schedules and reorganization of systems of school administration and taxation. No new teacher organizations have appeared, but the members of existing associations have shown some interest in affiliation with labour organizations.

¹In Quebec 1864, Prince Edward Island 1880 (revised in 1920), Saskatchewan 1914, Alberta 1916, British Columbia 1917, Manitoba 1918, Ontario 1918, 1919, 1920, 1935; New Brunswick 1918, Canadian Teachers' Federation 1919, Nova Scotia 1920.

The following brief treatment of the historical development of Canadian Teachers' organizations is arranged chronologically, and attention is given to those associations which are affiliated with the Canadian Teachers' Federation, and to the Canadian Teachers' Federation itself.

The Provincial Association of Protestant
Teachers of Quebec

The Provincial Association of Protestant Teachers of Quebec is the oldest provincial teachers' organization in Canada, having been founded in 1864 when Quebec was still called Lower Canada. Preliminary work began in 1863 when the Teachers' Associations in connection with the McGill Normal School at Montreal made the move to unite the few existing local associations to form a central organization. The Bedford and St. Francis Associations, which were as far as is known the only then existent Associations of Protestant teachers in Lower Canada, were invited to send delegates to Montreal to meet with the Council of the Protestant Association of that city. The meeting took place and a tentative constitution was formulated for presentation to a general convention to be called for the following year. The first convention met in June of 1864 and the Provincial Association was formally organized.¹

During the first three years of its existence the words "Lower Canada" in its title designated the area from whence it

¹ Report of the First Annual Convention of "The Provincial Association of Protestant Teachers of Quebec, 1864. (Montreal P.Q. Office of the P.A.P.T.)

drew its membership, but in 1867 by the British North America Act these words were changed to "Quebec." The Association was incorporated in 1889, and as this was the first Act of its kind in Canada it is of historical importance.¹

Among the leading educationists of the day who were interested and active in promoting the Association were Dr. Wm. Dawson, Principal of McGill University, and Professor S. P. Robins of the Montreal Normal School. The early association of the University with the schools has continued in varying degree and was recently reported to be still operating with

¹An Act to Incorporate the Provincial Association of Protestant Teachers of Quebec, 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 prayers: 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. Newton, M.A., C. A. Jackson, George W. Parmlee, Henry Hubbard, James McGregor, J. W. McOuat, 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

mutual benefit to the University and the Teachers' Association.¹

The Association did not affiliate with the Canadian Teachers' Federation until 1924, but in 1921 Dean Laird of MacDonald College had been a visiting delegate at the inaugural conference of the Federation. 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 radical tendencies. Dr. Laird did much to quiet their fears.² It is only within the last ten 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 C.T.F. twenty years ago seemed to be almost paternalistic. In reporting to the Canadian Teachers' Federation conference at that time the president of the Association said:

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 wide policy which the C.T.F. is seeking to form.³

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.

¹Yearbook 1925-26, Canadian Teachers' Federation. p. 141.

²Minutes of the First Annual Meeting of the Canadian Teachers' Federation, 1921. (Office Records of the F.T.F.)

³Yearbook 1925-26, Canadian Teachers' Federation (Office Records of the C.T.F.), p. 42.

Any remaining aloofness disappeared in 1945 as a result of the full support given by the Canadian Teachers' Federation to the Protestant teachers of greater Montreal, when 1400 of them were illegally dismissed.¹

In 1945 the Act of Incorporation of 1889 was amended to the effect that "All persons employed as teachers in any elementary, intermediate, or high school supported by taxation and under the jurisdiction of the Protestant Committee shall automatically be or become members of the Association"²

The Association prides itself on having successfully sponsored Teachers' Conventions.³ It is interesting to know that what is now called the parent body was the off-spring of Local Associations, and that the present body has evolved from what was once a general educational association.⁴ 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 in June of 1864. Dr. Dawson, later Sir William Dawson, Principal of McGill University was the first President. The words spoken by Dr. Dawson to the teachers as they were assembled to form

¹The Teachers' Magazine of the P.A.P.T., Vol. XXVI, No. 129, Dec., 1945; p. 30.

Appendix M, Extract from the Minutes of the 1945 Canadian Teachers' Federation Conference.

²An Act to Amend the Charter of the Provincial Association of the Protestant Teachers of Quebec, 1945, Sec. 2b (Statutes of Quebec).

³The Eighty-first Annual Convention was held in October 1945, at Montreal.

⁴The Teachers' Magazine of the P.A.P.T., Vol. XVII, No. 79.

their provincial organization eighty-two years ago have a vital message for us in these days of perplexity and increasing doubt.¹

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.

The Prince Edward Island Teachers' Federation

The teachers in Prince Edward Island first organized in 1880 under the name of the "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 the East the real leaders in the movement for bettering professional educational conditions were the inspectors and officials of the Departments of Education, but from 1927 the teachers have not been satisfied with the state of educational matters and have been making concerted efforts to improve educational and salary conditions in the province, although so far, in the case of Prince Edward Island, with less encouragement

¹The Teachers' Magazine, Vol. XVII, No. 79.
(Montreal, P.Q.)

than expected from governmental sources.¹

The Federation affiliated with the Canadian Teachers' Federation in 1924 and since then has been an active supporter. The goal of automatic membership was finally achieved in 1945, when the Act of Incorporation of the Prince Edward Island Teachers' Federation was passed. The Act provides for inclusive membership with the privilege of withdrawing or excluding oneself from membership under certain conditions.

Larger units of administration have not been achieved, but in 1945 an Act was passed to amend the Land Assessment Act of 1924 in order to make provision for reassessing and revaluating property on a provincial basis for the purpose of making the province a single unit for financial purposes, particularly in respect to education. The government has adopted the policy of making the province one unit for the purpose of financing education when this revaluation has been completed.²

In 1945 an Act was passed respecting the organization of the Department of Education which made provision for a Minister of Education, a Director of Education who shall be Deputy Minister, a Secretary of Education, and a Council of Education representative of the Department of Education, Prince of Wales College, St. Dunstan's College, the Federation of Agriculture, the Canadian Legion, the Prince Edward Island Teachers' Federation

¹Report of the Prince Edward Island Teachers' Federation to the Canadian Teachers' Federation, 1936-37. (Office of the C.T.F., Ottawa, Ontario.)

²Ibid.

and the Central Women's Institute.¹ This Act and the Teachers' Federation Act are considered by the Department of Education to be measures "having to do with educational progress."²

Local inspectorate conventions are held each year, usually in the autumn. The Annual Conventions are held at the call of the Executive of the Federation and usually in the spring. The conventions are still largely controlled by the inspectors and deal with methods of teaching and ordinary school problems, but since incorporation professional business matters are appearing on the agenda. The Federation is hopeful that its influence as a member of the Council of Education will contribute to the improvement of education and the status of the teaching profession in the Province.

The Saskatchewan Teachers' Federation

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

In 1913 and 1914 Dr. Norman F. Black wrote a series of articles for the "Regina Leader" in which he suggested a number of educational reforms.³ In the same years additional criticism

¹Annual Report of the Department of Education of the Province of Prince Edward Island, 1945. (Charlottetown, P.E.I.), p. 28.

²Ibid., p. 28

³Dr. Black Tells of Saskatchewan's Greatest Problem, The Leader, Regina, Sask., Dec. 19, 1913. Vol. X, No. 299, p. 2. Illiteracy in the West (Editorial), The Leader, Regina,

was levelled at the Saskatchewan school system, and there was a shortage of teachers. Largely because of these factors the Premier invited the sub-examiners in Regina during July to submit to him suggestions for improvement of these conditions. This was done and a Memorial was submitted 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. To secure this three things were considered to be essential: (1) security of tenure for teachers, (2) more adequate financial remuneration, and (3) superannuation allowance.

The group responsible for these suggestions presented them to the main committee, but this committee told the group that such resolutions did not come within the scope of the proposed Memorial. The teachers were somewhat disappointed, but called a meeting in the Normal School and organized the Saskatchewan Union of Teachers. The officers elected were to study the constitution of the National Union of Teachers and formulate one somewhat similar for presentation at a meeting to be held in July, 1915.

During the following year a certain amount of publicity work was done and an attempt made to secure a place on the

Sask., Dec. 30, 1913. Vol. X, No. 308, p. 4.

Dr. N. F. Black et al, School Homework (Second Article),
The Leader, Regina, Sask., Jan. 16, 1914. Vol. XI, No. 10, p. 8.

programme of the annual convention proceedings of the Saskatchewan Education Association, but without success.¹

Progress was slow during the next three years and in 1919, to offset prejudice the name of the organization was changed to The Saskatchewan Teachers' Alliance. As is often true in such cases, interest in the organization grew in proportion to the hardships the teachers were enduring, in this instance resulting from post-war conditions. City and district teachers' organizations began to affiliate with the Alliance as Locals, so a new constitution was drafted uniting the teachers of the Province in one organization.²

By 1921 active membership was about 1600, no office had been established, and with the exception of a small salary paid to the secretary, the work was done on a voluntary basis. The Moose Jaw teachers' strike in 1921 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 through the medium of their representative organization. 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.

The Saskatchewan Teachers' Alliance, the Secondary Teachers' Association and the Saskatchewan Education Association now began to hold joint annual conventions during Easter week.

¹The Saskatchewan Teacher, Vol. III, No. 6, 1928.
(Battleford, Saskatchewan.)

²Ibid.

The major part of the programme was supplied by the Educational Association. Under existing conditions the attendance at these conventions was satisfactory, but soon a change in Departmental regulations, an increasing interest in Fall conventions, diminishing salaries, decline in interest on the part of teachers, and increasing financial difficulties for the organizations began to make themselves felt, with the result that the last provincial Easter convention was held in Saskatoon in 1932.

During the first years of the existence of the Saskatchewan Teachers' Alliance and the Secondary Teachers' Association some progress was made, but it was found that lack of unity was detrimental to further advances; 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. The joint proposals were presented to the 1926 convention and accepted. The united body was to retain the name of the older organization--the Saskatchewan Teachers' Alliance.

The period between 1927 and 1931, during which a full-time secretary was employed, includes the years of greatest activity for the Alliance. At this time the membership was fairly good, the organization became incorporated, the Superannuation Act was passed, Boards of Reference were obtained, teachers' contract requirements were revised and legal assistance was given to many of the members.

After 1931 the membership fell off rapidly owing to the economic depression and the inherent weakness of the organization

itself, for it was felt that representation on the Executive was not sufficiently democratic. In the spring of 1933 there were only about six hundred members in good standing, no Provincial Convention was held, the "Saskatchewan Teacher" suspended publication greatly in debt, and the General Secretary was forced to resign.

The office at Battleford was abandoned and the greatly reduced work was carried on by the assistant secretary in Regina where the president of the Alliance lived. The executive made an attempt to revive interest, but the mass of the teaching body, represented in 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 or the indebtedness of the official publication.¹

Things looked dark indeed for any form of teachers' organization in Saskatchewan. It was then that the Saskatchewan Rural Teachers' Association had its rapid rise, later to force an amalgamation of the existing teachers' organizations under a new and democratic constitution. The Saskatchewan Rural Teachers' Association sprang up late in the autumn of 1932 and was composed at first of a small group firm in the determination to better the condition of the rural teacher and the teaching profession in general. The new 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

¹The Bulletin of the Saskatchewan Teachers' Federation, Vol. II, No. 2, 1935. p. 3.

individual teacher. Rapid progress was made towards complete provincial organization, but it was felt by some of the members that there should be only one teachers' organization in the province. It was in the autumn of 1933 that the R.T.A. definitely introduced the plank calling for amalgamation of all teachers' organizations in Saskatchewan to form one central organization.¹

With this goal before it the Executive of the R.T.A. through its representative G. J. Buck of Melville, addressed the Balcarres Teachers' Convention and succeeded in having the Convention executive provide the necessary machinery to arrange a joint meeting of the executives of the Alliance and the R.T.A., in order that they might discuss what could be done towards the promotion of a teachers' federation.² The preliminary meeting arranged for the main meeting of the combined executives to be held in Regina on October 28th. This meeting adopted the basic principles of the Rural Teachers' Association form of organization. A plan was then 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 at their own expense to a reorganization meeting to be held in

¹Organizing Executive of the Saskatchewan Rural Teachers' Association: 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 and G.J. Buck of Melville. (Melville, Saskatchewan, was the centre of the Association.)

²Minutes of the Balcarres Inspectorate Convention, 1933. (Held at Fort Qu'Appelle, Saskatchewan.)

Regina during Christmas week. The proposed plan of organization was also sent for consideration. The response was immediate and when the meeting convened there were forty-three delegates present representing thirty-five inspectorates, the Saskatchewan Teachers' Alliance, the Saskatchewan Education 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.¹

Membership in the Federation was voluntary during its first year of operation, but by December 1934 seventy-three percent of the teachers engaged by school boards were members, and all of the inspectorate associations had voted themselves into the Federation and had been granted representation on the Council.² In addition to the large voluntary membership there was obtained also an expression of opinion by teachers concerning statutory membership in their own professional organization. This expression of opinion was obtained through the medium of a signed resolution at the 1934 Fall conventions. Over ninety-one percent of the teachers attending voted in favour of automatic

¹Minutes of the Meeting of Inspectorate Delegates and representatives of the S.E.A., S.T.A., S.R.T.A. and the cities of Regina, Saskatoon and Moose Jaw held in the Regina Normal School on December 28th, 1933. (Office of the Saskatchewan Teachers' Federation, Saskatoon, Saskatchewan.)

²First Annual Report of the Provincial Council of the Saskatchewan Teachers' Federation, Saskatoon, Saskatchewan.

membership in the Federation.¹

Armed with this resolution and the unanimous supporting vote of the first Provincial Council of the Federation the executive approached the Provincial Government on January 5th, 1935.² The Federation executive had drafted a bill which with minor 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.

With the passage of the Teaching Profession Act, membership in the Federation automatically became approximately 7,000. The Act was favourably received by teachers, and any opposition on the part of trustees has disappeared. A resolution condemning the Teaching Profession Act submitted to the 1936 convention of the Saskatchewan Trustees' Association at which some 900 delegates were present, was overwhelmingly defeated.³ Subsequently the Trustees' Association adopted a resolution requesting automatic membership analogous to that of the Teachers' Federation.

¹The Bulletin of the Saskatchewan Teachers' Federation, Volume II, No. 1, 1935. Saskatoon, Sask.

(Volume I and first issues of Volume II of the Bulletin were written and edited by G.J.Buck of Melville, Sask. and published in Saskatoon. After the appointment of a permanent secretary the Central Office assumed responsibility for the Bulletin.)

²First Provincial Executive of the S.T.F., 1934: J.R.McKay, President; Miss G. Stewart, Vice-President; G.J.Buck, Editor of the Bulletin; T.E.Scott, E.A.Crosthwaite, L.F.Furse, Miss Rose Johnson. (Central Office was established at Saskatoon, Sask.)

³Minutes of the 1936 Saskatchewan Trustees' Convention.

The Federation takes considerable credit for having brought about favourable revisions in the Superannuation Act, improvement of teacher tenure, salaries and teaching conditions, curriculum revisions, boards of reference, improved in-service training, salary schedules and the passing of "An Act to Provide for Larger School Units, 1944."

The Saskatchewan Teachers' Federation endeavours to practise that part of its philosophy which teaches that the function of an educational organization is to stimulate, collect, organize and focus the best educational thought.

The Alberta Teachers' Association

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

It took at least two years of hard work to develop a steadily functioning organization, and by 1919 over half of the teachers of the province had joined the Alliance--the majority of these being rural teachers. Local organizations developed rapidly and teachers began to appreciate the power of organization though rather surprised at their ability to co-operate. The then Minister of Education became alarmed at the growing strength of the Alliance and wrote articles to the newspapers and "propagandized" against the organization with every means

at his disposal.¹ The press too was antagonistic,² but in spite of such strong opposition the Alliance survived and is today one of the strongest and most active of organized groups working in the interest of education for the children of Alberta.

The Alberta Teachers' Association (Alliance) has been an affiliate of the Canadian Teachers' Federation since the latter was founded in 1919 and played a prominent part in its formation. The president of the Alliance represented Alberta teachers at the informal meeting held in Winnipeg in 1918 when the Canadian Teachers' Federation was organized.³

The platform of the Alberta Teachers' Alliance (Association) was published in the "A.T.A. Magazine" for July 1921. The Association has not deviated from the established policy and has obtained most of the objectives.⁴ To the original objectives there was soon added that of "a larger unit of administration, the first step being to establish municipal school boards and abolish the small rural school districts," and "appointment of a Board of Reference to serve as a court of appeal in cases of alleged wrongful dismissal of teachers, with

¹The Magazine of the A.T.A., Vol. XXI, No. 9, p. 3. (Office of the A.T.A., Edmonton, Alberta.)

²Ibid.

³Minutes of the First Annual Meeting of the Canadian Teachers' Federation, 1921. p. 1. (Office of the Canadian Teachers' Federation, Ottawa, Ontario.)

⁴Published Platform: Official recognition of the Alberta Teachers' Alliance as the organization representing the teaching profession of the Province,

(a) By the Government,
(b) By School Boards.

A Provincial salary schedule based on the \$1200 minimum--with

power to reinstate or make other award."¹ After years of unceasing effort these latter objectives were achieved. The legislation to establish the School Divisions was passed in 1936 and in 1937 eleven of these units were functioning. Since then all the Divisions have been established and the system is giving satisfaction and proving a model for other Canadian provinces.²

The most recent constructive action taken by the Alberta Teachers' Association was in collaboration with the Alberta Trustees' Association when a brief entitled "Alberta as Educator" was prepared and presented to a joint meeting of fifteen

annual increments and a proper placing on the schedule according to experience.

A form of teachers' agreement which will provide for greater permanency and security of tenure and afford ample protection for efficient teachers.

Fullest possible co-operation between the A.T.A. and

- (a) The Department of Education,
- (b) School Boards,
- (c) All other organizations interested in education.

The right of the A.T.A. to representation at all boards of inquiry having under consideration the efficiency or conduct of the teacher.

Promotion on a basis of successful service and seniority.

Increased government grants.

Equality of educational opportunity: free adult education.

Extension of High School and University privileges to rural districts.

Blanket educational tax spread over the Province.

Provision for special instruction of talented children.

Province-wide medical and dental inspection of schools.

Elimination of juvenile labour.

Freer use of the elective system in framing school curricula.

A tightening of the truancy law and release of the teacher from the duty of informing.

Higher professional training for teachers.

¹Office of the General Secretary of the A.T.A., 1938. Edmonton, Alberta.

²School Divisions in Alberta, Department of Education, Edmonton, Alberta.

provincial organizations meeting in conference on January 22nd, 1946.¹

The culmination of years of effort by the membership of the Alberta Teachers' Association and particularly the work of the General Secretary, Mr. John W. Barnett, may be found in the joint conference of January 22, 1946, the achievement of full professional status, the setting up of the school divisions, and representation on the Board of Teacher Education and Certification. To many, John Barnett and the achievements of the Association are synonymous.² The results produced by the type of leadership he gave prove what can be accomplished for the welfare of our schools and teachers.

The motivating power of the Alberta Teachers' Association has been a desire to improve educational conditions and facilities in Alberta, to foster a finer code of professional ethics and to raise the academic as well as the professional standards of teachers.

The British Columbia Teachers' Federation

The first organizations in British Columbia to provide an opportunity for teachers to gather annually for the purpose of discussing their professional problems were the British Columbia Provincial Teachers' Institute and the Coast Teachers'

¹See Chapter VII, p. 190.

²Mr. John W. Barnett retired on September 1st, 1946, after almost thirty years in the service of education as the General Secretary of the Alberta Teachers' Association. He died a few months after his retirement.

Institute. These were convention bodies and functioned until 1916, being superseded in 1917 by the British Columbia Teachers' Federation. They were in reality controlled by the Department of Education, and the superintendents and inspectors of schools were usually the officers. The Department of Education agreed to the disbanding of the Institutes and the formation of the new organization.

The Federation was incorporated by Act of Legislature on July 12th, 1919, under the Benevolent Societies Act of the Province of British Columbia. The objectives of the Federation were defined in the Charter of Incorporation and the Constitution and indicated the intention of the Federation to foster and promote the cause of education in British Columbia. The Constitution has been amended from time to time and now defines the functions and powers of the Federation in considerable detail.¹ There is also a code of ethics adopted by the members in open meeting. This code is intended to serve as a guide to individual teachers and to organized groups of teachers in assisting them to maintain a high standard of professional behaviour.²

Membership in the Federation has always been on a voluntary basis confined to those actively engaged in teaching, to student, honorary and life memberships. The scale of fees is determined by the annual general meeting, and the percentage of

¹British Columbia Teachers' Federation Constitution and By-Laws, 1944. (Office of the British Columbia Teachers' Federation, Vancouver, B.C.)

²British Columbia Teachers' Federation Code of Ethics 1946. (Office of the B.C.T.F., Vancouver, B.C.)

membership has always been high.¹ This is indicative of a healthy interest in professional matters and has been used as an argument in support of requests for legalized automatic membership. Efforts in this respect have been continuous since 1936, when the General Meeting instructed the Executive to draw up a suggested Bill in legal form for submission to all teachers in the Province.² This was done, a referendum taken, the results of which showed that over seventy-five percent of the teachers voting were in favour, but as this was only sixty-two percent of the teachers in the Province, the referendum was defeated.³ The situation is still undecided, but the Federation is hopeful that it will soon achieve what has been accepted in seven other provinces.

Within the Federation are three main sub-organizations--the Secondary Teachers' Association, the Elementary Teachers' Association and the Rural Teachers' Association--all of which co-operate in matters pertaining to the particular interest. This form of organization has not resulted in any cleavage as had been the case in Saskatchewan when the Alliance was functioning.

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

¹See Appendix D, Statistical Table of Membership in Canadian Teachers' Organizations.

²Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation, 1937.

³Ibid.

during the year, but by custom it is held during Easter week. The agenda of this four day convention provides for Federation business, inspirational speakers and sport events.

The Federation has adhered to its constitutional objectives and has jealously guarded its freedom as a teachers' organization. The effects of its recent loose affiliation with Labour can not be judged yet, but the move may be interpreted in the light of the organization's constant efforts in the cause of the teacher. The steady drive for educational reform has helped to build up a structure which compares very favourably with similar organizations in the Eastern provinces. Because of its willing and unselfish activities it has won the respect and confidence of the Department of Education, the Provincial Trustees' Association and the general public. 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 which controls any tendency towards radical action.

The Manitoba Teachers' Society

It was in 1907 that the first effort was made by Manitoba teachers to establish a professional organization. On November 30th a group of teachers met at Dunrea and drafted the constitution of the "League of Manitoba Teachers."¹ A meeting planned for 1909 did not materialize and nothing further was accomplished until 1918.

The Manitoba Teachers' Federation, now the Manitoba

¹See Appendix B, "The League of Manitoba Teachers."

Teachers' Society, 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 a small group of teachers met in the Y.M.C.A. building in Winnipeg to discuss the formation of a purely 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 more westerly provinces had reached Manitoba, but as there was nothing definite the pattern of organization followed was that of the National Union of Teachers of England and Wales, of which body some of the Manitoba teachers had been members.

The first informal meeting resulted in a decision to call a general meeting of examiners for the following day. The meeting was held in the Normal School and after endorsing the idea of forming a professional organization of Manitoba Teachers, it appointed a provisional committee to deal with the matter.¹ With a mandate thus provided the elected provincial Executive Committee met at Brandon and drew up the first provisional constitution for presentation to a general meeting of teachers. This was done the following Easter and with some revisions the constitution was formally adopted at a meeting held in the Industrial Bureau

¹The first committee consisted of W.E.Marsh as chairman, J.M.Nason as secretary, W.J.Scott, H.W.Huntley and E.K.Marshall.

building at Winnipeg.¹

At its first meeting the Executive appointed committees on publicity, educational and legislative work.² Arrangements were made for the publication of the Bulletin of the Manitoba Teachers' Federation and the first edition appeared on May 24th, 1919. Regular editions were sent to the members until 1935, when for financial reasons, publication was suspended and replaced by occasional news letters and mimeographed material sent to the affiliated locals. Publication was resumed again in 1937 when a resurgence of interest in the Federation made a magazine necessary.³

In 1920 the Manitoba Legislature passed an Act of Incorporation setting up the Federation as a legally recognized body with power to conduct business as such. The constitution adopted at this time was based on the one accepted at the Easter meeting in 1919, but has since been amended several times, the last revision being in 1942 when the Teachers' Profession Bill was enacted changing the name of the organization to the Manitoba Teachers' Society and providing that "every person who presently holds or hereafter obtains a legal certificate of qualification to teach in the Province of Manitoba under the Education

¹Office Records of the M.T.S., Winnipeg, Manitoba.

²The First Executive of the Manitoba Teachers' Federation (later Society): President H.W.Huntley, Vice-President Miss B. Stewart, Treasurer W.E.Marsh, Secretary J.M.Nason; Executive Committee - W.J.King, Mr. Denike, Miss Yemen, Miss E. Moore and E.K.Marshall who was appointed General Secretary in 1922 and served in that capacity until his retirement in 1945.

³Office Records of the Manitoba Teachers' Society.

Department Act, and is employed as a teacher in a public school shall by virtue thereof be an active member of the Society."¹ Teachers not wishing to become members of the Society may withdraw under certain conditions.

During the early period of its history the Federation had much to do with the establishment and development of the idea of a national teachers' organization and it was in Winnipeg that the Canadian Teachers' Federation came into existence.²

The Manitoba Teachers' Society has been a fairly stable organization working constantly in the interests of education and the Society's membership. Much of the credit for what has been accomplished goes to the large body of teachers in Winnipeg, Portage la Prairie and other large centres. These teachers have realized that if educational progress is to be made or at least accelerated in Manitoba, the present members of the profession must work to that end by loyally supporting a strong professional organization.

Ontario Teachers' Organizations

The oldest province-wide educational organization in Ontario is the Ontario Education Association founded in 1861.³ The original objectives of the organization were of a professional nature. It holds its annual meetings in Toronto during

¹An Act Respecting the Manitoba Teachers' Society, 1942. Statutes of Manitoba, Winnipeg, Manitoba.

²See Chapter IV, p. 98.

³Educational Monthly of Canada, May, 1904, p. 197.

Easter week, and is one of the few general provincial associations of educationists still functioning.

Strictly professional teachers' organizations in Ontario are comparatively recent in origin, the first to make its appearance being the Federation of Women Teachers' Associations in 1918.¹ In 1919 the Ontario Secondary School Teachers' Federation was organized, and the Public School Men Teachers' Federation in 1920. These 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. This action was taken mainly for purposes of affiliation with the Canadian Teachers' Federation as a considerable sum in affiliation fees was saved, and for the handling of problems common to the three organizations. Recently there have been formed two separate school teachers' associations--the Ontario English Catholic Teachers' Association, and l'Association de l'Enseignement Francais de l'Ontario. These are autonomous bodies working under their own constitution and setting their own membership fees. They were affiliated with the Ontario Teachers' Council.

In 1944 the name Ontario Teachers' Council was changed to the Ontario Teachers' Federation, when the three original teachers' associations and the two newer ones combined to form the single teachers' federation. At this time the Ontario Legislature passed the Ontario Teaching Profession Act making membership in the Ontario Teachers' Federation compulsory for

¹Ontario Educational Association Minutes, 1918, p. 21.

all teachers in the Public and Separate schools of the province.¹ This Act was the result of some years of effort on the part of the voluntary organizations of teachers and was based on the expressed wish of the teachers of Ontario. The work of the Federation is done as much as possible through its affiliated bodies and its Board of Governors which is the governing body of the Federation made up of representatives elected by these affiliated bodies. The policy of the Federation is developed in two ways. First, and usually, the policy arises from the professional needs of the individual teachers expressed and discussed in local associations of one kind and another, and passed on through various district organizations to the central executive of the affiliated body concerned, then to its annual meeting where policy is discussed, clarified and voted on. When agreement on a matter is reached in the affiliated body the question is then sent forward to the Ontario Teachers' Federation where it is discussed and co-ordinated with the policies of the other affiliated bodies. The second method of developing any policy which affects the majority of teachers is used when some member of the Board of Governors or some executive or committee feels that action should be taken in some matter, or the Department of Education requires the opinion of the Federation on some matter not previously decided. The question is then referred back to the Board of Governors. In its short career the Ontario Teachers' Federation has already established excellent working

¹An Act to provide for the Establishment of the Ontario Teachers' Federation, 1944. Statutes of the Province of Ontario.

relations with Boards of Trustees and Home and School Associations throughout Ontario. A Federation House has been acquired in Toronto where the offices of all the teachers' organizations will be located, and club rooms and libraries provided.

The Federation of Women Teachers' Associations of Ontario was formed in 1918 when it was decided to unite the existing women teachers' organizations in Ontario. The federated body owed its existence to the efforts of the leaders of the existing women teachers' organizations, the first of which was formed in Toronto in 1885.¹ At the end of the first year the energetic pioneers had gathered a membership of 4326, which passed 5000 a year later. The Federation was incorporated in 1920 and in the same year it affiliated with the Canadian Teachers' Federation. Much of the work has been carried on co-operatively with the other two Federations, particularly the Men Teachers' Federation. The importance of closer co-operation was first discussed in 1926 and the outcome was the formation in 1935 of the Ontario Teachers' Council mentioned above. The Women Teachers' Federation holds its annual meetings in Toronto, usually during Easter week, and Local Associations hold their annual meetings before May 31st.

The official publication of the organization was the "Bulletin" until 1920 when an agreement was made to amalgamate the "Bulletin" with the "Advance," which was the publication of the Public School Men Teachers' Federation. The magazine is called the "Educational Courier," and special sections are

¹The Story of Women Teachers' Associations of Toronto
(Thomas Nelson and Sons, 1932. Toronto, Ontario), p. 10.

devoted to the work of the two Federations.

The great strength and value of the Federation of Women Teachers' Associations lies in its ability and willingness to co-operate with the other teachers' federations in Ontario, with their central Federation and with the Canadian Teachers' Federation. It does not as a rule give the lead or provide initiative for new moves requiring determination and aggression, but it is always ready to assist in gathering and disseminating information and to support educational reform.

The Ontario Secondary School Teachers' Federation was instituted early in 1919 when a group of representative school teachers met in Jarvis Street Collegiate Institute in Toronto. The constitution for the new organization was finally drawn up in November, thus marking the beginning of a province-wide secondary school association. For organization purposes the province was divided into thirteen districts and later fourteen. The objectives of the Federation were similar to those of other teachers' organizations, the central aim being to "promote the cause of education in Ontario."¹

The first major effort of the organization was its participation in a campaign for a twenty-five percent increase in all teachers' salaries. By the end of 1920 the results of this campaign were quite apparent and in many places salaries of secondary school teachers were raised.

¹Constitution of the Ontario Secondary School Teachers' Federation, 1946. (Bloor Street, Toronto, Ontario: Office of the O.S.S.T.F.)

In 1925, by an Act of the Ontario Legislature the Federation was incorporated with a provincial charter, and a code of ethics was adopted voluntarily. In 1927 there were 2285 members, a statement of policy was adopted, vocational teachers took a definite part in the work of the Federation, and the Second Biennial Conference of the World Federation of Educational Associations was held in Toronto, with the O.S.S.T.F. making large contributions in money and services to insure the success of the Conference.

The Federation has not been as interested as the other organizations in obtaining the larger unit of administration, but lent its support to the idea. It has always been interested in automatic membership and in 1944 the enactment of the Teaching Profession Act was received with satisfaction.

To the individual teacher the Federation has very often proved a source of "protective insurance." The influence and advice of Federation officers have been used repeatedly 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 satisfactory settlements and at the same time retained the respect and good will of the Boards of Trustees concerned, is one of the great accomplishments of the Federation. It has made steady progress in the interest of its members and education since its formation, and continues to strike a forward looking note in all its efforts.¹

¹Office of the O.S.S.T.F., Bloor Street, Toronto, Ontario.

The Ontario Public School Men Teachers' Federation was organized in 1920 and by 1926 was fully established with a membership of almost fifty percent of the active male teachers in Ontario. From the very beginning the officers and workers in the association realized the necessity of having all teachers play an active part in order to bring about reforms in the educational system of Ontario. To the recent Royal Commission on education, this Federation, in common with the others presented a brief on education. This is the first Commission on education in Ontario for over one hundred years, the last being when Dr. Egerton Ryerson became superintendent of schools and made his study of the Ontario system in relation to his extensive investigation of European and American educational methods.

In addition to promoting educational reform, the Federation safeguards the interests of the Public School male teachers.¹ The organization has co-operated with the other Federations in lending support to obtaining standard contracts, extension of teacher training, automatic membership, larger units, salary schedules, curriculum revision and educational surveys.

The Federation continues active work as an affiliate of the Ontario Teachers' Federation and does its part in offsetting educational stagnation. Its members believe that wise, careful, yet aggressive leadership is necessary and that such a condition should give added strength to the Department of Education.

¹Constitution of the Ontario Public School Men Teachers' Federation, 1938. (Toronto, Ontario.)

The New Brunswick Teachers' Association

The New Brunswick Teachers' Association was organized at Moncton in June of 1918 when a group of teachers interested in a business-professional organization and having observed 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 practising teachers, to persons who had been teachers but were no longer in the profession, and those who had transferred from teaching to other educational work in the province. There is only one Association in the province, there being no subordinate affiliated branches as in the case of other provinces. Before 1942 Local Associations in certain centres were not federated with the N.B.T.A. though they were on friendly terms with it. In 1942 the Association was incorporated by provincial legislation and teacher membership in the Association became automatic. At the same time members of all Locals were incorporated into the central organization.¹

There continued to exist the County Teachers' Institutes and the Provincial Teachers' Institute which meet biennially and co-operate with the central Association.² Institute conventions are conducted for the training of teachers in service and the topics studied are relative to professional duties and responsibilities of teachers. The Institutes are provided for by the

¹An Act to Incorporate the New Brunswick Teachers' Association, 1942. Statutes of New Brunswick. (Fredericton, N.B.)

²Yearbook 1926-27, Canadian Teachers' Federation, p. 26.

School Law of the province and resolutions passed by the provincial body--of which the Superintendent of Education is President--usually receive sympathetic consideration from the Department of Education. The Institutes have been in existence for about seventy years. One very important committee of the Provincial Institute is the textbook committee elected by the teachers in attendance at the biennial meeting, and receiving complete recognition by the Department of Education. In 1946 the Educational Institute asked the New Brunswick Teachers' Association to sponsor an Easter convention, and it appears that from now on this professional organization will meet this added responsibility as has been done in other provinces.

The Association affiliated with the Canadian Teachers' Federation in 1926, thus linking its members with Canadian teachers scattered from the Atlantic to the Pacific.

The "Educational Review" is now the official publication of the Association, but prior to 1942 the Association shared the "Review" with the other Maritime Provinces. This magazine was founded in 1886 by Dr. G. U. Hay and Dr. A. H. MacKay under the name of the "New Brunswick Journal of Education."¹ With the exception of the French magazine "l'Enseignement Primaire," it is the oldest educational journal in Canada.

The Association has been working quietly in the interest of educational reform and is aware of the difficulties confronting it. In its 1937 report to the C.T.F. reference was made to

¹The Educational Review, Vol. L, No. 9. (St. John, N.B.)

the fact that there is ever present much discontent with our educational structure.¹

The Nova Scotia Teachers' Union

Professional training for Nova Scotian teachers began in 1893 and three years later the Nova Scotia Teachers' Union was founded as an Educational Association. Dr. M. M. Coady, Director of Extension, St. Francis Xavier University, is credited with having started the organization.² Since the original body was found to be too unwieldy, the teachers made it a strictly professional organization in 1920. The most active members of the Educational Association were the teachers and with reorganization the older Association ceased to exist.

In 1921 L. W. Shaw, an inspector of schools and visiting delegate from Prince Edward Island, spoke of the difference between the East and the West in the attitude of officials towards teachers.³ He expressed the opinion that in the East the real leaders in the movement for bettering professional conditions were the inspectors and the officials of the Departments of Education. This is still true to a large extent in Nova Scotia and the other Maritime Provinces, although of recent years the teachers have awakened to their responsibilities and realize the value which can be derived from active professional

¹ Annual Report of the N.B.T.A. to the Canadian Teachers' Federation, 1937.

² Office Records of the N.S.T.U. (Sydney, N.S.)

³ Yearbook 1926-27, Canadian Teachers' Federation, p. 23.

organization.

Recently the Union has begun to press for a "Professional Act" which would give inclusive membership of all active teachers in a manner similar to that which is in effect in all other provinces with the exception of British Columbia.¹ By a strange coincidence it has modelled its proposed Teaching Profession Bill on that of the British Columbia Teachers' Federation, and neither organization has been successful in obtaining statutory inclusive membership. Under the Union's present voluntary system of membership a plan has been adopted whereby fees, which are based on teachers' licenses rather than on salaries, are deducted by the Department of Education from the provincial aid money of the respective teachers who happen to be members of the Union.

The Union affiliated with the Canadian Teachers' Federation in 1927 and since then has had representation on some of the committees, but has not always been able to meet its annual C.T.F. dues in full, particularly between 1934 and 1935.² This situation has improved since 1943 when the Halifax teachers became interested in the Union and broadened the representation of Nova Scotia teachers supporting the Union.³

The historical and economic background linked with the

¹News Letter, Canadian Teachers' Federation, January 1946.

²Minutes of Annual C.T.F. Conferences 1935 to 1939. Office of the Canadian Teachers' Federation, Ottawa, Ontario.

³Annual Report of the Nova Scotia Teachers' Union to the Canadian Teachers' Federation Conference, 1944.

conservatism of an older province have all played their part in moulding the form and policies of this eastern teachers' organization. Its constitution is simple, its policies conservative, its efforts moderate and its accomplishments often the result of outside influence and example.

The Canadian Teachers' Federation

Teachers in the four western provinces provided the initiative and foresight out of which grew the Canadian Teachers' Federation. In October of 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 formation of the Canadian Teachers' Federation and full credit for such a move goes to the four teachers who on that day met in a dingy little lumber room of the old Board of Trade Building.¹

British Columbia was represented by Mr. Harry Charlesworth, Alberta by Mr. T. E. A. Stanley, Saskatchewan by Mr. J. K. Colling

¹Office Records of the Manitoba Teachers' Society.
(618 McIntyre Block, Winnipeg, Manitoba.)

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 possibility of bringing together as a co-operative body, the teachers in the four western provinces. If such a co-operative body could be formed, it was hoped that it would later expand 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 provincial teachers' organizations.¹

During the months which 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 H. Charlesworth chairman and later president of the organization, and J. W. Barnett of Alberta as secretary of the Conference. At this meeting British Columbia was represented by H. Charlesworth and J. G. Lister, Alberta by T. E. A. Stanley and H. C. Newland, Saskatchewan by Miss J. V. Miners and G. B. Stillwell, Manitoba by H. W. Huntley, and Ontario by two visiting delegates--Miss H. S. Arbuthnot and 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' Federations. When the second conference was held the following year, official

¹Office Records of the Manitoba Teachers' Society.
(618 McIntyre Block, Winnipeg, Manitoba.)

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. By 1927 all provincial organizations had sought affiliation and were actively engaged in the work of the Federation.

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 a year or so, and then circular letters were tried, but neither method met with much success. The consensus of opinion was that a Dominion magazine was not practicable. In 1926 the Conference decided to publish a year-book and this was continued until 1931 when it had to be discontinued because 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 conferences were held. More recently a monthly news letter is sent out by the General Secretary, and has a circulation of over one hundred and fifty copies. It goes to educational organizations and those who are particularly interested, but not to the general membership.

The original constitution prepared in 1921 under the chairmanship of E. K. Marshall was amended in 1927,¹ 1930, 1935, 1938, and at present is undergoing major changes preparatory to the proposed incorporation of the Federation.² This move can

¹Minutes of the Fifteenth Annual Conference of the C.T.F., 1926. (The Central Office of the C.T.F., Ottawa, Ontario.)

²Office Records of the C.T.F., 1946.

now be taken since seven of the affiliating organizations (exceptions are the organizations in British Columbia and Nova Scotia) have received provincial government recognition under the several Teaching Profession Acts which give legalized automatic membership in the respective provincial organizations.¹

The failure to hold conferences in 1932 and 1933 was indicative of the low ebb to which the Federation's activities had sunk and of a general lack of interest in anything it was attempting to do. It was at this time that certain leaders in the provincial organizations taking stock of the situation decided that reform and reorganization were necessary. The movement gathered momentum in Saskatchewan and Alberta and with no assistance from the Canadian Teachers' Federation the two provincial associations obtained statutory automatic membership. The renaissance in the West brought about the revival of the Canadian Teachers' Federation in 1935.² Arrears of fees were written off, a new schedule of fees was drafted, a Research Bureau was set up, and E. K. Marshall of Winnipeg was appointed publicity manager, later to be made Canadian Teachers' Federation historian. A resolution was passed which called for the inauguration of an Annual Education week to be conducted on a Dominion-wide basis.³

Annual conferences have been held regularly since 1934. They act as clearing houses for the activities of the affiliated

¹Incorporation of the C.T.F. was completed in February, 1947.

²Minutes of the Thirteenth Annual Conference of the C.T.F., 1934; and Minutes of the Fourteenth Annual Conference, 1935.

³Ibid., 1934.

organizations and give rise to committee studies which are probably among the most valuable contributions the Canadian Teachers' Federation can make under present circumstances. The setting up of a permanent office and the appointment of a permanent secretary have been suggested, but the move was postponed in 1946 for at least a year.¹ It was felt that an annual expenditure of \$17,000 to be derived from teachers' fees should be fully explained to all teachers and their approval obtained before such a plan is undertaken. To give some indication of the budgeting involved the proposed budgets for 1945-46 are quoted in Appendix E.² The 1946 capitation fee was forty cents. The 1946 scale of fees by provinces is shown in Appendix F.³ The fees are subject to revision at the annual conference. In 1946 the Canadian Teachers' Federation adopted a national policy.⁴ In doing so the Federation made it clear that it accepts and respects the principle of provincial autonomy in education, while at the same time it is committed to the policies of equal educational opportunity for all and the encouragement of national unity. The statement

¹The national office of the Canadian Teachers' Federation was finally opened January 1, 1948, in the Normal Building, Ottawa, Ontario.

Mr. George G. Croskery, formerly of Ottawa is the new Secretary-Treasurer, succeeding Dr. C. N. Crutchfield of Shawinigan Falls, P.Q., who for many years (1934 - December 31, 1947) acted as part-time Secretary-Treasurer. Dr. Crutchfield continues as Honorary Secretary-Treasurer.

²Appendix E, Extract of Minutes of the Twenty-Fourth Conference of the Canadian Teachers' Federation, 1945. (Office of the C.T.F.)

³Ibid.

⁴Appendix B, National Policy of Canadian Teachers' Federation.

of policy is to give the teaching profession and the public a clear view of the standards and objectives considered essential to Canadian education.

Unfortunately many of our teachers are relatively unacquainted with the Canadian Teachers' Federation as an active organization working in their interest. Canadian Teachers' Federation publicity is weak and dependent on the news letter of small circulation and a few notes in the official publications of the Provincial organizations.¹ The need for extensive publicity becomes yearly more pressing. Teachers are better acquainted with the work of their respective provincial organizations and the support they receive indirectly supplies the Canadian Teachers' Federation with what strength it has or may develop in the future.

The Newfoundland Teachers' Association

Since Newfoundland is soon to form part of our confederation of provinces a short account of the Newfoundland education system and the Teachers' Association will be of interest. The education system of the colony is denominational in nature with over-all control being vested in a Department of Education which in its present form was set up in 1920.

At present ninety percent of the children attend schools operated by the Roman Catholic, Anglican and Salvation Army religious organizations. Recognition of a denomination is at the discretion of the government, but even so a denomination must

¹Appendix C, Official Publications of Canadian Teachers' Organizations.

have 10,000 or more adherents before recognition is possible. Such recognition entitles the denomination to have its own examining board which examines and certifies teachers in accordance with the provisions of the Education Act and the Regulations of the Department of Education. At present there are four boards of examiners representing the above three denominations and the Seventh Day Adventists.¹

The Island is divided into local school districts, each with a denominational school board. The local clergyman is an ex-officio member of the board. The major denominations have separate colleges or collegiate institutes in St. John's. Many one-room schools provide education up to and including Grade XI.

Most of the funds at the disposal of school boards are derived from government grants. There are no school rates or taxes, though funds are raised locally by voluntary activities and church collections.

No teacher in any school, college or academy aided by money grants granted under the Act may impart to any child in attendance any religious instruction which may be objected to by parents or guardians. The curricula, educational customs and textbooks have been influenced directly by British practices.²

The first recorded gathering of the teachers of Newfoundland took place at St. John's in the year 1890, with the intent of forming an association of teachers. Officers were

¹R.A.MacKay (Ed.), Newfoundland, Economic, Strategic, Diplomatic and Strategic Studies, 1946; Oxford Press. p. 158.

²N.T.A. Journal, Volume XXVIII, No. 8.

elected, but it was not until 1898 that the first general teachers' convention was held. This convention was attended by four hundred teachers who decided to draw up a constitution for the future guidance of the association. This was done, but as the teachers had very few opportunities of meeting, the organization was not continuous. The second convention was held in July, 1899, but it was not until 1908 that an opportunity for a third meeting arose. On this occasion the Association for the Prevention of Consumption called together about five hundred teachers. While the gathering was present in St. John's the teachers made use of the occasion to reorganize their association. The fee for membership was fixed at fifty cents. It was decided to publish a magazine called the "Newfoundland Teachers' Journal" which was 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 government of the organization. On the advice of Rev. Bro. Culhane the opportunity was taken to ask the government for an increase in the educational grant. This request was granted and the grant was raised by twenty percent. The teachers were overjoyed at their success.

The next convention was held in 1911 in the Aula Maxima of St. Bonaventure's College. At this time a pension fund was started and later taken over and administered by the government at the request of the association.

During the years between 1911 and 1920 no conventions were held and the executive committee was responsible for the

growth and activities of the association. A convention was held in 1920 and the organization considered the appointment of a permanent secretary. In 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 and acted for one year. A secretary was advertised for and the position filled by Mr. R. Richards in January 1924. Conventions were held in 1926 and 1930, at which the main discussions dealt with 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."¹ The condition continued to improve during the years of World War II, largely as a result of improved economic conditions.

In 1934 the association authorized a petition to the Commission of Government, asking 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.

Under the influence of this success local branches of

¹N.T.A. Journal, Volume XXVIII, No. 8

the association were formed in a number of places to strengthen the organization and study the revised curriculum being introduced, and the best means of handling it in the classrooms.

The membership of the association has risen somewhat since then, and there is reason to believe that, in the near future, the teachers of Newfoundland will be taking an active part in the work of the Canadian Teachers' Federation.

Correspondence School Organizations

State correspondence schools appeared as branches of provincial departments of education in the early twenties and since that time have developed steadily. At the present time (1948) all Canadian provinces, with the exception of Quebec and Prince Edward Island, have organized correspondence instruction for the elementary and secondary school grade levels.

In 1938, there was held in Victoria, British Columbia, the "First International Conference on Correspondence Education." In October, 1948, the "Second International Conference" was held in Lincoln, Nebraska, U.S.A. At the latter conference six countries were represented and ninety-eight accredited delegates were in attendance, eleven going from Canada. This Conference decided to perpetuate itself, and with this end in view the "International Council on Correspondence Education" was formed.¹

¹ Officers elect of the I.C.C.E. (1948 -) The following constitute the Executive Committee:
 Past-President, Dr. K.O. Broady, Director of Extension, University of Nebraska, Lincoln, Nebraska, U.S.A.
 President, Dr. A.G. Butchers, Headmaster, New Zealand Correspondence School, Wellington, New Zealand.
 Vice-President, G.J. Buck, Principal, Saskatchewan Government

It is the intention of the organization to hold a third conference in 1950, at Christchurch, New Zealand. A full report of the Second International Conference is being compiled and published by the University of Nebraska, and will in effect be a "handbook" on correspondence education.

During the Second International Conference the Canadian delegates met as a group and set up a correspondence school organization to be known as the "Canadian Council on Correspondence Education."¹

The objects of both these organizations are to improve the status of education, to assist correspondence education in its educational efforts, to seek to participate officially in the activities of other educational organizations, to facilitate exchange of data, course materials, and so forth for mutual benefit, and to make educators and the public generally aware

Correspondence School, Regina, Saskatchewan.
 Secretary-Treasurer, N.F.Thorpe, Assistant Director of Extension,
 University of Nebraska, Lincoln, Nebraska, U.S.A.
 Director of Research, Dr. K.S.Cunningham, President, Australian
 Council of Educational Research, Melbourne, Australia.
 Organizing Secretary and Programme Chairman to be appointed later.

¹The elected officers of the Canadian Council on Correspondence Education are as follows: (1948 -) They constitute the Executive Committee of the organization.
 President, G.J.Buck, Principal, Saskatchewan Government Correspondence School, Department of Education, Regina, Sask.
 Vice-President, Mr. McLeod, Ontario Correspondence School, Toronto, Ontario.
 Secretary-Treasurer, W.D.Mills, Supervisor, Correspondence Study Branch, Division of Vocational Education, Department of Education, Halifax, Nova Scotia.
 Executive Member, Dr. D.D.Cameron, Director of Correspondence Courses, University of Saskatchewan, Saskatoon, Sask.
 Executive Member, Miss Anna B. Miller, Director, Division of Elementary Correspondence Education, Department of Education, Victoria, British Columbia.

of the importance of correspondence education.

The World Federation of Education Associations

The World Federation of Education Associations was formed in July, 1923, on the occasion of a world conference on education held in San Francisco. The Canadian delegates were the late Harry Charlesworth of British Columbia and H.W.Huntley of Winnipeg. The Federation was planned in order to:

- (1) Promote friendship, justice and goodwill among the nations of the world.
- (2) Bring about a world-wide tolerance of the rights and privileges of all nations, regardless of race or creed.
- (3) Foster a national comradeship and confidence which will produce a more sympathetic appreciation among nations.
- (4) Emphasize throughout the world in all schools, the essential unity of mankind and the evils of war, and develop a psychology of peace together with a true patriotism based upon love of country rather than upon hatred of other peoples and countries.¹

Canadian teachers are linked with the organization through the ready affiliation of the Canadian Teachers' Federation. All major educational organizations throughout the world became members of the Federation. Conferences were held in Edinburgh, Toronto, Geneva, Denver, Dublin, Oxford and Tokyo between 1925 and 1937. The 1927 conference was held in Toronto and its success was a tribute to Canadian teachers, particularly those who were members of Ontario teachers' organizations. The Federation is still in existence, but many of its interests are now within the scope of the work carried on by UNESCO. There is, however, no intention on the part of UNESCO to supplant

¹The National Education Association Annual Proceedings, Volume LXIV, June-July, 1926, p. 1000.

the work of other international organizations, but rather the desire to encourage the work of other and similar associations.¹

Conclusion

By the end of the First World War conditions were ripe in the field of Canadian education for the extension of the professional awareness of teachers. Any failure to permit such expansion would have meant a loss to education and would have promoted unnecessary agitation among teachers. The educational organizations which developed gave their attention to solving educational problems peculiar to teachers, to making the school a less isolated unit and education a part of the main stream of life. They believed that educational progress and reform must be based on the improvement of the status, training, conditions of service and salary of the teacher; and that under existing conditions the fundamental and most urgent problem of the future is the providing of an adequate supply of efficient and satisfied teachers. Their activities have been based on the premise that the individual is more important than the machine, and that curricula, time tables, methods of instruction and departmental regulations, while important and necessary, can accomplish little unless there is in each of our schools a living force, able to mould character and develop intellect.

The organizations have increased the professional unity of teachers and have stimulated movements within the profession

¹UNESCO - What it is and what it does; Foreword by Rt. Hon. Ellen Wilkinson, M.P., p. 26. The Council for Education in World Citizenship, London; 11 Maiden Lane, W.C. 2, 1946.

to improve the quality of service. To do this they have supported the growing tendency among normal schools and University Faculties of Education to select their students on the basis of personal, social and intellectual qualifications. They have advanced suggestions for enriching the curriculum for prospective teachers, and have placed emphasis on in-service education. They hope that under normal conditions, the improvement in the quality of teaching service will promote a rise in the economic status of teachers, reduce teacher mobility, improve tenure and retirement provisions, and in general stabilize the profession.

It has become increasingly evident that no matter what external pressures are brought to bear upon this branch of education, if teachers are sufficiently concerned about their professional contributions the future position of teachers' in our educational structure will become and remain secure. They have passed through a period of testing, have made contributions to education and to the status of the profession, and are now in a position to consolidate these achievements and to make further educational and professional advances.

CHAPTER V

CONTRIBUTIONS TO THE IMPROVEMENT OF THE LEGAL STATUS OF THE TEACHING PROFESSION

Legal status is a tangible form of recognition for any profession functioning in a democratic society, and as such is valued by all professional groups. With respect to the teaching profession the legal principles involved include the consideration of education as a state responsibility and the laws pertaining thereto, the right of local boards to determine eligibility for teaching and certificates, certification by the state, contractual status and tenure, statutory rights in cases of dismissal and the legal status of professional teachers' organizations. These principles will be examined, with special reference to teachers and their associations, after a brief reference is made to the early legislative historical background of education.

It was not until the beginning of the nineteenth century that the phrase "legal status" began to have any significance for education. At that time the state began to substitute its own organization for the religious monopoly which had been in control of education from early Christian times.

Out of tribal methods of instruction the early Greeks and Romans evolved their school systems from which modern western civilization has borrowed extensively. In Greece elementary

school teaching was the duty of learned slaves who were either supported by their masters or derived their livelihood from pupil fees. While these teachers had few legal rights, in practice they enjoyed certain privileges.

The Christian era introduced a new type of religion and with it the basis for education of all people. By 1200 A.D. the church had developed an educational system which remained much the same until the Renaissance. The few schools in existence were completely under the control of the church, which to a large degree was the state, and hence the legal status of all instructors was that granted by the church. When church schools increased in number it became necessary to provide assistant teachers, and the clergy tended to become principals of the schools. Central supervision of the training of teachers began to develop, and with it the practice of issuing licenses to teach. In 1179 the practice was legalized by a decree issued by a general council of the Church of Rome, requiring that trained teachers be licensed without fee and that they take an oath of loyalty and obedience.

In the field of higher education the Emperor Constantine granted, in the year 333, certain privileges and immunities to physicians and teachers, and these, added to certain other privileges received from the early Roman Emperors, probably provided a traditional basis for similar favours later received by the early universities.¹ One of the rights most valued by the

¹E. P. Cubberley, History of Education, Houghton Mifflin Company, p. 220.

universities was that of examining and licensing its own teachers. The university organizations became centres of free expression of thought and enjoyed such prestige that they were often called on to decide important religious questions and to provide educated men for administrative positions.

So long as religion and learning remained almost synonymous the legal status of teachers was not an issue. The Reformation brought about an entirely new attitude towards education, namely, that the masses of the people should be taught to read the Bible in their native tongue. In England the elementary or vernacular schools began to appear, and teachers were given protection by a court order in 1670, which ruled that they could not be deprived of their position by failure of the church to license them if they were recommended by the patron of the school. The spirit of enquiry thus injected into religion spread to the function of government and was soon directed towards national problems and the established order. The effect became cumulative and marked the eighteenth century as a turning point in human thought. The resulting rise of democracy made it clear that an essential factor in the organization of a living state was the control and organization of its educational system. Since the middle of the nineteenth century a world wide movement to realize this aim has taken place.

The recognition of legal status for teachers as a group followed naturally as a part of the democratic movement. In addition teachers became recognized as possible contributors to social reform. Attempts at such reform began to be effective in

the western world during the early part of the nineteenth century. Before this time much of the history of childhood was one of extreme brutality. School discipline was harsh and boys were whipped for any offense. The accepted brutality in Europe of the seventeenth and eighteenth centuries, rather than any legal sanction, permitted great harshness on the part of teachers. The work of Pestalozzi (1746-1827) opened up a new era of life and education for large numbers of children, and contributed towards the movement to withdraw the school from church control.

Pestalozzi's ideas spread to America through English channels, and with their acceptance the common school idea began to grow. The teacher now began to be recognized as a member of a group which had in its power the opportunity to make a large contribution to the welfare of society.

State legislation for the control and guidance of elementary schools became common in Europe and America with the opening of the nineteenth century. Educational changes and British school legislation influenced Canadian procedure at this time. In England, during the eighteenth century, elementary education for the poorer classes was supported by a charitable movement on the part of the churches and the upper classes. At the close of this period and between 1803 and 1833, monitorial schools were popular. These schools were cheap, they represented an advance in school organization, they were able to compensate for the scarcity of teachers, and that stimulated an interest in education. Owing, however, to their defects they soon lost popularity. After the enactment of a Parliamentary Bill in 1833 to provide aid for

building schoolhouses, the monitorial schools tended to disappear. The 1833 legislation was extended in 1839, a system of inspection was provided for and a committee of the Privy Council on education was formed. By 1846 the pupil-teacher system began to yield to class instruction methods, and certificates to teach were issued. In 1870 the Elementary Education Act was passed and it marks the beginning of a national system of education for Britain.

In the United States, both before and after the War of Independence, British educational practices were adapted to the new state systems set up under new conditions. In Canada a similar influence was felt after 1763, but with the added complication of racial and religious problems. In New France the teachers were usually connected with the religious orders, but in addition there were certain younger sons of good families who were exiled to Canada and took up teaching because they were either unwilling or unable to do anything else. These men had no special qualifications or training, and in 1727 the Intendent, on behalf of civil and religious authorities, found it necessary to issue regulations concerning schoolmasters.¹ This ordinance forbade persons to teach without permission or license from the religious authorities of Quebec, and that such license to teach would not be granted until the candidate had been properly examined. Two years later the authorities of New France were instructed to increase the number of teachers by methods similar

¹Shortt and Doughty (editors), Canada and Its Provinces, Volume 16, p. 349.

to those used in France.¹

In 1799 the Governor-in-Council for Upper Canada passed a regulation requiring that all teachers must be licensed after examination by commissioners appointed for that purpose by the Crown.² The Lower Canada legislation of 1824 provided for parish schools, confirmed the right of inspection which had been given to the clergy by the Royal Institution, and now authorized them to choose teachers, select the course of studies and fix teachers' salaries.³ A third law passed in 1829 secured the right of inspection to the members of parliament and introduced the monitorial system of teaching. This was followed in 1836 with provision for dividing Lower Canada into 1658 small districts, which were reduced in number in 1850 to twenty-three large divisions each under an inspector. The legislation of 1841 and 1846 gave the government, people and clergy equal control over the public schools and set up a Department of Education with separate superintendents of education for Protestant and Roman Catholic school administration, and made regulations for teacher certification. After 1852 nobody was permitted to teach in Quebec public schools without a certificate. In 1856 the Council of Public Instruction, and Normal Schools were established, and finally in 1867 the principle of religious and racial separation was recognized by the British North America Act.

¹Training schools for teachers were organized at Lyons in 1672 and at Rheims in 1683.

²Op. Cit., Volume 18, p. 279.

³Ibid., Volume 18, p. 412.

In Upper Canada the Act of 1807 was the first legislative recognition of the province's responsibility in educational matters, and permitted the formation of locally controlled fee-charging district schools. In 1816 the Common School Act provided, among other things, for the election of three trustees with authority to examine teachers and grant teaching certificates valid locally for one year. The Common School Act of 1846, based on Ryerson's report, made provision for teacher training, certification and supervision.¹ Between 1853 and 1871 there was a dual system of issuing teachers' certificates in Ontario. Normal School graduates received certificates under the authority of the Council of Public Instruction, which were valid in all Ontario Public Schools. At the same time the county boards of examiners issued certificates of all grades, valid only in the county of issue. The Act of 1871 provided for uniform certification and classification by the Council of Public Instruction, and the issuing of second and interim and third class certificates by county and city boards of examiners appointed by the county councils and public school trustee boards respectively. The first and second class professional certificates were valid throughout the province.

School legislation in the Maritimes followed a course similar to that of Quebec and Ontario. In Nova Scotia the Act of 1766 concerning schools and schoolmasters included instructions placing restrictions on the educational activities of those of

¹J. George Hodgins, Documentary History of Education in Upper Canada.

the Roman Catholic religion.¹ In subsequent school acts--1811, 1826, 1855 and 1864--regulations were laid down for the examination and certification of teachers. In New Brunswick the Acts of 1847 and 1852 provided for a system of school supervision and for boards of examiners for licensing teachers. Similar legislation pertaining to teachers was passed in Prince Edward Island.

In the prairie regions no school legislation was passed before 1867. In Vancouver the Act of 1865 empowered the board of education to set up schools and provided that the governor should select as teachers such persons as he considered fit. In 1869 the Act was repealed and replaced by one providing for a less centralized educational system which gave local boards more control over educational matters, including the examination and selection of teachers.

It will be realized that Canadian elementary and public school legislation enacted before Confederation was mainly permissive and concerned regulations for setting up and maintaining schools, examining and certifying teachers and granting special privileges on the basis of racial and religious differences. The legislation tended to be for the protection of the public rather than to provide the teacher with any status in law or as a member of a professional group. The condition resulted in the formation of local teachers' associations. In the Quebec and Montreal districts the teachers formed such groups as early as 1845.² These organizations were influential

¹Shortt and Doughty (editors), Canada and its Provinces, Volume 14, p. 513.

²Op. Cit., Volume 16, p. 426.

in the formation of the board of examiners and a system of public school inspection. They were also interested in a proper system of certification, which was at first totally lacking, then secured by local arrangement and finally regulated by legislation in 1846. In Ontario similar organizations appeared after 1841. The Women Teachers' Associations of Toronto developed during Egerton Ryerson's term of office and were quite active by 1885.¹ These organizations were mainly for the study of the best methods of teaching and only indirectly to improve methods of inspection and certification.

In Canada education became a definite function of the state in 1867 under section 93 of the British North America Act.² The provinces were given the responsibility for providing and administering education, with certain provisos concerning educational privileges enjoyed by religious bodies before 1867. The provinces may delegate the power as they see fit, but under the Act are ultimately responsible for public education. Legislation in effect when the various provinces were formed, continued or was amended and added to as required.

The influence of professional teachers' organizations³

¹The Story of Women Teachers' Associations, Thomas Nelson and Sons, 1932, Toronto, Ontario; p. 10.

²Appendix A.

³The term "professional organizations" is used to include the whole business of a professional teachers' organization, with special reference to the legal, economic, social, professional and educational welfare of the teaching profession. Certain teachers' associations in the past dealt largely and often exclusively with technical classroom matters, very often under the direct control of the Department of Education.

in formulating school legislation was not felt until they began to be organized in numbers after the First World War. When these societies became established the legal aspects of the teachers' position came under constant revision as part of the programme to improve the status of the teacher. Lack of tenure security has always been a matter of serious concern to the profession. The professional certificate indicates qualifications recognized by law permitting the practice of teaching. This eligibility status does not permit the public school teacher to engage in teaching until a valid agreement or contract of some sort is negotiated with a school board operating under authority delegated by a provincial Department of Education. Enforced professional certification for teachers is beneficial to teacher status and is also one means whereby a known standard of education can, in some measure, be controlled in the interest of society. While the benefits are reciprocal the first consideration is actually for the public.¹ In the case of teachers' contracts similar

¹Note: The following extract from a contract form used during the 1930's by a North Carolina school board when engaging its teachers is a strong argument in support of the activities of teachers' organizations leading towards emancipation of their members. It may be found on page 23 in the "Report of the Tenure Committee of the National Education Association," 1201 16th Street, Washington, D.C., 1936.

I promise to take vital interest in all phases of Sunday-school work, donating of my time, service and money without stint for the uplift and benefit of the community. I promise to abstain from all dancing, immodest dressing, and other conduct unbecoming to a teacher and lady. I promise not to go out with any young man except in so far as it may be necessary to stimulate Sunday-school work. I promise not to fall in love, to become engaged or secretly married. I promise to remain in the dormitory or on the school grounds

mutual benefits are derived, but contracts also create and condition the teacher's legal status and justify his power to act "in loco parentis." This legal situation still varies with different provinces.

In Ontario, previous to 1920, there were no standard contract or agreement forms in use, and each school board formulated its own. In 1907 the Department of Education issued an agreement form (Form 3) for permissive use by teachers and school boards. In some cases all that was required was an exchange of letters between school board and teacher, indicating that an agreement had been entered into.¹ It was one of the objectives of Ontario teachers' associations to obtain standard contracts. In 1928 the three Ontario teachers' associations held a joint meeting with officers of the Ontario Trustees' and Ratepayers' Association to discuss the form of contract which Judge Scott of the Trustees' Association had drawn up.² A second meeting

when not actively engaged in school or church work elsewhere. I promise not to encourage or tolerate the least familiarity on the part of any of my boy pupils. I promise to sleep at least eight hours a night, to eat carefully, and to take every precaution to keep in the best of health and spirits in order that I may be better able to render efficient service to my pupils. I promise to remember that I owe a duty to the townspeople who are paying me my wages, that I owe respect to the school board and the superintendent that hired me, and that I shall consider myself at all times the willing servant of the school board and townspeople and that I shall co-operate with them to the limit of my ability in any movement aimed at the betterment of the town, the pupils or the schools.

In Canada we have to go back as far as the time our first normal schools were established before comparable conditions are found.

¹A. C. Lewis, Contracts and Tenure of Canadian Teachers, 1940, p. 21. University of Toronto Library.

²Yearbook 1928-29, Canadian Teachers' Federation, p. 34.

was held and the form completed for presentation to the Minister of Education, who gave his sanction to the use of the suggested form in 1931. Its use was not made obligatory until sometime later, but was recommended by the Department of Education and generally put into use. Previous to 1931 the contract form permitted the termination of the agreement by either party at any time during the year, with thirty days or more notice given by either party as agreed. This agreement was to continue in force from year to year unless terminated as prescribed. The uncertainty of tenure gave cause for dissatisfaction and as a result of negotiated changes the 1931 form included specific times when contracts could be terminated.¹ This 1931 Form 3 remained in effect until 1943 when the teachers' associations succeeded in improving the tenure provisions by persuading the Department of Education to add a clause stating "that the dismissal or termination of employment of the Teacher by the Board shall be by notice in writing which shall indicate the reasons for such dismissal or termination."² A clause was also added to take care of any scheduled salary changes in effect, and stated "that this contract shall cover and include in its terms any changes in salary that may be mutually agreed upon by the Teacher and the Board." The 1943 contract form is still in use and Ontario teachers consider it satisfactory under present conditions.³

¹The 1931 Contract, Section 11, Department of Education for Ontario, Toronto, Ontario.

²Agreement (Form E & S No. 3), Department of Education for Ontario, Toronto, Ontario.

³Office of the Ontario Teachers' Federation, 1946. Toronto, Ontario.

In its own province the Alberta Teachers' Association was agitating in 1921 for a more satisfactory form of teachers' contract which would provide for greater permanency of tenure and afford ample protection for teachers who were known to be efficient.¹ Such a contract was obtained in 1931, so that now the contract is continuous and notice cannot be given during the school year except with the approval of the Minister of Education previously obtained.²

In Manitoba the Manitoba Teachers' Society was instrumental in securing amendments to the contract form in 1921, 1926 and finally in 1935 the continuous form was made statutory.³ The School Act requires the contract to be in writing according to a statutory form. Permission, with the approval of the minister, is given to city and town school districts to have a local form of contract.

The Nova Scotia Teachers' Union drafted a form of agreement in 1936, which insured greater security of tenure to teachers. This form was agreed upon in collaboration with the Department of Education and is generally accepted and made use of by School Boards.⁴ Separate contract forms are in use for

¹The A. T. A. Magazine, July 1921. Edmonton, Alberta.

²The School Act, Sections 165-169, Statutes of Alberta, Edmonton, Alberta.

³Statutory Contract set out in Schedule D of the Public School Act, Statutes of Manitoba, Winnipeg, Manitoba.

⁴Report of the Nova Scotia Teachers' Union to the Canadian Teachers' Federation, 1937. Office of the Canadian Teachers' Federation, Ottawa, Ontario.

each of the Municipal School Boards, for Rural and Village Schools and Towns and Cities. The form in use by Municipal School Units is to be revised for 1948 as mutually agreed on by the Nova Scotia Teachers' Union and the Department of Education.¹ Legislation in respect to contracts was set forth in 1923 and amended in 1927, 1931, 1932 and 1933.²

In New Brunswick the present contract form has been in use for the past twenty-six years. The form of agreement is regulated by the Board of Education and is a continuous contract which may be terminated normally at the end of the school year by either party giving thirty days notice.³

In Prince Edward Island there has been no change in the agreement form in use for over twenty years. The Agreement is "in effect for the school year; provided either party hereto shall be at liberty to determine this agreement by giving to the other party three months notice in writing at any time."⁴ No provision is made for salary schedule increments.

The Quebec Department of Education has never supplied teachers' contract forms to either the Protestant or the Roman Catholic departments.⁵ Agreement forms are in use and are

¹Letter from the Education Office, Nova Scotia, 1946. Assistant Superintendent of Education, Halifax, Nova Scotia.

²Chapter 60, the Revised Statutes of Nova Scotia.

³Regulation 2, p. 120. Board of Education, New Brunswick.

⁴An Act Respecting the Public Schools, Prince Edward Island, 1946.

⁵Letter from the Department of Education, Quebec, P.Q.

obtainable from two printing companies.¹ If either party desires to terminate the agreement at the end of the school year notice in writing must be given on or before June 1st, otherwise the teacher is deemed to be reengaged for another year.

In British Columbia, effective January 1, 1938, School Boards were allowed the privilege of engaging teachers "on probation" for a period not exceeding one year, and contracts were not used in such cases.² Salary contracts have been in use since 1941 and are issued by the Department of Education for the use of School Boards. The form is a memorandum to the Superintendent of Education from the trustees, and is not strictly an employment contract.³ The teacher indicates acceptance of the salary to be paid, which is according to a schedule.

In Saskatchewan (North West Territory) formal contracts were first authorized in 1898 when an Ordinance was passed empowering school boards to engage teachers and requiring at the same time that contract Form F be completed. This agreement made provision for a statement of length of service for which the teacher was engaged, the salary to be paid and arrangements for termination of the contract.⁴ The Department of Education amended

¹Municipal Forms, Registered, Farnham, Quebec, P.Q., and The Legal Blank Printing Company, Waterloo, Quebec.

²Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation, 1939. Office of the Canadian Teachers' Federation, Ottawa.

³Memorandum to the Superintendent of Education, Section 109 of the Public Schools Act, British Columbia.

⁴An Ordinance in Respect to Schools, 1898, Form F, North West Territory. Legislative Building, Regina, Saskatchewan.

the form from time to time, but there was no substantial change until after 1927. The Saskatchewan Teachers' Alliance (later Federation) began to make representations to the Government asking for changes in the School Act as it affected contracts. After 1934 contracts could be terminated normally only at the end of either term.¹ Contracts became continuous and methods of calculating salaries were clarified. The Saskatchewan Teachers' Federation continually scrutinizes the operation of the contract and urges teachers, through the medium of its official publication, to make certain their contracts are entered into in accordance with the statutory requirements.

It will be noticed that the introduction of standard contract forms or their revision took place when teachers' associations were organized and worked actively in the interest of their members. School boards in all provinces used some form of agreement before 1914, but the forms were not always standardized. In the case of Ontario an exchange of letters was sufficient before 1920. In the other provinces contracts were either standardized or amended after 1920. The general law of contract applies.² In Alberta in 1925 the courts upheld the contention of the Alberta Teachers' Association that letters and telegrams of acceptance constituted contractual obligations.³ All contracts

¹The School Act, 1946. Section 218, Statutes of Saskatchewan, Regina, Saskatchewan.

²A. C. Lewis, Contracts and Tenure of Canadian Teachers, p.p. 193-195. (A list of relevant court cases for the Canadian provinces.)

³Alberta Court Cases, Edmonton, Alberta. The office of the Alberta Teachers' Association, Edmonton, Alberta.

when entered into, must be approved by the school boards as boards and not merely by their members individually. In any province the contracting parties may appeal to the courts for breach of contract. The common law of England applies in all provinces except Quebec where "French Civil Law as established" by the terms of the Quebec Act, 1774¹ remains in effect.

The close relationship between contracts and tenure has caused teachers' associations to give considerable attention to these matters. Tenure was often of short duration and this condition was and is the result of a number of factors, some of which are contractual obligations subject to easy cancellation, non-continuous contracts and economic conditions. Teacher turnover has been all too frequent as a result and improvements have not been able to offset violently fluctuating economic conditions in so far as they affect teachers' salaries and tenure. Some of the significant changes in teaching personnel which have been taking place in recent years may be noted. In 1939, out of approximately 50,000 teachers, Quebec excluded, 14,700 were men, but in 1944 there were only 9,817 men. In 1939 there were 8,738 university graduates among the 50,000 teachers, but in 1944 there were only 7,600. Also there were in 1944, 3,500 teachers holding temporary permits to teach. In 1944 the average length of experience of teachers in one room rural schools was three years as compared with 4.7 years in 1939.² The foregoing facts indicate

¹Encyclopaedia Britannica, 14th edition, Volume 18, p. 840.

²Teachers' Salaries and Qualifications in Eight Provinces, 1944; Dominion Bureau of Statistics, Ottawa.

only too well how rapidly the teaching personnel has changed during the last few years. The Dominion Government made an attempt to prevent the exodus from the profession in 1943 when it passed Privy Council Order Number 4862 forbidding teachers to leave the profession for reasons other than war service. The Order was protested by the Canadian Teachers' Federation because the low salary condition was stabilized at a time when the cost of living was steadily rising and better economic conditions could be found outside the teaching profession. An additional reason for the protest was that the Canadian Teachers' Federation had not been consulted or advised in advance of the intention of the government to enforce such an order.¹ The Canadian Teachers' Federation submitted a resolution to the Dominion Government indicating the position taken by the teachers in Canada.² The Order-in-Council was withdrawn September 1, 1945,

¹Minutes of the Twenty-Second Conference of the Canadian Teachers' Federation, 1943. C.T.F. Office, Ottawa, Ontario.

²Whereas the Canadian Teachers' Federation recognizes the effort of our Federal Government to maintain teaching staffs and the need which prompted the effort,-

But, whereas, the Canadian Teachers' Federation, representative of teachers in all Provinces of our Dominion (100% representation in the majority of the provinces), was not consulted as to the action taken in passing of the Privy Council Order Number 4862,

And Whereas a pronounced widespread and growing resentment of the discrimination against our profession in that the freezing of teachers to their positions has, under existing conditions frozen them to a low economic standard of wage with no provision for adjustment and has resulted in grave injustice to Canadian teachers,

Therefore Be It Resolved that this Canadian Teachers' Federation in convention assembled at Saint John, New Brunswick, August 11th 1943, with emphatic unanimity requests our Federal Government to amend the Privy Council Order 4862 so as to remove existing resultant conditions within the teaching profession; or, to repeal the Order-in-Council.

and since then teachers have been free to adjust themselves to post-war conditions.

As indicated by the Canadian Teachers' Federation resolution such a method of securing tenure was not appreciated by Canadian teachers, but on the contrary seemed to have the effect of arousing resentment. The normal legal methods, such as those relating to contracts and boards of reference, are fully supported by teachers' associations.

Provincial teachers' associations have succeeded in having legislation passed which provides for the setting up of Boards of Reference with power to enforce their decisions. In 1927 the General Secretary of the Saskatchewan Teachers' Alliance reported to the Canadian Teachers' Federation that Saskatchewan teachers had no security of tenure.¹ In 1930 the Saskatchewan legislature provided for a Board of Reference with discretionary and advisory powers, and in 1934 the Act was amended to give the Board power to enforce its decisions. At the present time both contracting parties are permitted to request a Board of Reference.² In order to bring about this present satisfactory condition the teachers, through the medium of their professional organization, submitted several briefs to the provincial action requesting and proposing legislation so that reasonable security of tenure might be guaranteed to teachers.³ In Ontario the

¹Yearbook of the Canadian Teachers' Federation, 1927-28. Office of the Canadian Teachers' Federation, Ottawa, Ontario.

²The School Act, Section 219, Statutes of Saskatchewan, The Legislative Building, Regina, Saskatchewan.

³Office Records of the Saskatchewan Teachers' Federation, Saskatoon, Saskatchewan.

Board of Reference was provided for in 1938, but it was not incorporated into the regular school law.¹ In Manitoba a Board of Reference was obtained in 1918, but as it is dependent entirely upon the will of the Minister of Education it is rarely summoned. The Alberta Teachers' Association was able to report in 1938 that its tenure problems had been solved satisfactorily, since neither teacher nor board could give notice of termination of contract unless permission of the Minister had been received, and any dismissal in June might be appealed through the Board of Reference, which must be called upon request.² It has been found in Alberta that where larger units of administration are in effect very little "hiring and firing" of teachers is done. In one hundred cases which went before the Board of Reference in 1937 not one case came from any of the larger units.³ In British Columbia the one year probationary method of hiring teachers, introduced in 1938, has been watched carefully by teachers' organizations. In the first year the plan was in operation there were only six appeals to the Board of Reference.⁴

In 1940 the Secretary of the British Columbia Teachers' Federation reported an interesting case of a group of teachers, through their organization, maintaining their legal rights. A

¹Board of Reference Act, 1938. Statutes of Ontario.

²Report of the Alberta Teachers' Association to the Canadian Teachers' Federation, 1939.

³Report of the Alberta Teachers' Association to the Canadian Teachers' Federation, 1937.

⁴Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation, 1939.

school board refused to appoint a member to an Arbitration Board which is provided for in the School Act for cases of salary dispute, so the Court named one for them. The Arbitration Board, whose findings are compulsory, awarded \$2,900 to the teachers. When the school board refused to pay, the teachers took the case to court, obtained a judgment that they were within their rights, and received the money due them. Towards the end of the term the school board demanded the resignations of all teachers concerned, which were refused. The school board then dismissed the teachers, who then requested the Department of Education for a Board of Reference. The Board sat and handed down a decision upholding the position of the teachers.¹

Teachers' associations in Quebec and the Maritimes are hopeful of obtaining Boards of Reference. Resolutions have been passed requesting such legal protection, and are forwarded from time to time to the respective governments.²

Tenure legislation has been made more difficult to formulate because of the existence of the small district system of school administration. This factor is used as a supporting argument by teachers' associations when pressing for legislation setting up the larger unit of administration. In provinces where the larger unit has been adopted permanence of position still

¹ Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation, 1940. Office of the Canadian Teachers' Federation, Ottawa, Ontario.

² Report of the New Brunswick Teachers' Federation to the Canadian Teachers' Federation, 1943. Office of the Canadian Teachers' Federation, Ottawa, Ontario.

depends on efficiency, good behaviour and professional growth on the part of the teacher. The larger unit legislation contains no provision which would guarantee permanence of position irrespective of competence, nor has such a request ever been made by teachers' organizations in Canada.

Teachers and trustees have come to recognize that Boards of Reference and satisfactory contract legislation are mutually protective and not a means of sheltering the inefficient or negligent teacher. Furthermore school boards are beginning to realize that the teacher has protection against frivolous dismissal. For years "security of tenure" was one of the main themes to be discussed at teachers' conventions, but now that the most contentious parts of the problem have been solved in most of the provinces by the introduction of acceptable standard contracts and Boards of Reference, the subject only comes up for incidental discussion. The removal of the fear of loss of position for non-professional reasons has given teachers a feeling of increased job-security; but there still remains to be solved the vital problem of economic security in the form of an adequate wage.

Since 1935 all provinces, with the exception of British Columbia and Nova Scotia, have passed legislation to provide for the automatic membership of teachers in their respective provincial societies.¹ This legislative movement is looked upon as a promising trend, and "at least a majority of educators believe

¹ See Chapter III, Development of Canadian Teachers' Organizations.

that a powerful organization of teachers is the one best means of raising the professional status of the teachers to the necessary high level." Departments of Education, in the provinces where automatic membership is in effect, have found that it has increased the influence of teachers and is increasing the respect accorded the professional educator.¹

When teachers' associations are given professional legal status there is a corresponding improvement in prestige and an increase in the potential contribution they can make to the welfare of society through enlarged professional activity. Co-operative work is now carried on with all legitimate organizations²--whether educational, social, religious, civic or economic. That this is part of the policy of our Canadian Teachers' organizations is understood when one examines the objectives as set down in their constitutions, and recalls that official recognition has been given them by a large number of organizations

¹Trends in Education, 1944. A survey by the Canada and Newfoundland Education Association; p. 8.

²The Canadian Teachers' Federation lists the following organizations giving it official recognition: The Canada and Newfoundland Education Association, Canadian Broadcasting Corporation, Canadian Council of Education for Citizenship, Canadian Association for Adult Education, Canada Foundation, Canadian Legion Educational Services, Canadian Welfare Council, Canadian Federation of Home and School Associations, Canadian Trustees' Association, Canadian Manufacturers' Association, Canadian Women's Commission on International Relations, Canadian Youth Commission, Dominion Fire Prevention Association, Health League of Canada, National Film Board, United Nations Society and Canada-United States Committee on Education, United Nations Educational Scientific and Cultural Organization. Besides these organizations the Canadian Teachers' Federation is in direct touch with teachers' organizations in the United States, Australia, New Zealand, Scotland, England, Northern Ireland, France and is also a member of the World Federation of Educational Associations.

exclusive of provincial Departments of Education, local educational authorities, workers in educational research, teacher training institutions, universities, home and school associations all of which are closely connected with the professional activities of teachers.

Accelerated improvement in legal status has clearly taken place since 1914, and has been largely the result of the activity of professional teachers' organizations. As the teaching profession began to gain strength through unity, many resolutions were submitted to departments of education, provincial governments and the Federal Government for consideration. It has become the accepted practice of these official groups to consult with the representatives of teachers' organizations. Objectives achieved concerning acceptable contractual conditions, Boards of Reference, methods of certification and professional legal status are the result of a common understanding which has arisen out of discussions between representative bodies and the teachers' organizations. The reciprocal effect of these improvements in the legal status of teachers is a strengthening of the Canadian educational system.

CHAPTER VI

CONTRIBUTIONS TO THE IMPROVEMENT OF ECONOMIC STATUS

When men and women choose teaching as a vocation they are entering upon a way of life which does not offer rich financial rewards. Sincere teachers seek to give service to society and they become its servants for a short time or for all their natural working years. Economic security is important to them, but not necessarily to the exclusion of a desire to give service. Nevertheless, without freedom from economic worry, wholesome classroom conditions become difficult or impossible. Teachers are soon caught up in society's economic inter-relationships, and their professional status, in the eyes of the public, is largely defined by the salary they receive. Modern conditions are such that before teaching can become a profession in effect its members must have an economic status commensurate with the importance of the service they render, and the length of training and the responsibility involved. The Canadian Chamber of Commerce is of this opinion and said in 1944 "that the very frequently inadequate scale of remuneration in the profession in Canada, particularly in country districts, prevents the profession from having the status in the community which the outstanding importance of its work warrants, and makes it difficult, if not impossible, to retain the high standard of personnel which is necessary for this

important work."¹

The present serious shortage of teachers has been increasing since 1939, and seems to be partly due to the continuing unsatisfactory economic status of the profession in a period of prosperity when persons in other occupations have been receiving financial returns for their work unheard of in the teaching profession. It needs little argument to prove that adequate salaries for Canadian teachers are important and may be the most potent single factor for the provision of a sufficient number of teachers for our schools.² The economic status of a teacher is naturally of major concern to himself and has always been the concern of teachers' associations. It is likewise important from a purely professional point of view because of its effect on the morale of teachers and the efficiency of our schools.³

Canadian teachers received meagre financial returns for their services up until the First World War when temporary prosperity and a shortage of teachers caused salaries to rise.⁴ In 1837 Montreal secondary school teachers received from twenty-five to sixty louis a year. (A louis is an old French coin worth 19 shillings.) Elementary teachers were even more poorly paid,

¹The A.T.A. Magazine, Volume 24, No. 7, p. 18, 1944.
Office of the Alberta Teachers' Association, Edmonton, Alberta.

²Report of the Canadian Education Association Committee on the Status of the Teaching Profession. Chapter VII, Economic Status of Teachers, 1948.

³The Toronto Globe and Mail, February 19, 1945.

⁴Appendix G. Average Salaries of Rural Male Saskatchewan Teachers, First Class, 1914 to 1945 inclusive.

for at this time those teachers not under the Royal Institution received a grant of eighty dollars a year for three years.¹ In Upper Canada, after the Act of Union, teachers received about ten dollars a month and paid one dollar a week for board with "washing included." This wage was the result of a recommendation by a Committee set up to investigate education. The committee recommended that the teacher's wage should be increased to be "equal at least to that of a common labourer."² In Nova Scotia in 1746 the Society for the Propagation of the Gospel in Foreign Parts arranged to pay the schoolmasters fifteen pounds a year.³ By 1900 conditions had improved somewhat in all provinces. In Quebec, at that time, teachers' salaries, male and female, in the elementary and secondary schools, varied between \$1111 and \$830 annually depending on sex, certification and work.⁴ In 1903 Quebec protestant teachers in elementary schools received-- (1) male lay teachers with diplomas,--in towns \$1168, in the country \$415; and (2) female lay teachers with diplomas,--in towns \$369, in the country \$153.⁵

The poor economic standing of teachers stimulated the formation of professional associations, all of which had the

¹Shortt and Doughty (editors), Canada and Its Provinces, Volume 16, p. 423, Edinburgh, Scotland.

²Ibid., Volume 18, p. 205.

³Ibid., Volume 14, p. 511 ff.

⁴Annual Report of the Superintendent of the Department of Public Instruction, Quebec, June 30, 1900.

⁵The Canadian Annual Review, 1904, p. 583.

common objectives of salary improvement, the attainment of minimum salaries with schedules and provision for retirement.¹ Throughout the years teachers in general and their associations in particular have been pursuing the economic objectives as outlined in the various constitutions.² The question, "Why are they (teachers) so insistent in these matters?" has been asked by friends and non-sympathizers alike. Teachers' associations reply by saying that their members are paid on the average too little to enable them to maintain professional efficiency and that the value and importance of their profession is judged by the salaries its members receive. They further explain that the rise in teachers' salaries at the end and shortly after the two World Wars was wiped out by increased cost of living, and that because of the resulting hardships thousands of teachers have left the profession; that a professional instability and an educational poverty result when unqualified teachers enter the profession at somewhat lower salaries; that the unfavourable status of the profession discourages high school graduates of ability from entering it.³ The teaching profession has had a

¹Constitutions of the different teachers' associations. All initial constitutions made reference to the "adequate salary" objective. Office records of the associations.

and,
J. M. Thomas, A Study of Teachers' Retirement Schemes in Canada, 1942. (A thesis submitted for the Degree of Doctor of Pedagogy) University of Toronto.

²Brief presented by the Saskatchewan Teachers' Federation to the Provincial Cabinet for Saskatchewan, December 20, 1947. Office of the S.T.F., Saskatoon, Sask.

³A Brief to the Royal Commission on Education, by the

lowering of standards to obtain a large number of candidates.¹

The serious economic depression during the thirties, followed by the Second World War caused the law of supply and demand to affect the teacher situation seriously. During the depression there was a large number of teachers available and jobs of all sorts were scarce. This over-supply of teachers, coupled with job scarcity and moves for economy, reduced salaries of teachers to a very low level² and teaching to an unprofessional position on the economic and social scale of values.³ Nevertheless teachers were forced to retain their positions at this time in order to secure a livelihood. The Canadian Teachers' Federation recognized the seriousness of the situation brought on by the depression and set up a Research Bureau in 1934 to study, among other things, taxation for educational purposes, educational costs and teachers' salaries.⁴ In January of 1938 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 schools, teachers and children.⁵ The

Ontario Teachers' Federation, March, 1946. Office of the Ontario Teachers' Federation, Toronto, Ontario.

Annual Report of the Department of Education for Saskatchewan; Regina, Saskatchewan. p. 29, 1946.

¹The Bulletin, Journal of the Saskatchewan Teachers' Federation, January 1948, p. 35.

²Appendix G, Appendix H, Appendix I.

³Appendix J, Appendix K.

⁴Minutes of the Canadian Teachers' Federation Conference, 1934. Office of the C.T.F., Ottawa, Ontario.

⁵The Annual Report of the Executive of the Canadian Teachers' Federation, 1938. Office of the C.T.F., Ottawa, Ontario.

members expressed their concern. In the same month the Canadian Teachers' Federation presented a brief on education to the Royal Commission on Dominion Provincial Relations, in which was outlined the educational structure and situation in Canada, and in conclusion made definite recommendations concerning needed changes for the adequate support of education. During the same period the British Columbia Teachers' Federation succeeded in obtaining its first minimum salaries by helping to formulate school grant legislation which set standard salaries ranging from \$780 to \$1200 per annum.¹ In 1936 provision was made for the payment of compulsory minimum salaries to all teachers, and in 1937 the salary situation in British Columbia, under existing conditions, was reported very favourable.

The recent salary statistics published by the Dominion Bureau of Statistics (Education Branch), Bulletin No. 1, 1937, show British Columbia to be in a favourable position as far as general comparisons are concerned. e.g., We have no teachers with an Annual Salary below \$750 in the Elementary Schools; below \$1100 in Junior High Schools; or below \$1200 in Senior High Schools. 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

¹ Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation Conference, 1937. Office of the British Columbia Teachers' Federation, Vancouver, British Columbia.

should be accorded particularly to those places in most urgent need.¹

Since then the British Columbia Teachers' Federation has adopted annually a minimum salary schedule at its Annual General Meeting. By using this schedule as a basis teachers negotiate with school boards and are usually successful in obtaining a satisfactory salary with a schedule. The Federation minimum is \$1200 for elementary and \$1500 for secondary school teachers, but in 1946 salaries of all teachers were above \$1200 and \$1500 respectively. The median salary for rural male teachers in 1945-46 was \$1750.² At the same time teachers in 1944 continued to receive a smaller weekly wage than adult male employees working in British Columbia industries.³ The salary committee of the British Columbia Teachers' Federation is one of the ablest committees, and to it goes much of the credit for the relatively favourable economic status of the British Columbia teachers.

The British Columbia Teachers' Federation succeeded in stimulating action in 1926 leading to the establishment of a pension fund, when 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

¹Op. Cit., Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation Conference, 1937.

²The B.C. Teacher, March 1946, p. 228; May 1945, p. 296; May 1944, p. 297; March 1942, p. 229. Office of the B.C.T.F., Vancouver, British Columbia.

³Ibid., March 1946, p. 229.

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 setting up the fund, it appointed a committee to work with the Department of Education in preparation of a Superannuation Scheme. The Teachers' Pension Act came into effect on April 1st, 1929, and has been revised several times under the guidance of the Federation's pension committee.¹

The original platform of the Alberta Teachers' Association included objectives relating to the economic status of teachers. The organization undertook to obtain a uniform provincial schedule of salaries for teachers, the establishment of basic minimum salaries having regard to qualifications, experience, type of school and work to be performed, equal pay for equal work and pensions for Alberta teachers.² In its efforts to improve the economic status of the Alberta teacher, the Association has given constant heed to Curran's dictum: "It is the common fate of the indolent to see their rights become a prey to the active. The condition upon which God hath given liberty to man is eternal vigilance; which condition if he breaks, servitude is at once the consequence of his crime and the punishment of his guilt."³

¹Op. Cit., Volume XXV, No. 6, p. 222.

²The A.T.A. Magazine, Volume I, July 1921. Office of the Alberta Teachers' Association, Edmonton, Alberta.

³J.P. Curran (Irish lawyer, born 1750), Speech at Dublin, 1808; Curran's Speeches, by T. Davis, 1885.

The Association has kept the problem constantly on its agenda. The first minimum salary (\$840) was introduced willingly by the Alberta Legislature in 1918, with little or no pressure from teachers whose new organization was just beginning to function. In the 1920's this minimum was not noticed as salaries were above \$840 a year, but during the 1930's the minimum was of great assistance to teachers. Periodic requests were made to have the statutory minimum raised to \$1000,¹ and in 1942 the Government agreed to make \$900 per annum the minimum salary. The Alberta press gave editorial support to the requests of the Association: "One of the principal demands heard at the A.T.A. Convention in Calgary recently was that for higher salaries. The demand is pressing. That it should be granted is of interest not only to the teachers who would receive it, but to the province as a whole,"² and, "The A.T.A. wishes to establish a basic salary in this province of \$1000 a year for rural teachers. The only comment I can make is that the teachers are exceedingly modest in their estimate of what their profession is worth to the community."³ In 1945 the statutory minimum was placed at \$1000, but many boards had minima of \$1050 and \$1100 for beginners, with \$1200 for teachers in possession of permanent certificates.⁴ The

¹Minutes of the 1942 Annual General Meeting of the Alberta Teachers' Association; Office of the Alberta Teachers' Association, Edmonton, Alberta.

²The Calgary Albertan, April 8, 1942. Calgary, Alberta.

³The Edmonton Bulletin, May 27, 1942 (columnist).
Edmonton, Alberta.

⁴Annual Report of the Department of Education of the Province of Alberta, 1945; p. 16. Edmonton, Alberta.

Association is pressing for a statutory minimum salary of at least \$1200.¹ (The Canadian Teachers' Federation recommends \$1500.) Local negotiating committees are asked to achieve a minimum of \$1200 when bargaining with their local school boards for schedules.² In 1920 the Association compiled the first provincial salary schedule to serve as a basis for school board and teacher salary negotiations. Today a Provincial Salary Committee appointed by the Lieutenant-Governor-in-Council has been set up, on which there are two teacher representatives.³ The School Act requires school boards "To prepare and adopt a salary schedule applicable to all classes of teachers in the school or schools of the district."⁴ The question of a provincial salary schedule is much under discussion, and the idea seems to be gaining ground with school boards and teachers that a provincial salary schedule would relieve school boards and teachers of considerable discussion and perhaps eliminate, to a large extent, potentialities for dispute between the two groups.

In 1939, after years of effort, a Retirement Fund for Alberta teachers was set up under the control of a Board of Administration on which the Association had a representative.⁵

¹Resolution 22, 1946 Annual General Meeting of the A.T.A. Office of the A.T.A., Edmonton, Alberta.

²President's Report, 1946 Annual General Meeting of the A.T.A. Office of the A.T.A., Edmonton, Alberta.

³The A.T.A. Magazine, Volume 26, No. 5, 1946, p. 13. Office of the Alberta Teachers' Association, Edmonton, Alberta.

⁴The School Act, Section 126 (W), Statutes of Alberta.

⁵Teachers' Retirement Fund Act, 1929, Statutes of Alberta.

For the first five years the pension was set at \$25 a month, then raised to \$30 in 1944 and to \$35 a month in 1946. The plan is not considered satisfactory and is under revision.¹

The Alberta Teachers' Association continues to be of the opinion that, despite economic advances secured for teachers, the pay of teachers will have to be drastically increased and made independent of economic fluctuations if the supply of entrants to the teacher-training institutions is to cope with the demand, and if poorly qualified and partially trained teachers are to disappear from the field of education in Alberta.²

In Saskatchewan two of the objectives of the founders of the teachers' association were more adequate remuneration and a superannuation allowance for teachers.³ It was not until 1930 that the Provincial Legislature passed the Teachers' Superannuation Act. The Alliance had worked actively to achieve this measure--its final step being to send a questionnaire to every candidate in the provincial election campaign in the autumn of 1929. The newly elected government implemented its election promise, and the Act came into force on July 1st, 1930.⁴ From time to time various changes have been brought about by requests from the teachers' organization, which has a permanent

¹Report to the 1946 Convention of the A.T.A. Office of the Alberta Teachers' Association, Edmonton, Alberta.

²Ibid.

³The Saskatchewan Teacher, Vol. 3, No. 6. Office of the Saskatchewan Teachers' Federation, Saskatoon, Saskatchewan.

⁴The Teachers' Superannuation Act, 1930, Statutes of Saskatchewan. Regina, Saskatchewan.

Superannuation Committee. The fund is administered by the Teachers' Superannuation Commission and two of the members of the Commission are appointed by the Saskatchewan Teachers' Federation.

The S.T.F. has always had a salary committee, but the results of its work were not as effective as those of the Alberta Teachers' Association. In 1940 the Legislature amended the School Act to provide for a statutory minimum salary \$700. In 1945 the Act was further amended to provide for a statutory minimum of \$1200.¹ In both cases the statutory minima were important as Federation achievements, but as economic protection they had become redundant for the change over to a war economy and a scarcity of teachers caused salaries to rise regardless of the legislation.²

Since the establishment of the larger unit of school administration in Saskatchewan in 1944, salary schedules have been set up in most of the units under permissive legislation which states that "A unit board may at its discretion: - - - (7) prepare and adopt, subject to the provisions of the School Act, a salary schedule for the teachers employed in the schools of the unit."³ A Joint Committee was set up by the Department of Education, the Trustees' Association and the Saskatchewan Teachers' Federation, and an acceptable provincial schedule of salaries worked out and published for the use of the Unit Boards

¹The School Act, Section 216, 1945, Statutes of Saskatchewan. Regina, Saskatchewan.

²Appendix G. Table of Salaries, 1914-1945.

³The Larger School Units Act, 1944, Section 44 (7), Statutes of Saskatchewan. Regina, Saskatchewan.

and other boards not yet organized in units. The schedules are voluntary, but the important point is that they are in effect and agreement has been reached by the three groups concerned.¹ The Federation salary committee reports considerable improvement in the salary situation, but that the existing schedules are failing to retain or recruit to the teaching profession either the number or type of persons needed in teaching. The Committee is now attempting to obtain a single salary schedule for the whole province, with a minimum of \$1500 and annual increments of \$100 for each year of experience up to a minimum of 15 years.²

The Manitoba Teachers' Federation (Society) was able to report during the first years of activity that "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."³ The condition, however, only obtained during the 1920's when teachers' salaries were reasonably satisfactory throughout the country. During the depression Manitoba teachers' salaries became very low, as was the case in other provinces. The Society's schedule committee made almost annual studies of salaries from 1918 to the present. There is now in effect a provincial minimum salary of \$1000, and the Society recently asked that this be raised to \$1200, pending a successful conclusion of the Dominion-Provincial Conference,

¹The Bulletin of the S.T.F., Vol. XI, No. 2, 1946, p. 23.

²Report of the Salary Schedule Committee to the S.T.F. Council, 1946. Office of the S.T.F., Saskatoon, Sask.

³Minutes of the First Annual Meeting of the Saskatchewan Teachers' Federation (Alliance at the time), 1921, p. 10. Office of the S.T.F., Saskatoon, Sask.

when the minimum salary should be raised to \$1500.¹ The same brief requested a statutory salary schedule based on the Manitoba Teachers' Society Provincial Schedule.

The Retirement Fund was set up in 1925, and is administered by a Board on which there is teacher representation. Amendments have been made from time to time as recommended by the Board and the Teachers' Society.

In Ontario the first major effort of teachers' associations was that of the Secondary School Teachers' Federation,² when it participated in a campaign for a twenty-five percent increase in all teachers salaries. By the end of January 1920 the results of the campaign became apparent, and in many places salaries of teachers were raised.³ In 1921 salary schedules were in effect in most secondary schools, and the Federation had fixed a voluntary minimum of \$2000, and its members undertook not to ask less when applying for a position as a secondary teacher.⁴ In 1930 the Federation reported that:

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 of Collegiates and vocational schools have risen in like ratio, and it is now almost unknown to find a teacher in these

¹The Manitoba Teacher, Volume 25, No. 1, p. 18.
Office of the Manitoba Teachers' Society, Winnipeg, Manitoba.

²Report of the Minister of Education for Ontario, 1920, pp. 48, 49.

³Annual Report of the Ontario Secondary School Teachers' Federation, 1920. Office of the O.S.S.T.F., Toronto, Ontario.

⁴Report of the O.S.S.T.F. to the Canadian Teachers' Federation, 1922. Office of the O.S.S.T.F., Toronto, Ontario.

schools whose salary is below the minimum approved by the Federation.¹

During the depression (1931-39) there were salary reductions of ten to fifteen percent, but the voluntarily accepted minima were held. Early in 1937 the Federation reported:

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 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.

The Ontario Public School Men Teachers' Federation and the Women Teachers' Federation have collaborated with the Secondary School Teachers' Federation in working for salary improvements,³ and in setting up a Teachers' Superannuation Fund. The Fund was amended in 1927 to permit the payment of a pension to dependents. Group insurance plans are in effect and an amendment to the Public School Act was secured to make it legal for a school board to pay part of the premium of a teacher participating in such a plan.

In 1945 legislation was passed to provide a statutory

¹ Report of the O.S.S.T.F. to the C.T.F., 1930.

² Report of the Ontario Teachers' Council to the Canadian Teachers' Federation, 1936-37. Toronto, Ontario.

³ O.E.A. Minutes, 1919, p. 28.
and,
John H. Hardy, Teachers' Organizations in Ontario, 1939,
p. 39. (Doctor of Pedagogy Thesis) University of Toronto.

minimum salary of \$1200 for rural teachers. Voluntary schedules are in effect, and higher salaries are partly the result of Ontario assuming fifty percent of the cost of education. This was "a goal towards which" teachers' organizations had been working for a long time.¹

In Quebec, in 1857, the teachers' associations, helped by the superintendent of education, instituted a common retirement fund for both Roman Catholic and Protestant teachers.² It was at first inadequate, but in 1889 was put on a more permanent basis. The fund is maintained by an annual legislative grant and the contributions of the teachers. The Provincial Association of the Protestant Teachers of Quebec has two representatives on the Pension Fund Board. This Pension Board is the only joint commission of Protestant and Roman Catholics for the administration of any part of the School Law of Quebec. The P.A.P.T. prepared a brief in 1945 for presentation to the Commission of Enquiry into School Finance, in which was recommended--"That provision be made for adequate instructional salaries on a schedule basis in which the minimum should be not less than \$1000 per year for holders of Elementary Diplomas."³ The P.A.P.T. has an active salary committee at present working on salary schedules for elementary teachers.

¹The Bulletin of the Ontario Secondary School Teachers' Federation, Volume 26, No. 1, p. 7. Office of the O.S.S.T.F., Toronto, Ontario.

²Shortt & Doughty (editors), Canada and Its Provinces, Volume 16, p. 431. Edinburgh, Scotland.

³The Teachers' Magazine of the Provincial Association of the Protestant Teachers of Quebec, Vol. XXV, No. 129, p. 28.

Teachers' associations in the Maritime Provinces have sought to improve the economic status of teachers under rather difficult economic circumstances. In New Brunswick a representative of the New Brunswick Teachers' Association acted on a salary committee which presented a report to the Provincial Government, with the result that the Minimum Salary Act was passed in 1928. The Act was designed chiefly for ungraded and rural areas, and provided that no teacher should accept a position with a salary less than \$500, \$600 or \$700 depending on the assessed valuation of the land in the school section. No schedule of annual increases 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, when in the last hours of the session of the legislature an amendment was passed reducing the above amounts by one hundred dollars each, to apply for one year.¹ The results were disastrous so far as salaries in rural schools were concerned, for in many cases teachers were forced to sign contracts for not over \$300 from all sources, or remain unemployed.

Early in the fall of 1933 the Minimum Salary Committee of the Association began its campaign for restoration of the Minimum Salary Act. Data were collected and on January 10, 1934, a delegation from the Association appeared before the members of

¹Report of the New Brunswick Teachers' Association to the Canadian Teachers' Federation, 1933-34. Office of the New Brunswick Teachers' Association, Fredericton, N.B.

the Government, then in session at Fredericton. The delegation received a very sympathetic hearing and a promise of careful consideration of their suggestions. At the following session of the legislature all the suggestions were incorporated into a new Minimum Salary Act for 1934-35. In 1945 the School Act was again amended and the statutory minima were raised by \$100 each, without much objection owing to the increasing shortage of teachers.¹

In 1922 a committee of the N.B.T.A. succeeded in having the Government pass an Act to amend the pension scheme. The former scheme was financed by the government alone and under it the maximum pension was \$400 a year. By the improved scheme the teachers contributed five percent of the government salary grant, and the maximum pension was fixed at \$800. In 1944 the Act was rewritten to conform more closely to the amendments requested by the teachers' association.²

The Prince Edward Island Teachers' Federation has been very active since 1927 in pressing for upward revision of teachers' salaries. Despite efforts in this respect the median salaries in Prince Edward Island were the lowest in Canada in 1944.³ In 1928 a delegation representing the Federation waited upon the Government and presenting their case, asked for an adequate increase in teachers' salaries. The Government, on this occasion,

¹An Act to Amend the Schools Act, 1945. Statutes of New Brunswick; Fredericton, N.B.

²An Act to Provide for the Payment of Pensions to Teachers and School Officials, 1944, Statutes of New Brunswick. Fredericton, N.B.

³Appendix H, Median Salaries of Teachers, 1944. Dominion Bureau of Statistics, Ottawa, Ontario.

as well as on subsequent occasions, conceded the justice of the claims, but stated that owing to limited revenue, nothing could be done.¹ 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 and efficiency, and should be from a ten percent increase to a one hundred percent increase of the statutory allowance paid by the government. The definite plan submitted at the request of the Government was rejected. In 1929 a second delegation waited on the government, but made no progress, except to be told that the request would receive consideration if additional subsidy was received from the Federal Government. The interest of the teachers became fully aroused and in March a large convention passed a resolution to the effect that unless a satisfactory arrangement was made between the Government and the Executive of the Federation before March 28th, the members of the Federation would discontinue teaching after Easter and would not resume their duties until authorized by the Executive. A compromise was arrived at on the basis of promises made by government representatives, and a Royal Commission on Education was to be appointed in July of 1929. The Federation presented a brief to the Commission in which were covered such phases of

¹Yearbook 1928-29, Canadian Teachers' Federation, p. 51.
Office of the Canadian Teachers' Federation, Ottawa, Ontario.

the problem as reasons for requesting a substantial increase in salaries, 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 Prince Edward Island and the other provinces, comparative statement of 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. After the Commission Report was presented the teachers were promised a salary increase contingent on an increase in subsidy from the Federal Government. During 1930 several conferences were held with the Government, and at each definite assurance was given that a substantial share of the expected increase in subsidy was marked for teachers' salaries. In 1935 the subsidy was increased, but the Government announced to the Federation that while the justice of the claims was recognized "that owing to the distressing conditions of the farming and fishing communities, the Government had decided that no increase should be given."¹ In 1937 the Federation reported that there had been no change in the scale of salaries paid by the Government, and that district salary supplements had been reduced, with the result that many first class teachers received second class pay.² In 1939 another survey of the salary situation was made and a Salary Brief was

¹Report of the Prince Edward Island Teachers' Federation to the Canadian Teachers' Federation, 1935. Office of the Canadian Teachers' Federation, Ottawa, Ontario.

²Op. Cit., 1937. (P.E.I.T.F. Report)

presented to the Government, but no material benefit followed. The average salary in 1926 was \$508, and in 1939 it was \$455.¹ In 1942 the Government granted an increase of fifty dollars for male teachers and forty dollars for female teachers. The increases soon proved insufficient to meet the rising cost of living, and the Government was again asked to increase the statutory pay in 1944, but with no immediate results.

In 1929 the Royal Commission recommended that a pension plan for teachers be set up, but it was not until July 1st, 1931, that the plan came into effect. In preparing the plan the Federation Committee examined various pension acts and drew up the scheme which was approved by the Government with few alterations.²

In 1928 the Nova Scotia Teachers' Union was able to secure an increase in government grants paid to teachers, 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. At that time the Union asked for a twenty-five percent increase in the amounts paid to teachers who taught in the province from ten to twenty years, and a fifty percent increase to all having taught over twenty years.³

In 1944 the Union was able to persuade the Government to increase the amount set aside for salaries by \$600,000, which was an increase of approximately \$300 per teacher. That increase has

¹Office Records of the P.E.I.T.F., 1946. Charlottetown, P.E.I.

²Yearbook 1930-31 of the Canadian Teachers' Federation.

³Yearbook 1927-28 of the Canadian Teachers' Federation.

remained in effect.¹ During 1945-46 the salary committee of the Union made a provincial salary survey and submitted the report with recommendations to the Government. A schedule with a minimum salary of \$1000 was asked for.

Through the efforts of a president of the Union and the Department of Education, a committee was set up to frame a pension plan for teachers. The scheme as outlined was accepted by the Government and came into effect in 1928.

As already indicated a large part of the energies of teachers' organizations, from their formative years, have been directed towards the improvement of the economic status of the profession. In 1921 the Canadian Teachers' Federation adopted the slogan "Double the 1914 salary."² Much progress was made in Ontario and the western provinces. The policy, supported by loyalty and consistent firmness of the negotiating committees, produced appreciable results without any major conflict in Ontario. In the west, however, strike action was taken at New Westminster, Edmonton, Brandon and Moose Jaw, which resulted in compromise salary adjustments, recognition of the right to bargain collectively, and recognition of teachers' associations by school boards. The associations in these areas were supported in their struggles by the Canadian Teachers' Federation, but not to the extent of setting up an emergency fund which had been hoped for by the Alberta Teachers' Association. Ontario voted

¹Letter from the Secretary of the Nova Scotia Teachers' Union, 1946. Halifax, Nova Scotia.

²Ontario Secondary School Teachers' Federation Bulletin, Volume I, No. 3, p. 9.

against the establishment of such a fund,¹ but did contribute to the western compensation fund set up for teachers who suffered severe loss during the strike periods.² The appeal for financial assistance was based on the ground that the teachers involved were contending in the interests of all Canadian teachers.³

The teachers' organizations in Ontario and the west have been the most successful in improving and supporting the economic status of their members. During the depression of 1930-39 all teachers suffered, but those in Ontario to a lesser degree, largely due to the determined effort made by the organized teacher groups.⁴ However, the severity of the financial depression made compromise necessary, and in the case of the Ontario Secondary School Teachers' Federation, which was the most successful in preventing drastic salary cuts, it was agreed to suspend temporarily the Federation minima in cases where new appointments were being made to teaching staffs.⁵ In general, salary reductions throughout Ontario ranged from five to fifteen percent, but in some centres controlled by the Provincial Board of Municipal Affairs the reductions were greater. An upward trend in Ontario became apparent in June 1934, and when in 1938 the Department of Education established once again a more generous scale of school

¹Op. Cit., Volume I, No. 4, p. 5.

²Op. Cit., Volume II, No. 4, p. 30.

³Ibid., p. 37.

⁴Ontario Secondary School Teachers' Federation Bulletin, Volume XIII, No. 4, p. 214.

⁵Op. Cit., Volume XII, No. 3, p. 154.

grants, in the minds of the O.S.S.T.F. officials there was no doubt that the persistent activities of the organization were a contributing factor to the improving situation.¹ In the same year the Ontario federations began an active campaign leading towards the eventual establishment of definite salary minima for the various types of schools. Similar action was taken in the western provinces, which led eventually to the establishment of minimum salaries on a provincial basis.

In 1948 the Canadian Education Association reported that:²

In 1946-47 when the average Canadian wage level was about 70% above the 1939 level, teachers' Salaries had increased since 1939 as follows (median provincial increases used):

(a) All teachers	38%
(b) Teachers in one-room schools	66%
(c) Teachers in graded rural schools	42%
(d) Teachers in incorporated towns	25%
(e) Teachers in cities	2%
(f) Grade XI graduates with one year of professional training	51%
(g) Grade XII graduates with one year of professional training	41%
(h) Teachers with Bachelor's degree	28%
(i) Teachers with higher qualifications	6 to 12%

There appears to be a relationship between "salaries paid" and "teacher shortage" in the various provinces. In 1946 in Ontario and British Columbia, the median salary was above \$1200; here the estimated shortage was less than 5%. On the prairies, where teachers in one-room schools were paid an average salary of about \$1100, the shortage was about 15%; in the Maritimes, with median salaries less than \$800, there was a shortage of almost 27%. The real value of a dollar varies from province to province, but

¹ John H. Hardy, Teachers' Organizations in Ontario, 1939 (Thesis), p. 192; University of Toronto.

² Summary of the Report of the Canadian Education Association's Committee on the Status of the Teaching Profession, September, 1948, Chapter VII, p. 9.

the above figures suggest certain relationships. - - - - -

Gross salaries paid teachers have increased during late years, but the economic status of teachers has deteriorated during this period due to general economic conditions. Canadian teachers are underpaid. Salaries must be increased if teaching is to compete with commerce and industry for the services of able personnel.

Teachers' associations continue to strive for the improvement of the salary status of their members, but the general picture, when compared with the economic status of other vocations, is not too pleasant. The thinking of the leaders of teachers' societies and educationists may be summed up in the words of Dr. M. E. LaZerte, who in writing about the situation, said:

One must not be pessimistic, but one fears that the public, thanks to its penuriousness and its casual acceptance of "less than enough" in the educational qualifications of its leaders and teachers in the past, cannot have in the immediate future the type of education in which it professes to have faith. We are forced once again to the conclusion that more money must be invested in education, and that those who serve as teachers must be carefully selected and highly qualified for their tasks.¹

Other means referred to by which teachers' organizations have helped to strengthen the economic position of their membership, are to be found in the measures providing for group insurance, sick benefit funds, and superannuation schemes. Ontario federations have been most active in connection with the first two, and all provinces now have superannuation or pension plans in operation.²

The custom of making private provision for the aged

¹The Yearbook of Education, 1948, p. 162.

²Appendix O. Summary of Benefits of Canadian Teacher Retirement Plans.

and dependent goes back as far as recorded history, but it was not until large-scale industry began to develop in the middle of the nineteenth century that the sense of social responsibility for aged or disabled workers became apparent. Conditions in the twentieth century have resulted in the full acceptance and wide operation of retirement schemes. In the development of retirement schemes greatest consideration was first given to the welfare of the individual, but this attitude gradually changed and yielded to the realization that provision for retirement security meant more efficient service from employees. The social welfare attitude has now taken precedence over the narrower individual welfare appeal, although the latter remains highly significant to those immediately concerned.

Canadian teachers' organizations take the position that sound adequate retirement schemes are essential to the welfare of the teaching profession, and that without this security teachers will lack "that sense of elasticity and freedom from care which is essential to the proper discharge of their duties."¹

The period following the Second World War has become one of economic self-determination for teachers. It has been shown that organizations of teachers all across Canada have in the past been able to make some contribution to the improvement of economic security for their members by directly persuading the governing bodies to raise salaries and introduce schedules and superannuation provisions, and by influencing public opinion in some

¹Herbert Fisher, Chairman of the Board of Education, speaking at the time of the discussion of the Teachers' Superannuation Act for England, 1918.

slight degree. They have in the past sounded warning notes saying that as soon as the opportunity presented itself teachers would leave the profession for other work offering greater economic returns and security, and that there would be few recruits willing to enter the profession under present conditions. The truth of the warnings and forecast is fully realized today and is particularly apparent to people living in rural areas. Canadian teachers have rarely used the strike as a weapon, but today there is in reality a great strike in progress against teaching under any condition. The cause involves something larger than economic considerations, for there are many young people of ability willing to teach, but who have observed and heard stories of the conditions under which teachers were forced to work. The efforts of teachers' associations have been unable to prevent present conditions, but in a small way have ameliorated them and have helped to hold the educational structure together. They are steadily endeavouring to recruit public opinion for the support of education, but the public mind is not readily aroused until such time as individuals become immediately and directly concerned. It is of little interest to the majority that Canada as a whole spends fabulous sums for luxuries¹ and relatively small amounts for education,² or that thousands of

¹Total Net Revenue Received by the Provincial Governments from Liquor Control, by Provinces, 1939-45. Dominion Bureau of Statistics, The Canada Year Book, 1946. Ottawa, Ontario. p. 587.

²Financial Support of Provincially Controlled Schools, by Provinces, for Selected Fiscal Years 1926-44. Canada Year Book, Dominion Bureau of Statistics, Ottawa, Ontario. pp. 1030-31.

trained teachers have been paid less than common labourers' wages.¹ There is clearly a great deal which is not understood by the members of our society concerning the significance, value and purpose of education. People must be encouraged to examine their answers to the question, "What knowledge (what things) is (are) of most worth?"

The McNair Report on the recruitment and training of teachers in England states, "... we are convinced that nothing but drastic reforms involving the expenditure of considerable sums of money will secure what the schools need and what the children and young people deserve" This statement seems to apply equally well to Canadian conditions. The Canadian Teachers' Federation continues to press the Federal Government for increased aid for education, and points out that in view of past experience educational grants given to the provinces do not involve Federal control or the invasion of provincial educational autonomy. The problem of improving the economic status of education involves teachers' associations, the home, locality, the province and the nation.²

A further and far-reaching improvement in the economic

¹Salaries and Wages Paid in Forty Leading Industries, 1943, with Comparative Figures of Average Salaries and Wages Paid in 1942. Canada Year Book, p. 427.

and
Teachers in Provincially Controlled Schools, Classified According to Salary, by Provinces, School Year 1943-44. Canada Year Book, p. 1029.

²K.F. Argue, Wealth, Children and Education in Canada, 1945, p. 23. (Prepared at the request of the Alberta Teachers' Federation.) Office of the Alberta Teachers' Federation, Edmonton, Alberta, or office of the Canadian Teachers' Federation, Ottawa, Ontario.

status of teachers is, beyond doubt, fundamental to any plan for revitalizing Canadian education. Nevertheless, it will be unfortunate for education if financial considerations provide the principal attraction to the profession. The preoccupation of Canadian teachers' organizations with the financial aspect of their work has been forced upon them. Their desire to improve the economic status of teachers is not a selfish or short sighted-policy, but in actual fact has been revealed as the reverse. The partial failure of teachers' associations to achieve satisfactory economic status for its members may be responsible in some degree for the present unfortunate condition to which our schools have been brought. Teachers' organizations have made their contribution towards the attainment of improved economic status for the profession they represent. They maintain that teachers should have a status comparable to that enjoyed by the members of other professions, and that they should receive remuneration and economic security commensurate with their educational standing and training.

CHAPTER VII
CONTRIBUTIONS TO THE IMPROVEMENT
OF PROFESSIONAL STATUS

A profession is a body of persons engaged in an occupation involving high educational or technical qualifications, with its individual members being highly trained and able to affirm skill or proficiency in that particular form of work which is their vocation. The extent to which this is actually true of all branches of school teaching is debatable, but that it should be true is affirmed by all teachers who wish to have teaching recognized as a profession. The critics maintain that until teachers can measure up to the true standards of a profession they should not classify themselves as members of one. The point at issue also involves the question as to whether professional status should be measured on an absolute basis with a critical point of reference, or whether the standard of appraisal should be relative.

Skill or proficiency of the members of the teaching profession is conditioned by natural ability, academic qualifications and ability, basic and in-service training in teaching techniques and the intangible qualities of professional attitude and loyalty. The first three attributes may be measured with some degree of objectivity, the last two may be estimated by subjective standards and they are all judged by their effect on the character of society.

The professional status of Canadian teachers has changed greatly since the middle of the nineteenth century when the emphasis in elementary education was upon a knowledge of reading, writing and arithmetic and the ability to use simple means of instruction. Education of the masses was not considered important and it was thought that anybody was competent enough to teach young children, particularly if he could discipline a class. Elementary school teaching could not then be classed as a profession.

The rise of a modern democracy dependent on general education stimulated a consciousness on the part of teachers, which in turn resulted in the creation of professional teachers' organizations. There likewise developed a felt need among people for an elementary education which in order to be satisfied, required a general increase in the academic and training qualifications of teachers. Thus the influence of democracy produced changes which have resulted in a slow but real improvement in the professional status of teachers.

It is difficult to give a clear-cut picture of the average Canadian teacher that will be better than a statistical abstraction. Eighty percent of Canadian teachers are women, the median age of elementary school teachers is twenty-seven years, men remain in the profession about a year less than women, eighty-five percent or so of the teachers work in rural and village districts and the average experience of all teachers in rural areas is now three years.¹ Efforts have been made to increase

¹Elementary and Secondary Education in Canada, 1940-42.
Dominion Bureau of Statistics, Ottawa, Ontario.

the number of men teachers by means of pleas on the part of educational officials and the payment of higher salaries to men, but in spite of such efforts the percentage of men teachers is steadily decreasing. In 1870 approximately sixty percent of the teachers were women, and at present eighty percent are women.¹ It is significant that the majority of teachers come from rural areas and from families of low income. In this respect the province of Alberta is fairly typical. The following figures show the percentage of Edmonton Normal School students from farm homes: 1932-33, 50%; 1937-38, 64%; 1943-44, 80%. A similar picture is shown by the statistics of the occupation of parents of normal school students in Calgary: in 1942-43 students whose parents were farmers made up 56% of the student body, labourers 13%, skilled labourers 7%, clerical workers 7%, business men 9%, professional men 1%, and miscellaneous 8%.² Occupational data concerning the parents of 3,577 students in Canadian teacher-training institutions in 1947-48 show that their vocations are: agriculture 37%, merchandising 9.2%, transportation 6.2%, unskilled labor 5.2%, skilled labor 10.2%, clerical and civil service 8.2%, professional 6.2%, personal service 4.8%.³ The teacher's family background may explain partially why many teachers find it difficult to deal with children who come from

¹The Canada Year Book, 1945, p. 1062. Dominion Bureau of Statistics, Ottawa, Ontario.

²Alberta as Educator, 1946, p. 5 (a brief). Office of the Alberta Teachers' Association, Edmonton, Alberta.

³Whom Do We Train as Teachers? Chapter III of the Report of the Canadian Education Association Committee on the Status of the Teaching Profession, 1948.

families where the standards of values and patterns of behaviour are different from those with which the teacher is familiar.

Irrespective of parental and social background it is apparent that teachers have good natural ability, and that the average intelligence of teacher trainees compares favorably with students in university faculties and schools.¹

The academic standard of entrance to the profession has risen steadily during the past forty years, and more particularly since the First World War.² Early in the present century the typical elementary school teacher had less than a high school education, and in Saskatchewan as recently as 1927 students were required to have only a Grade XI academic standing before gaining admission to Normal School.³ In 1939 the academic requirements for prospective teachers in that province were raised to at least Grade XII standing.⁴ Within recent years an increasing number of school systems in Canada demand graduate work of their teachers, especially those who are to teach classes at the secondary level. The recent change in policy whereby some of our universities offer undergraduate degrees in education in addition to graduate degrees is expected to raise the academic level of secondary school teachers.⁵ The basic preparation of 56,897

¹Op. Cit., Whom Do We Train as Teachers? Chapter III.

²Appendix O. Trends in Teachers' Academic Qualifications and Requirements.

³Annual Report of the Department of Education for the Province of Saskatchewan, 1927, p. 63. Regina, Saskatchewan.

⁴Op. Cit., Annual Report, 1935, p. 31.

⁵The Canada Year Book, 1947, p. 279. Dominion Bureau of Statistics, Ottawa.

Canadian teachers for whom data are available is as follows:

- 15% are university graduates,
- 49% have senior matriculation standing,
- 35% are graduates of grade XI only,
- 16% have grade X or lower standing,
- 15% have less than six months of professional training,
- 78% have received between six and twelve months of training,
- 7% have completed at least twelve months training.¹

Departments of Education control the minimum academic standards for teachers, and when they seek to raise these standards teachers' societies are fully co-operative. During the present teacher shortage there is a tendency in some provinces to lower the academic requirement for normal school entrance. Teachers' federations have protested such action on the part of Departments of Education, claiming that the results do more harm than good to our educational structure, and undermine the professional status of teachers.² In Saskatchewan these protests have had some effect, for the recent practice of permitting teacher trainees to enter normal school with incomplete Grade XII standing was discontinued in 1948, even though approximately two hundred school districts were unable to obtain certificated teachers in September of that year.³

In Ontario the Ontario Secondary School Teachers' Federation constantly urged the Department of Education, between 1930 and 1939, to control the issue of teachers' certificates in

¹Standards in the Teaching Profession, Chapter V of the Report of the Canadian Education Association's Committee on the Status of the Teaching Profession, 1948.

²General Secretary of the Saskatchewan Teachers' Federation, Saskatoon, Saskatchewan.

³Records of the Department of Education, Regina, Sask.

such a way as to offset the surplus of teachers. Some success was achieved when the Department temporarily (1933-34 only) lengthened the period of normal school training to two years, and additional courses were required before permanent teaching certificates were granted.¹ The Federation was successful in 1933 in persuading the Department to take steps to restrict the attendance at the Ontario College of Education.² The measures adopted provided that non-Ontario students should pay double fees when registering at the College, and those students desiring specialist courses were required to take a qualifying examination. The reduction in the number of trainees was still insufficient to permit employment of a surplus of approximately one thousand teachers (1934), so the Federation requested the Department of Education to limit the number of teachers permitted to qualify annually, or require that strict tests of the candidate's natural fitness for teaching be passed before he was admitted to the College of Education. The suggested methods were not adopted in the form presented, but the restrictive action taken tended to reduce slightly the number of trainees, improve the status of teachers and take into account personality as well as academic standing.³

The situation in Ontario during the decade before World War II was duplicated in other Canadian provinces. John H. Hardy,

¹ Educational Courier, Volume III, No. 1, p. 22.

² O.S.S.T.F. Bulletin, Volume XII, No. 4, p. 252.

³ O.S.S.T.F. Bulletin, Volume XIV, No. 5, p. 341.

in his summation of the situation at that time said:

While the problem of supply and demand in public school teaching has doubtless been affected by the regulations requiring more advanced training, improved economic conditions have been a factor in the solution (i.e., of unemployed teacher problem); one cannot definitely measure the effect of federation activity in presenting the claims for higher qualifications for the members of the profession.¹

Similarly, in the present post-war period it is difficult, and too early to appraise the success of teachers' organizations in sustaining and possibly raising the academic qualifications of teachers. The two problems--provision of employment for teachers during a period of economic depression, and provision of teachers during a period of economic prosperity, are an integral part of the central problem of improving the academic qualifications and status of teachers. When improvement of academic status is sought during periods of economic depression teachers as human beings suffer, and when similar improvement is sought during periods of material prosperity academic qualifications, educational standards and professional status suffer. Any permanent resolution of this problem extends far beyond the field of educational administration and the influence of teachers' societies.

The professional certificate or license to teach is also controlled by Departments of Education and is closely related to the academic requirements. Between 1935 and 1941 the professional standard of teachers rose steadily, as measured by trends of certification. In all provinces, except Prince Edward Island,

¹John H. Hardy, Teachers' Organizations in Ontario, 1939, p. 186. University of Toronto.

the number of teachers holding First Class certificates, or higher, increased, and the number holding Second Class certificates was reduced to zero.¹ For example, in Manitoba the net increase of practicing teachers holding First Class professional certificates between 1925 and 1945 was 899 or approximately twenty-two percent.² By 1944 Canadian standards had deteriorated, for in that year the Dominion Bureau of Statistics reported that there were 3,500 teachers working in classrooms with temporary certificates. The qualifications of persons entering the teaching profession in Canada in 1946-47 as compiled from information provided by all Provincial Departments of Education were found to be as follows:

- (a) 5,168 held no professional certificates.
- (b) 9,217 either held no professional certificate or had completed short programs of training.
- (c) 10,860 held no certificate, had completed short programs of training, or were grade X graduates.
- (d) 4,900 were grade XII graduates.
- (e) 6,570 had at least grade XI standing.
- (f) 8,213 had at least a grade X education.

In 1946-47 only 28% of those entering the teaching profession had a general education equivalent to that represented by senior matriculation.³

Conditions in Manitoba and Saskatchewan indicate the trend. For Manitoba the following table shows the proportion

¹Annual Survey of Education in Canada, 1935, p. 45.
and
Elementary And Secondary Education in Canada, 1938-40,
pp. 68-69. Dominion Bureau of Statistics, Ottawa, Ontario.

²Annual Reports of the Department of Education for the Province of Manitoba. Winnipeg, Manitoba.

³Standards in the Teaching Profession, Chapter V of the Report of the Canadian Education Association's Committee on the Status of the Teaching Profession, 1948.

of classroom teachers holding temporary certificates:¹

Table I

<u>Year</u>	<u>No. of teachers</u>	<u>No. teaching on permit</u>	<u>% permits</u>
1939	4457	0	0.00
1940	4497	21	0.47
1941	4491	129	2.87
1942	4484	389	8.67
1943	4402	575	13.06
1944	4354	641	14.70
1945	4353	654	15.00

For Saskatchewan the following table shows a similar situation:²

Table II

<u>Year</u>	<u>No. of teachers</u>	<u>No. teaching on temporary certificates</u>	<u>% permits</u>
1939	8617	0	0.0
1940	8798	0	0.0
1941	8882	0	0.0
1942	9041	479	5.3
1943	8483	1451	17.1
1944	8185	1950	23.8
1945	6867	1562	22.7
1946	7440	570	7.6

The shortage of professionally qualified teachers became apparent early in the Second Great War when teachers began to volunteer for service in the Canadian Armed Forces and train for technical work in industry. After the end of hostilities only a small percentage of demobilized teachers returned to the profession

¹Office of the General Secretary of the Manitoba Teachers' Society, June 1946. Winnipeg, Manitoba.

²Annual Reports of the Department of Education for Saskatchewan, 1939 to 1946 inclusive. Regina, Saskatchewan.

although their positions were held open for them.¹

Departments of Education have reluctantly resorted to expedients which provide teachers at considerable sacrifice of professional standards, and all across Canada are to be found teachers working in classrooms with little or no professional training. Teachers' organizations have protested such action on the part of Departments of Education, but recognized at the same time that under existing conditions there was little that could be done, or little that Provincial Governments were prepared to do to get at the root of the situation. In this connection the President of the Canadian Teachers' Federation said in an address to the 1944 Annual Convention:²

We have been tireless in our efforts to place before the citizens of Canada the seriousness of the teacher shortage and the deterioration of the teaching profession--a deterioration that set in before the outbreak of war owing to low salaries and poor working conditions. In 1939, enrolment in Normal Schools was already dwindling, and many graduates of training schools never taught, or taught only until business picked up. In 1943 Departments of Education, alarmed at the rapid disappearance of the fully qualified teacher, appealed to Selective Service to declare a closed season for the duration of the war, in their efforts to preserve the vanishing species.

The Saskatchewan Teachers' Federation speaks of the teacher situation as being grave due to the shortage of teaching personnel and lack of time for adequate training, and adds that "the three bodies mainly responsible for education in the Province must exert every energy and explore every possible field

¹The Canada Year Book, 1946, p. 1024. Dominion Bureau of Statistics, Ottawa, Ontario.

²President's Address, Minutes of the Twenty-third Conference of the Canadian Teachers' Federation, 1944.

to find efficient, well-trained and experienced teachers."¹

In its brief to the Royal Commission on Education, the Ontario Teachers' Federation dealt with all phases of education. These phases were divided into five sections and dealt with administration of the school system, educational finance, the pupil and the school teacher, and the school building. Concerning teacher training the brief says:²

In the interests of better education, teachers' qualifications should be raised. It is important that all teachers be adequately educated and highly trained. Training of elementary school teachers could well take the form of a university course, leading to a degree in education, and providing an academic and professional background adequate for the responsibilities which they must assume.

The brief is being used in planning the reorganization of the Ontario educational system, and is recognized as a contribution towards raising the professional status of Ontario teachers.

By the middle of the nineteenth century the normal school method of preparing teachers was definitely established in most European countries, in the United States of America and in Canada. The movement was supported by educational organizations and involved a change from the apprenticeship method to a professional basis of training. Departments of Education have been in control, but since the rise of professional teachers' organizations, the governing bodies, recognizing the close relationship between teacher training and professional status, have been pleased to convene with teachers' organizations, to discuss these matters.

¹Brief presented to the Provincial Cabinet at Regina, December 23, 1946. Office of the S.T.F., Saskatoon, Sask.

²A Brief to the Royal Commission on Education for the Province of Ontario. Presented by O.T.F., March 1946. p. 15.

Recently the Council of the Saskatchewan Teachers' Federation requested of the Department of Education a stricter adherence to certification regulations. It also urged that four-week courses for teachers at summer school be discontinued and that summer school courses be so devised that they will be acceptable as credits towards better certification.¹

Manitoba has provided the first residential Normal School in Canada with sufficient living accommodation to provide for Manitoba's normal replacement needs in the teaching profession. At the same time provision is made for students to work part time and to borrow money when necessary. In this way it is hoped that no student will be kept from professional training by lack of funds, and that each will be sure of a position when graduated.²

The Canadian Teachers' Federation at its 1946 convention enunciated a policy of representation of teachers on teacher training and certification boards. Recently the Board of Directors of the Canadian Teachers' Federation passed a resolution seeking collaboration with the Canadian Educational Association (C.N.E.A.) in establishment of a teachers' certificate acceptable in every province.³

One noteworthy achievement arising out of the interest Ontario teachers' associations have shown in teacher training is the part played by them since 1945 in teacher selection. When the College of Education of the University of Toronto formed its

¹The Bulletin of the S.T.F., Vol. XIII, No. 1, p. 22.

²The Canada Year Book, 1947, p. 279.

³Canadian Press Dispatch, Montreal, March 8, 1946.

committees of selection the Ontario Teachers' Federation was asked to send representatives to the meetings. Four of its members sat in on four parallel selection committees.¹

The close relationship between teacher training and professional status was stressed by a member of the Manitoba Teachers' Society when he was president of the Canadian Teachers' Federation. He said in part:

As a teachers' organization we can never overemphasize the importance of high standards for the training of teachers. The stability and welfare of our profession depends on it; for low standards of teacher training mean in the long run poor teachers, low salaries and lack of social prestige. From the far more important standpoint of educating citizens for life in a democratic society, they may mean national disaster.²

Educators are in general agreement that the improvement of education depends largely on the proper selection and training of teachers. "Teachers should be trained as well as (medical) doctors." Those to be trained should be carefully selected to study a curriculum attuned to the needs of modern education, and have adequate opportunity for practice in teaching and in community leadership.³ Teachers' organizations are constantly pressing the importance of well conceived training;⁴ but at the same time are of the opinion that opportunity for selection will

¹The Bulletin of the O.S.S.T.F., February 1946, p. 30. Toronto, Ontario.

²Floyd Willoughby, Teacher Training Trends, The Manitoba Teacher, Volume 24, No. 4, 1946, p. 20. Winnipeg, Manitoba.

³Ernest O. Melby, Dean of the School of Education, Annual Report to the Chancellor of New York University, 1947, p.2. New York.

⁴Brief presented to the Saskatchewan Provincial Cabinet by the S.T.F., December 1947, p. 2. Office of S.T.F., Saskatoon.

not come unless sufficient economic returns make it worth while for the student of high calibre to choose education as a vocation. The majority of educators have come to believe that a strong organization is one of the best means of raising the professional status of the teacher to the necessary high level.¹

One of the main contributions teachers' associations have made and are continuing to make towards improved professional status is the general practice of encouraging in-service training by fostering and conducting conventions, institutes and study groups. Twenty years ago the annual convention was under the control of the Department of Education, and the organization conducting the convention was usually the general Educational Association of the province concerned.² Membership in these organizations was open to any person interested in education and was not limited to practicing teachers.³ Since the end of the First World War the professional teachers' associations have been assuming the responsibility of these annual gatherings. This has resulted in the absorption, in several cases, of the former type of educational organization by the more active professional organizations.⁴ General educational organizations did a great

¹Trends in Education, 1944; A Survey of Current Educational Developments in the Nine Provinces of Canada and Newfoundland. Canada and Newfoundland Education Association, p. 8. Toronto, Ont.

²Constitutions of the Educational Associations in British Columbia, Alberta and Saskatchewan.

³Ibid.

⁴I. Kandel, Teacher Organizations in Canada, The Educational Yearbook, Teachers' College, Columbia University, 1935. New York.

deal of valuable work during the beginning of the century. Two remain active--the Ontario Educational Association and the Manitoba Educational Association. There is a third--the Canada and Newfoundland Educational Association (Canadian Education Association) which functions in a different manner from either of the other two.^x In the case of the first two the work of the provincial teachers' federations takes a prominent place on the agenda of the annual provincial conventions. The annual business of the federations is conducted at this time. The general associations usually provide the inspirational speakers at these conventions.¹ Such well known educationists as Dr. E. Cubberley, Dr. Bobbit, Dr. D. S. Woods, Dr. Wallace and Dr. F. N. Freeman have addressed some of the conventions.

Teachers' associations in all provinces are now placing increased emphasis on the small fall conventions held in each

^xOntario Educational Association--Founded 1861. Annual meetings held Easter week. Four departments are--Public School Department, Supervising and Training Department, College and Secondary Department, Ontario Trustees' and Ratepayers' Association. Official publication "The Canadian School Journal," monthly.

Manitoba Educational Association--Founded 1909. Membership about 2000. Annual conventions held at Easter.

The Canada and Newfoundland Education Association--Founded 1892 as a Dominion Education Association, later known as Canadian Education Association. Primarily a medium of exchange among officials of provincial Departments of Education, although membership is open to educators of other categories. Newfoundland affiliated in 1938. Biennial conventions. Secretary is Dr. Charles Phillips. A Canadian Council for Educational Research was established in 1938-39 on the initiative of the Association together with the C.T.F., with financial support from both, as well as the Carnegie Corporation of New York. The first grants in aid were given for research purposes in October 1939.

¹See 1946 programmes of the Annual Convention of the Ontario Education Association and the Manitoba Education Association.

inspectorate, school division or unit. These annual gatherings are proving ideal for in-service training as they encourage full teacher participation in the discussion of professional problems--whether technical or dealing with the business of the organization. They are operated by the teachers with some guidance provided by Department of Education officials, and have made teachers feel that they belong and bear some responsibility for the broader aspects of their profession. The same idea is carried further in the still smaller and more intimate meetings of the institutes and study groups.

Teachers' institutes are American in origin and credit is usually given to Henry Barnard for establishing the first one at Hartford, Connecticut, in 1839. In Canada they appeared shortly after 1840, when they developed in Ontario with the support and encouragement of Egerton Ryerson.¹ As a teacher training device they preceded normal schools or paralleled their development. They were supported voluntarily by teachers because of the help received in solving classroom problems. The institute furnished an opportunity for unifying and solidifying the teaching profession, and as a forerunner of teachers' associations they were a force in initiating reforms and improving teacher status. As other means of teacher training developed and teachers became more proficient, the institute gradually declined. They were revived later in Ontario, where they received government grants, and their work continued to be

¹Hodgins, J.G., Documentary History of Education in Upper Canada, Toronto, Warwick, 1894-1910, Volume IV, p. 190.

important.¹ Some of its functions continued to be a part of the activities of formal teachers' conventions. Since the close of World War II institutes, as in-service professional training devices, have been revived, particularly in Saskatchewan, where they are being used to strengthen, as far as possible, the teaching abilities of untrained or partly trained teachers. The present procedure is to organize the teachers in an inspectorate or superintendency into institutes under the guidance of an official of the Department of Education, who receives the support and co-operation of the central teachers' organization. The institutes meet several times a year at convenient centres, and with the help of school inspectors and supervisors, study problems relating to the district, teachers, pupils and the formulation of attainable objectives. In addition to meeting a current basic need they are proving a means of promoting professional growth and improved teacher status.

Teachers' locals, of which there are usually from five to ten in an inspectorate or school division, serve the purpose of bringing every teacher into contact with the business and professional aspects of his organization through frequent participation in discussions concerning classroom techniques, salary schedules, proposed superannuation act amendments, reports from the central office of the provincial organization, and local

¹Ontario Teachers' Institutes held between the years 1912 and 1937 inclusive (1938 Annual Report, p. 122):

1912 -- 83	1927 -- 99	1937 -- 103
1917 -- 94	1932 -- 109	1940 -- -
1922 -- 95	1936 -- 88	

community activities.

Teachers actively support their professional status by making use of in-service training opportunities other than those of the convention and study group type. Such self-effort is doubtless undertaken because of mixed motives--such as a wish for personal advancement, the desire to become better qualified academically and professionally and certificate requirements as regulated by Departments of Education. One of the chief means of obtaining in-training in Canada has been the summer school, to which many teachers have gone to improve their standing and obtain refresher courses. Of all the professions in Canada, education is the only one requiring and conducting in-service training for its members. During the Second World War in-training of teachers suffered¹ and there was a falling off in attendance at these sessions. In Ontario, Nova Scotia and New Brunswick summer-school sessions for in-service training of teachers were suspended for four years. This emergency measure was looked upon as harmful and the hope was expressed by educational groups that some measures would be taken to repair the damage.²

The various publications and bulletins of the provincial associations are also agencies for in-service training with

¹The Canada Yearbook, 1946, p. 1024. Dominion Bureau of Statistics, Ottawa, Ontario.

²Trends in Education, 1944; A Survey of Current Educational Developments in the Nine Provinces of Canada and Newfoundland. Canada and Newfoundland Education Association, p. 13. Toronto, Ontario.

special emphasis on the improvement of professional status.¹ Within their covers they contain editorials, articles of general and inspirational nature, official reports, news of outside federation activities, current history, discussion of methods, suggested classroom aids, articles by well known educators,² letters to the editor, reports of the activities of teachers' locals and reviews of the more recent educational books and publications.

The growing interest in professional codes of ethics is an indication of a change of attitude within the profession concerning its status.³ This interest is not limited to teachers nor did it originate with them. For centuries the Hippocratic oath has been subscribed to by members of the medical profession, and lawyers have had written and unwritten codes for many years. Similarly the members of the teaching profession have discussed ethical codes ever since professional ideals prompted organized action. The attempts to formulate acceptable codes have been meeting with success in recent years. Codes of ethics for teachers are considered as guides that are not mandatory in themselves but may be related to any disciplinary powers enjoyed by provincial organizations.⁴ These codes are formulated and

¹Appendix C. List of publications of teachers' associations.

²S. R. Laycock, What Kind of Teachers Do We Need? Bulletin of the Saskatchewan Teachers' Federation, Vol. XIV, No.2, February 1948, p. 11. Saskatoon, Saskatchewan.

³Appendix L. Extracts from Constitutions and Codes of Ethics of Teachers' Organizations.

⁴Amendment, February 1948, The Teaching Profession Act, Statutes of Saskatchewan, Regina, Saskatchewan.

accepted by provincial teachers' associations and by the Canadian Teachers' Federation. The C.T.F. encourages each provincial organization to "adopt and enforce a code of ethics to ensure high standards of professional service among its members."¹ In the United States the National Education Association saw fit to adopt a code in 1929 and revise it in 1941.² The codes embody a more or less detailed interpretation of the most suitable and necessary professional and personal ethical standards to be practised and incorporated into the life of a teacher if he wishes to be successful and respected. They can be very valuable contributions to the improvement of the professional status of teachers.

The code of the British Columbia Teachers' Federation serves as a guide and nothing in the code is to be interpreted as denying to the teacher those rights and freedoms which properly belong to him as an individual.³

The Alberta Teachers' Association has a code coupled with a "Declaration of Principles," both of which are guides for the members of the Association. The object of both is the uplift of the profession and the elevation of professional

¹Professional Ethics, The Canadian Teachers' Federation National Policy, adopted August 1946. Office of the Canadian Teachers' Federation, Ottawa, Ontario.

²W. P. King (chairman), A Tentative Code of Ethics, The Journal of the National Education Association, XXX; 1941-42.

³Code of Ethics of the British Columbia Teachers' Association. Office of the B.C.T.A., Vancouver, B.C. (See Appendix L, Extracts from Constitutions and Codes of Ethics of Teachers' Organizations.)

morality.¹ In addition to these codes the Teaching Profession Act, as amended in 1941, gives, through the medium of its by-laws, a very real power for the disciplining of the members of the Association. If on investigation the accused member is found guilty of unbecoming or unprofessional conduct or otherwise, the Executive Council of the Association may expel or suspend the member from the Association of which he is a member as a condition of employment as a teacher, and advise the Minister to suspend or cancel the certificate of such a person. If found guilty he is also liable to a fine not exceeding twenty-five dollars and costs of action.²

The Saskatchewan Teachers' Federation has adopted a code of ethics which is to be used by its members as a guide to professional behaviour. Recently the Teaching Profession Act was amended to provide disciplinary powers over the membership of the Federation, such powers to be used by the elected representatives of the Federation in passing judgment on unethical conduct on the part of its members.³

The Manitoba Teachers' Society is developing a code of ethics which may be used by its members in governing their relations with each other. The Teaching Profession Act makes provision for the investigation of complaints by the Provincial

¹Code of Etiquette and Declaration of Principles, 1946, of the Alberta Teachers' Association. Office of A.T.A., Edmonton.

²The Teaching Profession Act and By-Laws Relating to Discipline; Statutes of Alberta. Edmonton, Alberta.

³The Teaching Profession Act, 1948 amendments; Statutes of Saskatchewan. Regina, Saskatchewan.

Executive of the Society regarding the professional conduct of any members. After such investigation the Executive may make recommendations as it sees fit to the Minister of Education for his consideration.¹

The Ontario Teachers' Federation has adopted a somewhat detailed code and includes in it statements concerning conduct which is considered professional and unprofessional for teachers, and likewise what actions taken by school boards may be considered ethical or unethical. There are Relations and Discipline Committees which deal with matters requiring assistance for satisfactory settlement. These committees act when appealed to, and guide teachers in professional relations when necessary.²

Power to make the code is given under the Ontario Teachers' Federation Act.³ The Regulations made under this Act provide that in the case of reported unprofessional conduct by any member, the secretary, on instruction from the president or another member of the Executive designated by him, may transmit the information received to the Minister, to the chairman of the board of trustees, to the member and to the affiliated body concerned.⁴

¹The Manitoba Teachers' Society Act, 1942, Section 17, Statutes of Manitoba. Winnipeg, Manitoba.

²Code of Ethics, 1946. Office of the Ontario Teachers' Federation, Toronto, Ontario.

³An Act to Provide for the Establishment of the Ontario Teachers' Federation; Statutes of Ontario. Toronto, Ontario.

⁴Regulations made under the Teaching Profession Act for Ontario, 1944, Section 14. Statutes of Ontario.

The Teaching Profession Act of the Provincial Association of Protestant Teachers of Quebec makes provision for disciplining its members according to a Code of Ethics included in the By-Laws of the Association.¹

The New Brunswick Teachers' Association makes provision in its By-Laws for a Committee on Ideals, Practice and Professional Status which is responsible for the promotion of organized effort on the part of the Association to inspire its members with high ideals of service and to encourage the adoption of effective educational practice.²

The Prince Edward Island Teachers' Federation has not finally adopted a Code of Ethics, but has a committee working on a code preparatory to bringing in a report.³

The Nova Scotia Teachers' Union has still to develop a Code of Ethics and the constitution does not provide for such a code.⁴

All these codes of professional ethics have been introduced by the efforts of teachers' associations and are accepted by the teachers and provincial governments as valuable aids towards raising the professional status of teachers. Full conscious implementation of the codes remains to be achieved, in Saskatchewan

¹An Act to Amend the Charter of the P.A.P.T. of Quebec, 1945, Section 2(e). Statutes of Quebec. Quebec, P.Q.

²By-Laws, New Brunswick Teachers' Association, 1943. Office of the N.B.T.A., Fredericton, N.B.

³Constitution of the Nova Scotia Teachers' Union. Office of the N.S.T.U., Halifax, Nova Scotia.

⁴Minutes of the Executive Meeting of the Prince Edward Island Teachers' Federation, January 26, 1946. Charlottetown, P.E.I.

at least, for the S.T.F. reports that "The end of the fall term this year (1947) found scores of teachers terminating their contracts in a very flippant and high-handed manner and without due consideration to their legal contract, to their obligations to the boys and girls in the school and to their profession."¹

The ability and willingness of teachers' organizations to participate in and contribute to educational reform is fully recognized by Departments of Education, which now seek co-operation in such matters as curriculum revision, choice of textbooks, educational surveys and formation of educational policy. Departments of Education understand that their policies can become really effective only when supported by professional teachers' associations. The President of the P.A.P.T. of Quebec summed up the association's attitude towards education as a professional service by saying that its efforts should be continued towards providing a core from which educational policy may be developed, by encouraging adaptability of professional service, establishing standards and maintaining integrity and enthusiasm.²

Teachers' societies have been particularly active in the work of curriculum revision. In British Columbia the Department of Education sought the co-operation of the B.C.T.F., and subject committees were chosen on which experienced teachers served with

¹Terminations of Contract, Central Office Report of the Saskatchewan Teachers' Federation, February 1948. The Bulletin of the S.T.F., Vol. XIV, No. 2, p. 9. Saskatoon, Saskatchewan.

²The Teachers' Magazine of the P.A.P.T. of Quebec, Volume 26, No. 129, 1945, p. 14. Office of the P.A.P.T., Montreal, Quebec.

officials of the Department. In making reference to this type of work the General Secretary of the Federation said:

The Department of Education in setting up the numerous committees and sub-committees, included a large number of 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 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 credit belongs to the teachers who have given such valuable aid.¹

Teachers' organizations in other provinces have given similar assistance. In Ontario, between 1931 and 1935, the three teachers' associations worked on an Educational Survey suggested by the Public School Men Teachers' Federation, for the purposes of curriculum revision. In 1938 and 1939 the Saskatchewan elementary school curriculum was revised with the help of teacher committees. At the present time this Province has the secondary school curriculum in the process of revision, the first part of which went into effect in 1946. The chairman of the Department of Education curriculum committee was and is the chairman of the Saskatchewan Teachers' Federation curriculum committee.

In Ontario, teachers' organizations have maintained contacts and relationships with the government, Department of Education and all groups interested in education. The immediate past president of the Ontario Teachers' Federation states that:

¹Report of the British Columbia Teachers' Federation to the Canadian Teachers' Federation, 1947. Office of the Canadian Teachers' Federation, Ottawa, Ontario.

²Office Records of the S.T.F., 1945. Saskatoon, Sask.

The O.T.F. is the official medium for all our contacts with the Department of Education. Here we report cordial co-operation. During the year numerous consultations between the Executive of the O.T.F. and officials of the Department were held. We did not always get what we asked for, but in all cases the Minister and his officials did give courteous attention to all our suggestions and requests. At the first anniversary luncheon of the O.T.F. ---- Premier Drew (Minister of Education) expressed the hope that it might be the beginning of an era of close co-operation and real accomplishment. He promised that the Department would be seeking advice of the Federation, and would at all times welcome the suggestions of the teaching body.¹

Considerable co-operative committee activity takes place between Ontario educational groups as reported by the President of the O.S.S.T.F. in 1945: "More recently a joint committee of trustees, teachers and Departmental officials has been sitting down to discuss such matters as regulations, supervision and the Board of Reference. In this joint action we see much hope for the future, for we are confident that around a conference table many of our mutual problems can be solved."²

In Alberta a similar inter-committee relationship prevails between the Alberta Teachers' Association, the Department of Education and other educational groups. In January of 1946 the A.T.A. and the Alberta Trustees' Association called a joint conference of province-wide organizations interested in educational matters.³ Fifteen organizations were represented when

¹The Bulletin of the Ontario Secondary School Teachers' Federation, Volume 26, No. 1, p. 7. Toronto, Ontario.

²Ibid., p. 7.

³Organizations represented were: The Alberta Association of Municipal Districts, The Union of Alberta Municipalities, The Adult Education Association, The Alberta Federation of Home and School Associations, The United Farmers of Alberta, The Alberta Federation of Agriculture, The Alberta Federation of Labour, The

the meeting convened. A brief, "Alberta as Educator," had been prepared by the Alberta Teachers' Association and the Trustees' Association and was submitted to the convention. The discussion of the brief resulted in the adoption of a considerable number of resolutions. Hope was expressed that the decisions arrived at by the meeting would serve as one means of informing the Alberta Government concerning public opinion in respect to educational finance and the standards of education in Alberta.¹

In recent months a world-wide educational organization has developed as a part of the United Nations organization. When the United Nations Conference was held in San Francisco it was agreed that a conference on educational and cultural matters would be held in London. This meeting took place in November 1945, at which were represented educational leaders from forty-four nations. Canada was represented by the Secretary of the Canadian Council of Education for Citizenship, Dr. J. E. Robins. Out of this meeting grew the United Nations Educational, Scientific and Cultural Organization--U.N.E.S.C.O. A charter was agreed on which was to come into force when ratified by twenty nations. The basis of the structure consists of:

- (1) The General Conference, comprising five delegates from each country;
- (2) The Executive Board, comprising eighteen delegates selected from the General Conference; and
- (3) The Secretariat,

Canadian Legion (Alberta Branch), The Imperial Order Daughters of the Empire, The Alberta School Trustees' Association and the Alberta Teachers' Association.

¹The A.T.A. Magazine, Volume 26, No. 5, p. 14.
Office of the Alberta Teachers' Association, Edmonton, Alberta.

headed by a Director-General and a staff. The first General Conference was held in Paris during November 1946. Delegates from forty-four nations attended, thirty-three of which had ratified the constitution. The Canadian Teachers' Federation was represented by Dr. F. Willoughby who had been appointed by the Dominion Government on the recommendation of the C.T.F. The central purpose of the organization is "to use, protect, increase and disseminate the education, culture and science which can be reasonably expected to contribute significantly to the peace and security of mankind - - -."¹ The way is thus being opened for Canadian Teachers' associations to exert an influence on those problems which underlie world misunderstandings of political and economic issues; but before this can be done it will be necessary for the Dominion Government to appoint its proposed commission and charge it with the responsibility of translating into action Canada's part of the U.N.E.S.C.O. program. To this end the constitution of the U.N.E.S.C.O. requires that, "Each member state shall make such arrangements as suits its particular conditions for the purpose of associating its principal bodies interested in educational, scientific and cultural matters with the work of the organization, preferably by the formation of a national commission broadly representative of the government and such bodies."²

¹F. Willoughby, U.N.E.S.C.O. - W.C.T.P., Report to the Annual Convention of the Canadian Teachers' Federation, 1947. Office of the C.T.F., Ottawa, Ontario.

²Constitution of the United Nations Educational, Scientific and Cultural Organization, Article VII.

The second General Conference held in Mexico during November 1947, adopted resolutions furthering the objectives of the organization, passed a budget for the coming year of \$7,682,637, and arranged to hold seminars in three or four countries during 1948.¹ At this Conference an International Teachers' Charter was proposed by the delegation from France. The purpose of the Charter is to ensure that the principles of equality of color, sex and religion should always operate in the teaching profession. The proposal was adopted by the budget and program committees which recommended the drawing up of such a convention after consultation with the professional associations of each country.

These developments and proposals are similar to those made in 1943 by the Reconstruction Committee of the Canadian Teachers' Federation, which worked under the chairmanship of Dr. E. Floyd Willoughby of Manitoba.² They are likewise related to the proposed activities of the World Organization of the Teaching Profession, which held its first conference in August 1946, at Endicott, New York, on the invitation of the National Education Association of the United States. Dr. Willoughby was

¹A seminar was held at the University of Maryland, College Park, Maryland, U.S.A., during midsummer 1948. Henry Janzen, Director of Curricula, Department of Education for Saskatchewan, was the Canadian representative nominated by the Canadian Education Association and ratified by the Canadian Teachers' Federation. Other seminars were held at the same time in Paris, Prague, London, and New York.

²Report of the Reconstruction Committee of the Canadian Teachers' Federation, August 1943. Section B. Office of the C.T.F., Ottawa, Ontario.

one of the Canadian representatives at this conference. The new organization proposed a draft constitution and suggested a program for teaching international understanding in the schools of the world. So far the development of the World Organization of the Teaching Profession seems uncertain.

The third Conference of UNESCO was held in the ancient city of Beirut, Lebanon, where the delegates from forty-four countries continued in their purpose of trying to remove global misunderstandings. The setting for the Conference was somewhat unfortunate because of the military activities in progress, and the projects reported on were vague and inconclusive. It is apparent that so far no tangible result of sufficient importance has yet been produced which would cause the people of the world to believe that progress is being made in the solution of the problem implied in the slogan: "Since wars begin in the minds of men, it is in the minds of men that the defences of peace must be constructed."

Dr. Jaime Torres Bodet, Foreign Minister of Mexico, was chosen to replace Julian Huxley as Director-General of UNESCO. He assumes his duties in Paris at the beginning of 1949. He is an author, a former Minister of Education for Mexico, organized a system of public libraries throughout Mexico, and in 1943 initiated a campaign against illiteracy in his country. He now has a heavy task before him, for if UNESCO is to fulfil the hopes of its founders and supporters, cool, practical action is necessary, with no tendency on the part of its officers to avoid the very issues which need to be faced squarely.

It is by initiating, supporting and taking part in all the activities discussed in the foregoing analysis that teachers' societies have added to the stature of their profession. The results are seen in improved methods of coping with the problems of the classroom, the expanding curricula which have become necessary to meet the increasing demands for knowledge and technical training in a scientific age, and a widening interest in social welfare and government. The increasing extent to which the classroom is assuming its part in forwarding these changes is a measure of the improving professional status of educationists. The professional load has tended to increase during the past twenty-five years, and this increase has been so gradual that the total change is difficult for the layman to grasp. Even though the enrolment in elementary schools has decreased slightly there has been increased administrative work, more co-operation with home and school agencies, the assumption of obligations which were formerly considered the duty of the home, more guidance activities and increasing demands for a more "professional" approach to the work of education.

At the secondary level there has been a marked increase in enrolment and this, coupled with administrative demands, the advances in techniques of instruction, a diversified curriculum and more extra or co-curricular activities has greatly increased the professional load of the secondary teacher.

The broadening of the objectives of education has been met by an increased public appreciation of the situation, more work on the part of the teacher and an improvement in professional

status to which teachers' organizations have contributed. Teachers look forward to the day when their work will rank, in the eyes of the public, with that of the medical profession so that all their energies may be directed to the full use of the tools of their profession for the welfare of their clients.

CHAPTER VIII
CONTRIBUTIONS TO THE IMPROVEMENT OF
SOCIAL AND POLITICAL STATUS

Social status is a very real thing in the lives of most people. Its meaning varies from country to country and even from district to district within any one country. The methods used for achieving any particular position in the social scale of life are conditioned by the meaning and value which that position has for the individual. The values are relative and connected with satisfactions derived from human relations. Such qualities are difficult to measure, but for practical purposes are estimated, where possible, in terms of a mixture of quantitative and qualitative attributes such as financial position, provision for retirement, worldly possessions, nature of vocation, family connections, racial background, locality of the home, school attended, religious affiliation, forms of entertainment, interest in local organizations, methods of utilizing leisure time, and whether or not the person is an office-bearer in clubs and community enterprises.

During the pre-Christian era, Grecian civilization gave full place to learning and art as valuable social graces, but did not give corresponding appreciation to the primary school teachers responsible for the transfer of knowledge to the sons of the aristocratic classes. Epicurus tells us that to call a man a

schoolmaster was to abuse him, and if a man were missing from duty it was said that "Either he is dead or has become a schoolmaster." We have inherited all the influences of Greek civilization, and in some respects it is recognized that the teaching profession as a whole has been hindered by the carry-over of the former unfavourable attitude of society towards the "grammatist." The effect of this ancient influence is merely one of the factors--others, more serious, are modern. Before the middle of the nineteenth century education of the masses was not considered to be important, and was even looked upon as something to be prevented. The early elementary school teacher was expected to impart only a knowledge of the three R's, and this without professional training. Payment for service was very low and this reflected the attitude of society towards elementary teachers. During the middle of the nineteenth century the British Parliament considered the position of the elementary school teacher as one very low in the scale of social and economic values. Elementary education was held in such low esteem that the work of teaching children had no attraction for persons of ability and ambition. The same was true at this time in the United States¹ and Canada. In describing the early schools of the United Empire Loyalists in Huntingdon County, Quebec, Sellar said,

The schools of these early days were uniformly bad. When a man was too lazy or too weak to wield an axe he took to teaching without the slightest regard to his qualifications

¹W. S. Elsbree, The American Teacher (American Book Company, 1939), pp. 83, 84, 116, 121.

for the position. Men who could not read words of many syllables and whose writing was atrocious were installed as masters of schools. Worse than their ignorance were the bad habits that characterized the majority, for drunkenness was common, and a teacher seen without a quid of tobacco in his mouth while setting copy was exceptional.¹

The attitude of the public towards the schools and school teachers of these early days may be judged by a paragraph from an editorial appearing in a New England newspaper about the time of the American Declaration of Independence:

Now for Schoolmasters: In the ship Paca arrived at Baltimore in five weeks from Belfast and Cork, are imported and advertised for sale in the Maryland Journal, various Irish commodities among which are schoolmasters, beef, pork and potatoes.²

These early teachers worked under the poorest conditions-- in crude buildings and without text books or other equipment. The social status of a person occupying such a position can not be considered attractive according to modern standards.

Higher education was never held in such low esteem by the public, for it often received the protection of a patron. Higher learning became linked with the early Christian church and survived under her protection until it began to expand as a function of the state. So, those working today within the cloistered halls of a modern university may feel at times that perhaps full value is not always given for value received.

In the twentieth century the teaching profession still

¹R. Sellar, History of Huntingdon, Chateaugay and Beauharnois, an excerpt found in Canada and Its Provinces, (edited by A. Shortt and A.G. Doughty) 1914, Vol. 16, p. 462. Glasgow, Brook and Company, Toronto, Ontario.

²From an address delivered in Calgary by Dr. E. F. Willoughby, President of the Canadian Teachers' Federation, 1945.

suffers from remnants of unfavourable attitudes built up in certain members of society by the influence of former conditions of which they may be ignorant, or at least have not attempted to analyse. The schoolmaster may still find himself looked upon as a "man among boys and a boy among men" even though the large part played by the school and its teachers in winning the recent war should have done much to dispel the last vestiges of that unflattering attitude. It is well known that during the years of World War II large numbers of teachers left the classrooms to serve their country in the armed forces, with the result that "a shortage of qualified teachers began shortly after the opening of hostilities and became continuously more acute as more teachers joined the Armed Forces."¹ These ex-teachers were to be found in all branches of the services, particularly in the training schools operated under the British Commonwealth Air Training Plan. "The technical training of a Navy personnel of more than 96,000, an Army personnel of more than 650,000 and an Air Force personnel of more than 220,000 has been in reality an educational enterprise of great proportions."² Educational work in the Services has not been only technical in character; provision was made for general education in the Navy by the establishment of a Department of Naval Education in 1941, in the Air Force by an Education Section established in 1942, and by a

¹The Canada Year Book, 1946, p. 1023. Dominion Bureau of Statistics, Ottawa, Ontario.

²The Canada Year Book, 1945, p. 1058. Dominion Bureau of Statistics, Ottawa, Ontario.

Directorate of Army Education in 1943.¹ J. W. Noseworthy, M.P., observing the calls made upon teachers in the recent war effort, indicated that teachers had a real opportunity to demonstrate their versatility. He said,

Before the war (1939-45) teachers were never taken seriously. They were regarded as impersonal beings, removed from the main stream of life. Their opinions were seldom asked or taken. The public has always been reluctant to recognize the value of the teacher's work and has paid in a very niggardly fashion for those services. The war is giving us the greatest opportunity of demonstrating that teachers are not recluses, - - - of laying to rest the myth that "Those who can, do, and those who can't, teach - ."²

Present day teaching in Canada has certain vocational advantages which were not characteristic of the profession fifty or more years ago. Its members have privileges such as the opportunity to do socially useful work involving a continuous series of challenging problems, opportunity for growth and the satisfaction of wide interests, development of self-control, a vacation sufficiently long to permit travel, and the work of teaching is done in relatively pleasant and comfortable surroundings with opportunity for congenial personal relationships. On the other hand some of the less attractive features are pressure of work, under payment, indifferent security of tenure, puritanic restrictions on the out-of-school activities, aloofness on the part of the general public and constant association with immature minds.

The methods used by Canadian teachers' associations to

¹The Canada Year Book, 1945, p. 1058. Dominion Bureau of Statistics, Ottawa, Ontario.

²The Educational Courier, April 1943, p. 16. Office of the Ontario Teachers' Federation, Toronto, Ontario.

improve the social status of teachers are necessarily indirect, and are related to the development of proper public relations, the sponsoring and support of community and educational activities, and an over-all improvement in the other forms of status. In brief, any activity which improves the efficiency and welfare of the profession is reflected in improved social status. How do teachers and their organizations hope to influence consciously these factors which enhance their profession in the eyes of society? The Federation of Women Teachers' Associations of Ontario has a Status Committee which studies ways and means of improving the attitude of the public towards the profession.¹ It frankly encourages teachers to be worthy of the growing responsibility, Dr. E. Stanley Jones said,

Teachers direct the world. By their insight and sympathy they help their students to the transformation which will enable them to advance through the stages that bring maturity. Teachers are, therefore, the greatest and most formative power in the history of man.²

Many such tributes have been paid to the profession from the public platform and by the press, but that has not made teachers avoid self-criticism. Woodrow S. Lloyd, as president of the Saskatchewan Teachers' Federation, stated, "I tell you frankly that teachers in the past and today have far too frequently considered themselves a group apart, and have treated their problem as the whole plague rather than as something

¹Dr. E. Stanley Jones, Address to Montreal Teachers, The Teachers' Magazine of the Provincial Association of Protestant Teachers of Quebec; Vol. XXVI, No. 129, Dec. 1945, p.22.

²President's Address to the Council of the Saskatchewan Teachers' Federation, December 1942. Office of the S.T.F., Saskatoon, Saskatchewan.

emanating from an unhealthy condition of society."¹ In such ways our educational leaders point out to the profession that its members may have been models of rectitude and willing workers in civic, social and church activities, but not effective leaders in citizenship. It is well to remember Cassius' reply to Brutus, "The fault, dear Brutus, is not in our stars, but in ourselves, that we are underlings."

As the associations gained strength there was an increased consciousness on the part of teachers of their status as members of a community, and a partial retreat from their timid attitude, as exemplified by the increasing number of resolutions and briefs submitted to provincial governments, the Dominion Government and to Royal Commissions. The records of provincial teachers' organizations show that they all submit briefs to their respective governments, at least once and sometimes twice a year. These briefs are the expression of the wishes and advice of the teachers and are based on policies which have been developed and are developing as a result of the continuous study of teaching problems. Briefs are also submitted to Royal Commissions as in the case of the Rowell-Sirois Commission. The Manitoba Teachers' Society submitted its 1944 convention resolutions and a prepared brief to the Special Select Committee of the Legislative Assembly on Education.² Similarly the Ontario Teachers' Federation submitted

¹President's Address to the Council of the Saskatchewan Teachers' Federation, December 1942. Office of the S.T.F., Saskatoon, Saskatchewan.

²Report of the Special Select Committee of the Manitoba Legislative Assembly on Education, 1945, p. 6. Winnipeg, Man.

a comprehensive brief to the Ontario Royal Commission on Education. In its thirty page brief the Federation dealt with all the aspects of the Ontario education system and made definite recommendations. This exceedingly important piece of work might almost be termed the teachers' chart for education in Ontario.¹

The preparation of such briefs involves a large amount of study and time and their skilful preparation and presentation is one of the factors improving the status of teachers in the eyes of those who are able to appreciate such activities. Such public tributes as mentioned above bear testimony to this recognition; but there still remains the necessity of arousing a similar educational consciousness in the mind of the general public. This is difficult, but its importance is recognized and is shown by the increasing extent to which the school is becoming engaged in community activity. Schools have successfully sponsored public entertainment, parent-teachers' clubs, Red Cross drives, the sale of War Savings stamps during the recent war, milk for Britain contributions, parcels for Britain, and so on. Properly conducted, success in such projects improves the social status of the community school; improperly conducted, the community tends to make work-horses out of willing teachers, with the result that there is no gain in mutual respect between teaching staff and community. The successful stimulation of public interest in educational projects is productive of mutual respect. School and home clubs have opened up new possibilities and under capable leadership are

¹A Brief presented to the Royal Commission on Education by the Ontario Teachers' Federation, March, 1946. Office of the Ontario Teachers' Federation, Toronto, Ontario.

productive of good understanding between the school and the community.¹ Publicity is used to inform the public of the activities of teachers' associations and is conducted through the press, educational journals and the official magazines of the associations. The Education Week programme sponsored each November by the Canadian Teachers' Federation has received favourable press comment and the helpful co-operation of community leaders and the Canadian Broadcasting Corporation and affiliated stations.

The efforts of teachers' associations to stimulate and guide public interest in educational matters are effective in helping society to understand that education is not a flower which will grow vigorously in any soil if left to itself, that it will wilt and degenerate if untended, and that its teachers require satisfactory social status in order to give their best services.

Politically it has been the usual practice for teachers' associations to refrain from exerting any direct influence on the electorate. This attitude is yielding to the belief that educated men and men of ideas are more necessary to a popular political movement than to any other political process, and to the thought that the common man can exist politically only through the devotion, guidance and services of educated men. This gradual change of attitude on the part of some of our teachers' associations does not mean that they admit of party affiliation as a

¹The Secretary, Home and School Association, Saskatoon, Saskatchewan.

body--they do not--but rather, that they are favourable to the idea of their members, as individuals, participating in civic and political activity, and using their rights as informed citizens to influence political trends of thought. This approach has educational and political implications, for as Dr. Harold Rugg said,

We believe, moreover, that to guarantee maximum understanding, the very foundation of education must be the study of the actual problems and controversial issues of our people. There is no way by which the democratic principle of consent can be carried on other than that of the parliamentary discussion of issues. - - - - To keep issues out of the school, therefore, is to keep thought out of it; it is to keep life out of it. - - - - To study government effectively they must take part in governing.¹

In Great Britain the National Union of Teachers and the Scottish Educational Institute actively sponsor the election of representatives to Parliament, but place no restriction on the candidates in the matter of political affiliation. No similar action is taken by teachers' organizations in Canada, although in two provinces there has been a strong tendency for teachers to actively support their provincial governments on a party basis.^x In Saskatchewan teacher influence was largely responsible for the passing of the Larger School Units Act,² and the recent revision

¹Dr. Harold Rugg, Education and the North American Democratic Way of Life; Radio Address, Edmonton, April 15, 1941. Reported in the A.T.A. Magazine of the Alberta Teachers' Association, Volume XXI, No. 9, p. 11, May 1941. Office of the Alberta Teachers' Association, Edmonton, Alberta.

^xAlberta--Social Credit Government in power, 1944 - .
Saskatchewan--Co-operative Commonwealth Federation
Government in power, 1944 - .

²The Larger School Units Act, 1944. Statutes of Saskatchewan; Regina, Saskatchewan.

of the Teaching Profession Act to give the Saskatchewan Teachers' Federation disciplinary powers over its members.¹

Many leading educational authorities question the wisdom of teachers in their collective capacity entering the field of party politics. It has been observed, however, that any tendency in that direction has been aroused and stimulated by poor social, economic, professional and legal status; and further that this change of attitude is most noticeable in Alberta and Saskatchewan, where, owing to economic depression and drought, teachers were targets for economy of expenditure.

These conditions have stimulated teachers to use, in a small way, what means of redress they can, and many of the leaders in teachers' associations have turned to politics. In Alberta there are three teachers in the Cabinet and nine more sitting in the provincial legislature. In addition there are four Alberta teachers in the House of Commons, and the present Mayor of the city of Edmonton is an ex-teacher. A similar situation exists in Saskatchewan where there are three teachers in the Cabinet and seven in the legislature. Of the Cabinet members, the present Minister of Education for Saskatchewan is an immediate past-president of the Saskatchewan Teachers' Federation, having resigned from his position when elected to the legislature in 1944. Five Saskatchewan teachers are sitting members of the House of Commons. These members were in the past all active in the Saskatchewan Teachers' Federation, and one of them, M. J. Coldwell,

¹An Act Respecting the Teaching Profession, 1935, Section 3, Chapter 56, 1948 (Discipline); Statutes of Saskatchewan. Regina, Saskatchewan.

is a leader in the opposition of the House of Commons. In Manitoba there are at present two teachers in the legislature, one of whom represents the armed services. Similar conditions exist in lesser degree in the other provinces, with the exception of the Maritimes, where, in the words of the General Secretary of the New Brunswick Teachers' Association, "We have kept altogether clear of the political field in this province."¹

In the field of municipal politics there are a variety of practices governing teacher participation. Holding office has not been encouraged by the public, and rather than expose themselves to recrimination, teachers have refrained from active participation. In British Columbia the Federation is at present conducting a campaign to extend to teachers the right to hold municipal office in the districts in which they teach.² This desired privilege is not to include the right to hold office on the school board employing the teacher, but would not preclude holding office on other school boards.

The Alberta Teachers' Association endeavours to exert political influence in its broadest sense, but has never affiliated with any political body, nor even recommended its local Associations to do so. Politically speaking the organization is non-partisan, but the officers of the association have never hesitated to criticize regressive steps or sluggish policy in

¹Letter from the General Secretary of the New Brunswick Teachers' Association, March 1946. Saint John, New Brunswick.

²Letter from the Secretary of the British Columbia Teachers' Federation, March 1946. Vancouver, British Columbia.

connection with education.¹ In Alberta when the A.T.A. wished to have a new Teacher Tenure Bill passed it solicited the political assistance of independent members in the Legislature. One of these members introduced the Bill and political cleavage was avoided, but the purpose of the Association was none the less clear.² The Bill was passed. The A.T.A. has always fought vigorously for teachers to be accorded the full rights of citizens--eligible to become elected representatives of the people on all publicly elected authorities--the House of Commons, Provincial Legislatures, Civic Councils and School Boards. That the Association has met with some success is shown by the number of teachers serving on these bodies. The same condition prevails in Saskatchewan where members of the teachers' associations are serving on publicly elected bodies, including school boards other than those under which they serve. In Ontario the present objective of the Ontario Teachers' Federation is, "to make it possible for a teacher to sit on the municipal council of his own municipality and also as a member of a school board other than the one which employs him."³ In Quebec and the Maritime provinces there seems to have been no overt effort on the part of the teachers' organizations to have their

¹Statement from the General Secretary of the Alberta Teachers' Association, 1938; and The Controversy Concerning the Teacher Training Bill, The Albertan, April 23, 1946.

²Teacher Tenure Bill Passes, The A.T.A. Magazine, April 1937, p. 27. Office of the A.T.A., Edmonton, Alberta.

³Letter from the General Secretary of the Ontario Secondary School Teachers' Federation, March 29, 1946. Office of the O.S.S.T.F., Toronto, Ontario.

members sit on elected municipal bodies, and little if any interest in that direction, although there is no disfranchisement of teachers.

Political influence of an indirect sort has been used by all active teachers' organizations in the form of resolutions and briefs submitted to provincial governments requesting specific reforms and amendments to existing educational practice. Several references have been made to this procedure. The joint brief "Alberta as Educator" is a good example of the influence brought to bear on provincial governments by organized educational bodies.^x Governments and Departments of Education welcome these suggestions, for they are one means by which they keep themselves informed concerning professional and public opinion in the field of education. It is true that the results come slowly and not always surely, but these repeated requests eventually gather sufficient support to overcome the many reasons commonly advanced for doing nothing, such as, "there is no precedent, the proposal would set a precedent, it is another fad and the time is not ripe."

A more direct method used to influence political thought is the submission of questions to political leaders or parties, asking them to write answers which will be printed without comment in teachers' magazines. This method proved rather stimulating in Saskatchewan in 1934 at the time of a provincial election. It certainly caused public discussion of educational problems, and the issue of the Bulletin containing the political platforms

^xVide, page 190, footnote 3.

on education was widely distributed.¹ In May of 1945 the same device was used by the Canadian Teachers' Federation at the time of a Dominion Election. On this occasion the Canadian School Trustees' Association co-operated with the Canadian Teachers' Federation in submitting an Open Letter and Questionnaire to all of the candidates for election to the Dominion House of Commons. The main purpose of the letter was to stimulate Dominion-wide interest in educational matters, with a view to obtaining much needed Federal aid for education and a Dominion Department of Education.² Various political leaders made statements concerning this matter, and since 1945 the idea of increased Federal aid for education has been receiving more attention. The partial failure of the Dominion-Provincial Conference has postponed further action until such time as full agreement on Dominion-Provincial matters can be reached. The co-operation of the provinces of Ontario and Quebec is needed. Recently Senator Haig said he believed that the time had come for the Senate to initiate some legislation to improve the general level of primary education in this country, and asked his colleagues to investigate the question sufficiently to be able to place a programme of education before the people.³

The Canadian Teachers' Federation has been pressing the

¹Bulletin of the Saskatchewan Teachers' Federation, April, 1934. Office of the S.T.F., Saskatoon, Saskatchewan.

²An Open Letter and Questionnaire addressed by the Canadian School Trustees' Association and the Canadian Teachers' Federation to all Candidates for election to the Dominion House of Commons at the forthcoming Election, May, 1945. Office of C.T.F.

³The Montreal Gazette, Wednesday, April 5, 1946.

matter of increased Federal financial aid for education since 1934, when the Prairie Provinces suffered so severely from drought and economic depression, that educational standards and professional status declined.¹ Since that time delegates to the Canadian Teachers' Federation conventions have been giving serious attention to the problems of education as they affect the whole of Canada, and have authorized the executive to use all legitimate means to bring the matter before the public--by means of press publicity, education week programmes and semi-political pressure such as exemplified in the "Open Letter."

Canadian teachers are potentially a strong political and professional group. The Canadian Teachers' Federation represents an educationally select group, and through its affiliated provincial organizations has a membership of approximately 55,000 teachers.² It has been shown that the provincial associations are beginning to use the social power and influence they have at their disposal and are endeavouring to formulate an effective plan for obtaining educational reform and thereby raising the general status of their members. In so far as may be judged, the small extent to which they have used political influence has been productive of results exceeding expectations. In this the Prairie Provinces have set an example, probably largely unintentional, except on the part of some of the leaders in their

¹The Educational Review, Volume LVII, No. 6, 1943, p. 8. Official Organ of the New Brunswick Teachers' Association; Saint John, New Brunswick.

²Office records of the Canadian Teachers' Federation, Ottawa, Ontario.

professional associations. These associations are slowly developing a practical plan to help political democracy support our concepts of social and economic justice. Education and political discussion have sensitized society to such an extent that it resents mismanagement in human affairs. G. K. Chesterton has said that "The true idealist and the real realist have at least the love of action in common. The practical politician thrives by offering practical objections to any action."

Teachers' organizations are able to get some action by encouraging the school, press and radio in their efforts to sharpen the mind of society, by dispelling confusion in the popular mind, emphasizing the power of the electorate to dismiss inactive governments, and defending free speech and upholding the forces sworn to protect our institutions. But the potential power possessed by teachers' associations for educational, political and social reform, and the improvement of professional status will not become actual until such time as it is entirely organized, with a directive which outlines a clear plan of action.

CHAPTER IX

TOWARDS A MODERN PROFESSIONAL PHILOSOPHY FOR TEACHERS

The past thirty-five years will be remembered as an important period of social and economic change. The world has been undergoing a period of rapid evolution, marked by a world war, a serious economic depression and a second world war. During this time of stress education has been used to promote either the welfare of mankind or extreme nationalism. In democratic countries the intent has been to use it for public welfare and the advancement of democratic principles. To this end professional teachers' associations, which are servants of education, have directly lent their strength.¹

The development of such organizations in Canada during the last twenty-five years has prompted a corresponding rise in the status of the teaching profession,² and their work has been a potent factor in contributing to the improvement of the lot of

¹Note: Chapter IX contains, (1) An overview of the development and work of teachers' associations in Canada, (2) The weakness in the objectives of professional teachers' organizations, (3) A guiding principle for education and teachers' organizations, and a reference to the potentialities of education, (4) Teaching profession guilty of training rather than educating, (5) Present objectives of teachers' associations must be strengthened, (6) Factors which have given grounds for criticism of teachers' organizations, (7) Constructive suggestions offered, (8) A look into the future for teachers' associations, (9) Concluding paragraph.

²For the definition of "status of the teaching profession" as used in the dissertation, see Chapter I, p. 3.

the individual teacher.¹ The improvement is even more noticeable when comparison is made between the position, qualifications and training of the pioneer teacher and that of his modern Canadian counterpart. Notwithstanding the many advances, the status of the profession can not yet be considered satisfactory in view of the important responsibilities that teachers have to the nation at large.

The modern type of educational association began to take form about the middle of the nineteenth century. That period marked the end of a long era of educational history and the beginning of the gradual emergence and acceptance of the free school idea. Educational change and the growing demand for educational services are the result of increasingly complex social, industrial, political and economic conditions, and an expanding democratic social order. The changing order has greatly increased the responsibilities schools are asked to assume, and to meet the situation educators will continue to find it necessary to make adjustments and devise methods of solving the educational problems which arise. Educational associations have been developed as one means of helping teachers to carry their increasing responsibilities. An additional reason for their appearance has been the sensitiveness of educators to the general trend towards organization followed by other people with mutual and related interests.

The early educational societies found no reason for being militant in their outlook, but devoted much of their energy to

¹Supporting evidence for this statement and the summarizing paragraphs is to be found in Chapters II to VIII of the dissertation.

making education the privilege, in theory at least, of every child in Canada. They included in their membership many laymen who because of their influence and vision probably accomplished more for education, at that time, than would have been the case if the teachers had been working alone. Their objectives placed great emphasis on broad educational problems and little attention was given to the status of the teacher as we now consider it. A change became apparent toward the end of World War I when general dissatisfaction among teachers resulted in the reorganization of existing associations and the formation of new ones. The newer type of association made provision for the study of a wide range of professional problems in addition to those of a more general nature as outlined in the objectives of older educational societies. Constitutions were formed and committees began work on matters dealing with the improvement of professional, legal, economic, political and social status. A wave of interest in these organizations spread across Canada when it was found that improvement in teacher status was one of the main objectives and was not to be subordinated to academic discussions and inspirational addresses. The older type of general educational association gradually declined or was absorbed by the newer organizations. Only two remain active, the Ontario Educational Association formed in 1861 and Manitoba Educational Association founded in 1909. In most provinces the large conventions were taken over by the teachers' federations or directed by their officers, and smaller conventions permitting greater opportunity for teacher participation increased in importance and became more common.

The teaching profession in Canada has made many advances since 1846, but the greatest gains have been achieved since the rise of its purely professional organizations,¹ two of which were formed before 1880, ten between 1914 and 1920, and one in 1935. From the standpoint of teacher status² the programs and activities of these organizations became relatively more important than the work of the general educational associations. Experience has demonstrated their usefulness as agencies of the teaching profession, and hence of education generally. Their objectives ultimately and directly affect the school--with its teacher, its children and its community. Service to all is considered by them of first importance, and the modern associations have approached this objective through professionalization of the teachers' work,³ curriculum revisions, administrative reform, improvements in security of tenure for teachers, sound pension schemes, group insurance, health programs for schools, legal protection for teachers, improved salaries, salary schedules, research studies, opportunities for in-service training, professional discipline, codes of professional ethics and idealism, healthy community contacts, professional publications and education week programs. Teachers' associations have fostered good will and shown co-operation with all societies interested in public educational

¹For definition of "professional organizations" see footnote 3, p. 120, of the dissertation.

²"teacher status" refers specifically to the legal, economic, professional, social and political position of Canadian teachers.

³Chapter VII, pp. 177-182 of the dissertation.

services.¹ Broadly speaking they are devoted to democratic principles and are largely preoccupied with the many phases of a single issue--the proper relationship of all means of education to the promotion and endurance of democratic idealism and the improvement of the means of applying these ideals to the affairs of mankind.²

During the brief period these organizations have functioned they have to their credit many accomplishments, perhaps not spectacular, but nevertheless of great benefit to the teacher and consequently to our educational structure. The attainment of full legal professional status by nine provincial organizations is recognized as the most important forward step of recent years by educationists such as those represented in the Canadian Education Association. This achievement, however, was the result of several years of cumulative effort by teachers' associations, which, in presenting their requests to provincial governments, combined the educational merits of their case with social and educational trends.³ It is to be remembered, moreover, that this significant advance was first made during the depression when the status of the profession was very low. Its achievement has enabled the professional organizations to direct a larger proportion of their energies towards furthering educational reforms.

¹Footnote 2, p. 134 of the dissertation.

²This appears to be an important ideal governing the activities of teachers' associations, and is revealed in the aims and objectives outlined in their constitutions.

³The Brief presented to the Royal Commission on Education by the Ontario Teachers' Federation, March 1946, is one example of this. P. 204 of dissertation.

One of the most noticeable results of the strivings of the modern organizations has been the development of an increased professional consciousness on the part of teachers, particularly those who regard the profession as their life work.¹ A further exemplification of this changing attitude is the general acceptance of codes of ethics and professional conduct;² and in the case of some of the associations, the privilege of exercising some disciplinary powers over their members has been granted. The increased awareness of professional responsibility has in turn stimulated some educational leaders to use a reasoned and scientific approach to the solution of educational problems, more particularly those of a technical nature. Special attention has been given to research studies in methodology, educational psychology, school health and the various forms of testing and evaluation. In the field of curriculum studies teachers throughout Canada have made sound contributions, and all professional associations have their committees working on problems of curriculum revision. An increased professional confidence has modified the attitude of teachers towards administrative bodies and their methods of administration and supervision. Professional studies of school administration and school finance, and formal requests to governments made on the basis of the findings, played their part in the recent introduction of the larger unit of administration in several provinces. The financial studies have assisted governments in the apportionment of school grants, and

¹Chapter VII of the dissertation.

²Pp. 3-4, 183-187, Appendix L.

have provided the basis for the formation and acceptance of salary schedules.¹

The associations made progress in the solution of their problems until 1930 when the economic depression hindered further advances and brought teaching as a profession to such a lowly status that the cumulative effects are still felt and are exemplified in the present Dominion-wide shortage of teachers and consequent poor quality teaching. The effects of the depression and the treatment teachers too often received at the hands of the public became very noticeable with the onset of the war economy accompanying World War II.² The harmful effects on education of these two factors may never be measured fully. Teachers' organizations have been aware of the potentially disastrous though delayed effect the low status of teachers could have on society. They have given many warnings. Nevertheless, during these disturbed times the federations have done much to protect and assist teachers and to help them supply educational services to children in exchange for little more than the satisfaction that comes from a job well done.³

¹The "Cameron Report" is an example of this.

²An S. O. S. from the Schools, Report of the Canadian Education Association's Committee on the Status of the Teaching Profession, September 1948. Chapters VI and VII.

³The Research Division of the N.E.A. reported in 1939 that, "the facts indicate a degree of professional interest and competence among rural teachers with which the present low level of their salaries is distinctly inconsistent."
The Rural Teachers' Economic Status, N.E.A. Research Bulletin, Volume XVII, No. 1, January 1939, p. 42 (National Education Association of the United States, Washington, D.C.)

The ability of teachers' associations to contribute to educational reform by directly attacking the problem of improvement in teacher status has been demonstrated by achievement, and is recognized by Departments of Education, which now seek the co-operation of teachers' organizations in such matters as curriculum revision, choice of text books and formation of educational policy. There are also indications that the heads of the Departments realize that their policies can become really effective only when supported by teachers' organizations. The willingness of educational authorities to co-operate with teachers' associations has become apparent since 1934, when the Canadian Teachers' Federation stimulated educational research by setting up a Research Bureau to co-ordinate the work of the provincial federations and participate in the research work of other educational groups. The Canadian Teachers' Federation has formally expressed its willingness to co-operate with the Canadian Education Association, and is particularly interested in the educational research program of that national organization. This stimulant to the research attitude has expanded the work of educational research in Canada and encouraged co-ordinated effort in the collection and analysis of data concerning such problems as curriculum reform, educational opportunity in Canada, educational trends, the larger unit of administration, school health research, salary schedules and comparisons, and the financing of education in Canada. The results of many of these studies have been incorporated in briefs and recommendations submitted to the controlling departments of education, which have often accepted

and put them into operation.

The confidence of Departments of Education in the ability of teachers' associations to provide for professional guidance and stimulation is shown very well in connection with teachers' conventions, institutes and study groups. Before the professional organizations gained strength the annual conventions were planned mainly by officials of the Departments of Education. During the last twenty years there has been a great change in the type of convention. The period when Departments of Education, through their inspectors, encouraged teachers to attend conventions and institutes is still within the memory of many teachers. To many in attendance such conventions meant a holiday, and any professional benefit derived was largely incidental. The agenda of those early meetings dealt with problems of the classroom and any discussion of the business problems of the profession was unusual. Nevertheless the early conventions were beneficial to the teachers, particularly those from rural areas; for they had the opportunity to listen to inspirational addresses, to renew acquaintances and to discuss professional problems not appearing on the agenda. The present day conventions are fostered by the federations and give full attention to the technical, business and economic problems of the profession, the solution of which determines the attitude of many teachers towards the vocation of teaching.¹

Teachers' associations are credited with helping their membership to gain some knowledge of educational principles, and

¹Chapter VII of the dissertation.

an understanding of the part their organizations can play in placing education before the public. The policy of these organizations may at times appear narrow, for it has often tended to stress the individual advantages which may be obtained by class organization. The narrower approach to professional problems has, however, never excluded the central objective--the desire to give effective educational service. The situation is explainable in part by the low average age of teachers and the transitory use to which the work of teaching has been put by those who use it as a means to other vocations, or, as in the case of most women, have to abandon it upon marriage. The broader view is not within the capacity of the transient teacher of limited experience and training, nor is he particularly interested in it. A truly philosophical approach to problems is only possible when life has become enriched by experience, and to some this may never happen. Leadership develops among the permanent members of the profession.

The objectives of professional teachers' organizations have had to be a compromise between the immediate and the more remote, the former often receiving more attention because they directly affect the practical and materialistic aspects of life. This probably explains why most of the achievements of the associations are the outcome of a series of realistic objectives,¹ valuable in themselves as contributions to the improvement of the status of the teaching profession--and hence indirectly to the betterment of educational and social conditions--but seemingly

¹Chapters V and VI of the dissertation. (Legal and economic status of teachers.)

lacking in that idealism, the practice of which would enable them to make a genuine and lasting contribution to a civilization that seems now on the verge of chaos. Any real correction of this serious situation does not appear to lie in the methods in vogue which too often emphasize narrow objectives only. Perhaps it is within the province of educators to suggest some other approach to the solution of the problem. The teaching profession is made up of many who are naturally philanthropic and whose idealism is sufficiently balanced to permit them to see education in its proper relation to life; but educators are hindered because they work within and are a part of a social system which too often undervalues education, and either minimizes or disregards the importance of a unifying spiritual power. It is principally for this reason that our leaders find it difficult to give consistently coherent direction to any well thought out plan for the development of a society in which all members may enjoy a satisfying personal existence. If we wish to improve our educational systems and their agents to the extent that wholesome spiritual attitudes are formed in the minds of all who experience their influence, there must be within these systems and their agents that unifying spiritual force which alone can give direction and strength.

The conception of this philosophical ideal as the guiding principle for education is not modern, but its acceptance and adaptation to present needs would constitute a modern approach towards helping society to bring about a condition of harmony, unity, purpose and direction within itself.

The spiritual life and civilization of the western world come from two sources chiefly--the Hellenic and Judiac. If the influence of Christianity and Hellenism were removed from the lives of that generation still living which was educated in the nineteenth century, the spiritual force would be lost. That strength is largely what is missing from our age; but not wholly missing, for there is a continuing influence scarcely recognizable and of which we are strangely unconscious. While that continues there is nothing irreparably wrong with the body of our civilization, but if it disappears civilization is undoubtedly in great danger.

Plato taught that education is the basis of the state, and that its ultimate aim is the training of character--to be achieved by discipline of the body, the will and the intelligence. Character is alarmingly easy to train, and the choice is the educator's, not the child's. The undertaking is full of hazards, but to avoid the responsibility would be disastrous to the individual and costly to society, particularly if the individual should become anti-social or require an extended program of re-education. Education is becoming increasingly the foundation of the modern democratic state and if teachers could approach education with the attitude that it is a training for world citizenship, the teacher and the child would lead the world into a new age and better day, and the goal of a world community would be within reach.

Education becomes profoundly significant when thought of as a thing of the mind and spirit which shares in the creation

of a wholesome integrated personality. It is the acquirement of a broad culture, the creation of a man with a fine sense of values, with healthy attitudes and the mental equipment for a complete and happy life. This would seem to be a definition of education acceptable to modern professional teachers' associations, and one which has an inexhaustible supply of implications for individual teachers. What is the teacher's place in a social order which undergoes continual and inevitable change? Does he understand that the educator is placed in the role of a leader in social change and that as a leader he can do something towards making social progress true and beneficial? In the past he has too readily accommodated himself to his environment and become an instrument for the support of conditions as they are. He has too often allowed himself to assume a passive role and so lost the respect of those who look to him for leadership. Before the rise of teachers' organizations the teacher had little choice other than to adopt a passive or acquiescent position in his community; for if he did not he was made aware that the wiser policy was to keep to the traditional work of the classroom.

The teaching profession has been guilty of training rather than educating those who attend its schools, and tends to go too far in utilitarian education. This has a valuable place in our system, but mere knowledge never has meant wisdom. The emphasis on technical education was intensified during the recent war and is a product of the machine age to the exclusion of that true education which brings a sense of proportion and value. Is it the purpose of the schools to teach people to make a living, or

how to live? Perhaps an agreeable middle road could be followed. This road should be broad enough to include the opportunity to learn to apply knowledge of a practical nature in an age of increasing specialization, and at the same time teach the proper use of leisure time. Robert M. Hutchins of the University of Chicago said that, "The task of the educational system is not to train hands for industry, but to prepare enlightened citizens for our democracy and to enrich the life of the individual by giving him a sense of purpose which will illuminate not merely the forty hours he works, but the seventy-two he does not."

To restate--educational organizations are striving to further the cause of education and bring order out of a confusion of educational ideas. To do this they have formulated objectives and codes of professional conduct. Their specific objectives are well developed, and while these have great practical value the results will be mediocre unless they are in turn part of something greater. In pursuing the subordinate objectives teachers must have means and ends clearly in mind, and the more successfully the means achieve those ends the more worth while their pupils will be in life. They should also understand that while the solidarity of their profession rests on the ability to teach and the ability to learn, in the final analysis the success or failure of all the objectives of their organizations will be revealed in 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 our Canadian Teachers' Associations.

Teachers' associations have reached a stage of development where it becomes necessary for them to pause and reconsider their motives and objectives. Mere growth can not be accepted as an indication of success, and too often in the process of expansion important professional needs of their members have been overlooked. There are also occasions when teachers have not been permitted to contribute to policy formation and share in major decisions affecting their organizations. Then there is the question whether or not the individual members fully understand the importance of keeping in mind and actively working for the achievement of the objectives to which they all subscribe.

An attempt has been made to state a worthy idealistic objective for teachers' associations. It may be summarized as the need for a unifying and all-pervading spiritual force which will give power and direction in the conduct of educational activities. The practical objectives have been well stated by the several organizations, and additions are easily suggested. In the first place any additional objectives should be chosen with the idealistic goals in mind, and also with the intention of developing those educational principles which deal with proper attitudes, democratic individualism, group responsibility, harmony and purposeful realism in all those who come under the influence of our educational systems. In order to realize these positive objectives and translate them into concrete action it will be necessary to remove certain obvious factors which have given grounds for criticism of teachers' associations. It has been

said that the associations have too many transient members without a unity of interest or loyalty to those qualities which are characteristic of true professions; that there are internal jealousies; that the majority of teachers are women, but the leadership comes mostly from the men; that co-operativeness can not produce effective results without specific objectives and practical programs; that they are insufficiently militant, and too timid about expressing political opinion; that their controlling executives are not actually representative, that leadership has been too narrow and selfish; and that their leaders should have their idealism and realism properly balanced and be certain of their aims.

The complete removal of these causes of criticism is too much to be hoped for, but some constructive suggestions may be offered:

(1) In the first place the membership should have a clear understanding of the value of the major and minor objectives of a professional teachers' association.

(2) National leadership in education is a necessity, and provincial organizations should give constant support to the Canadian Teachers' Federation and the Canadian Education Association in their efforts to give such leadership. Teachers must break through the barriers of provincial isolation before they can be qualified to cultivate a wider view in their students. Provincial organizations do increase the professional unity of teaching, but certain national objectives demand a strong national organization. A national educational project worthy

of support would be the provision of a course in Canadian Citizenship, such course to be specially prepared for our new citizens and suitable for nation-wide use.

(3) More effective integration of the work of provincial teachers' associations is needed.

(4) All teachers in training should study the history of Canadian education, and the history of Canadian educational organizations.

(5) Teachers in training should be made aware of the educational and social problems they will have to face, and should be introduced to the various professional codes of ethics and the programs of teachers' organizations.

(6) Self criticism leading to constructive suggestions should be encouraged.

(7) Teachers should participate in the formation of educational policies.

(8) The interest of all members should be aroused and maintained. To do this, teacher participation in planning and working out programs is necessary, and no member should be left in ignorance of the activities of the associations. Interest should not be merely the result of dissatisfaction or personal hardship and appear only under those conditions.

(9) The associations should work co-operatively with the other professions, business and industry, but should not affiliate with outside organizations. If this occurs outside obligations will have to be assumed which invariably result in restricting the policies of the affiliating groups.

(10) There should be full co-operation with other professional organizations, the universities, colleges, normal schools, departments of education, religious organizations and interested laymen.

(11) The associations should aid public legislative bodies in formulating the best possible educational laws and regulations, but they should not affiliate with any political group.

(12) The associations should continue to study problems directly affecting their members and base requests for legislation on objective and well considered evidence. No selfish requests should be made.

(13) The associations should encourage educational research and make use of research findings.

(14) Members should be kept informed of all the activities of all teachers' organizations and be encouraged to familiarize themselves with educational developments and trends.

(15) The best leaders should be chosen for all levels of responsibility. The choice should never be influenced by politics or favouritism.

(16) Practical and definite programs should be formulated and then carried to completion with the degree of militancy necessary to insure success.

(17) Consideration should be given to an active program for the improvement of educational standards of students and teachers.

(18) Teachers' organizations should study the social

and educational problems of the different regions in Canada and strive to interpret these regions to each other.

(19) The associations should seek recruits for the profession and interest the best young men and women in education as a career. This should be done in such a way as to keep the supply and demand of available teachers in reasonable balance.

(20) An organized attempt should be made to retain in the profession teachers with ability, training and culture needed in a modern educational program.

Professional organizations cannot remain static. The foregoing suggestions are made with the confident expectation that their interest in all plans for the advancement of education will continue to grow. In the future it is quite possible that they will have considerable control over matters of educational policy which directly affect teachers. These matters would include requirements for admission to the profession, certificate standards, educational standards, programs of study, the issuing of certificates in relation to teacher supply, and discipline of professional members of teachers' associations. Departments of education will more and more come to rely on the associations for co-operative assistance in policy formation, effective implementation of accepted policies, curriculum revision, and the solution of administrative problems. These changes will accompany rising professional status, but will only occur as teachers prove themselves worthy of assuming the responsibility, and demonstrate that they are really professionally minded. With the use of interest, intelligence and proven methods and techniques,

teachers can improve their associations to such an extent that they will be truly professional and recognized as such by society.

Education has set her hand to many tasks and uses many servants, but two things she must give before her work is complete--an intellectual attitude to life and a wholesome philosophy of life. Perhaps the only true realism is idealism. We are living in an era of great social change and at a period when the world needs the revitalizing power of the spirit which should permeate education. The source of this spirit may be found in ancient philosophy and religion, but its use is always modern. Education has some responsibility for the use of this spirit and for the determination of the future of the new order. It will be by her success or failure that her servants will be judged.

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APPENDICES

APPENDIX A

THE BRITISH NORTH AMERICA ACT, 1867

Section 93. (30 & 31 Victoria, c. 3)

93. In and for each Province the Legislature may exclusively make laws in relation to education, subject and according to the following provisions:-

1. Nothing in any such law shall prejudicially affect any right or privilege with respect to denominational schools, which any class of persons have by law in the Province at the union.

2. All powers, privileges, and duties at the union by law conferred and imposed in Upper Canada on the separate schools and school trustees of the Queen's Roman Catholic subjects shall be and the same are hereby extended to the dissentient schools of the Queen's Protestant and Roman Catholic subjects in Canada.

3. Where in any Province a system of separate or dissentient schools exists by law at the union or is thereafter established by the Legislature of the Province, an appeal shall lie to the Governor-General in Council from any act or decision of any Provincial authority affecting any right or privilege of the Protestant or Roman Catholic minority of the Queen's subjects in relation to education.

In case any such Provincial law as from time to time seems to the Governor-General in Council requisite for the due execution of the provisions of this section is not made, or in case any decision of the Governor-General in Council on any appeal under this section is not duly executed by the proper Provincial authority in that behalf, then and in every such case, and as far only as the circumstances of each case require, the Parliament of Canada may make remedial laws for the due execution of the provisions of this section and of any decisions of the Governor-General in Council under this section.

APPENDIX B

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 known now to be in existence and is with the Office Records of the Manitoba Teachers' Society, Winnipeg, Manitoba.

APPENDIX C

OFFICIAL PUBLICATIONS OF CANADIAN TEACHERS' ORGANIZATIONS

- The B. C. Teacher, official organ of the British Columbia Teachers' Federation, Vancouver, British Columbia.
- The A.T.A. Magazine, official organ of the Alberta Teachers' Federation, Edmonton, Alberta.
- The Saskatchewan Bulletin, journal of the Saskatchewan Teachers' Federation, Saskatoon, Saskatchewan.
- The Manitoba Teacher, official organ of the Manitoba Teachers' Society, Winnipeg, Manitoba.
- The Bulletin, published by the Ontario Secondary School Teachers' Federation, Toronto, Ontario.
- The Educational Courier, official organ of the Federation of Women Teachers' Associations of Ontario and the Ontario Public School Men Teachers' Federation, Toronto, Ontario.
- The Teachers' Magazine, official organ of the Provincial Association of Protestant Teachers of Quebec; Montreal, Quebec.
- The Educational Review, official organ of the New Brunswick Teachers' Association, Saint John, New Brunswick.
- Bulletin of the Nova Scotia Teachers' Union, official publication of the Nova Scotia Teachers' Union, Yarmouth, N.S.
- The News Letter, a mimeographed bulletin of the Canadian Teachers' Federation, Shawinigan Falls, Quebec--since January 1948. Office of the C.T.F., Normal School Building, Ottawa, Ontario.

APPENDIX D

STATISTICAL TABLE OF MEMBERSHIP
IN CANADIAN TEACHERS' ORGANIZATIONS

1944-45, Canadian Teachers' Federation Statistics

	<u>Members</u>	<u>Active teachers</u>	<u>% members</u>
Prince Edward Island	627	654	89
Nova Scotia	2506	3428	73
New Brunswick	3266	2908	100
Quebec (Protestant)	1882	2627	65 (1)
Ontario	22100	22308	99
Manitoba	4068	4360	86
Saskatchewan	7000	8480 ^x	100
Alberta	5545	5469	100
British Columbia	3566	4300	80
	<hr/>	<hr/>	<hr/>
TOTAL	50557	54534	88

^xApproximately 1500 taught for only part of the year.

Note: (1) Quebec Roman Catholic teachers not included.

(2) The teaching staffs of day schools under provincial control in Canada consisted in 1944, of 74,547 teachers (14,932 males and 59,615 females). (The Canada Year Book, 1946, p. 1029. Dominion Bureau of Statistics, Ottawa, Ontario.)

(3) The approximate 1947 membership in Canadian Teachers' Federation affiliated organizations was 55,000.

APPENDIX E

PROPOSED BUDGETS 1945-1946
Canadian Teachers' Federation

<u>REVENUE</u>	Year ended June 30/45	Proposed Budget-- 1945-1946	
		A ^x	B ^{xx}
Prince Edward Island	\$ 200.00	247.60	247.60
Nova Scotia	990.00	1,000.00	1,000.00
New Brunswick	650.00	650.00	650.00
Quebec	677.20	900.00	900.00
Ontario	1,750.00	3,500.00	3,500.00
Manitoba	1,500.00	1,500.00	1,500.00
Saskatchewan	2,800.00	2,800.00	2,800.00
Alberta	2,000.00	2,200.00	2,200.00
British Columbia	1,200.00	1,200.00	1,200.00
	<u>11,767.00</u>	<u>13,997.60</u>	<u>13,997.60</u>
 <u>EXPENDITURES</u>			
Convention Expenses	5,179.67	8,000.00	8,000.00
Canadian Welfare Council	5.00	5.00	5.00
Can. Council of Ed. for Citizen's p	10.00	10.00	10.00
Can. Wom. Com. on Int. Relations	20.00	10.00	10.00
United Nations Society	-	10.00	10.00
Committees -			
Publicity	189.29	150.00	150.00
Research	-	400.00	400.00
Travelling expenses -			
President	185.00	200.00	400.00
Secretary-Treasurer	283.35	200.00	
Administration -			
General Secretary's Allowance	720.00	720.00	3,500.00
Assistant Sec. Salary (10 mos.)	500.00	1,800.00	1,800.00
Printing, stationery & supplies	215.04	200.00	750.00
Express, telephone, telegrams	58.89	50.00	250.00
Auditing	45.00	45.00	100.00
Postage and Exchange	125.30	150.00	200.00
Secretary-Treasurer's bond	12.00	12.00	12.00
General Expenses	125.54	125.00	500.00
Equipment	-	-	200.00
Light	-	-	40.00
Rent	-	-	600.00
	<u>8,671.08</u>	<u>12,087.00</u>	<u>16,937.00</u>

^xCost of operating without full-time secretary and central office.

^{xx}Cost of operating central office.

APPENDIX F

ANNUAL FEES OF PROVINCIAL TEACHERS' ASSOCIATIONS, 1945.*

	<u>Minimum</u>	<u>Maximum</u>	
British Columbia	\$8.50	\$20.00	
Alberta (monthly)	.70	1.10	per month, and of this amount 20 cents a month is remitted to the Local.
Saskatchewan	2.50	18.00	(Local fees additional)
Manitoba	2.00	5.00	(Local fees additional)
Ontario	2.00	10.00	
O.P.S.M.T.F. --	6.00	-	
F.W.T.A. --	2.00	3.00	
O.S.S.T.F. --	5.00	10.00	(everything over \$6.00 goes into the reserve fund.)
English Catholic	-	5.00	
French Catholic	3.00	4.00 & 5.00	
Quebec	1.50	19.00	(Local fees additional)
New Brunswick	1.00	10.00	(Normal student - 25 cents)
Nova Scotia	1.50	7.00	
Prince Edward Island	2.00	10.00	

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*Minutes of the Twenty-Fourth Conference of the Canadian Teachers' Federation, 1945, p. 10. Office of the Canadian Teachers' Federation, Ottawa, Ontario.

APPENDIX G

AVERAGE SALARIES OF RURAL MALE SASKATCHEWAN TEACHERS,
FIRST CLASS

1914 . . .	\$ 826	1933 . . .	\$ 561
1919 . . .	1185	1934 . . .	519
1920 . . .	1387	1935 . . .	523
1921 . . .	1452	1936 . . .	512
1922 . . .	1320	1937 . . .	536
1923 . . .	1291	1938 . . .	562
1924 . . .	1238	1939 . . .	598
1925 . . .	1180	1940 . . .	712 ^x
1926 . . .	1788	1941 . . .	739
1927 . . .	1785	1942 . . .	819
1928 . . .	1188	1943 . . .	956
1929 . . .	1174	1944 . . .	1103 ^{xx}
1930 . . .	1159	1945 . . .	1270
1931 . . .	896	1946 . . .	1286
1932 . . .	687	1947 . . .	

^xMinimum salary legislation effective July 1st, 1940, provided for a minimum salary of \$700 per annum.

^{xx}Minimum salary legislation amended effective July 1st, 1944, to provide for a minimum of \$1200 per annum.

Note: In 1945 the rural male median teachers' salary was \$1750 per annum in British Columbia.

APPENDIX H

MEDIAN SALARIES OF TEACHERS, 1944: BY PROVINCES; RURAL;
DOMINION BUREAU OF STATISTICS

	<u>More than One Room</u>		<u>One Room Only</u>
Prince Edward Island	\$ 598	. . .	\$ 538
Nova Scotia	730	. . .	580
New Brunswick	774	. . .	612
Ontario	1204	. . .	1021
Manitoba	996	. . .	843
Saskatchewan	955	. . .	902
Alberta	1176	. . .	996
British Columbia	1250	. . .	1007
Quebec	no data		no data

APPENDIX I

AVERAGE WEEKLY WAGE OF SASKATCHEWAN TEACHERS, 1942-46: REPORT OF THE SALARY SCHEDULE COMMITTEE TO THE ANNUAL SASKATCHEWAN TEACHERS' FEDERATION COUNCIL MEETING, December 29-31, 1947.

1942	\$ 17.96
1943	20.06
1944	21.78
1945	23.86
1946	26.15

APPENDIX J

AVERAGE WEEKLY WAGES OF SOME UNSKILLED AND SEMI-SKILLED WORKERS IN ONTARIO: Quoted from "WAGE RATES AND HOURS OF LABOUR IN CANADA, 1943" - Report 26, Department of Labour, Ottawa, Ontario.

<u>Occupation in Ontario</u>	<u>Average Weekly Wage</u>
Wood Handlers (Pulp Industry)	\$ 29.76
Delivery Salesmen (Bakers)	35.57
Teamsters	22.54
Truck Drivers (excluding Toronto)	26.40
Labourers (Iron Industry, Toronto)	29.12
Brewery Bottlers	30.58
Cellermen (Brewery)	32.74

Note: Median weekly salary for Ontario teachers, 1943, was \$23.25--Dominion Bureau of Statistics.

APPENDIX K

SAMPLING OF AVERAGE WEEKLY WAGE RATES IN CANADA: 44 HOUR WEEK.
 "Wage Rates and Hours of Labour in Canada, 1945;
 Report No. 28, Department of Labour, Ottawa, Ontario."

1. Unskilled Factory Workers in Saskatchewan.

Province of Saskatchewan	\$23.76
City of Moose Jaw	22.44
City of Regina	25.52
City of Saskatoon	24.20
Brewery Bottlers	29.04

2. Skilled Labour

Sheet Metal Workers (Manitoba and British Columbia)	\$36.96
Lineman (Electrical distribution, Prairie Prov.)	43.56
Machinist (Agricultural, for Canada)	31.68
Machine Operator (Automotive, for Ontario)	42.68
Curers (Meat Products, for Saskatchewan).	28.60
Bakers (Edible plant products, British Columbia).	50.16

3. Average Weekly Wage of Saskatchewan Teachers for 1945 was \$23.86 (Appendix I).

APPENDIX L

EXTRACTS FROM CONSTITUTIONS AND CODES OF ETHICS
OF TEACHERS' ORGANIZATIONS

Extracts from Constitutions (Objects)

1. British Columbia Teachers' Federation Constitution, 1944

The objects of the Federation shall be:

- (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.
- (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 Salary Indemnity Fund among its members.
- (6) To organize and administer a Benevolent Fund among its members.

2. The Alberta Teaching Profession Act, 1935

The objects of the Association shall be:

- (a) To advance and promote the cause of education in the Province of Alberta;
- (b) To raise the status of the teaching profession:
 - (i) by initiating and promoting research in methods of arousing interest in presentation of teaching the various subjects in the curriculum;
 - (ii) by establishing research libraries and circulating libraries of books, treatises and papers designed to assist the teacher in the classroom;

- (c) To promote and advance the interests of teachers and to secure conditions which will make possible the best professional service;
- (d) To arouse and increase public interest in educational affairs.
- (e) To co-operate with other teachers' organizations in the provinces of the Dominion of Canada and throughout the world, having the same or like aims and objects.

3. The Saskatchewan Teachers' Federation, 1935

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.

4. An Act Respecting the Manitoba Teachers' Society, 1942

The objects of the Society shall be:

- (a) To promote and to advance the cause of education in the province;
- (b) To co-operate in raising the status of the teaching profession,
 - (i) by initiating and promoting research in the methods and practice of teaching and in the subjects of the curriculum;
 - (ii) by establishing research libraries and circulating libraries of books, treatises and papers designed to assist the teacher in the classroom;
 - (iii) by any means which the society shall deem advisable;
- (c) To advance and to safeguard the interests of the teaching profession and of teachers;
- (d) To secure conditions for teachers which will make possible the best professional service;

- (e) To arouse and increase public interest in educational affairs;
- (f) To co-operate with other organizations in the Dominion of Canada or elsewhere having the same or like aims and objects;
- (g) To take any measures (not inconsistent with the provisions of this Act or of any other Act of the Legislature or any regulations of the department or the board) which the society deems necessary or advisable to give effect to any policy adopted by it with respect to any question directly or indirectly affecting teaching or teachers.

5. The Ontario Teachers' Federation Constitution, 1944

The objects of the Federation shall be:

- (a) To promote and advance the cause of education;
- (b) To raise the status of the teaching profession;
- (c) To promote and advance the interests of teachers and to secure conditions which will make possible the best professional service;
- (d) To arouse and increase public interest in educational affairs; and
- (e) To co-operate with other teachers' organizations throughout the world having the same or the like objects.

6. The Provincial Association of the Protestant Teachers of Quebec, 1945

The objects of the Association shall be the advancement of the teaching profession, and the interests of education in the Province of Quebec, and in particular:

- (1) To act in co-operation with the Department of Education and various educational bodies in advancing and promoting the causes of education in the Province of Quebec;
- (2) To raise the status of the teaching profession:
 - (a) by initiating and promoting research in methods of teaching;
 - (b) by establishing research and circulating libraries designed to assist the teacher;
- (3) To promote and advance the interests of teachers and to secure conditions which will make possible the best professional service;
- (4) To afford advice, assistance and protection to members in

the discharge of their professional duties and relationships;

(5) To arouse and increase public interest in educational affairs.

7. The New Brunswick Teachers' Association, 1942

The objects of the Association shall be:

- (a) To act in co-operation with the Department of Education in advancing the cause of education in the Province of New Brunswick and to secure conditions which shall give best professional services;
- (b) To raise the status of the teaching profession;
- (c) To impress the public with the supreme importance of providing and maintaining progressive educational services;
- (d) To promote and safeguard the interests of teachers and to afford assistance, advice and legal protection to members in their professional duties and relationships;
- (e) To publish or assist in the publication of an educational periodical.

8. The Prince Edward Island Teachers' Federation, 1928

The purposes of the Federation are:

- (a) To associate and unite the teachers of the Province of Prince Edward Island;
- (b) 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;
- (c) To promote a higher standard of qualification for teachers' licenses and to aid all measures for the further professional instruction and improvement of teachers in service, and to promote the efficiency of its members;
- (d) 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 ethics;
- (e) 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;
- (f) 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;

- (g) To enter into arrangement by way of union, affiliation or co-operation with other organizations having like objects.

9. The Nova Scotia Teachers' Union, 1944

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.

Note: Each of the above lists of objects contains a statement relative to "raising the status of teachers."

Extracts From Codes Of Ethics

1. The British Columbia Teachers' Federation Code of Ethics

This code is intended to serve as a guide to individual teachers and to organized groups of teachers to assist them in maintaining a high standard of professional behaviour. Nothing in the code is to be interpreted as denying to the teacher those rights and freedoms which properly belong to him as an individual.

Teacher and Pupil:

1. The teacher should assume responsibility for the safety and welfare of his pupils, especially under conditions of emergency.
2. The teacher should at all times avoid subjecting his pupils to physical or mental cruelty. He should be very judicious in his use of threats, sarcasm, derision or belittlement.
3. The teacher should avoid giving offence to the religious beliefs and moral scruples of his pupils or of their parents.
4. The teacher should be as objective as possible in dealing with controversial matters arising out of the curriculum subjects, whether scientific or political, religious or racial.

Teacher and Teacher:

5. It shall be unethical for a teacher, in the presence of pupils, teachers, principals, or other persons, to make

derogatory remarks that might harm a fellow-teacher professionally.

6. It shall be unethical for a teacher to accept the position of another teacher who has been unjustly dismissed, or to fill a vacancy arising out of an unsettled dispute between a teacher or teachers and local authorities.

Teacher and Internal Administration:

7. The teacher should observe a reasonable and proper loyalty to the internal administration of his school.
8. The principal should deserve the respect and loyalty of his staff by fair and just dealing. It shall be unethical for him to make an unfavorable written or oral report on a teacher's efficiency without first discussing the matter with the teacher concerned.

Teacher and External Administration:

9. It shall be unethical for a teacher to disregard a contract with a school board.
10. It shall be unethical for a teacher, as an individual, to have any negotiations or conversations with his school board or any member thereof which might be prejudicial to his fellow teachers.

Teacher and Teacher Organizations:

11. It shall be unethical for a member or members of a local association to take unauthorized individual action, whether with the Federation, the School Board, the Department, or the Government, in matters that should properly be dealt with by the Association.
12. It shall be unethical for a teacher to make damaging charges against a local, the Federation, or their officers by public utterance, or through such agencies as circulars, newspapers, and the radio.
13. A local association, though free to make criticism within the Federation, should not take independent action on matters requiring the authorization of the parent body.

Teacher and Profession:

14. The teacher should regard it as a professional obligation:
 - (a) to maintain a critical interest in current trends in education, and especially in his own subjects;
 - (b) to participate actively in his professional organizations.
15. The teacher should not follow any but the proper and recognized channels in seeking promotion or self-advancement.

Teacher and Community:

The teacher plays an important role in the life of the community. Through him the true principles of democracy should be fostered. It is therefore incumbent upon him to make these principles real and vital to his pupils.

16. In his private life, the teacher should so conduct himself that no dishonour may befall him or, through him, his profession.

2. The Alberta Teachers' Association Code of Professional Etiquette

It shall be considered an unprofessional act:

1. To disregard a contract with a school board.
2. To criticize adversely a fellow-member of the Alberta Teachers' Association, or to make a report on his efficiency without first having shown him a written statement and given him an opportunity of replying thereto.
3. To pass along rumours derogatory to a fellow-member of the Alberta Teachers' Association whether such rumours 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.
8. To negotiate or attempt to negotiate or formally to execute a contract with a school board at a rate of salary below the Statutory Minimum as provided by "The School Act," unless and until the approval of the Minister has been secured by the school board to engage a teacher at such lower rate.

The Declaration of Principles to Govern Teacher and Professional Organization--The Alberta Teachers' Association

"Ethics" is interpreted as referring to the conduct of members of the Association with respect to their relationships as teachers, insofar as their conduct affects the uplift of the profession and the elevation of professional morality.

It applies therefore, to:

- (a) Conduct of members towards each other in a professional capacity;
- (b) Conduct of members towards authorities, academic and administrative;
- (c) Conduct of members towards the various teacher assemblies, local, provincial and federal.

The following are held to be the principles in these regards underlying the professional ethics of the members of the Association:

- (1) The function of a teacher is the whole function as laid down in the school statute. The emphasis here is upon "whole" function. A teacher holding an authoritative certificate cannot be deprived of part of the function to which that certificate entitles him.
- (2) It is imperative that:
 - (a) The teacher should inform himself thoroughly as to all current trends in education;
 - (b) The teacher should, for the purpose of securing the highest educational efficiency, pass on such information and so cherish and form public opinion upon all educational matters.
- (3) It is the duty of the A.T.A. through its administrative officers, to instruct persons seeking entrance to the profession in the tenets of the ethical code. Intending teachers should be fully acquainted with their duties towards authorities and towards their fellow members, so as to avoid as far as possible the extreme measure of adjustment of differences in the courts of law.

Note: Additional sections deal with recognition, representation, affiliation, and relationship among members.

3. The Saskatchewan Teachers' Federation Code of Ethics

- 1. The teacher should be courteous, just and professional in all relationships.
- 2. Desirable ethical standards require cordial relations between teacher and pupil, home and school.

3. A teacher regards as confidential any information of a personal or domestic nature, concerning either pupils or home, obtained in the course of his professional duties.
4. The conduct of the teacher should conform to the accepted patterns of behaviour in Canada.
5. The teacher should strive to improve educational practice through study, travel, and experimentation.
6. Unfavourable criticism of associates should be avoided except when made to proper officials and then only in confidence and after the associate in question has been informed of the nature of the criticism.
7. Testimonials regarding the teacher should be truthful and confidential.
8. Membership and active participation in local, provincial, and national professional associations are expected.
9. A teacher who is a member of a committee, board, or authority, dealing with educational matters or with teacher training or certification must be elected or appointed by the professional association.
10. A teacher does not reveal or discuss with persons outside the professional association any matters of professional nature or of professional business or administration except in his capacity as the properly delegated spokesman of his association.
11. The teacher should avoid endorsement of all educational materials for personal gain.
12. Great care should be taken by the teacher to avoid interference between either teachers and pupils.
13. Fair salary schedules should be sought and when established carefully upheld by all professionals.
14. No teacher should knowingly underbid a rival for a position.
15. No teacher should accept compensation for helping another teacher to get a position or promotion.
16. Contracts when signed should be respected by both parties and dissolved only by mutual consent or according to the terms prescribed by statute.
17. Official business should be transacted only through properly designated officials.

18. The responsibility for reporting all matters harmful to the welfare of the schools rests upon each teacher.
19. Professional growth should be stimulated through suitable recognition and promotion within the ranks.
20. Unethical practices should be reported to local, provincial, or national professional associations.
21. Persons training for entrance to the profession should receive instruction in professional ethics.
22. The term "teacher" as used here includes all persons directly engaged in educational work and who are members of the professional association.

APPENDIX M

EXTRACT FROM MINUTES OF THE 1945 C.T.F. CONFERENCE
(VANCOUVER), p. 10

Mr. D. C. Munroe (president of the P.A.P.T. of Quebec) stated that the situation of the Island of Montreal was giving the teachers there a great deal of concern and gave a review of the predicament as follows:

According to Quebec law a teacher's contract is automatically renewed if the School Board has not given the teacher notice by June first. The Montreal School Board, in financial difficulties, instructed (May 22, 1945) all the local School Boards, who at that time were responsible for the engagement of teachers, to dismiss them as of July first and cancel all contracts. The suggestion was made that a five month contract be offered to the teachers, which would carry them to the end of November. According to Quebec law this step was illegal and it would also be illegal for teachers to accept such contracts. The number of teachers dismissed was approximately 1,400--all serving in the area of Greater Montreal. The dismissal notices were, therefore, sent out under a motion of May 22nd, and the only people whose services were retained were four administrative officials of the Montreal Board. Since that time the situation has not changed and teachers still stand dismissed. (August 14, 1945) The reason for the action of the Board is given as financial. The chairman of the School Board stated that it was the Board's intention to bring matters to a head with the Provincial Government, with the hope of getting assistance. The Prime Minister of Quebec, who is also Attorney General, declared that the action of the Boards was illegal.

The P.A.P.T. are responsible for the solution of this question and are meeting all expenses, approximately \$1,000 to date, incurred in this situation, and it is hoped that when the issue is finally settled, it will react to the benefit of education across Canada. Mr. Munroe suggested that it might be possible for the Canadian Teachers' Federation to offer some sort of assistance to show that they are behind the Montreal teachers in their difficult situation.

The secretary (of the C.T.F.) stated that many provincial organizations in the past had been assisted by the Canadian Teachers' Federation when they were in financial difficulties. He pointed out that the P.A.P.T. had always paid a maximum per capita fee and suggested that the Finance Committee should work

some scheme whereby the teachers of the Province of Quebec will know that the C.T.F. are solidly behind them until a satisfactory settlement is reached.

The following resolution was passed by the Canadian Teachers' Federation in conference August 13-17, 1945:

WHEREAS the Montreal Protestant Central School Board has failed to act on the request of the Canadian Teachers' Federation asking that a special meeting be immediately called to withdraw the mass dismissal notices issued under resolution of May 22, and

WHEREAS no legal action in this matter can be taken by the Board except at a special meeting called as required by law;

BE IT THEREFORE RESOLVED that the Montreal Protestant Central School Board be strongly urged to meet immediately and withdraw the dismissal notices issued to its teachers, and

THAT the Canadian Teachers' Federation pledge all its resources, legal and financial, to the Provincial Association of Protestant Teachers in its effort to protect the security of teacher tenure, and

THAT voluntary subscriptions be secured when and if required from all teachers of Canada to give financial aid in this emergency, and

THAT copies of this resolution be forwarded to local School Boards of Greater Montreal, the Attorney-General of the Province of Quebec, the Department of Education for Quebec, the Canada and Newfoundland Education Association, the Canadian Trustees' Association, and the Canadian Federation of Home and School Associations.

NOTE from the C.T.F. News Letter, September 1945:

.... The Central Protestant School Board of the Island of Montreal withdrew their dismissal notices to the teachers in that area (August 28, 1945) and we find that the teachers are back in their classrooms carrying on their regular duties. The Quebec government has appointed a Commission to study the financial set-up of the schools within the province and it is expected from the results of the work of this Commission the financial difficulties of School Boards in the Province will be finally put on a sound basis.

APPENDIX N

SUMMARY OF TEACHER CONTRACTUAL PRACTICE IN CANADA¹British Columbia

1. No written contract other than letter and acceptance.
2. Permanent tenure after a one-year probationary period.
3. Dismissal for cause or resignation with thirty days' notice.
4. Right of appeal to a board of reference.

Alberta

1. Written contract statutory in form subject to revision by the minister.
2. Continuing contract until legally terminated.
3. Termination by either party at the end of July with thirty days' notice, or summary dismissal for cause.
4. Right of appeal to a board of reference.

Saskatchewan

1. Written contract statutory in form subject to alteration by mutual agreement providing that the statutes are not contravened.
2. Continuing contract until legally terminated.
3. Termination by either party on June 30 with thirty days' notice.
4. Right of appeal to a board of reference.

Manitoba

1. Written contract statutory in form but may be altered with permission of the minister.
2. Continuing contract until legally terminated.
3. Termination by either party on June 30, or December 31, with thirty days' notice, or dismissal in case of emergency with thirty days' notice.
4. Right of appeal to a board of reference.

¹A. C. Lewis, Contracts and Tenure of Canadian Teachers, 1940. (A Thesis for the Degree of Doctor of Pedagogy, University of Toronto.) pp. 18, 19.

Ontario

1. Written contract required but form optional.
2. Some contracts are continuing--many are for one year.
3. Termination by giving notice as set out in the contract.
4. Right of appeal to a board of reference.

Quebec

1. Written contract required--a form is prescribed but not statutory.
2. Continuing contract until legally terminated.
3. Termination by either party with notice on or before June 1, or summary dismissal for cause.
4. No provision for appeal.

New Brunswick

1. Written contract statutory in form.
2. Continuing contract until legally terminated.
3. Termination by either party with notice on or before May 31, or dismissal for cause with permission of the superintendent.
4. No provision for appeal except to the superintendent as in 3.

Nova Scotia

1. Written contract required according to a prescribed form.
2. Continuing contract until legally terminated.
3. Termination by either party with notice on or before March 31, or summary dismissal for cause.
4. Right of appeal to the Council of Public Instruction.

Prince Edward Island

1. Written contract required--a form is in common use but is not prescribed.
2. Annual election--contract for the school year.
3. Termination by either party with three months' notice at any time, or dismissal for cause with permission of the chief superintendent, as in 3.

APPENDIX O

SUMMARY OF BENEFITS OF CANADIAN TEACHER RETIREMENT PLANS

British Columbia

The Superannuation Act became effective in 1929, provides a service pension plus an annuity, permits prior service credit, a partial reserve plan, compulsory membership for all practicing teachers, joint contributory plan, concurrent statutory contributions, refund with small forfeiture, permits optional forms of settlement, a disability allowance, retirement at a fixed age, statutory actuarial surveys, administrative board with teacher representation.

Alberta

Began in 1929, provides for prior service credit, compulsory membership, joint contributory plan, a disability allowance, administrative board with teacher representation.

Saskatchewan

Began 1930, prior service credit including British Commonwealth service, compulsory membership for all, a joint contributory plan, optional forms of settlement, a disability allowance, administrative board with teacher representation, public share of cost borne by province.

Manitoba

Began 1925, partial prior service credit, compulsory membership for all, joint contributory plan, a disability allowance, public share of cost borne by province, administrative board with teacher representation.

Ontario

Began 1858, partial prior service credit, compulsory membership, joint contributory plan, public share of cost borne by province, concurrent statutory contributions, full refunds at death or after five years service, optional forms of settlement, disability allowance, statutory actuarial surveys, administrative board with teacher representation.

New Brunswick

Began 1910, prior service credit, compulsory membership for all, joint contributory plan, public share of cost borne by province, optional forms of settlement, disability allowance, administrative board of provincial officials only.

Nova Scotia

Began 1928, prior service credit, compulsory membership for all with few exceptions, joint contributory plan concurrent statutory contributions, public share of cost borne by province, disability allowance, administrative board of provincial officials only.

Prince Edward Island

Began 1931, prior service credit including British Commonwealth service, compulsory membership for all, joint contributory plan with public share of cost being borne by the province, concurrent statutory contributions, refund with small forfeiture, administrative board with teacher representation.

APPENDIX P

THE CANADIAN TEACHERS' FEDERATION NATIONAL POLICY

The following statement of policy was adopted by the annual Conference of the Canadian Teachers' Federation, August, 1946.

In adopting a national policy, the Canadian Teachers' Federation accepts and respects the established principle of provincial autonomy in education. At the same time it stands committed to the policies of equal educational opportunity for all citizens and the encouragement of national unity through the schools. This statement of policy is intended to serve both the teaching profession and public, giving them a clear view of the standards and objectives necessary in Canadian education.

Educational Rights and Services

1. It is the inalienable right of every Canadian to have that form and extent of free education for which his capacity is suited, and to have the services of carefully selected and adequately trained teachers.
2. There must be no discrimination because of sex, race, color, creed, social, economic or political considerations.
3. The educational systems of the nation should inculcate an appreciation and understanding of the obligations and privileges of citizenship and should promote national unity.
4. Provincial programs should be co-ordinated sufficiently so as not to impede the progress of pupils transferring from one province to another.
5. Within the present structure of provincial autonomy, Federal grants in aid of education should be made to the provinces, designed to ensure a minimum standard of educational opportunity and to promote the improvement and expansion of educational services throughout the Dominion.

Educational Administration and Finance

1. The administration and control of education should remain with the provinces, which should be responsible for the

maintenance and co-ordination of all forms of public education within the Province, except where it is deemed advisable to delegate power to local authorities.

2. In each province, attendance should be compulsory up to the age of sixteen.
3. Students should be provided with aid to a degree that the privilege of higher education would depend upon capacity and interest rather than upon the financial resources of the parent.
4. A basis of taxation should be provided which would ensure equality of opportunity and the maintenance and development of educational services.
5. Financial support should be provided to the extent that no class would exceed twenty-five students in the primary and not more than thirty in other grades.
6. Schools should be under democratic control.
7. Wherever feasible, school district organization should be on the principle of the "larger unit of administration."

Professional Training and Status

1. Teachers should be accorded the privileges of citizenship with the right to become candidates for election to offices, whether municipal, provincial or federal, without prejudice to their engagement or continued engagement.
2. Teacher training and certification boards should be established in all provinces, the membership of which will include representation from the provincial teachers' organizations.
3. All teachers must have professional training.
 - (a) Elementary school certificate should require not less than junior matriculation or high school graduation and two years of professional and further academic training.
 - (b) The high school certificate should require a university degree or its equivalent and one year of professional training.
 - (c) The ultimate aim is that all teachers shall hold a university degree.
4. Professional standards should be sufficiently uniform between the provinces to facilitate the acceptance of certificates by all provincial authorities with a minimum of additional training.

5. Every teacher in a publicly supported school should be a member of the respective provincial organization and the collection of fees of the provincial associations should be made by deductions at the source.
6. The opportunities for teacher exchange should be promoted and extended.
7. A teacher should have security of tenure and should not be dismissed except for cause, subject to appeal before a board of reference.
8. Provincial organizations affiliated with the Canadian Teachers' Federation should have official representation on policy forming bodies, especially those concerned with curriculum, teacher certification and teacher pensions.
9. The prescribed statutory minimum salary in all provinces should be on the schedule principle.
 - (a) Such schedules should establish a compulsory floor below which the salary of any teacher may not fall.
 - (b) Such schedules should constitute a basis upon which government grants towards teachers' salaries are paid.
 - (c) School boards should have the right to establish schedules higher than those provided by the statutory minimum schedule.
10. The Canadian Teachers' Federation affirms the principles that:
 - (a) All negotiations between school boards and local teachers' associations should be on the basis of collective bargaining.
 - (b) Salary disputes, when negotiations have failed between school boards and local teachers' associations, should be referred to a legally constituted board of arbitration, whose findings shall be binding on both parties.
11. Each provincial teachers' organization should adopt a minimum salary schedule based upon the following factors:
 - (a) A minimum salary of fifteen hundred dollars for a fully certificated teacher.
 - (b) Annual increments of one hundred dollars for a minimum of fifteen years.
 - (c) Additional increments for subsequent improvement in academic or professional standing.
 - (d) Further additional increments to principals and other supervisory officers.
12. Important administrative offices in education should be

held by professionally qualified teachers and these positions should command salaries equal to those paid in other professions, industry and business, requiring comparable qualifications and involving similar responsibilities. Salaries of ten thousand dollars should not be uncommon for such positions.

13. The pension plan in each province should provide:
 - (a) A retirement service pension after twenty years of service to which the employer would contribute at least fifty dollars a month.
 - (b) An annuity pension paid for by teachers' contributions in accordance with actuarial tables.
 - (c) Disability and last survivor clauses.
 - (d) Voluntary retirement after thirty years of service or at the age of sixty.
14. Wherever adequate retirement allowances are provided, teachers should retire at sixty-five.
15. Provincial regulations should include a provision for cumulative sick leave.

Professional Ethics

Each provincial organization should adopt and enforce a code of ethics to ensure high standards of professional service among its members.

APPENDIX Q

TRENDS IN TEACHERS' ACADEMIC QUALIFICATIONS AND REQUIREMENTS

TABLE I

CERTIFICATES OF TEACHERS¹

Statement 6 distributes the teachers by class of certificate 1939 and 1944 for teachers in eight provinces, while Statement 7 gives the percentages who are university graduates and the percentages possessing first class or higher certificates for 1939 and 1944 for eight provinces.

6. Teachers distributed by certificates in eight provinces 1939 and 1944

	<u>1939</u>	<u>1944</u>
Class 1 or higher	62.3%	62.4%
Class 2	31.2	20.9
Class 3	2.2	1.9
Miscellaneous and special . . .	3.9	6.6
Temporary or permit	-	7.2
Unclassified	0.4	1.0

7. Percentage of university graduates and of teachers with Class I or higher standing in 1939 and 1944

	<u>University graduates</u>		<u>Class I or higher</u>	
	<u>1939</u>	<u>1944</u>	<u>1939</u>	<u>1944</u>
Prince Edward Island	4.9	1.7	42.6	29.7
Nova Scotia	16.7	13.7	42.9	41.2
New Brunswick	9.0	8.1	60.6	49.9
Ontario	19.7	17.2	57.9	58.0
Manitoba	19.7	17.4	56.7	60.7
Saskatchewan	10.9	8.7	78.4	67.0
Alberta	12.9	11.9	70.3	71.7
British Columbia	30.0	30.6	72.7	73.2

¹Certificates of Teachers, Elementary and Secondary Education in Canada, 1943-44 (being Part I of the Biennial Survey of Education in Canada, 1943-44), Dominion Bureau of Statistics, Education Statistics Branch, Ottawa, Ontario, 1947; p. 21, 22.

TABLE II
TEACHERS' CERTIFICATES¹

The following table shows the number of teachers employed in British Columbia during the year 1946-47.

<u>Type of School</u>	<u>Number of Teachers</u>		<u>Total</u>
	<u>With University Degrees</u>	<u>Without University Degrees</u>	
Senior high schools	484	130	614
Junior-senior high schools . .	472	315	787
Junior high schools	113	63	176
Superior high schools	3	83	86
Elementary-senior high schools	75	165	240
Elementary-junior high schools	35	61	96
Elementary schools	240	2541	2781
District supervision, etc. . .	15	38	53
	<u>1437</u>	<u>3396</u>	<u>4833</u>
Totals	<u>1437</u>	<u>3396</u>	<u>4833</u>

¹Teachers' Certificates, Seventy-sixth Annual Report of the Department of Education for British Columbia (Public Schools of the Province of British Columbia), 1946-47; p. Y11.

TABLE III
TEACHERS EMPLOYED, AND STANDING (MANITOBA)¹

No. of Tchrs.	Male	F'le	Coll' -ate	Professional Standing					
				1st Class	2nd Class	3rd Class	Spec. Cert.	Per- mits	
1925 -	4028	815	3213	(225)	713	2283	841	80	100
1926 -	4067	849	3218	(287)	818	2335	751	89	66
1927 -	4096	821	3275	(295)	926	2357	688	85	33
1928 -	4189	797	3392	(308)	1050	2648	370	85	30
1929 -	4272	832	3440	(333)	1344	2682	129	85	30
1930 -	4378	831	3547	(338)	1368	2819	73	87	30
1931 -	4427	881	2546	(350)	1406	2839	72	85	17
1932 -	4425	921	3504	(366)	1582	2748	20	62	7
1933 -	4406	955	3451	564	1198	2581	--	62	--
1934 -	4396	994	3402	575	1296	2467	--	55	--
1935 -	4396	1102	3294	589	1388	2358	--	56	--
1936 -	4426	1173	3253	676	1401	2267	--	72	--
1937 -	4458	1170	3288	704	1599	2077	--	78	--
1938 -	4462	1158	3304	726	1657	1992	--	87	--
1939 -	4457	1192	3265	773	1755	1847	--	80	--
1940 -	4497	1174	3323	781	1911	1705	--	79	21
1941 -	4491	1138	3353	778	2013	1491	--	80	129
1942 -	4484	1057	3427	730	1958	1329	--	76	389
1943 -	4402	942	3460	706	1914	1140	--	67	575
1944 -	4354	778	3576	681	1938	1039	--	55	641
1945 -	4353	803	3550	680	2027	923	--	69	654
1946 -	4475	920	3555	664	2146	852	--	81	732

¹Teachers Employed, and Standing; Report of the Department of Education for the year ending June 30th, 1946, Province of Manitoba, p. 120.

TABLE IV

PROFESSIONAL CERTIFICATES ISSUED BY THE DEPARTMENT
OF EDUCATION FOR ONTARIO FOR THE YEARS INDICATED¹

Year	High School Principal	High School Assistant		First Class		Second Class	
		Interim	Perm't	Interim	Perm't	Interim	Perm't
1929	48	327	393	702	607	734	1145
1930	49	365	361	669	336	703	600
1931	49	432	357	693	294	775	235
1932	33	487	363	944	309	955	136
1933	35	576	381	1268	229	714	74
1934	57	555	411	1211	481	705	258
1935	71	498	417	1410	163	596	31
1936	89	477	425	1283	308	225	122
1937	86	303	405	1011	654	149	184
1938	90	295	402	1165	960	149	242

¹Table D III, Teachers and Training Schools, Report of the Minister of Education, Province of Ontario, for the Year 1938; p. 122.

TABLE V
TREND IN GRADE OF TEACHERS' CERTIFICATES IN ENGLISH-FRENCH SCHOOLS (ONTARIO)¹

Year	No. of Tchs.	First Class		Second Class		Third Class		District		Temporary		Permanent Ungraded	
		No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1929	1087	30	2.76	243	22.36	537	49.40	44	4.04	205	18.86	28	2.58
1931	1108	72	6.50	319	28.79	442	39.89	25	2.26	232	20.94	18	1.62
1933	1202	117	9.73	465	38.69	449	37.35	6	.51	145	12.06	20	1.66
1935	1257	155	12.33	710	56.48	293	23.31	4	.33	81	6.44	14	1.11
1937	1298	216	16.72	856	66.25	144	11.15	2	.16	68	5.26	12	.46
1938	1297	221	17.04	914	70.47	97	7.48	3	.23	50	3.85	12	.93
1939	1375	250	18.19	1010	73.45	74	5.38	2	.16	34	2.47	7	.51
1940	1416	278	19.64	1033	72.95	61	4.31	-	-	37	2.61	7	.49
1941	1436	367	25.56	955	66.50	63	4.39	-	-	47	3.27	4	.28
1942	1441	418	29.01	856	59.40	37	2.57	-	-	126	8.74	4	.28
1943	1448	472	32.60	812	56.08	22	1.52	-	-	138	9.53	4	.27
1944	1471	499	33.92	800	54.39	29	1.98	-	-	140	9.52	3	.19
1945	1576	528	33.50	820	52.03	22	1.40	-	-	206	13.07	-	-

¹Report of the Minister of Education for the Province of Ontario, 1938, p. 121; and Ontario Sessional Papers, Volume LXXVIII, Part 3, 1946.

TABLE VI

THE TRAINING AND SUPPLY OF TEACHERS (SASKATCHEWAN)¹

The following is a complete statement of the number of certificates issued from 1906 to 1945 to teachers who have taken their normal school training in Saskatchewan:

<u>Year</u>	<u>Third</u>	<u>Interim Second</u>	<u>Interim First</u>	<u>Interim High</u>	<u>12 T</u>	<u>24 T</u>	<u>Cond'l</u>	<u>Total</u>
1906	11	141	31					183
1907	7	102	21					130
1908	122	76	26					224
1909	231	63	10	3				307
1910	259	119	15	4				397
1911	285	134	3	1				423
1912	251	74	29	1				355
1913	402	131	91	26				650
1914	579	114	84	36				813
1915	520	174	150	41				885
1916	677	283	156	41				1157
1917	511	325	130	26				992
1918	397	381	119	32				929
1919	380	697	216	42				1335
1920	429	268	100	30				827
1921	213	222	114	46				615
1922	370	262	157	76				865
1923	944	473	268	97				1782
1924	984	612	278	65				1939
1925	1097	723	378	80				2278
1926	763	756	373	61				1953
1927	679	668	422	54				1823
1928	7	1081	509	53				1650
1929	1	997	603	50				1651
1930		1185	713	34				1932
1931		655	894	55				1604
1932		379	717	48				1144
1933		269	741	56				1066
1934		182	817	73				1072
1935		206	1055	65				1326
1936		104	1045	54				1203
1937		11	849	93				953
1938		4	814	73				891
1939		4	800	58				866
1940			965	81			28	1074
1941			1096	76			64	1236
1942			800	67	479		373	1719
1943			490	31	1180	262	159	2162
1944			435	34	629	147	258	1463
1945			441	64	528	107	186	1226

¹From the Annual Reports of the Saskatchewan Department of Education, 1906-1945.

TABLE VII

PERMANENT TEACHERS' CERTIFICATES ISSUED IN SASKATCHEWAN

The following table indicates the number of permanent certificates of each class that have been issued for the years indicated.¹

Year	Perm. Third	Perm. Second	Perm. First	Perm. High School	Colleg- iate	Superior First	Total
1906		124	18				142
1907		127	49				176
1908		179	48	4	13		244
1909		122	28	15	5		170
1910		94	20	14	7		135
1911		115	26	8	7		156
1912		112	22		4		138
1913		176	36	8	3		223
1914		217	49	10	9		285
1915		217	72	9	4		302
1916		210	76	13	6		305
1917	6	113	50	18	6		199
1918	3	128	63	9	5		208
1919	162	313	127	43	8		653
1920	52	227	99	43	16		437
1921	34	1071	320	31	24		1480
1922	16	475	208	40	29		768
1923	12	449	210	50	14		735
1924	10	404	224	58	27		723
1925	2	485	257	84	21		849
1926		605	319	39	22		985
1927		600	345	51	22		1018
1928	2	744	364	57	26		1193
1929	5	971	494	48	28		1546
1930		751	421	38	30		1240
1931		562	363	42	30		997
1932	2	396	508	39	21		966
1933		254	542	30	17		843
1934		280	523	30	13		846
1935		186	482	33	5		706
1936		104	789	53	8	28	982
1937		93	804	60	12	115	1084
1938		82	792	90	16	139	1119
1939		34	516	50	22	159	781
1940			426	63	19	159	667
1941			531	52	23	178	784
1942			555	68	24	138	785
1943			528	54	27	109	718
1944			460	41	19	98	618
1945			431	46	17	109	603

¹From the Annual Reports of the Saskatchewan Department of Education, 1906-1945.

TABLE VIII

NUMBER OF TEACHERS EMPLOYED IN SASKATCHEWAN,
AND CERTIFICATES HELD

The following table shows the number of teachers of each class employed each year over a period of years in Saskatchewan.¹

<u>Year</u>	<u>Provisional (Temp'y)</u>	<u>3rd Class</u>	<u>2nd Class</u>	<u>1st Class</u>	<u>High School & Collegiate</u>	<u>Sup'r First</u>	<u>Total</u>
1906	169	22	841	264			1296
1911	779	1006	1396	310			3491
1913	1037	1349	1437	334			4157
1916	723	2296	1918	740			5677
1921	721	2173	3097	971			6962
1926	19	2129	3907	1724			7779
1931	1	17	4908	3169	295		8095
1932	1	14	4376	3584	294		7975
1933	1	9	3904	4047	304		7961
1934		7	3494	4567	301		8068
1935		4	3053	5087	298		8144
1936		1	2498	3735	306		8234
1937		2	2087	6239	315		8328
1938		5	1683	6399	306		8393
1939			1578	6757	282		8624
1940			1377	7056	365		8798
1941			1106	6547	667	562	8882
1942	479		1006	6389	635	532	9041
1943	1451		830	5198	539	465	8483
1944	1950		654	4617	527	437	8185
1945	1562		460	3875	499	471	6867
1946	570		504	5308	556	502	7440

¹From the Annual Reports of the Saskatchewan Department of Education, 1906-1946.

APPENDIX R

NUMBER OF TEACHERS WHO LEFT THEIR PROFESSION
IN SASKATCHEWAN, 1913 - 1945

<u>Year</u>	<u>Number of Teachers</u>	<u>Year</u>	<u>Number of Teachers</u>
1913	733	1930	1847
1914	1068	1931	1673
1915	1013	1932	1364
1916	1218	1933	1325
1917	1373	1934	1176
1918	1610	1935	1228
1919	1761	1936	851
1920	1630	1937	919
1921	1821	1938	998
1922	2208	1939	985
1923	2321	1940	1460
1924	1838	1941	1611
1925	1680	1942	2150
1926	1394	1943	1386
1927	1501	1944	1233
1928	1456	1945	1260
1929	1528		

Average: 1920-24 . . . 1964
1930-34 . . . 1477
1940-44 . . . 1568
1913-45 . . . 1449

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