

THE NEWFOUNDLAND TEACHERS' ASSOCIATION 1890-1930:  
ITS FOUNDING, AND ITS ESTABLISHMENT AS A STABLE,  
INFLUENTIAL, AND PERMANENT PROFESSIONAL ORGANIZATION

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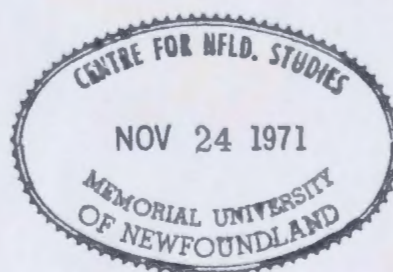
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THE NEWFOUNDLAND TEACHERS' ASSOCIATION 1890-1930:  
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INFLUENTIAL, AND PERMANENT PROFESSIONAL ORGANIZATION

by

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B.A.(Ed.), Memorial University of Newfoundland, 1952

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## ABSTRACT

The Newfoundland Teachers' Association was founded in 1890 by a group of teachers who desired an association which would lay primary emphasis on teacher welfare and protection. At the same time, the Superintendents of Education were attempting to found a "Teachers' Institute" -- a type of organization operating in England and Canada at the time, which would stress a program of professional development of teachers and the improvement of education in general, and which would admit to membership such people as Superintendents, Inspectors and School Board members.

Following phenomenal success in persuading the Liberal government to establish a teachers' pension plan and to increase teachers' salaries, the infant association ceased to function shortly after its founder was given a high-paying Civil Service position.

In the year 1898 a Superintendent of Education, with the support of a principal of a school operated by his religious denomination and in collaboration with the Colonial Secretary, revived the NTA -- but with the hope that it would function as an Institute. Such an organization was rejected by the teachers, however, who refused to

accept a clause in the constitution which would have extended honorary membership to people other than teachers. Shortly thereafter, the NTA expired for the second time.

There was a similar struggle taking place at the time in Canada, but there, in every province the existence of a general educational organization or an Institute had preceded the founding of a teachers' association, with such organizations in many cases being transformed into independent teachers' associations in the early 1900's.

When the NTA was revived in 1908, the privilege of honorary membership was extended to Superintendents of Education, and the Association pursued a concurrent policy of protective and professional objectives. Had it not been for its continuous publication of the NTA Journal, a subscription to which was included in the membership fee, the Association would probably have become dormant again in the period 1912-1923 when it suffered from uninspiring leadership and internal difficulties.

In the period 1923-1929, under an energetic and able president, a permanent full-time secretary was hired and an office acquired. At the same time, a drive for membership, along with the pursuance of a program balanced judiciously between protective and professional aspects, virtually ensured the permanency of the Association.



It should not be assumed, however, that the achievements of the late 1920's could have been realized in the 1890's, for by 1929 the establishment of a railway and coastal steamship service had made possible more frequent meetings of teachers. In addition, the broadening of Newfoundland's economic base had created a situation where a greater percentage of the population saw a need for education, and the measure of industrial development attained meant that a greater amount of money should be available for the extension of this social service.

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## PREFACE

On his retirement as General Secretary of the NTA in 1962, Allan Bishop was asked by the Executive of the Association to write the story of the Newfoundland Teachers' Association and its involvement in education, giving particular attention to 1930-1962--the period during which Mr. Bishop had been extremely active in the NTA, as member of the Executive Council, as President, and as General Secretary.

But the forty years from 1890 to 1930 remained to be researched; and since there no longer existed any official NTA records at all for the first twenty-one years and only single scattered copies of some of the sources referring to the Association in its infancy, I decided seven years ago to undertake this study.

The principal sources of information covering the first two decades of the NTA's existence were the newspapers, the annual reports of the Superintendents of Education, and the Bishop Feild College publication The Feildian. Fortunately, much of the Association's early activity consisted of meetings to which members of the press were either invited or were provided with releases. In addition, the early leaders appeared to have been

publicity-conscious (some of them later achieving prominence in journalism and/or politics\*) and they apparently possessed greater ability than the leaders of, for example, the 1912-1920 era. Since the early leaders were involved with politicians and presented petitions to government, it is understandable that NTA activity was considered worthy of being reported in the public press.

In the period 1912-1923 however, the NTA leaders were not of the calibre of their predecessors, and if they had any political influence, it was not made apparent. In this period, there was only one convention--that of 1920--and no petitions to government to merit the Association's getting press coverage. Thus, for this period, the newspapers either virtually ignored, or were themselves ignored by, the NTA which, after all, could boast of a membership of merely a hundred or so for much of this period. It is fortunate that the official NTA records for 1912 to 1923 are available for study--otherwise it would have to be assumed that the Association was dormant--except in 1913 when the Hands Across the Sea movement attracted a little attention and during the time of the 1920 convention. For this reason, following Chapter IV, much of the present account of the NTA story appears to be lacklustre, for the simple reason that the dozen or so people

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\* Dr. J. Alexander Robinson, Dr. W.F. Lloyd, Dr. Arthur Barnes, Dr. V.P. Burke

who comprised the Executive Council from 1912 to 1920 usually met only once or twice a year and did nothing of any great interest or importance.

During the 1920's, the official NTA records, particularly from 1923 on, show that the Association was beginning to take on more of the duties of a modern-day teachers' association, but apart from its coverage of the 1920 and 1926 conventions (which were more adequately dealt with in the official NTA records), the local press appeared to show no interest in the teachers' organization. Since there are few sources giving details concerning the NTA from 1912 to 1930, the chapters covering these years are less exciting than those covering the earlier period.

It was decided not to continue this account of the NTA story beyond the year 1930 for two reasons: first, by that year the Association had become firmly established and from that time on its activities were covered reasonably well both in the daily press and in its official records; and second, the account already written by Allan Bishop covers the later period in much detail.

I hope later on to write, from personal experience, a commentary on the Newfoundland Teachers' Association during the 1960's.



## ACKNOWLEDGEMENTS

The writer wishes to record his thanks to the following: to the staffs of the Memorial University library, the Gosling Memorial Library, and the Newfoundland Archives; to the Newfoundland Teachers' Association for cooperation in making available its records; to the many people who provided information from their personal knowledge; to Mr. Arthur Fox for assistance in locating information; and to Dr. Leslie Harris, under whose guidance this thesis was written.

## CHAPTER I

### THE FOUNDING OF THE NTA IN 1890

"We shall be happy, so soon as we think it feasible, to encourage in every way the formation of Teachers' Associations for mutual improvement, and further to adopt such measures as will stimulate teachers, by application to their studies and devotion to their profession, to render themselves deserving of the highest certificates, and of appointments to the more eligible situations."<sup>1</sup>

The above quotation is taken from the joint report of the Inspectors of the Church of England and Methodist schools for the year 1875. Writing in his report for the year ending 31 December 1890, Methodist Superintendent of Education G.S. Milligan states that he had expressed the hope again and again in his annual reports that teachers might be suitably organized for mutual improvement and advantage, "said Association being constituted similarly to those of Ontario, Nova Scotia,

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<sup>1</sup> Quoted in Report of the Public Schools of Newfoundland under Methodist Boards, Year Ending December 31, 1890, p. 10. (Such Reports hereafter referred to as Meth. Report).

and other Provinces under the direction of the Public Council of Education."<sup>2</sup> Milligan adds that the Superintendents had been prevented from calling together the teachers of the colony because of their many duties claiming attention, their want of authority to do so, and the cost of such an undertaking. Thus, he states, they could do no more than encourage such a movement and prepare the way for its successful accomplishment.

While Superintendent Milligan gives no details of the extent of the encouragement he gave towards the founding of a teachers' organization, Church of England Superintendent William Pilot does leave behind detailed evidence of his earlier attempts to form an educational association as well as details concerning the kind of association he favored.<sup>3</sup> In his report for the year ending 31 December 1888, Canon Pilot expresses his hope that a teachers' pension plan which he had proposed two years earlier would have led to some concerted action on matters relating to the teaching profession. He states that in other countries Teachers' Institutes, or Teachers'

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<sup>2</sup> Loc. cit.

<sup>3</sup> See his reports for the years ending 1888, 1889, 1890 and 1892 from which excerpts are quoted below.



Conferences, had become a part of the school systems.<sup>4</sup>

Pilot then lists the ways in which Teachers' Institutes would be valuable:

(1), in disseminating better methods of instruction, particularly among Teachers who have had no special training; (2), in creating an esprit de corps in the profession, the tendency of which is to stimulate all Teachers to do their best; (3), in awaking public interest in education, and shaping public opinion to demand and to be satisfied with only good work; and (4), no little advantage is derived from the necessary acquaintanceship formed among Teachers at these gatherings.<sup>5</sup>

He concludes his reference to Teachers' Institutes in his 1888 Report with these words:

Indeed, I see no objection why Teachers of all denominations might not meet and form themselves into a Teachers' Institute for mutual improvement and discussion of matters of mutual interest. Such a Conference might extend over two or three days and the Legislature hereafter might require Boards of Education to allow their Teachers to meet for such deliberation.<sup>6</sup>

In his Report for the year ending 31 December 1889, Pilot tells of his unsuccessful attempts in June 1889 to establish Teachers' Institutes:

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<sup>4</sup> Report of the Public Schools of Newfoundland under Church of England Boards, for the Year Ending December, 1888, pp. 9-10. (Such Reports hereafter referred to as C. of E. Report).

<sup>5</sup> Loc. cit.

<sup>6</sup> Loc. cit.

Little has been done during the year to promote the establishment of Teachers' Institutes sketched out in my last Report. The closing of all Schools in the District of St. John's and neighbourhood in the month of June last prevented my proposed invitation to Teachers to meet, and discuss with me topics in connection with their profession and work. At Bay Roberts I was more fortunate. Here, by previous arrangement, I met twelve Teachers of all denominations, and explained to them the nature and object of such improvement, and interchange of ideas and opinions connected with their calling. The Rev. Mr. Shears followed up my address with suitable advice; and all present recognized the desirability and necessity of some associated action.

Resolutions were passed expressive of their determination to do so; but I have heard nothing since of their proceedings. A second meeting at Heart's Content of eight Teachers, with the same object, shared the same fate. Teachers in writing on the subject have expressed their approval of such gatherings, but urge expense as a bar to carrying out the plan indicated. <sup>7</sup>

Thus in 1889 Pilot publicly acknowledged his failure to persuade teachers to organize.

Apart from the above, only one other pre-1890 reference to either teachers' associations or teachers' institutes in Newfoundland has been found. When, in 1886, the cornerstone for St. Paul's Sunday School was laid at Harbour Grace, there was placed in a cavity in the stone, a copy of "Rules for Teachers' Associations."<sup>8</sup> One can only wonder whether the person responsible for having these rules placed there was Rev. William Pilot, or one of the

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<sup>7</sup> C. of E. Report, 1889, p. 7.

<sup>8</sup> Harbour Grace Standard, "Laying the Foundation Stone of St. Paul's Sunday School", 20 November 1886, p. 2.

teachers from that area who subsequently helped found the NTA, or some other person.

Eventually, in October 1890, a teachers' meeting was held in Bay Roberts, the first of a series in that area which culminated in the founding of the NTA. For a remarkably-detailed account of the events leading to its founding, the NTA is indebted to a reporter of the Harbour Grace Standard, for it is in that source only that the story is recorded. Apparently it was the desire to establish a pension plan which stimulated the teachers to organize. The following notice appeared in the October 17, 1890 issue of the Standard under the headline

"Teachers' Pension Fund Association":

The Teachers of this District are called to a meeting at Bay Roberts tomorrow, Saturday, at 11 a.m. The object of the meeting is to bring up the subject of a Pension Fund for Teachers and by the united action of those interested seek to start some sort of organization that will have the desired effect. Other matters will, we understand, be brought up for discussion. If the Teachers wish to see a Pension Fund provided, it is necessary that they should take the initiative, and show the public that their claims in that direction are deserving of every consideration.<sup>9</sup>

The meeting was held as scheduled. Since it was held in Mr. Bancroft's school and he was selected to preside, it is probable that he was responsible for

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<sup>9</sup> Harbour Grace Standard, 17 October 1890, p. 4.

calling the teachers together. Because it is the only surviving record of this early meeting, the entire Harbour Grace Standard report is quoted:

The meeting of teachers of which notice was given last week, was held on Saturday last in the commodious class room of the school presided over by Mr. J.F. Bancroft. Owing to the day being a very rainy one, only thirteen teachers were present, representing however, we believe, all denominations.

Mr. Bancroft being called to the chair said that the meeting was the outcome of a conviction that it was desirable to take some definite steps at once towards the formation of a Teachers' Association for Newfoundland and to endeavour to secure united action on the part of the teachers in the Island, especially with regard to the formation of a Pension Fund for old and otherwise incapacitated members of the profession. After dwelling at some length on the necessity of these objects, he was followed by several speakers who all expressed their concurrence in the Chairman's views. On Motion, it was resolved that the Meeting form itself into a Committee to secure the formation of a Teachers' Association for the Island. A Chairman, Secretary and Treasurer were then elected. It was decided to have another meeting at Spaniard's Bay on that day week and to invite all teachers to attend from Brigus District down to Bay-de-Verde, to include also Trinity Bay. It was hoped that the teachers of other parts of the Bay, and other parts of the Island would have similar meetings. At the next meeting, the chief subject of discussion will be the Pension Fund. The Rev. Mr. Shears and Eli Dawe, Esq., member of the District attended the meeting, and expressed their sympathy<sup>10</sup> with the objects of it, and promised their support.

This report is important for several reasons.

First, it states that the teachers attending the meeting represented all denominations, which shows that, from the beginning, the NTA was conceived as an interdenominational

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<sup>10</sup> Harbour Grace Standard, 24 October 1890, p. 4.

body. Secondly, it makes clear that Bancroft's intention was to form a "Teachers' Association", not an Institute, for not only was the word Association used,<sup>11</sup> but it was stated that the organization would aim to "secure united action". Thirdly, it states that Mr. Bancroft "was followed by several speakers who all expressed concurrence in the Chairman's views", thus demonstrating that the teachers had met to consider problems which were of concern to them: they had not been required to attend the meeting in order to have someone in authority tell them what they as teachers should want to strive for. Fourthly, it was the intention of the founders to form a Newfoundland-wide organization. Fifthly, the teachers had invited to the meeting the member of the House of Assembly for the District, indicating that they recognized the importance of having political support.

Other items in the Harbour Grace Standard record the actual date and place of founding of the Newfoundland Teachers' Association: "We have been requested to state that a meeting of School Teachers will be held in the Central Schoolroom, Spaniard's Bay on Saturday next, the 22nd inst. ..." <sup>12</sup> and "At a meeting of teachers, held at

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<sup>11</sup> For a discussion of the differences between an Institute and an Association, see infra, pp. 14-17.

<sup>12</sup> Harbour Grace Standard, 18 November 1890, p. 4.

Spaniard's Bay on Saturday last, it was unanimously decided to form a 'Newfoundland Teachers' Association'.<sup>13</sup>

Information relative to the date and place<sup>14</sup> of founding also appears in a school diary in the Anglican school in Spaniard's Bay:

Saturday, 22 November, 1890: A meeting of school teachers took place in the Church of England schoolroom today when it was decided to form a Teachers' Association to consider matters of importance in connection with the raising of teachers' salaries, and the desirability of a Pension Fund.<sup>15</sup>

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<sup>13</sup> Harbour Grace Standard, 28 November 1890, p. 4.

<sup>14</sup> Until 1966, NTA stationery and the official NTA monogram used the year 1889 as the date of the Association's founding. Furthermore, until 1965 it was widely accepted that the NTA had been founded in St. John's. This error can be traced to an article written by NTA Secretary R.H. Richards and published in The Book of Newfoundland (J.R. Smallwood, Editor) in 1937. The error was repeated in a 1951 NTA Journal article "The Newfoundland Teachers' Association--Historical Sketch by a Life-time Member", and by Allan Bishop in The Newfoundland Teachers' Association and its Involvement in Newfoundland Education. In July 1965, Arthur Fox wrote a letter to the Evening Telegram quoting The Christmas Review of 1898 which stated that the NTA was founded in Harbour Grace. On my advice, Mr. Fox checked the Harbour Grace Standard for the period mid-September to mid-December 1890, found the references quoted in footnotes 12 and 13 above, and corrected his error in another letter to the Evening Telegram on July 19, 1965. As a result, the item referred to in footnote 15 below was published four months later on the occasion of the NTA's seventy-fifth anniversary.

<sup>15</sup> Quoted by E.H. Vokey, the News correspondent at Spaniard's Bay in the Daily News, 22 November 1965, p. 8.

The article then proceeds to list some of the teachers who had been present at the time, pointing out that they included teachers of three denominations--Methodist, Church of England and Roman Catholic; and from different settlements--Harbour Grace, Carbonear, Bay Roberts, Spaniard's Bay, Bishop's Cove and Upper Island Cove.

A full account of the November 22 meeting appears in the December 2, 1890 issue of the Harbour Grace Standard. The entire article is printed below since it is the only extant record of that meeting:

According to notification a meeting of teachers took place on Saturday last [actually, the Standard for Friday, November 28, uses the phrase on Saturday last when reporting on a meeting at which it states that it was decided to form a Newfoundland Teachers' Association] at Spaniard's Bay, Mr. J.F. Bancroft presiding and Mr. Dawe acting as Secretary. Though the attendance was small, there was a good deal of practical work done and entered upon--such as must commend itself to the teachers throughout the Island. It was thought advisable to form an Association without delay, which was accordingly done on the motion of Mr. J. Alexander Robinson, Principal of the Methodist Academy, Carbonear. The election of officers was, however, deferred till the next meeting, to be held during the Christmas holidays. A committee was also appointed to draft a constitution and by-laws for the conduct of the Association. Another matter referred to a committee, was the formation of a scheme of life insurance for the teachers of the Island. The chief subject of discussion was that of increase of salaries, the necessity of which is acknowledged by everybody inside and outside the profession. On this and on other grievances of the average teacher, Mr. Robinson, the chairman, and others dwelt at some length with most convincing power. There is no doubt but that the resolutions to be adopted at the next meeting will meet with the approval of the profession, and will obtain a respectful hearing by the legislature. But



in order to have the desired effect it is desirable that all the teachers work together. It is to be hoped, that for their own sake, they may do so. <sup>16</sup>

It is interesting to note that one of the matters discussed at the founding meeting was that of a scheme of life insurance for teachers--an objective which the Association did not achieve until 1964. This, along with the desire for a pension plan and for increased salaries, shows that the teachers were at the beginning most concerned with their welfare--a fact which indicates that the founders had chosen topics which would most likely entice other teachers to join.

An account of the proceedings of the meeting at which the Association's constitution was adopted appears in the 13 January 1891 issue of the Harbour Grace Standard. It indicates that the NTA chose not to take a stand on the matter of denominational education--a policy which the Association has always maintained, and which has undoubtedly contributed to the Association's being on good terms with the different churches and with government. The account from the Standard follows:

Newfoundland Teachers' Association

According to notification, a meeting of the above recently organized association took place on Wednesday last at Spaniard's Bay. Notwithstanding the unfavourable state of the weather and other drawbacks, twenty teachers were present, including four ladies, who by the way came from considerable distances.

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<sup>16</sup> Harbour Grace Standard, 2 December 1890, p. 1.

The Rev. Mr. Evans and other gentlemen favoured the meeting with their presence. The Acting President, Mr. J.J. [sic] Bancroft, occupied the chair.

After the minutes of last meeting had been read and passed, Mr. Bancroft presented his report on a Teachers' State-aided Insurance Scheme, which was laid on the table for after action.

Mr. J. Alexander Robinson next read a draft of a constitution, which was considered section by section, highly approved of, and with one or two additions, unanimously adopted. As this constitution will shortly be printed and published, it is unnecessary here to say more than that the principles on which the Association is formed are such as ought to commend themselves to all teachers and other friends of education. One of the sections forbids the introduction of any party or religious question. Another provides for the relief of destitute teachers, when found advisable, to the extent of twenty per cent of the annual revenue.

The officers and non official members of the Executive Committee were then chosen by ballot with the following result: President, J.J. [sic] Bancroft; Vice-President, J. Alexander Robinson; Secretary, Robert Dawe (of Bay Roberts); Treasurer, E. Williams; other members of Committee, Eli Martin, Emma Martin, J.D. Munn. It was beforehand agreed that the Executive Committee should hold office until a new election be held at the annual meeting in July next. The Secretary whose duties are arduous is the only paid officer.

An important resolution to the following effect was proposed by J. Alexander Robinson, seconded by Eli Martin, and unanimously carried, namely, That this meeting is strongly of opinion that in the best interests of the country, particularly of the rising generation, it is necessary that the annual Government grant for education be increased to not less than \$200,000 and that the minimum salary for male teachers be \$300 a year, and for females \$240.

On motion of E. Williams it was unanimously agreed that a system of state-aided insurance for the benefit of teachers and their families in the case of old age, infirmity or death should be established. A committee was then appointed to draft a petition to both branches of the Legislature in accordance with these two resolutions.

The concluding business of the meeting was the signing of the roll and the payment of the annual fee

of 50 cents which is payable in advance on the first of January in each year.

It may be stated here that any certificated teacher may become a full member of the Association by sending in an application to the Committee and by paying the annual fee. A payment of \$4.00 a year will enable any person, teacher or not, to become an honorary Vice-President; a payment of \$2.00 a year an honorary member, such being entitled to attend the meetings, take part in the proceedings, but not to vote, unless otherwise qualified. Here is an opportunity for the friends of education to assist a most deserving movement both by counsel and by money--both desirable ways.

It is a subject of deep regret that, owing to what may be regarded as a want of explicitness in the notice, the Rev. Dr. Milligan, superintendent of the Methodist schools, should have come all the distance from St. John's at this time of year, only to find that he was too late to assist the meeting with his valuable countenance and advice.<sup>17</sup>

This article was followed on February 3, 1891 by the full text of the original constitution of the Newfoundland Teachers' Association.<sup>18</sup> One feature of the 1890 constitution which does not appear in any of the later versions is that which provides for spending up to twenty per cent of the Association's income for the relief of destitute teachers.<sup>19</sup> Perhaps the inclusion of such a provision was a reflection of similar clauses in the fraternal organizations which were popular at the time. And it is possible that the inclusion of Article 10, which

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<sup>17</sup> Harbour Grace Standard, 13 January 1891, p. 4. The request for an education grant of \$200,000 would mean an increase of \$57,000.

<sup>18</sup> See Appendix A.

<sup>19</sup> As a matter of fact, the 1891 constitution differs so much from later constitutions that it appears unlikely that they were influenced by it.

prohibited the discussion of party politics and religion, was prompted by the fear that, like the Orange Society which supported the Whiteway party in the 1870's, the Newfoundland Teachers' Association (particularly since it was headed by Bancroft, a Whiteway supporter) might be used for political purposes.

Regarding the religious problem which has affected Newfoundland education traditionally, it is significant that the three major denominations were represented in the original slate of NTA officers: Bancroft and Williams were Church of England, Robinson was Methodist, and Robert Dawe was a Roman Catholic.<sup>20</sup> It was, therefore, at the very beginning of the Association's existence that the practice had begun of choosing for the top four or five NTA officials, at least one Roman Catholic, one Anglican and one

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<sup>20</sup> Until the 13 January 1891 Harbour Grace Standard item was found it was known only that the first Secretary had been named Robert Dawe, and the Church of England records revealed that that denomination had a teacher of that name who had completed teacher training in 1890, and had taught in Fogo from 1890 to 1892 and in Carbonear in 1892-3. The Methodist reports for these years mentioned no Robert Dawe, and the Roman Catholic reports were missing, so it was assumed that it was the "Anglican Robert Dawe" who had been chosen as Secretary in 1890, despite his lack of experience as a teacher. However, when it was discovered that the NTA had been formed in November, not during the summer holidays as suspected earlier, it was obvious that the "Fogo Robert Dawe" could not have been elected secretary. Discussions with Robert Pepper and Harvey Vokey of Bay Roberts subsequently revealed that the Robert Dawe who had taught in Bay Roberts in the 1890's had been a convert to the Roman Catholic religion and taught in the Roman Catholic school there.

non-conformist.<sup>21</sup>

An extremely important result of "finding" the original NTA constitution and reports of its organizational meetings was the discovery that the Association was unquestionably designed primarily as a protective organization. Article 1 states: "This Association shall have for its object the protection of teachers and the advancement of the cause of education generally."

Discovery of this fact demanded a reversal of attitude towards the part played by William Pilot in the founding of the NTA.<sup>22</sup> Pilot's efforts to form Teachers'

Institutes had been interpreted as efforts to form an association with objectives similar to those desired by Bancroft. But from Pilot's description of Institutes and from Milligan's statement that the Superintendents desired the establishment of an association<sup>23</sup> "being constituted

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<sup>21</sup> See Appendix F for substantiation of this statement.

<sup>22</sup> A. Bishop, H. Cuff, H. Harris and L. Whiteway have all in earlier articles given Pilot credit for having laid the groundwork on which Bancroft founded the NTA.

<sup>23</sup> The sub-title of the pertinent paragraph in Milligan's Report is actually "Teachers' Associations and Institutes".

similarly to those of Ontario, New Brunswick, Nova Scotia, and other provinces under the direction of the Public Council of Instruction", it is clear that Superintendents Pilot and Milligan were not desirous either of founding a protective association as envisaged by Bancroft or of founding a teachers' association as we know it today, but were interested in the establishment of a general educational organization, or teachers' Institute, of a form that was in widespread existence in the nineteenth century.

Concerning early Canadian general educational organizations, in his study of the development of the Canadian Teachers' Federation, Dr. Gerald Nason makes the following comment when elaborating on his statement that most of the provincial teacher associations had been founded by the year 1919:

There had been other organizations for teachers before these were formed, for the provincial "education associations" had long held annual conventions for the declared purpose of stimulating discussion of educational methods and problems. These associations, two or three of which have survived to the present day, were under the sponsorship and direction of the provincial departments of education and their officials. Whatever value may have existed in their programs, there was certainly no place in their sessions for teachers to discuss salary and tenure problems, or other matters relating to working conditions.<sup>24</sup>

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<sup>24</sup> Gerald Nason, The Canadian Teachers' Federation: A Study of its Historical Development, Interests and Activities from 1919 to 1960, (Unpublished Ed.D. thesis, University of Toronto, 1964), p. 13.

Dr. Geoffrey Buck also differentiates between bona fide professional teachers' associations and general educational organizations or institutes. In referring to the pattern of general educational organizations which preceded teachers' associations, he states that while both types of organization aimed to improve the educational system, the professional groups always had additional objectives, "the improvement of the status of their members, their protection, security of tenure, and improved economic position."<sup>25</sup> He elaborates on this point:

The Institutes were in reality controlled by the Department of Education, and superintendents and inspectors of schools were usually the officers ... With the unfolding of the story of teachers' organizations across Canada, it will be seen that a determination to form an independent professional organization is common to them all ... <sup>26</sup>

Buck then produces evidence to demonstrate that in the nine provinces existing at the time of his study, general educational organizations or teachers' institutes had preceded the professional teachers' associations. Newfoundland was not a part of Canada at the time of

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<sup>25</sup> G.J. Buck, The Development of Teachers' Organizations in Canada, (Unpublished M.Ed. thesis, University of Manitoba, 1938), pp. 2-3.

<sup>26</sup> Ibid., p. 20.



Buck's study, but when the aims outlined in the original constitution are compared with those advocated by Pilot,<sup>27</sup> it will be evident that Buck's generalization would also have held true for Newfoundland if Pilot and not Bancroft had succeeded in founding the NTA in 1890. Far from being allies seeking a common objective in the late 1800's, it is clear that Pilot and Bancroft were opponents--each trying to organize the teachers, but with very different primary objectives.

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<sup>27</sup> See Appendix A for the original NTA constitution, and page 3 above for Pilot's opinion of what the aims of a Teachers' Institute should be.

## CHAPTER II

### THE NTA AND CONDITIONS EXISTING IN 1890-1893

Before outlining the efforts of the NTA in its infancy, it is necessary to consider the educational scene in Newfoundland at the time. In 1843, the Education Act had provided a grant to be divided equally between Roman Catholic and Protestant education. This arrangement did not work, and in 1874 the government decided to institute completely a denominational system of education. It was decided that each of the denominations would receive a grant "equal in proportion, according to population."<sup>1</sup> One result was that, until about the mid-1950's, practically every teacher in Newfoundland (with the exception of those teaching in Amalgamated Schools) taught in a school operated by his own religious denomination. But this fact did not appear to have caused the NTA founders any great concern. The teachers of different religious denominations have generally gotten along well together, and such was the case in the early NTA meetings, attended by teachers of all denominations.

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<sup>1</sup> F. W. Rowe, The Development of Education in Newfoundland, (Toronto, Ryerson Press, 1964), pp. 80-91.

In fact the NTA can be given some credit for creating conditions conducive to broadmindedness among its members. However, the manner of distributing funds for education--to each denomination on a per capita basis--did hamper the NTA in its salary negotiations until the year 1949, when the problem was resolved.

Quite apart from this relatively minor consideration, the establishment of the denominational system did have a detrimental effect on Newfoundland teachers by encouraging the creation of small schools. Methodist Superintendent G.S. Milligan expressed his concern, declaring that the many small schools staffed by ungraded teachers, was "one of the weakest points in our educational system."<sup>2</sup> Milligan's proposed remedy, recommended "in accordance with the ascertained views of the Chairmen of Methodist Boards generally", was to amend the Education Act to withhold the per capita share of grants from localities where the population was less than 250 or 300--and maintain one efficient school with a certificated teacher responsible to the Board of the majority denomination or to a local, elected Board.<sup>3</sup>

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<sup>2</sup> Meth. Report, 1889, p. 9.

<sup>3</sup> Loc. cit.

Church of England Superintendent William Pilot also found weaknesses in the system:

Referring to the multiplication of Schools in small settlements, I would submit the enacting of some such provision as the following: In any settlement or locality where a school is maintained by the Board representing the majority of persons in that settlement or locality, no second School shall be maintained by a different Board from government funds, unless the members of the Denomination represented by such Board amount to one hundred and fifty at least by the last preceding Census, and that all per capita Grants belonging to the whole number in that settlement or locality shall be held for the maintenance of the School so established; such School to be under the management of a Central Board, to consist of representatives of all denominations. <sup>4</sup>

However, it was made clear from the outset that the newly-formed Newfoundland Teachers' Association had no intention of attempting to attack the denominational system, reserving its strengths for "attainable objects" such as improving the lot of its members. An article appearing in 1890 outlines the NTA position on this matter:

In order to remove a misconception that has arisen owing to the unauthorized utterances of one of the newspapers, it is necessary to state that the subject of nondenominational schools was not broached at any of the meetings of the association. It is regarded by the teachers as not within the range of attainable objects. As practical men, they are intent on removing the crying grievances under which they labor, grievances which the

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<sup>4</sup> C. of E. Report 1890, quoted in NTA Journal, vol. 56, no. 8 (June 1965), p. 3.

profession as a whole as well as the general public of every denomination admit to require redressal.<sup>5</sup>

That the Association would have its hands full dealing with other objectives becomes evident after studying the following statistics for the period:

Qualifications of Teachers in Board<sup>6</sup> Schools, 1890

<u>Certificate<sup>7</sup></u>	<u>C.E.</u>	<u>R.C.</u>	<u>Meth.</u>	<u>Other</u>	<u>Totals</u>
1st.	4	11	11	1	27
2nd.	33	31	38	2	104
3rd.	109	86	55	4	254
Other	30	55	32	-	117
<u>Totals</u>	<u>176</u>	<u>183</u>	<u>136</u>	<u>7</u>	<u>502</u>

Numbers of Pupils in Newfoundland Schools, 1890<sup>8</sup>

Church of England	9243
Roman Catholic	8620
Methodist	7549
Total	<u>25412</u>

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<sup>5</sup> Harbour Grace Standard, 2 December 1890, p. 1.

<sup>6</sup> In addition to the schools operated by school boards were the "academies" in St. John's and Harbour Grace, as well as the Convent and Christian Brother schools. In 1887, approximately 3500 pupils attended Convent and Christian Brother schools.

<sup>7</sup> See Appendix B for a description of the various certification requirements. See p. 23 below for partial Grade III requirements.

<sup>8</sup> Methodist and Church of England statistics are taken from 1890 Reports. Roman Catholic statistics are taken from the 1887 Report--the 1888-1890 Reports being missing--and do not include the 4210 pupils who attended Convent, Christian Brother, and orphanage schools.

The average number of pupils per teacher at the time was approximately 51, but average attendance was much lower than the 90+ per cent of today.

Average Attendance of Pupils, 1890

Church of England	65.3%
Roman Catholic	64.3
Methodist	50.1

No salary figures for Roman Catholic teachers are available for the period, but Church of England teachers averaged \$170.63 per annum and Methodist teachers averaged \$152.19. The salaries received by Board teachers in general ranged from \$80 to \$300, with male teachers earning more than females--the amount of salary often depending on the whims or the means of the Board and on the recommendation of the Inspectors or Superintendents. The only part of salary related to qualifications was that part called "augmentation", amounting to \$20 per annum for first grade, \$12 for second grade, and \$6 for third grade: until 1949, the only part of a teacher's salary related to qualifications was the augmentation.

At the same time, salaries paid to teachers in the "colleges"<sup>9</sup> were generally much higher than in the schools. The following is the 1890 salary scale in effect

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<sup>9</sup> Beginning in 1852, each denomination maintained in St. John's a "college" (in actual fact an all-grade school) which received special grants from government; and by charging high fees (equal at the time to the average salary of a Newfoundland teacher) restricted their enrolment to the children of well-to-do citizens. See F.W. Rowe, The Development of Education in Newfoundland, pp. 87 and 109.

in the Methodist College in St. John's:

Principal	\$1434.42
Two Vice-principals	876.00
Two Teachers	780.00
One Teacher	750.00
One Teacher	340.00
One Teacher	320.00
Three Teachers	230.00 <sup>10</sup>
One Teacher	180.00

In general, qualifications of teachers were very low, as is indicated by the Syllabus for Grading Teachers as contained in the 1887 Education Act.<sup>11</sup> The language requirements for a Grade III Certificate were:

Reading: to read with distinct utterance and due attention to punctuation.

Spelling: to spell correctly words selected or used by them in examination.

English Grammar: to parse fully any simple sentence, and apply the rules of syntax.

Composition: to write a composition from a short narrative read.

Examinations were conducted by Superintendents or Inspectors during ten-day periods in June and November, and each certificate remained valid for five years. In view of the general nature of some of the regulations, it is unlikely that justice was always done, but since only the augmentation was related to the certificate and since the

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<sup>10</sup> Meth. Report 1890, p. 44. Cf. Civil Servants' salaries p. 50 below.

<sup>11</sup> Quoted in C. of E. Report 1889, pp. 85-6. See Appendix B for the entire Grading Regulations in effect in 1887.



salary could be raised or lowered annually regardless of the certificate held by the teacher, it is doubtful if this matter caused the new teachers' association much concern.

To illustrate how salaries could fluctuate, the salaries of James Frederick Bancroft are quoted from the year 1880 until he left the profession in 1891:<sup>12</sup>

1880	Pass Island, H.B.	-Third Grade	\$160.00
1881	Pass Island, H.B.	-Third Grade	220.00
1882	Pass Island, H.B.	-Third Grade	200.00
1883	English Harbour, F.B.	-Third Grade	161.50
1884	Chance Cove	- Third Grade	160.00
1885	No record of Bancroft's teaching		---.--
1886	Bay Roberts Central	-Third Grade	244.90
1887	Bay Roberts Central	-Second Grade	300.00
1888	Bay Roberts Central	-Second Grade	288.00
1889	Bay Roberts Central	-Second Grade	392.00
1890	Bay Roberts Central	-First Grade	382.00
1891	Bay Roberts Central	-Second Grade	332.00

It is worth noting here that Bancroft's "promotion" to First Grade certification in 1890 and his apparent "demotion" in 1891 (despite the general rule that a certificate was valid for a period of five years) may be connected with his involvement in the organizing of teachers. In any case when, in 1889, Superintendent Pilot "by previous arrangement ... met twelve teachers of all denominations," it is probable that the arrangements for the meeting had been made by the principal of the Anglican

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<sup>12</sup> These figures are taken from the Inspectors' Reports contained in the Superintendents' Annual Reports for the years involved.

school, J.F. Bancroft.<sup>13</sup> If this assumption is correct it is almost certain that Pilot, owing to his own interest in forming an educational organization, would have been favourably impressed; certainly he included in his report on the Bay Roberts school the comment that the "work and appearance of this school reflect high credit upon Mr. Bancroft as teacher ..."<sup>14</sup> If Dr. Pilot's interest in Bancroft was instrumental in gaining him a First Grade Certificate in 1890 (and the apparent drop in salary from \$392 to \$382 was insignificant, for the salary figure quoted did not include the increased augmentation of \$8) perhaps Pilot's disillusionment with Bancroft in 1891 will explain the latter's reverting to Second Grade certification and having his salary slashed by \$50. We should not, of course, overlook the possibility that Bancroft was listed as a First Grade teacher in the 1890 Report in error.

The theory of a Bancroft-Pilot disagreement might explain certain facts. Firstly, Pilot, who had written at

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<sup>13</sup> Indeed, the initiative for calling the meeting might have been Bancroft's, for Pilot was not above claiming full credit for accomplishments when the credit at least partially belonged to others. (See p. 27 for his claims to have been responsible for founding the NTA).

<sup>14</sup> C. of E. Report 1890, p. 59.

such length on Teachers' Institutes in his 1888 Report, and who in his 1889 Report had bemoaned the fact that none had been founded, made no mention of the NTA's founding or of the new association in either his 1890 or his 1891 Reports! Perhaps he was biding his time to see how the Association would work out before committing himself, or perhaps he was somewhat annoyed because Bancroft and the teachers had not taken his advice regarding the objects of the association. The apparent anomaly between the facts that Pilot praised Bancroft in his 1890 Report and ignored the NTA's founding in that same Report, disappears when we remember that the Report for 1890 covered the period ending December 31, 1890, while the NTA constitution was not published until February 3, 1891--at which date Pilot's Report would likely have been completed, since it had to be printed and presented to the House of Assembly during the spring session. Secondly, although Pilot had praised Bancroft in his 1890 Report, his only reference to Bancroft in his next Report was "Mr. Bancroft has since left the school."<sup>15</sup> (This Report covered the year ending December 31, 1891, and Bancroft had left Bay Roberts on December 25, 1891 to take up his new position in Bonne Bay).<sup>16</sup>

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<sup>15</sup> C. of E. Report 1891, p. 70.

<sup>16</sup> Harbour Grace Standard, 31 December 1891, p. 4.

Thirdly, after Bancroft had left the profession, Pilot claimed (in an 1892 Report) greater credit for having been responsible for the founding of the NTA than the facts suggest. Pilot was referring to the meetings which he had addressed in 1889:

Circumstances prevented this proposed invitation of teachers to St. John's to discuss with me topics in connection with their profession and work; but, by previous arrangement, I met twelve teachers of all denominations at Bay Roberts, and to them I explained more fully the nature and objects of such an institution, and advised the establishment of one among them for mutual improvement and interchange of ideas and opinions connected with their calling. The Rev. Mr. Shears followed up my address with suitable advice, and all present expressed the desirability and necessity of some associated action. The result was the formation among some teachers in Conception Bay and Trinity Bay of the "Newfoundland Teachers' Association."<sup>17</sup>

It is doubtful if a meeting, which Dr. Pilot addressed in 1889 during which he spoke to the teachers about the purposes of Teachers' Institutes, could logically be credited with the formation of a protective teachers' association with different purposes, and more than a year later. Finally, if Pilot had really desired the founding of a teachers' association, it is unlikely that he would have attacked it so viciously for doing what any legitimate teachers' association would have done. There is no doubt of the severity of his criticism of the Association in his 1892 Report:

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<sup>17</sup> C. of E. Report 1892, pp. xx-xxi.

I looked upon this [the founding of a teachers' association] as a move in the right direction, and hailed the new departure as fraught with considerable prospects of success, provided that the objects of its existence, as stated in the constitution, viz. "the protection of teachers, and the advancement of education generally", was kept steadily in the forefront. Naturally, self-improvement in the work of their calling was looked for and expected; but I regret to learn, little or nothing has been done towards self-improvement. Several meetings have been held at no one of which has anything been done towards this end; nothing has been done to disseminate better methods of instruction among them; no interchange of thought, as a body, has been had among them upon questions affecting the status and conditions of their schools, no esprit de corps has been created for the profession, as a profession, and little done to awaken public interest in education, save to excite it with their grievances already, to a great extent, remedied. Many teachers, formerly belonging to the association, have, in consequence, become so disappointed with the results, that they have withdrawn from membership; and others, who would have been pleased to join an association which would offer some of the advantages outlined, have been deterred from allying themselves with an association which is one in name only, without the substance. I make these observations to show how an institution calculated to confer immeasurable good upon the education of the country, may dwindle away and become defunct when its aims and objects are lost sight of, and in defence of by far the greater bulk of teachers of the country who have not joined this association, nor sympathized with its action and acts, and for whom and to whom the association, without their authority or permission, presumes to pronounce, and even to dictate. Up to the present time, I regret to have to declare my belief, the Newfoundland Teachers' Association has not only done no good to education; but it has done positive harm in unsettling the minds of teachers, by making them to suppose they are an ill-used body of servants leading the public by their constitution to believe that they are engaged in the advancement of education, which, apart from an agitation, has not only not been done, but, so far, not even attempted, and tending to drown

in the common vortex to which all attempts made for the benefit of this country seem to lead--"party politics,--the education and up-bringing of the youth of this country. I repeat, the Newfoundland Teachers' Association is capable of effecting great good for their country, and when its members bend their energies with right good-will to devise and discuss means and methods for practically improving their schools, they will meet with my heartiest cooperation and assistance, merit more the good-will of the community in which they live, and fearlessly appeal to the public for generous support and full consideration.<sup>18</sup>

After reading such a denunciation of the Association, it would be well to consider what is known of the Association's early activity and that of its officers from the time the decision was made in November 1890 to found the NTA, until the Association was revived in 1898.

We know that the first objective of the founders was to establish a pension plan, for the notice calling the teachers together for a meeting on October 18, 1890 stated "The object of the meeting is to bring up the subject of a Pension Fund for teachers and ... to start some sort of organization that will have the desired effect."<sup>19</sup> At the October 18 meeting the matter was discussed, and the group decided at their next meeting that the chief subject of discussion would be the Pension Fund.<sup>20</sup>

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<sup>18</sup> Loc. cit.

<sup>19</sup> Harbour Grace Standard, 17 October 1890, p. 4.

<sup>20</sup> Harbour Grace Standard, 24 October 1890, p. 4.

At the founding meeting on November 22, it was decided that a committee should consider the matter of forming "a scheme of life insurance for the teachers of the island."<sup>21</sup> However, the "chief subject of discussion was that of increase of salaries" on which grievance several present "dwelt at some length with most convincing power."<sup>22</sup> At the January 10, 1891 meeting a resolution was passed that there should be established "a system of state aided insurance for the benefit of teachers and their families in the case of old age, infirmity or death."<sup>23</sup> Another resolution was passed that the meeting felt it was necessary to establish minimum teachers' salaries of \$300 per annum for males and \$240 for females.<sup>24</sup> A committee was then appointed to draft a petition to both branches of the legislature in accordance with these two resolutions.<sup>25</sup>

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<sup>21</sup> Harbour Grace Standard, 2 December 1890, p. 1.

<sup>22</sup> Loc. cit.

<sup>23</sup> Harbour Grace Standard, 13 January 1891, p. 4.

<sup>24</sup> Loc. cit.

<sup>25</sup> Loc. cit.

A thorough search has failed to reveal the text of the petition referred to above, but an NTA petition was presented in the House of Assembly on 9 March 1891 by Mr. Murray, MHA for Burgeo.

Mr. Murray asked leave to present a petition from James F. Bancroft and others, of the Newfoundland Teachers' Association, on the subject of education, and leave being granted, it was ordered that the said petition be referred tomorrow to the committee of the whole House on education.<sup>26</sup>

The presentation of the NTA petition is also referred to in the Evening Telegram under the headline "Education to the Front":

Last evening the Assembly was chiefly occupied in presenting petitions. One from Mr. Bancroft, President of the Teachers' Association, and his associates, brought several members to their feet in advocacy of their prayer. Tributes of eulogy were paid to the organization; support promised to the objects it seeks to achieve, and encomiums passed on the intelligence and energy of its President.<sup>27</sup>

While commenting on the petition in the House of Assembly on March 9, 1891, A.B. Morine made this observation: "The petition contained three prayers: 1st., increased salaries; 2nd., for the fixing of a minimum salary; 3rd., that something be done to help out the principle of self-aided insurance..."<sup>28</sup>

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<sup>26</sup> Journal of the House of Assembly of Newfoundland in the 2nd. Session of the 16th. General Assembly, 1891, p. 47. (Hereafter referred to as Journal of House of Assembly).

<sup>27</sup> Evening Telegram, 10 March 1891, p. 1.

<sup>28</sup> Evening Telegram, 19 March 1891, p. 3.



Apparently the petition also referred to the setting up of a Committee on Education, for a letter to the press signed "Education, Bay Roberts", after paying tribute to Bancroft, suggests that if the NTA petition were granted, the Committee on Education would need a Secretary or Clerk, and proposes Bancroft for the job. He adds that the party (Whiteway's) owed some acknowledgement to Bancroft for past services.<sup>29</sup>

Eventually, the House, on motion of Mr. Murray, "ordered that certain resolutions recently adopted by the Newfoundland Teachers' Association be referred to the Select Committee on Education, with an instruction to the said committee to take such resolutions into their consideration."<sup>30</sup> Instead, MHA's Morine and Greene attempted to have the matter dealt with immediately. Their motion, which was lost, was to the effect that there should be provision for a fixed minimum scale of salaries for teachers, based on qualifications, and also for an insurance plan for teachers either to insure them pensions after a certain period of service or to provide their families with a fixed amount in case of death of the teacher.<sup>31</sup>

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<sup>29</sup> Evening Telegram, 11 March 1891, p. 4.

<sup>30</sup> Journal of House of Assembly, 1891, p. 99.

<sup>31</sup> Ibid., p. 49. A few years later when the Conservative government of J. Winter was in power, Morine, an influential member of cabinet, played a part in having the government contribute \$1000 toward a teachers' convention in 1898 which resulted in the NTA's being revived.

When the Select Committee on Education made its report to the House, its recommendations unmistakably showed the influence of the NTA petition. The Committee recommended that there be appointed a Standing Education Committee with an office for the Committee's archives, that a reasonable salary scale be drawn up for teachers--based on qualifications and service, and that provision be made for teachers retiring because of old age or ill-health.<sup>32</sup>

When appropriate legislation was discussed in the Legislative Council, some members did not feel that the Bill had gone far enough in meeting the requests of the teachers, while Hon. J.S. Pitts used the opportunity to make a brief attack on the denominational system of education--pupil-teacher exams were not uniform, he asserted; standards were not uniform, Grade I Teachers' Certificates being better with one denomination than another.<sup>33</sup> However, after much digression, the Education Bill was passed by the Legislative Council.<sup>34</sup>

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<sup>32</sup> Journal of House of Assembly 1891, pp. 450-6.

<sup>33</sup> Newfoundland Parliamentary Reporter OR Debates and Proceedings of the Legislative Council in the Second Session of the 16th. General Assembly, 1891, p. 160.

<sup>34</sup> Ibid., p. 183.

The Bill entitled "An Act to Provide for the Improvement of Education" was passed by the House of Assembly on May 30, 1891, and its main clause provided that the Governor in Council might appoint a nine-man Board of Commissioners, on which Inspectors should not be eligible for appointment. The powers, duties, and functions of this Board again reflect some of the prayers contained in the NTA petition. The Board's powers as listed in the Act included the following: to make regulations for the training and grading of pupil-teachers; to make regulations to establish a Common Examining Board to examine teachers of all denominations; to allocate the increased vote for education for 1891 and all future votes in aid of teachers' salaries according to certificate; to provide a scheme of life insurance or retiring allowance after a certain age or when incapacitated; and to recommend a plan to establish one school for all denominations in sparsely populated places.<sup>35</sup>

Apparently the Board of Commissioners did at least a part of its job well, for in the first of the two sessions of the Legislature held in 1892, a Bill was passed to consolidate and amend the Act For the Encouragement of Education.<sup>36</sup> It provided for an addition of \$20,000 to

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<sup>35</sup> Statutes of Newfoundland, 54 Vict. Cap. X, 1891, pp. 130-3.

<sup>36</sup> C. of E. Report 1892, p. vi.

the Augmentation Grant (giving teachers an amount which they could use to pay the new pension premiums)<sup>37</sup> and for the establishment of a Pension Fund in conjunction with it.<sup>38</sup> The amount of pension was fixed at \$100 per annum for males and \$80 for females, with premiums based on the life expectancy of 12.5 years at age 60 for males and of 13.5 years for females. The fund was guaranteed 3% interest by the Savings Bank and 3% by government. The fund was actuarially sound, for teachers were to pay into it a yearly amount so calculated that it would provide the entire amount of the pension.<sup>39</sup> Premiums varied with the age that the individual teacher had attained at the time he joined the plan. Sample premiums are quoted:

At age 17	\$ 4.57	At age 42	\$27.75
" " 18	4.87	" " 56	197.14
" " 28	9.43	" " 59	861.50
" " 38	19.72		

The supplemental amounts, provided by the \$20,000 addition to the Augmentation Grant, gave an extra \$64 per annum to

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<sup>37</sup> Such a suggestion had been made in C. of E. Report 1890, pp. 9-15.

<sup>38</sup> C. of E. Report 1892, p. vii.

<sup>39</sup> Ibid., p. viii.

First Grade teachers, \$48 to Second Grade teachers, and \$32 to those with Third Grade Certificates.<sup>40</sup>

Considering these facts, it would appear that the Newfoundland Teachers' Association played such an active and important rôle in 1891 that it was responsible for the establishment of a pension plan and increased augmentation for teachers--perhaps even for the setting up of the Board of Commissioners. Writing in the Christmas Review of 1898, an anonymous writer gives the Association credit for the inauguration of the teachers' pension plan: "The agitation, consequent on the formation of the society, led to the legislation that increased the general teachers' grant by \$20,000 annually, and to the discussion of old age pension."<sup>41</sup>

At this point it is interesting to consider why William Pilot failed both in his attempt to persuade the teachers to form an Institute and in his plan to have the

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<sup>40</sup> Ibid., pp. ix-xii.

<sup>41</sup> "The Teachers' Convention" in the Christmas Review, 1898, p. 8.

Legislature establish a pension plan for them,<sup>42</sup> while James Frederick Bancroft succeeded in founding the NTA which in turn used its influence to have a pension plan established.

In the first place, Pilot had proposed an organization with the aims of disseminating better methods of instruction, stimulating teachers to do their best, shaping public opinion to be satisfied with only good work<sup>43</sup>--in other words, Pilot wanted to organize them into an "Institute", a general educational society, in which membership would be open to officials such as himself. Bancroft, on the other hand, sought to establish a union-oriented professional organization which would protect teachers, would use its influence to get increased salaries and fringe benefits for them, and would be controlled by the teachers themselves.

Secondly, Pilot was by training a clergyman who had come to Newfoundland from Bristol between 1867 and

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<sup>42</sup> In his 1890 Report, Pilot states "13 years ago I introduced the subject of a Pension for Teachers". It has been noted above how he spoke to teachers on this topic in 1888. Actually, it would appear that Pilot deserves some credit for devising a workable pension plan, for the scheme outlined in his 1890 Report is almost identical to that eventually adopted, e.g. on page 8 of the Report he proposes that the government contribute 2% interest in addition to the 3% interest from the Savings Bank, and that the amounts of pension be \$100 for male teachers and \$80 for females.

<sup>43</sup> Supra, p. 3, for further details.

1870 to an appointment at Queen's College.<sup>44</sup> Then in 1875 he was appointed Church of England Superintendent of Education, one of his duties being to inspect Anglican teachers--and government Inspectors in those days were not generally popular with teachers.<sup>45</sup> At the age of fifty when the NTA was founded, this clergyman probably did not have the same appeal to the majority of teachers as had thirty-five year old James Frederick Bancroft, a man who had come to Newfoundland as a teacher when he was twenty-five years of age, and who had taught in several outports, first as a Third Grade teacher then as a Second Grade teacher at salaries as low as \$160 per year, compared to Pilot's salary which approached \$2000. It is a fair assumption that the teachers just did not identify with Pilot: with Bancroft, there is a greater likelihood that they did.

Thirdly, Pilot was not interested in a labour-type association. Bancroft, on the other hand, had been born in Chester,<sup>46</sup> in the part of England where the Industrial

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<sup>44</sup> NTA Journal, October 1913, pp. 9-10.

<sup>45</sup> Interviews in 1965 with the late N.W. Gillingham and Augustus Fowler, who were young men in 1890.

<sup>46</sup> Bancroft was buried in the Anglican Churchyard, Topsail. The following inscription is on his headstone: "In Loving Memory of James Frederick Bancroft of Chester, England, who was called to rest September 3, 1929 aged 74 years. Father in Thy Gracious Keeping Leave we now Thy Servant Sleeping."

Revolution and labour unions had had their beginnings, and he might have been more union-orientated and thus more likely to appeal to the teachers.

Fourthly, there are several indications that Bancroft either possessed political acumen or was aware that he could count on political support. For one thing, at the organizational meeting, one of the guests was the local member, Eli Dawe, whose influence with his party is indicated by the fact that he was later made Financial Secretary.<sup>47</sup> Again, in the 1889 general election Bancroft had assisted the Whiteway party--in the words of A.B. Morine, Bancroft was

entitled to the support of the government, for he had afforded them such assistance at the general election that ensured their success on the North Side of Conception Bay. He worked well for the party and deserved well of them in return.<sup>48</sup>

And in the words of "Education, Bay Roberts" in a letter to the press, the government owed Bancroft "some acknowledgment for past services."<sup>49</sup> When Bancroft had his petition presented in the House in 1891, therefore, it was heard

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<sup>47</sup> Daily News, 23 February 1894, p. 4.

<sup>48</sup> "Report of the House of Assembly Proceedings, Monday, March 9, 1891" in Evening Telegram, 19 March 1891, p. 3.

<sup>49</sup> Evening Telegram, 11 March 1891, p. 4.



sympathetically by men with whom he had worked in the previous election campaign and who no doubt would like to call on his services in the forthcoming election (which came in 1893, incidentally). Proof that Bancroft held favour with the government was his appointment in January 1892 as Sub-collector of Customs at Bonne Bay, at an annual salary "not to exceed \$1000, of \$600. plus 2½% on duties collected."<sup>50</sup> There were other sinecures as well, such as the \$40 he received for administering Public Charities in 1900.<sup>51</sup>

While Bancroft had political influence and took advantage of it, there are several indications that the politicians were not fond of Inspectors, of whom Pilot was the most vocal: when the Select Committee on Education made its Report to the House of Assembly in 1891, one of its nine recommendations was that the publication of the School Inspectors' annual reports be discontinued "as a

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<sup>50</sup> Journal of the House of Assembly 1893, p. 5.

<sup>51</sup> Journal of the House of Assembly 1900, p. 304. The story of how Bancroft's predecessor in Bonne Bay had been fired "to make a job for a friend of the government" can be traced in the Colonial Secretary's correspondence file for 1891-3 filed under "The Bonne Bay Incident" in the Newfoundland Archives.

useless waste of the public funds,"<sup>52</sup> (and efforts to locate Reports for all denominations for the years 1893, 1894 and 1895 have been fruitless). This comment must have been particularly cutting to Pilot, whose reports used to be most voluminous. Again, when the 1891 Act to Provide for the Improvement of Education was passed, its main clause authorized the Governor in Council to appoint a nine-member Board of Commissioners, and specified that Inspectors should not be eligible for appointment.<sup>53</sup> Since the Superintendents were the chief Inspectors, the three men who were the government's highest ranking experts on education were excluded. Finally, Pilot's comment in his 1892 Report that "all attempts made for the benefit of this country seem to lead [to] party politics", made when denouncing the NTA, indicates his low opinion of Newfoundland politicians.<sup>54</sup>

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<sup>52</sup> Journal of the House of Assembly 1891, pp. 450-6.

<sup>53</sup> Statutes of Newfoundland, 54 Vict. Cap. X, 1891, pp. 130-3. The "Inspectors" were appointed by government, but on the recommendation of the respective churches. Perhaps the government wanted to fill the Board exclusively with government supporters.

<sup>54</sup> The period under consideration is one of the most blatantly corrupt in Newfoundland politics. Perhaps Pilot merely refused to be party to the corruption, while in Bancroft's case the end justified the means!!

Fifthly, the NTA founders demonstrated their knowledge of the power of publicity in gaining their objectives, for the founding and the early meetings were well-publicized in the public press, while Pilot's attempts received no press coverage. Perhaps J.A. Robinson, who later founded the Daily News, was responsible for the press coverage, but more likely it was Bancroft, whose comings and goings were regularly reported in the press, even after he left the NTA.<sup>55</sup>

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<sup>55</sup> e.g. (a) Evening Telegram, 31 December 1890, p. 4: "Mr. J.F. Bancroft, President of the Teachers' Association of Newfoundland, is in town, and will be for a few days. Mr. Bancroft advocates zealously and worthily improvement in our educational system and in the status of the masters, and urges union of all interested to effect that object."

(b) Harbour Grace Standard, 31 December 1891, p. 4: "Mr. J.F. Bancroft, Mrs. Bancroft and family left Bay Roberts last Wednesday en route for Bonne Bay, to the collectorship of which Mr. Bancroft has lately received the appointment. The Board of Education, and the people generally have thus lost a good servant and a valued instructor of the youth. He was regarded as one of the best teachers in the colony."

(c) Harbour Grace Standard, 8 January 1892, p. 4: "His Excellency the Governor in Council has been pleased to appoint Mr. James Bancroft to be Sub-Collector of Customs at Bonne Bay, in the place of Mr. N.N. Taylor. Mr. Barnes, late of the C. of E. Academy is to take charge of the Central School vice Mr. Bancroft, resigned."

(d) Harbour Grace Standard, 15 January 1892, p. 4: "The S.S. Curlew sailed for the westward this morning at 11 o'clock. The ship took the following passengers, Mr. and Mrs. J.F. Bancroft and servant, ..."

(e) Evening Telegram, 5 January 1895: "Mr. J.F. Bancroft who has been doing Customs duties at the westward came to town by last night's train."

Sixthly, Bancroft was supported by at least two able lieutenants, J. Alexander Robinson and E.H. Williams, while there is no evidence that Pilot's colleague Milligan contributed anything more noteworthy towards the establishment of an educational organization than to agree that an association of the right kind was desirable.<sup>56</sup> Although little is known of the NTA's first Treasurer, Edmund Williams, it is known that he possessed ability or ambition or both--in 1893 he was one of only two teachers who received a Grade I Certificate at the Church of England College, most of the other thirty-six receiving Grade III Certificates.<sup>57</sup> Of J. Alexander Robinson's ability, there is no doubt. Born in Glasgow in 1862, by the time of the NTA's founding he was, at the age of twenty-eight, principal of the Carbonear Methodist Grammar School, earning a princely \$750 per annum.<sup>58</sup> In 1893 he was on the staff of the Methodist College in St. John's, and in 1894 he founded the Daily News. He entered politics in 1896, and two years later was appointed Colonial Secretary in the

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<sup>56</sup> See page 1 above for Milligan's comments regarding teachers' associations and a pension plan.

<sup>57</sup> C. of E. Report 1893, p. 58.

<sup>58</sup> Meth. Report 1890 and 1893.

cabinet of James Winter. Later he was appointed to the Legislative Council, was awarded an honorary doctorate by Mount Allison University, and acted as Postmaster General from 1916 to 1919.<sup>59</sup>

The early success of the Newfoundland Teachers' Association was due in no small measure to Bancroft's political skill, to the fact that he was of the "right" political persuasion, and to the fact that he was a man of talent served by men of equal or greater talents.

After Bancroft was appointed as Sub-collector of Customs in Bonne Bay in January of 1892, the NTA received little publicity. Even in Bancroft's final nine months as president, there was no newspaper account of any NTA activity: the last such report being that which described a meeting held on 21 March 1891 in the Noad Street Methodist School in Harbour Grace.<sup>60</sup> That report states

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<sup>59</sup> "Wayfarer" in Daily News, 23 November 1965, p. 4.

<sup>60</sup> It may have been this meeting which in the Christmas Review of 1898 is referred to as the founding meeting. The list of teachers reported in the Christmas Review to have attended the founding meeting is similar to the list of those attending the 21 March 1891 meeting, as reported in the Evening Telegram of 26 March 1891, p. 4.

that the Annual Meeting was to be held in July,<sup>61</sup> but a check of the newspapers reveals no details about the meeting--if indeed such a meeting was held. We cannot even be sure who succeeded Bancroft as President, though it was probably the Vice President, J.A. Robinson.<sup>62</sup> In fact, the only noteworthy comments on education appearing in the local press for the year 1892 were contained in a Harbour Grace Standard series of five articles entitled "Defects in our System of Education", written by J.T. Lawton, who was elected as Vice-President of the NTA in 1893 and a member of the Executive Council of the Association in 1898.<sup>63</sup> In none of these articles is the NTA mentioned.

The only report of NTA activity which could be found for the period March 1893 to the year 1898 appeared in the Daily Tribune of January 12, 1893 in a letter to the editor. It states that the "postponed Annual Meeting" of the NTA was held in the Roman Catholic Academy, Harbour Grace, on Tuesday, January 3, 1893 from 7:00 to 11:30 p.m. The Pension Scheme passed by the government in June 1892 was discussed and the following officers were elected:

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<sup>61</sup> Evening Telegram, 26 March 1891, p. 4.

<sup>62</sup> Harry Cuff, "NTA Presidents 1890-1965", NTA Journal, December 1965, p. 10. See also infra, pp. 55-56.

<sup>63</sup> Infra, p. 46 and p. 62.

President: T. Hanrahan  
Vice-President: J.T. Lawton  
Treasurer: John S. Martin  
Secretary: William Guilfoyle  
Committee: Miss E. Martin, Benjamin Squire,  
Jas. Peddle <sup>64</sup>

Since the Constitution required that the Annual Meeting be held in July, the "postponed Annual Meeting" referred to above must have been the Annual Meeting for the year 1892. Unless Bancroft resigned at the 1891 Annual Meeting, if indeed there was one,<sup>65</sup> it is probable that J. Alexander Robinson succeeded him at least as Acting President when Bancroft left Bay Roberts in 1892.

It would appear that the original NTA nucleus had gone by 1893--only Miss E. Martin of the original Executive Council was elected to the 1893 Council--and if the new officers did anything of outstanding importance, they did not make their efforts public. In substance, therefore, if not in name, the NTA ceased to exist as an important influence when Bancroft departed from the teaching profession, and it was left to J. Alexander Robinson to revive it in 1898.

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<sup>64</sup> Daily Tribune, St. John's, 12 January 1893, p. 3.

<sup>65</sup> And it is difficult to see why a man who had had such outstanding success as President would have resigned before serving one full year in that capacity.

But before considering the rebirth of the NTA in 1898, we shall review general conditions obtaining in Newfoundland at the time of the Association's birth in 1890 in order to gain a greater appreciation of the magnitude of the pains which accompanied that birth.

One of the greatest problems facing those who desired to organize the teachers was a geographical one: Newfoundland's population for the most part was scattered throughout tiny fishing villages<sup>66</sup> along a 6000 mile coastline--the lack of an agricultural hinterland combining with the nature of the main industry to produce an environment of isolation, poverty and ignorance. Only a small part of the railway had been completed--from St. John's to Harbour Grace, and from Whitbourne to Placentia--<sup>67</sup> and the railway's coastal fleet was not to go into service until the turn of the twentieth century, thus getting the teachers to congregate in any appreciable number posed a major problem: transportation for teachers was mainly by "coasters" operated by private enterprise, by rowboat between adjacent settlements, and by foot, for few teachers

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<sup>66</sup> Only two settlements, St. John's and Harbour Grace, had populations over 4000, with another sixteen communities having 1000-4000. See Great Britain, Dominions Office, Newfoundland Royal Commission 1933 Report, London, H.M. Stationery Office, 1933, Cmd. 4480, p. 235. (Hereafter referred to as Amulree Report).

<sup>67</sup> F. Cramm, The Construction of the Newfoundland Railway 1875-1898, (Unpublished M.A. thesis, Memorial University of Newfoundland, 1961).



could afford either to own or hire a horse and buggy even in the few areas which were served by roads. Communication, too, almost exclusively by mail, was very slow.

Economically, Newfoundland in 1890 was essentially still a fishing country. True, a few small industries had been started--three tanneries, two breweries, two foundries, four bakeries, four furniture factories, and twenty-four factories of lesser importance--yet all these, together with the two Notre Dame mines which had not yet closed down and the fifty-three saw mills, employed a total of only 2981 workers, less than 4% of the 71865 people gainfully employed.<sup>68</sup> Professional people (clergymen, teachers, lawyers and doctors) and civil servants together accounted for 2% of the work force; 2% were farmers; 12% were merchants, mechanics, clerks and shop assistants; but 75% were employed in the fishery.<sup>69</sup> With an economy based mainly on an industry which did not likely bring its

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<sup>68</sup> D.W. Prowse, A History of Newfoundland, (London, Eyre & Spottiswoods, 1896), pp. 702-3. In the Amulree Report, p. 236, there are almost identical figures.

<sup>69</sup> See Appendix K for a more complete breakdown.

workers an average of more than \$100 a year,<sup>70</sup> the founders of the NTA could not expect for their members any very great fringe benefits or increases in salary; however, there are indications that such an association might with good reason argue for greater financial rewards for teachers than they were receiving. In the year ending 1890, government revenue was \$1,831,336; expenditure was \$1,993,288; and the public debt stood at only \$4,138,627<sup>71</sup>--or \$20 per capita for the population which had just reached 200,000.<sup>72</sup>

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<sup>70</sup> It is difficult to determine what was the average salary of a fisherman in 1890. However, information contained in the Journal of the House of Assembly and the Census Returns of 1891 show that the average export price paid for dried cod in 1890 was \$3.73 per quintal, that the average catch per fisherman was 29 quintals, and that the export value of all fish products for 1890 equalled \$149.60 per fisherman. However, in order to determine the fisherman's salary, there must be deducted from that figure the merchants' cost for handling and exporting the fish products as well as their profits, thus it may be assumed that the fishermen averaged less than \$100 per annum from the fishery. It is, of course, likely that many fishermen supplemented their income by means of some other activity such as farming, as is indicated by the figures quoted below from the 1891 Census Returns regarding the year 1890:

Number of males catching and curing fish .....	35,931
Number of fishermen and others who cultivated land .	36,301
Total catch of codfish .....	1,040,535 qtls.
Total value of fish products .....	\$5,374,435.

The value of farm products for the year was not given.

<sup>71</sup> Prowse, op. cit., p. 693.

<sup>72</sup> Amulree Report, p. 234.

And the salaries received by Newfoundland teachers (even the \$300 paid to some First Grade teachers, and the average of \$430 received by classroom teachers at the Methodist College), were lower than those paid to other government employees whose qualifications were similar to or lower than those of teachers. A list of salaries paid to some such government employees of the year 1890 will demonstrate the truth of this statement:<sup>73</sup>

Salaries of Certain Categories of Government Employees 1890

Postmasters

St. John's .... \$2200  
Harbour Grace ... 450  
Carbonear ..... 330  
Brigus ..... 260  
Bay Roberts..... 200  
Harbour Breton .. 200

Contractors to Carry Mail

Trinity-New Perlican ... \$936  
Heart's Con.-Shl. Hbr. .. 876  
Hbr. Btn.-Burnt Islds ... 800  
St. Mary's-Holyrood ..... 800  
B. L'Argent-Belleorum ... 548  
Hbr. Btn.-Garnish ..... 540

Other Postal Employees, city

Chief Clerk ..... \$1200  
Accts. & Clerks ... 475-750  
Letter Carriers ... 221-316

Other Government Positions

Governor	\$12,000
Cabinet Ministers	2400
Resident Physician, St. John's Hospital	2000
First and Second Clerks (government departments)	900-1300
Junior Clerks	250-360
Messengers	286

Justice Department

Chief Justice .....\$5000  
Asst. Judges ..... 4000  
Dist. Judges ..... 2000  
Sheriffs ..... 1385  
Solicitor General.. 1200  
Inspectors ..... 1000  
Sergeants ..... 345  
Constables ..... 305

Customs Department

26 Sub-collectors of  
Customs at \$340-800  
(most \$690) plus a  
percentage, usually  
2½%, on duties  
collected.  
26 Customs Preventive  
Officers at \$100-300  
(most \$231) plus a  
percentage, usually  
10%, on duties  
collected.

<sup>73</sup> See Appendix to the Journal of the House of Assembly, 1890.

Considering the size of the salaries paid to other government employees having equal or lesser educational qualifications performing duties with equal or lesser responsibility, it would appear that the founders of the NTA might reasonably have expected to succeed in securing higher salaries for members.

Politically, there were reasons why 1890 might be considered a difficult time to found an island-wide professional association along union lines. Up to this time, there had been some unions formed in St. John's, but none had attempted so ambitious a task as attempting to institute a pension plan--although some unions had established mortality schemes.<sup>74</sup> These unions were not strong, one (the Printers' Union, founded in the 1880's) might possibly have had outside affiliation, but none of them are still in existence; and the Longshoremen's Protective Union, later to achieve much prominence, was thirteen years away from being founded. True, there were fraternal organizations in Newfoundland--the powerful Orange Order having come in 1863, and others having been organized previously--and the early NTA did somewhat resemble a fraternal organization: it originally planned to have life insurance for members similar to the death

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<sup>74</sup> Interview with Rolf Hattenhauer, Memorial University of Newfoundland, March 17, 1970. Prof. Hattenhauer is preparing a history of the labour movement in Newfoundland.

benefits of the fraternal societies, and it provided in its constitution for benefits for needy members. However, in two important ways, the NTA of 1890 differed from most fraternal societies then operating in Newfoundland--its members did not all have the same religious affiliation, and its constitution forbade participation of the Association in partisan politics. And although the Whiteway party did receive help from the President, J.F. Bancroft, in the 1889 election, Whiteway could not use the Association itself as a means of organizing the public, in the manner that he had used the Orange Lodge in the 1874 election to commandeer the outport Protestant vote.<sup>75</sup>

There were, therefore, geographical, economic, financial and political obstacles to the organizing of teachers in 1890, but the very existence of some of these problems demonstrated that the organization of teachers could serve a very useful purpose, and thus did the founders attract enough followers to found the Newfoundland Teachers' Association.

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<sup>75</sup> E. Senior, The Origin and Political Activities of the Orange Order in Newfoundland 1863-1890, (Unpublished M.A. thesis, Memorial University of Newfoundland).

### CHAPTER III

#### THE SECOND FOUNDING, 1898

If the NTA had any influence on Newfoundland education during the years immediately after Bancroft joined the Civil Service, that influence must have been small. Only two references to the Association have been found for the period 1892-1898.<sup>1</sup> These are Pilot's 1892 Report, in which he claimed that many who had originally joined it had ceased to support it,<sup>2</sup> and the letter to the Daily Tribune of January 12, 1893 which reported on a meeting held that month.<sup>3</sup> The two sources which have provided most of the information on early NTA history--the Superintendents' Annual Reports and the newspapers--have divulged nothing concerning this period. For the years 1894, 1895 and 1896 no Superintendents' Reports are available, and apart from the comment in the 1892 Church of England Report mentioned above, there is no reference to the NTA in either the Church of England or Methodist Reports for the years 1891, 1892, 1893 and 1897. Roman Catholic Reports for these years are missing.

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<sup>1</sup> All official NTA records up to 1911 are missing.

<sup>2</sup> Supra, p. 28.

<sup>3</sup> Supra, p. 46.

Perhaps one clue to the inactivity of the Association can be seen in the history of the period. The St. John's fire of 1892, the bank crash of 1894, the frequent changes of government of the 1890's, along with the French Shore and the railway contract problems, probably all contributed to the relegation of teachers' concerns to the background. Besides, teachers had been well treated in 1891 and 1892--they received a substantial increase in salary<sup>4</sup> and were given a pension plan--so that with membership reasonably satisfied, the NTA officers perhaps felt that since its main objectives had been realized, the Association no longer had a vital reason for continued existence. William Pilot, in his 1893 Report, claims that teachers were "generally ... pleased with the increase made to their salaries of the Supplemental Grant of twenty thousand dollars...", and according to Pilot, statistics showed that "compared with at least Nova Scotia, the cry that teachers are underpaid is utterly without foundation."<sup>5</sup>

In any event it was not until 1898 that activity was renewed at which time a Teachers' Convention was assembled. It is not definitely known on whose

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<sup>4</sup> Supra, p. 35.

<sup>5</sup> C. of E. Report 1893, pp. viii-x. But see supra p. 49-51.

initiative the convention was organized, although Allan Bishop states that J. Alexander Robinson "persuaded the government to grant \$1000 to defray the expenses of a general meeting of teachers for the purpose of founding an Association"<sup>6</sup>, and Louise Whiteway uses the identical words in her study.<sup>7</sup> But Bishop's study is not documented, and the references quoted by Whiteway do not substantiate the statement. Pilot states that the amount of \$1000 was voted by the Legislature<sup>8</sup> to help meet the expenses of a teachers' convention, but he does not say who sought the grant. However, J. Alexander Robinson held the position of Colonial Secretary at the time,<sup>9</sup> and it was to him that Superintendents of Education addressed their Reports, so it was likely he who steered the request through the House. As the Minister responsible for Education, Robinson played an important part in the Convention, as did Superintendents Milligan, Pilot and Wickham--all four of whom were members of the Convention

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<sup>6</sup> Allan Bishop, The Newfoundland Teachers' Association and its Involvement in Newfoundland Education, (Unpublished Paper, NTA Office, 1962), p. 7.

<sup>7</sup> Louise Whiteway, "The History of the Newfoundland Teachers' Association" in Winning Entries in the Government Arts and Letters Competition 1966 (St. John's, 1966), p. 5.

<sup>8</sup> C. of E. Report 1898, p. 4.

<sup>9</sup> See C. of E. Report and Meth. Report, 1898.



Committee.<sup>10</sup> But W.W. Blackall stated, in an address to the 1911 NTA Convention, that it was A.B. Morine who had in 1898 "given a grant of \$1000 from public funds" to pay the expenses of the convention.<sup>11</sup> We know that Morine when in Opposition had supported the NTA's 1891 Petition,<sup>12</sup> and in 1898 his party was no longer in Opposition. Perhaps it is sufficient simply to state that Pilot, Blackall, Robinson and Morine apparently all played prominent rôles in the convening of the 1898 Convention.

But what force motivated 60% of the teachers to attend the 1898 convention? The Superintendents' Annual Reports attest to the lack of any appreciable increase in salaries since the NTA had ceased to function in 1893: perhaps the teachers hoped that the Association would resume the fight for increased salaries. Undoubtedly the petition which was circulated in the spring of 1898 had stirred many of them. However, there is no evidence of a grass roots movement. It might be that the teachers were enticed to St. John's by Pilot (who had reasons of his own for encouraging them to organize), assisted by politicians Robinson and Morine, who were undoubtedly concerned with influencing the teacher vote

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<sup>10</sup> Daily News, 8 July 1898.

<sup>11</sup> Evening Telegram, 6 July 1911, p. 3.

<sup>12</sup> Supra, pp. 31-32.

in addition to having an interest in advancing the cause of education. One might speculate whether the prospect of a subsidized trip to St. John's was the main reason that the teachers assembled in such large numbers in 1898. However, the prayers of the 1898 petition indicate ample justification for the desire to organize.

The Convention lasted for three days--July 5, 6, and 7,<sup>13</sup> and 396 teachers attended<sup>14</sup> of the 650 in Newfoundland at the time.<sup>15</sup> The opening session took place in St. Patrick's Hall on the morning of July 5. The Daily News reports that "the Chairman, Rev. Canon Pilot, opened the proceedings by introducing the President, Hon. J. Alexander Robinson."<sup>16</sup> Perhaps Pilot referred to Robinson as President because he considered him the successor to Bancroft as NTA President (despite the election of Thomas Hanrahan as President at the 1893 NTA meeting, which event Pilot might have forgotten, been unaware of, or ignored), or as Honorary Chairman (president) of the Convention. Without question, the manner of the Convention was pleasing to Pilot, as it dealt with matters which he had stated a decade earlier should be

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<sup>13</sup> Daily News, 5, 6, 7, 8, 9 July, 1898.

<sup>14</sup> Christmas Review, 1898, p. 8.

<sup>15</sup> C. of E. Report 1898, p. 4.

<sup>16</sup> Daily News, 6 July 1898, p. 1.

the concern of Teachers' Institutes. In his 1898 Annual Report to Colonial Secretary Robinson, Pilot describes the Convention as "an unqualified success"<sup>17</sup> and "the most important gathering in the history of education in the colony".<sup>18</sup> Newspaper reports give details of proceedings of the Convention, which had sessions morning, afternoon and evening. The agenda included, among other items, papers by Br. Lavelle on the sciences, by J. Hillyard of the Methodist College on "How to Manage a School with a Small Staff", by Dr. Milligan on Kindergarten, by W.F. Lloyd of Bishop Feild College on Technical Education, by J.T. Lawton on Pictorial Teaching, by Miss March on Ladies' Difficulties, by a Mr. Long of Openhall on having a full supply of books, and by W.W. Blackall on Discipline.<sup>19</sup> In addition, the group prepared a memorial for presentation to government regarding increased salaries, industrial education, lack of school equipment, the Jubilee Scholarship, the Council of Higher Education, and other matters of interest.

However, the main importance of the Convention of 1898, from the viewpoint of those interested in NTA history, was that at its close on the morning of July 8, the Association was formed for the second time.

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<sup>17</sup> C. of E. Report 1898, p. 41      <sup>18</sup> Ibid., p. 4.

<sup>19</sup> Daily News, 5, 6, 7, 8 July, 1898.

The calling of the Teachers' Convention had been heralded by many letters to the press, most of them expressing suspicion of those who had arranged it:

May 6: A political dodge. Let the R.C. teachers be on their guard.

May 13: The government attempts to throw dust in the eyes of teachers.

May 14: Simply a political move for the benefit of the government.

May 17: A political trick.

July 7: School inspectors seem to be jailers (judging by their playing such an important part in the Convention)<sup>20</sup>

It is significant that all these letters were published in the Evening Telegram, an anti-government newspaper.

But the July 8 Editorial in the Daily News and the letter it quotes are the most interesting and extreme:

Over the nom de plume Second Grade Teacher and a Slave, some contemptible penny-a-liner uses a full column of the Telegram's precious space in yesterday's edition to abuse of the organizer of the Teachers' Convention, the School Inspectors and those who have read papers.<sup>21</sup>

The Editorial quotes from the letter in question:

But this is a convention filled with spies, pimps and political heelers acting in the interest of the government, and evidently rigged up for the express purpose of trying to control the teachers of Nfld. and prevent a revolution ...<sup>22</sup>

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<sup>20</sup> Quoted from the various issues of the Evening Telegram.

<sup>21</sup> Daily News, 8 July 1898, p. 4.

<sup>22</sup> Loc. cit. Most of the letter is quoted in Appendix C.

It must be borne in mind, of course, that newspapers of the age were intensely partisan politically; and that although the founder of the Daily News, J.A. Robinson, had sold his interest in that paper on joining the Cabinet, the News still supported him and his party.

Thus, though some of the letters and commentaries in the press indicate controversy among teachers, suggesting the possibility of Catholic-Protestant discord; of a St. John's-outport rift or of serious misunderstanding as between native-born teachers and "foreigners" such as Blackall and Lloyd; it seems most likely that much of the controversy could be attributed to political partisanship, and to the suspicion that some of the teachers were attempting to ingratiate themselves with either the government or the Superintendents in order to further their personal ambitions.

This view is substantiated by Roman Catholic Superintendent Wickham in his 1898 report upon which the Daily News comments as follows:

Mr. Wickham dwells at some length upon the importance of the Teachers' Convention, which he considers has been of great general utility to the teachers throughout the colony, and that the Association cannot fail to become a powerful factor in the educational life of the country, [if it is] not allowed to become "a mere instrument in the hands of designing men, either within or without the body, for the furtherance of their own personal ambition".<sup>23</sup>

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<sup>23</sup> Daily News, 1 July 1899, p. 4.

But before dealing with the 1898 Convention, it would be interesting to speculate on an item appearing in the Daily News of July 5, 1898:

C. E. Teacher's [sic] Conference: A meeting of the C.E. teachers was convened in the Synod Hall a 8 o'clock last evening. There were 120 teachers present .... Mr. W. F. Lloyd ... spoke for a long time on the advantages of ... [Teachers' Associations] in the Schools of England, and recommended the formation of similar associations in this country.... It was moved by Mr. Lloyd and seconded by Mr. Barnes, that a Teachers' Association be formed and that Canon Pilot be chairman.

The article continued that Canon Pilot then named as a Committee the following people: Messrs. Withers, Blackall, Lloyd, Coffin and Barnes; Misses Short, Stirling and Purchase; with Mr. A. Barnes as Convenor.<sup>24</sup> Thus it is clear that on July 4, before the Convention had gotten underway it had been planned by some one or by some group to organize a teachers' association. It was Mr. Lloyd who had spoken early in the meeting on the matter of founding an association. Since it was Pilot who proposed him as chairman, however, it is likely that Pilot was responsible for attempting to revive interest in forming such an association as he had tried to found in 1888.

Regardless of who was responsible for calling together the Anglican teachers on July 4, Pilot was surely

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<sup>24</sup> Daily News, 5 July 1899, p. 1.

pleased when on July 8 the new Newfoundland Teachers' Association chose as president one of the men whom he had picked for his "Association Committee", while two others of the same group were elected to the Executive Council. Departing from the original pattern of 1890, each major denomination selected a leader, while the Association proper had a President, two Vice-Presidents (first and second), a Secretary, A Treasurer, and an Executive Committee comprised of five officers and seven others.

The result of the election was as follows:

President:	W.W. Blackall
First Vice-President:	R. Halfyard
Second Vice-President:	R. O'Dwyer
Secretary:	J. Hillyard
Treasurer:	V. Burke
Executive Members:	W.F. Lloyd, J.T. Lawton, J. Davis, Mr. Nugent, A. Barnes Mr. Wadland, Miss Allison. 25

Allan Bishop states that this convention could not be called an NTA Convention, since at that time the Association did not exist and since the meeting was convened on the initiative of Robinson with the help of the government.<sup>26</sup> Yet the \$1000 voted by government was passed over to "W.F. Lloyd, Treasurer".<sup>27</sup> But of what was

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<sup>25</sup> Daily News, 9 July 1898, p. 1.

<sup>26</sup> Bishop, op. cit., p. 7.

<sup>27</sup> Journal of House of Assembly, 1900, p. 300. In the Appendix is the Auditor General's Report which lists the \$1000 as expenditure on Education for the year ending 30 June 1899.

he Treasurer? Perhaps the reference is to the organization which the Anglican teachers had formed on July 4, and Lloyd might well have been Treasurer of that group as well as of the Convention. Perhaps that organization had been formed merely for the purpose of running the Convention--and had indeed chosen Pilot as "Chairman". There is some substantiation for this theory in the fact that Pilot was the Chairman of at least the first session of the Convention. Another possible explanation is that the reporter misunderstood what the Anglican teachers had proposed on July 4 when they might have decided only to work towards the establishment of a teachers' association for Newfoundland. At any rate, it appears that Bishop was correct in not calling the 1898 gathering an NTA Convention.

Regarding the cost of this convention, it is unlikely that the \$1000 provided by government fully covered the expenses of 396 teachers meeting in St. John's for three days, even if many of them taught in the city. True, the Reid Railway Company provided free passage home for the teachers,<sup>28</sup> but there must have been other expenses which the teachers themselves had to bear. Assuming that the entertainment of Anglican teachers at Octagon Castle, of Roman Catholic teachers by Bishop Howley and E.M. Jackman,

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<sup>28</sup> Daily News, 11 July 1898.



and of Methodist teachers at the Methodist College Hall<sup>29</sup> were provided by the hosts, many teachers must have borne personally such additional costs as travelling to and lodging in St. John's.

The Executive Council elected in 1898 must have been one of the most outstanding ever to have served the Association, if one can judge its members by their later accomplishments. Messrs. Dwyer, Halfyard and Blackall served as Presidents of the NTA; Dr. Burke and Dr. Blackall became Superintendents of Education; Dr. Burke, Dr. Barnes and Dr. Lloyd entered politics: Dr. Burke was appointed to the Canadian Senate, Dr. Barnes became Newfoundland's first Minister of Education, while Dr. Lloyd became editor of the Evening Telegram and later Prime Minister of Newfoundland. Four of them later received doctorates--either honorary or, in the case of Arthur Barnes, earned. These officers were not idle during the year 1898-9, their most impressive piece of work being a petition to the House of Assembly which attracted the signatures of 232 teachers.<sup>30</sup>

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<sup>29</sup> Christmas Review, 1898, p. 8.

<sup>30</sup> Evening Herald, 13 July 1889.

The petition was presented in the House of Assembly by J. Alexander Robinson as a private member,<sup>31</sup> and "stirred up what was up to that time the greatest controversy ever waged over education, outside the denominational issue."<sup>32</sup> But though the petition was turned down by the government and apparently received little public support, it did cause much discussion of education and demonstrated that the NTA was interested not only in teacher welfare, but also in education generally. Perhaps the Association was unwise to ask for so many changes, most of them involving large sums of money, at one time. Perhaps one or two changes might have been requested immediately with notice being served that other changes would be required in the near future. Blackall himself admitted in the 1899 Convention that the teachers were "not foolish enough to fancy that all they sought was possible in full, but rather desirable and to be approached as nearly as possible."<sup>33</sup>

In the Presidential Address to the 1899 Convention, Blackall outlined the main points contained in the petition

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<sup>31</sup> The full text of Blackall's address to the Convention is found in The Feildian, vol. vi, nos. 10-11 (August-September 1899), pp. 109-116.

<sup>32</sup> Bishop, op. cit., p. 8.

<sup>33</sup> The Feildian, loc. cit.

and commented on them. His comments were of great significance in interpreting the type of association that the new NTA was to be, and they also implied the cause of the petition's being rejected.

The first prayer of the petition was for free and compulsory education--although Blackall admitted this would not be possible and practical throughout Newfoundland, but only in some localities. As authority for the wisdom of this prayer, he quoted Canon Pilot, of whom he declared in glowing terms that "for twenty years this gentleman has been the pioneer of education in the Colony, and no better authority can be produced on the practicability or otherwise of a system of compulsory and free education."

The second prayer was for a system of industrial education in which practical subjects would replace some of the more abstract elements of the curriculum; and, Blackall declared "the sooner our Government recognizes it the sooner will the country derive the benefits which other countries are beginning to reap from Industrial Education."<sup>34</sup>

Another request was that, in future, appointments of Inspectors and Superintendents should be made from the

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<sup>34</sup> Loc. cit.

teachers of the country.<sup>35</sup> At the time, there were six officials who acted as Inspectors, the three denominational Superintendents (Pilot, Milligan and Wakeham) and their respective Assistants (S. Thompson, E. Lodge and T. Hanrahan). Blackall stated that to the best of his knowledge they had all been teachers of experience when appointed to their offices, and that the NTA had no desire to harm them, despite what some outsiders thought. He added "we seek not their removal. They are among our best friends", and then gave the reasons for including that particular clause in the petition: first, because the NTA felt that the best man to inspect the schools would be one who had had considerable experience and success as a teacher in Newfoundland, and secondly because

... [it is] the legitimate right of each member of the profession to look forward to the possibility, as far as the law is concerned, of his faithful labours being some day rewarded by his appointment to the head office of the profession ...<sup>36</sup>

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<sup>35</sup> This statement is rather ambiguous: it is not clear whether the petition was requesting the appointment of teachers or the appointment of Newfoundlanders. However, since Blackall himself was not a Newfoundlander (and he later accepted an appointment as Superintendent), the petition was probably requesting that appointments should be made from the ranks of teachers.

<sup>36</sup> The Feildian, loc. cit.

Blackall referred to only one other section of the petition, that which stated

that there can be no real progress in education until the teachers receive a salary commensurate with the onerous and important duties they perform. We urge, therefore, that the Educational Grant be so increased that the salaries of teachers may be augmented according to qualifications and years of service.<sup>37</sup>

He added that if acted on, this prayer would benefit the elementary teachers most, since it "would be difficult to persuade many that the salaries of the Head Masters of the Colleges call for any increase", and pointed out that, of the 620 teachers outside the Colleges, only one earned as high as \$712.67, and that the lowest paid earned \$80, with the average probably being less than \$200. Blackall then criticized the existing government and previous governments for treating education as a man of limited means treats luxuries: "if anything is left to spend he will indulge in this or that luxury. In like wise the government treats education. The Education Grant must be adjusted last."<sup>38</sup>

Other requests in the petition included the following: that there be more adequate provision for the training of teachers; that schools be provided with the

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<sup>37</sup> Loc. cit.

<sup>38</sup> Loc. cit.

equipment and apparatus necessary for successful teaching; that the grant for school books for pupils be increased appreciably; and that the grant for the Council of Higher Education be increased to enable it to extend its examination system.<sup>39</sup> Since Blackall, in his address, made no comment on these proposals, we must assume that he considered them as of lesser importance. Nevertheless, in the absence of any previous public relations activity to "condition" the public, it must have appeared to that public, as well as to the Assembly, that the Association's demands were excessive.

But if Blackall's report was alarming to the public and to their elected representatives, it also bore within it the seeds of failure for the NTA itself. Let us take, for example, his attempt to placate the Superintendents and Inspectors who, he stated, were among the best friends of the Association. Furthermore, he declared that to the best of his knowledge they had all been teachers of experience when appointed, although he must have known that both Pilot and Milligan were trained clergymen and therefore not teachers as the ordinary NTA member used the term, although Pilot had lectured in a theological

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<sup>39</sup> The full text of the petition appeared in the 8 June 1899 issue of the Evening Telegram, and is quoted in its entirety in Appendix D.

institution. For Pilot he had particular praise and virtually named him as the author of the first section of the petition. Surely, he must have realized that praising the Superintendents would ingratiate the Association neither with the government--which was consistently being badgered by Superintendents for money for education<sup>40</sup> (and the goodwill of government was absolutely essential to NTA success)--nor with the rank and file of teachers (never kindly disposed to the dreaded Inspectors who could recommend a teacher's summary dismissal without fear of successful appeal), whose goodwill was equally essential to an organization whose membership was voluntary and still quite small. If the NTA were seen as a tool of Canon Pilot, and there were many indications that the 1898-9 Association was exactly that, then most teachers wanted nothing to do with it.

Again, Blackall's assertion that free and compulsory education would be possible and practical only in some communities would have been unpopular with many people. For "some communities" would be interpreted to mean St. John's and possibly such Avalon Peninsula towns as Harbour Grace and Carbonear. But the majority of teachers, then as now, taught in outports. Certainly, if

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<sup>40</sup> See above, pp. 34 and 41 for indications that Pilot was persona non grata with the politicians.

the NTA were to be controlled by the teachers in the Grammar Schools and Colleges of St. John's and a few of the larger towns, it would not have widespread appeal among Newfoundland teachers.

Again, Blackall's criticism of the government was less than diplomatic. Experience of recent years has shown the NTA that criticism of government must be subtle and interspersed with genuine praise in order to achieve the desired results. Nor is it likely that things were different in 1899.<sup>41</sup> It is interesting to note that at the time that the NTA's 1891 petition was so successful, the Association was headed by J. Frederick Bancroft,<sup>42</sup> a firm supporter of the government of the day.

Blackall's defense of the NTA's request that future appointments of Inspectors<sup>43</sup> be made from the ranks of teachers may also be significant; particularly that part of the defense which refers to faithful teachers looking forward to a just reward. It is at least interesting to note that Dr. Milligan was retiring in 1899.

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<sup>41</sup> The NTA's successful Salary Brief to government in 1966 is a case in point.

<sup>42</sup> J.F. Bancroft's grandson, Herbert Bancroft, during an interview in September 1965, stated that his grandfather used the name Fred.

<sup>43</sup> The Superintendents and Assistant Superintendents of Education were often popularly and officially referred to as "Inspectors".



Did the NTA feel that R.J. Halfyard or some other such NTA personality should succeed him? It is a fact that Halfyard was a Matriculant of London University, a first grade teacher of about 10-15 years' service, and according to the 1899 Methodist Report, faithful and efficient.<sup>44</sup> He did resign from Western Bay Methodist School at Christmas 1899, just after Rev. <sup>Levi</sup> ~~Ira~~ Curtis had been appointed to succeed Rev. Dr. G.S. Milligan as Superintendent, but he retired after the summer holidays.<sup>45</sup> Perhaps the Executive members were suspected of working for jobs for themselves. In any case, two of them, Blackall and Burke, subsequently became Superintendents, while Barnes was appointed Master of an Anglican teacher training school.

But whatever the strategic weaknesses in Blackall's report, and whatever the political weaknesses in the new NTA which he led, an important petition had been lodged with government: a petition which contained much common sense and many forward-looking guidelines to a sound

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<sup>44</sup> Meth. Report, 1899.

<sup>45</sup> Loc. cit. In 1900 Halfyard withdrew \$60.50 from the Pension Fund (see C. of E. Report 1900--statements of the state of the Fund were published in these Reports), and shortly thereafter left the teaching profession to live in the United States, where he was accidentally killed about the year 1905. This information was supplied by telephone conversations in 1965 with Irene Halfyard, Walter Pennell, Mrs. James Crumney and Newman Gillingham.

educational policy. Nevertheless, it received a cool reception from the government. The sources of information at our disposal are so limited that it is impossible to adduce all the reasons for this fact, but we may at least hazard a guess or two. Perhaps the party of Water Street merchants who now formed a Conservative government were less sympathetic to education than had been the Liberals with whom Bancroft had dealt; perhaps they believed that scarce government funds should not be spent on such a non-productive enterprise as education; perhaps the educational policies suggested in the petition were too advanced for the time in Newfoundland; but perhaps the answer is simply that the fire, the bank crash, and the building of the railway had so strained the resources of the country that there was simply no money available to spend on education or on any other social service for that matter.

However, the failure of the petition did not spell the end of the NTA for shortly after its rejection a convention was held, the constitution amended, and a new slate of officers elected. During the year 125 teachers had joined the Association,<sup>46</sup> and of them eighty to one

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<sup>46</sup> The figure 115 appeared in the Methodist Report, 1889 "The membership of the past year was reported as 115." However, in his Presidential Report, Blackall used the figure 125.

hundred attended the 1899 Convention.<sup>47</sup> The Convention's sessions were held on July 12, 13 and 14 in the Methodist College Hall, St. Patrick's Hall, Bishop Feild Hall and the B.I.S. Hall.<sup>48</sup>

The secretary presented "an exhaustive report" on the work of the Executive Committee during the year, but the newspapers recorded none of the details except those relating to the preparation of the petition and the perfecting of the constitution. Apart from the business of the Convention, several papers were delivered--by Professor Holloway on Mineralogy, by W.F. Lloyd on the advantages and disadvantages of the Council of Higher Education Examinations, by V.P. Burke on the relationship between quality of teaching and remuneration,<sup>49</sup> by Miss Allison of the Methodist College on the new method of teaching reading,<sup>50</sup> and by an unnamed speaker on the teaching of composition. It would appear that the new NTA was, in part at least, a teachers' Institute on the

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<sup>47</sup> Loc. cit., and Blackall's Report to the 1899 Convention, see The Feildian, op. cit., pp. 109-116. The Methodist Superintendent stated that there were about 80 in attendance: Blackall used the figure 100.

<sup>48</sup> Evening Herald, and Evening Telegram, July 11-15, 1899.

<sup>49</sup> Loc. cit.

<sup>50</sup> See NTA Journal, December 1965, pp. 30-34, for the full text of this address.

model originally advocated by Pilot. The only proposed amendment to the constitution which evoked discussion was that which proposed that Superintendents, School Board Chairmen and Inspectors be eligible for honorary membership. Having been once tabled, then "lively discussed", it was eventually thrown out. Indeed, all we know of the constitution which emerged from the debate is what its objectives were declared to be<sup>51</sup> and three of these were almost identical to objectives listed in the NTA constitution as it was in 1966.<sup>52</sup>

On the last day of the convention,<sup>53</sup> the following officers were elected:

President:	Richard Halfyard
Vice-President:	W.F. Lloyd
Secretary-Treasurer:	V.P. Burke
Members:	Miss Stirling, Mr. Wadland, A. Barnes, J. Davis, R. Kennedy, J. Hillyard, A. Vatcher. <sup>54</sup>

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<sup>51</sup> See Appendix E for the full list of objectives as copied from the Methodist Report 1899.

<sup>52</sup> In the NTA constitution as it was in 1966, the objectives numbered (c) and (h) are identical to those numbered (b) and (h) respectively in the 1899 constitution; while (d) in the 1966 version differs from (e) in the earlier version only by the substitution of "Newfoundland" for the words "the Colony".

<sup>53</sup> Which the Evening Herald says was July 15, but which both the Evening Telegram and the Methodist Report 1899 say was July 14.

<sup>54</sup> Evening Telegram, 15 July 1899, p. 4.

It is interesting to note that Blackall asked the Church of England teachers not to re-elect him as President,<sup>55</sup> and he was not on the 1899-1900 Executive Council. Perhaps he was displeased with the convention's decision not to permit Pilot and other Superintendents to be eligible for membership.

As far as can be ascertained there are no newspaper or other reports of NTA activity between 1899 and 1908. Dr. <sup>Levi</sup> ~~Isa~~ Curtis merely mentions in his 1899 Report that the Convention had been held in 1899, and even Pilot, who played such a prominent part in re-establishing the Association in 1898, made no reference even to that fact.<sup>56</sup> With the President, R.J. Halfyard, in Western Bay, it appears that the NTA either failed to meet, or did not have its meetings reported in the press. As mentioned earlier, Halfyard resigned his position and left Newfoundland in the summer of 1900.

Apart from the fact that the President left the teaching profession, we have suggested above other

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<sup>55</sup> The Feildian, (August-September 1899), pp. 109-116.

<sup>56</sup> The following denominational Annual Reports were also checked, and no reference to the NTA was found in either of them: Roman Catholic Reports for the years 1899 to 1906; Church of England Reports for the years 1899 to 1907; Salvation Army Reports for the years 1903 to 1907; and Methodist Reports for the years 1900 to 1907. The last report of activity of the Association which had been founded in 1898 was that of an executive council meeting held in Carbonear on 7 October 1899. Evening Herald, 11 October 1899, p. 3.

considerations<sup>57</sup> which contributed to the Association's apparent dormancy following the 1899 Convention. Three other possibilities may also be offered: firstly, it is possible that Pilot had become disillusioned and asked Blackall not to continue to hold office. Secondly, the objectives of the 1899 Constitution and Blackall's address to the 1899 Convention suggest that the Association resembled a Teachers' Institute, with more of an idealistic than a practical approach to the problems of teachers, instead of the type of union-oriented association which would more likely appeal to teachers. Finally, despite Blackall's statement to the contrary that "we shall know just where we are and what to do ... if the Government remains deaf to our second petition,"<sup>58</sup> it is probable that the Executive members were very much discouraged. For though they had apparently worked hard during the year, their petition, the result of their labours, had been poorly received by the government, the Inspectors and the press.

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<sup>57</sup> See pp. 66 - 74 above.

<sup>58</sup> The Feildian, loc. cit.

Apart from the suggestions made above, we have no documentary knowledge of why the NTA of 1898 collapsed so quickly; indeed, we are not even certain of the date on which it ceased to function. Certainly, it did not lack able leadership, particularly if its Vice-President, W.F. Lloyd, later editor of the Evening Telegram and Prime Minister of Newfoundland, succeeded R.J. Halfyard as president, either on Halfyard's leaving the profession or at an annual meeting in 1900.<sup>59</sup> Of course, there is no evidence that Lloyd did assume the presidency, and Allan Bishop states, after a thorough search of the records, that there was no convention in 1900 nor any mention of activity within the NTA for the nine years following 1899.<sup>60</sup> It is most significant that Pilot in his Annual Reports made no reference to the Newfoundland Teachers' Association during the period 1900-1907; that former NTA president Thomas Hanrahan (then Roman Catholic Assistant Superintendent of Education) in his reports for the same years did not mention the Association; and that J. Alexander Robinson's Daily News<sup>61</sup> from 1900 to 1907 has

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<sup>59</sup> A search of the newspapers for 1900 failed to uncover any reference to the NTA.

<sup>60</sup> Bishop, op. cit., p. 11.

<sup>61</sup> Robinson sold the Daily News in 1898 but repurchased it in 1906.

no mention of NTA activities. Since Pilot, Hanrahan and Robinson would all have been closely associated with or, at least, very much interested in the activities of the teachers' association, it is not an unreasonable assumption that there were no such activities upon which they could comment or report.

Since the preparation of Mr. Bishop's paper, only a modicum of evidence has come to light on this period. The 1900-1908 issues of the Feildian, a publication of Bishop Feild College which was edited by Blackall, do contain three interesting and pertinent comments.<sup>62</sup> In the January-February 1900 issue, the following notice appears:

We draw the attention of the teachers to the following criticisms upon the Assistant Masters' Association,<sup>63</sup> because we feel them so apropos to our own N.T.A. Public sympathy and public interest are what education wants and these are not to be obtained by teachers lamenting low salaries and other personal grievances both in and out of season.<sup>64</sup>

This reference is important because it indicates that the NTA was still in existence at the beginning of the year

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<sup>62</sup> This publication was checked because the principal of Bishop Feild College and the editor of the Feildian at the time was W.W. Blackall who in 1898 had been elected President of the NTA and whose account of the 1899 Convention in the Feildian preserved documents of great importance in the early history of the Association.

<sup>63</sup> He was referring to the 1400-member Assistant Masters' Association of England.

<sup>64</sup> The Feildian, vol. vii nos. 4 and 5 (January-February 1900), p. 57.



1900, and also because it shows that Blackall, an avid NTA supporter in the summer of 1899, had become, in a few months, disillusioned because the Association was already ceasing to be an "Institute" and becoming much more concerned with practical matters such as salaries which actually were, of course, legitimate concerns of a teachers' association.

In the following issue of the Feildian (March 1900), reference is made to a meeting in St. John's of about sixty teachers of the Roman Catholic, Methodist and Church of England denominations which resolved "that a teachers' association for St. John's and neighbourhood be formed and styled 'The Teachers' Guild' with an annual fee of 20¢."<sup>65</sup> At the meeting it was decided that discussions should be limited to professional subjects. No hint was given regarding the organizers of the meeting, and it is not known if the teachers went beyond the resolution to actual organization. Since it was an inter-denominational meeting, and since it resolved to limit its discussions to professional subjects, it would appear that the proposed Teachers' Guild was to have been a rival organization to the Newfoundland Teachers' Association, and the fine hand of the Pilot-Blackall coalition is clearly apparent in

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<sup>65</sup> The Feildian, vol. vii no. 6 (March 1900) p. 84.

yet one more attempt to create an "Institute", albeit under the title of "guild" on this occasion. However, no further reference to the Teachers' Guild has been found.

In the same issue of the Feildian, Blackall referred to several meetings of Anglican teachers in St. John's in the spring of 1900.<sup>66</sup> But these could not have been NTA meetings, for the Anglican teachers did not constitute a branch of the Association. It is much more probable that they represent attempts by Blackall to keep alive the Institute/guild idea though it is conceivable that in St. John's, at least, there was a continuing interest in keeping teachers organized for other purposes.

Blackall's third reference to the NTA in the Feildian is an extremely important one, for it indicates that the Association had indeed expired some time before the year 1906:

We desire to call the attention of all our teachers to the following extract from the Evening Telegram. The matter is important and it is when matters of this kind arise that we regret the death of the Newfoundland Teachers' Association. The Association perished through the apathy of teachers. When they are ready to make some

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<sup>66</sup> The Feildian, op. cit., p. 85. Blackall states that Anglican teachers had met several times in the spring of 1899, and that these meetings had been resumed, there being meetings held in February and March of 1900.

sacrifice for the maintenance of such an Association we shall again be happy to help.<sup>67</sup>

The founding of a teachers' association by Bancroft in 1890 had represented, for those teachers who advocated a union-type organization, a victory over the Superintendents of Education who had desired the establishment of a Teachers' Institute through which they might exercise power over teachers and influence over government. The second founding in 1898 was a victory for William Pilot and the Superintendents, but it was a short-lived one: Blackall's creation of an Institute (under the guise of a teachers' association) along the lines originally advocated by Pilot in 1888, had failed because teachers were disinterested in an organization which could promise no material benefits, and which laid prime emphasis on educational advances for the general good.

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<sup>67</sup> The Feildian, vol. xiii no. 4 (June 1906), p. 196.

## CHAPTER IV

### THE THIRD FOUNDING, 1908

In August of 1908, the Association for the Prevention of Consumption arranged through its president, Hon. John Harvey, for a meeting in St. John's of approximately 400 teachers, with the purpose of enlisting their aid in the fight against tuberculosis. In order to finance their total program, that organization had collected the sum of \$3520, including a donation of \$1000 from government, about \$2500 of which would be used to finance the gathering of teachers.<sup>1</sup> The Evening Herald of the day praised the government for its "enlightened generosity" in giving \$1000 to aid in bringing the teachers to the convention; while the Daily News took the Herald to task for its comment,<sup>2</sup> and pointed out that the government contribution had been made to the Association for the Prevention of Consumption:

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<sup>1</sup> Daily News, 23 July 1908.

<sup>2</sup> The Evening Herald was owned by P.T. McGrath, a supporter of Prime Minister Morris. The Daily News at the time was pro-opposition. - Who's Who and Why Canada and Newfoundland, vol. 5, 1914.

... it has not given a solitary cent towards the expenses of the teachers. The expenditure on the teachers, whatever it may be, is the society's and its subscribers', not the Government's.<sup>3</sup>

The Daily News editorial continued by pointing out that the teachers "were not coming to the city for the fun of the thing". However, neither of the newspapers made reference to the fact that the teachers were to receive from the Association for the Prevention of Consumption only passage tickets to St. John's, and that their other expenses were to be borne by them personally as a public service:

Teachers will have to pay their own board while in St. John's, but free passage tickets will be forwarded to all teachers on making application to E.F. Harvey, Esq., St. John's.<sup>4</sup>

Apparently some teacher leader or leaders had planned in advance to take advantage of the gathering of over 400 teachers in St. John's to reactivate the teachers' association, for on August 1, the Saturday preceding the convention, about thirty First Grade teachers<sup>5</sup> met in the

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<sup>3</sup> Daily News, 18 July 1908.

<sup>4</sup> C. of E. Report 1907 (published in the spring of 1908), "Teachers' Convention August 3-7", p. xx.

<sup>5</sup> The Evening Telegram specifies that the teachers who planned the formation of the teachers' association were First Grade teachers. This reference to teachers who held First Grade certificates might have been deliberately reported by the planners to indicate that those who wished to found the association were professionally-trained and "respectable" teachers. Third and Second, as well as First, Grade teachers attended the convention, many of whom joined the Association.

Clerk's Room of the Colonial Building, and discussed the formation of a teachers' association "on the lines suggested by Mr. Butler in the Workman"<sup>6</sup>. At 10:30 a.m. on August 4 another meeting brought together practically all the teachers assembled in the capital,<sup>7</sup> and for the third time a Newfoundland Teachers' Association was formed. P.G. Butler, principal of the Springdale Street Church of England School,<sup>8</sup> appears to have been the moving spirit in the new organization, for not only did the planners discuss forming an association along lines which he had proposed, but he was also chosen to chair the planning as well as the organizational meeting, and was subsequently elected to be president of the Association. The full slate of officers elected was as follows:

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<sup>6</sup> Evening Telegram, 4 August 1908. The Workman, a semi-monthly paper, was "strongly interested in unionism though the exact sponsorship is not readily available". Ian McDonald, Chronological List of Newfoundland Newspapers. (Unpublished Manuscript at Gosling Memorial Library).

<sup>7</sup> Evening Telegram, Saturday, 1 August 1908, p. 4. It is interesting to note that the secretary of the meeting which was held on August 1 in the Colonial Building was F.G. Bradley, then teaching at Bonavista, later Newfoundland's first representative in the Canadian Cabinet.

<sup>8</sup> In the C. of E. Report 1907, the Inspector made the following comments regarding Springdale Street School and its principal: "It is the only school in the district that has kept up its attendance. This school, under Mr. Butler, the enthusiastic principal, assisted by three competent females, maintains its usual good standard."

President:	P.G. Butler, St. John's
First Vice-President:	Richard Dwyer, Holyrood
Second Vice-President:	R.H. Richards, Carbonear
Secretary:	R.S. LeDrew, St. John's
Assistant Secretary:	W. Guilfoyle, Harbour Grace <sup>9</sup>

A committee of twenty teachers was appointed to draw up a constitution, which was accepted before the majority of the teachers had left the city on Saturday, August 8. Most of the 400 assembled in St. John's at the time joined the newly-formed association.

At this time it would be well to consider the setting in which the Newfoundland Teachers' Association had been launched for the third time. In the two decades<sup>10</sup> which had elapsed since the Association had been founded the first time, several changes had taken place as indicated below:

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<sup>9</sup> Evening Telegram, 4 August 1908.

<sup>10</sup> Actually only 18 years had elapsed between the first and third foundings, but figures by decade are more readily available and reliable, and since the picture changed little from 1908 to 1910, we shall treat the 18 years as if they were two decades for purposes of comparison.

Newfoundland's Financial Position and  
Expenditure on Education 11

	1890-1	1910-1
Population	202,040	242,619
Grant for Education	\$ 144,000	309,000
Total Government Expenditure	1,521,426	3,480,000
Per capita Cost of Education	0.69	1.27
Education Grant as % of Total Expenditure	9.5%	8.9%
Public Debt	5,223,000	\$27,646,000

It is significant that although the Education Grant had more than doubled over the score of years, and although the per capita expenditure had increased by almost 80%, the percentage of total expenditure allotted to education had actually decreased by .6%. In the twenty year period, the public debt had sky-rocketed, but well over half the debt was attributable to the building of the railway:<sup>12</sup> it was not over-expenditure on education that had caused the debt to mount to such a height.

Since the original founding of the NTA, a significant change had also occurred in the composition of the work force, as the following table indicates:

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<sup>11</sup> Figures are taken from Census Returns and Journal of H. of Assembly.

<sup>12</sup> As early as 1901, the railway debt had reached \$12,750,000. Amulree Report, p. 246.



Occupations	1891	1911
Professionals & civil servants {		
clergymen	186	249
teachers	606	1395
lawyers & doctors	105	165
civil servants	614	1468
Total professional & civil servants	1511	3277
Percent " " " "	2%	3%
Farmers	1547	2915
Percent farmers	2%	2.8%
Merchants, mechanics, clerks, shop assts.	5405	11343
Percent merchants, mechanics, etc.	12%	10.7%
Employed in the fishery	54775	67040
Percent employed in fishery	75%	63.5%
Total Work Force	71865	105671
Percent increase in Work Force over twenty year period	---	50%

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We can thus see that the base of Newfoundland's economy had changed somewhat from the time of the NTA's original founding up to the time of its third founding. The Bell Island mine and the Grand Falls paper mill, along with the expansion of railway jobs had contributed to a decrease in the percentage of the population employed in the fishery from 75% to 63.5%; and with an increased demand for education for a more sophisticated labour force, the number of teachers had risen by over 100%; also with a greater need for their services, teachers' salaries had increased appreciably in the twenty year period. Exact statistics on teachers' salaries for the 1890-1 period are

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<sup>13</sup> Ibid., p. 236.

not available, but the figures at our disposal are useful in making a rough comparison with salaries at the time that the NTA was started for the third time:

Teachers' Salaries 1890-1891

Average for C. of E. Teachers	\$170.63
Average for Methodist Teachers	152.19
Range for Board Teachers	80-300
Salaries of Male First Grade Teachers	300.00 approx. <sup>14</sup>

Teachers' Salaries 1908-1909

Salaries for C. of E. Teachers (not including those teaching in colleges)

Grade 1A:	\$539.00 males;	\$290.00 females
Grade 1B:	444.00 males;	291.00 females
Grade 2:	292.00 males;	198.00 females
Grade 3:	203.00 males;	165.00 females <sup>15</sup>

Salaries for Comparable Methodist Teachers

Grade 1:	\$449.62 males;	\$290.77 females
Grade 2:	312.11 males;	232.22 females
Grade 3:	236.52 males;	203.09 females <sup>16</sup>

There follows a comparison of the salaries paid to certain other government employees for the two periods in question:

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<sup>14</sup> See pp. 22 to 24.

<sup>15</sup> C. of E. Report 1909, p. xix.

<sup>16</sup> Meth. Report 1908, p. 7. Reports for denominations other than Church of England and Methodist are not available for the year 1908.

<u>Salaries of Certain Government Employees</u> <sup>17</sup>		
	1890-1	1910-1
Governor	\$12000	\$10000
Cabinet Ministers	2400	2000
Resident Physician, St. John's Hospital	2000	2300
Chief Justice	5000	5000
District Judges	4000	4000
Sheriffs	1385	1500
Police Inspectors	1000	800
Police Sergeants	345	500
Police Constables (approximate average salary)	305	400
Postmaster, Harbour Grace	450	500
Postmaster, Carbonear	330	500
Postmaster, Bay Roberts	200	140
Postmaster, Harbour Breton	200	200
Postal Accountants and Clerks	475-750	350-800
Letter Carriers	221-316	200-450
Sub-Collectors of Customs	most 690	most 600

Thus we can see that, although the salary increases for teachers over the nineteen year period were not phenomenal--amounting to roughly 50% for male First Grade teachers--the teachers had gained greater salary increases over the period than had most categories of government employees; for while some classifications of teachers had had their salaries increased by roughly 50%, the salaries of Cabinet Ministers, judges, police inspectors, and even the Governor, had either remained stationery or had decreased; and though the police and postal employees had, in some cases, received salary increases since 1891, such increases were not as high as those of the teachers. Nevertheless, the teachers' monetary worth, in relation to that of other government employees, still left much to be desired: they were still much lower

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<sup>17</sup> Journal of House of Assembly, 1891 and 1911.

on the economic scale than other professionals,<sup>18</sup> and were still somewhat lower down the scale than police, postal employees and customs officers. There was, therefore, an obvious role which the NTA could play in improving the qualifications and the salaries of members.

There was also need for NTA action in improving the Teachers' Pension Plan, which, while it had worked well enough, particularly from the government's viewpoint, and continued to be self-supporting, could hardly be compared with the civil servants' plan. Although the establishment of a pension plan in 1892 had been accepted as a great accomplishment for the NTA, (and it was indeed that), yet other government employees had been eligible for comparatively attractive pension benefits even before 1892--pensions which were provided entirely from government funds, without any premiums being charged. On the other hand, teachers were required to pay premiums which, with a government contribution of 3% interest per annum, were sufficient to pay the entire cost of their pensions. Yet, while teachers could be awarded a pension of only \$80 or \$100 per year, other retired government employees received much larger pensions, such as the \$340 paid to a retired police constable in 1911, the \$666.66 paid to J.F. Bancroft,

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<sup>18</sup> Their lower educational qualifications partially explain this fact.

and the \$1080 pension awarded to William Pilot.<sup>19</sup> Furthermore, nothing had been done since 1892 towards the establishment of a teachers' state-aided insurance plan to protect teachers and their families in the case of death or ill-health. In the area of teacher welfare, therefore, there existed a role for the NTA to play in 1908.

Another alarming statistic covering the period between the second and the third founding of the NTA was that concerning the loss from the profession of certificated teachers--a total of 439 in the decade from 1898 to 1908.<sup>20</sup> But perhaps the major cause of the attrition from the profession was the level of salaries, so we may consider this problem as being but another aspect of the teacher welfare problem.

Again, problems in the general field of education also existed in 1908 as a legitimate avenue for effort of the reactivated NTA. Poor school attendance was a big problem, the percentage of average daily attendance in 1908 in Church of England schools<sup>21</sup> being only 56.6, while 30% of the Anglican children in the 5-15 age bracket never

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<sup>19</sup> Journal of the House of Assembly, 1912.

<sup>20</sup> C. of E. Report 1910, p. xii.

<sup>21</sup> The only denomination for which such statistics are available for the year in question.

attended school at all.<sup>22</sup> Average daily attendance figures for other denominations are not available, but it is a fair assumption that the above figures are typical. The condition of school buildings was another great problem: in his first year as Church of England Superintendent of Education, W.W. Blackall reported the majority of school buildings "in a dilapidated and unsatisfactory state, some of them crowded to suffocation and a menace to public health." Blackall also found that there was much room for improvement in the curriculum and in the general aims of the system.<sup>23</sup>

But there were other reasons of a different nature why the period 1908-1909 was an auspicious one for the successful founding of a teachers' association. Firstly, the Prime Minister, Hon. Edward Morris, was an ex-teacher, and was committed in his election platform to support for the teachers and for education. Secondly, William Pilot had retired<sup>24</sup> and the newly-appointed Church of England Superintendent of Education, W.W. Blackall, was a past

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<sup>22</sup> C. of E. Report 1908, p. xvi; and C. of E. Report 1910, p. x.

<sup>23</sup> C. of E. Report 1908, p. xv.

<sup>24</sup> After a stroke in early 1908, Pilot retired as Church of England Superintendent, but continued to act as S.A. Superintendent until 1910.

president of the NTA. It is doubtful if Pilot, having been defeated by Bancroft in 1890 when attempting to found a teachers' "Institute" and having been disappointed in 1899 in the "Blackall Executive's" failure to persuade members to extend membership to include Superintendents and School Board Chairmen, could have been counted on for encouragement on the founding of a third NTA in 1908. But with Blackall installed as Superintendent, no longer subject to pressure from either Pilot or a School Board comprised largely of Water Street merchants, the picture was different.<sup>25</sup>

Thirdly, both the Roman Catholic Superintendent of Education,

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<sup>25</sup> We recall that in 1898 Blackall had been Pilot's "white-haired boy", and that Pilot had been highly praised by him in his 1899 presidential address. But perhaps Blackall had praised Pilot in the hope of advancement: and Blackall undoubtedly aspired to a higher position as evidenced by his rhetorical question "Is it not the legitimate right of each member of the profession to look forward to the possibility ... of his faithful labours being some day rewarded by his appointment to the head office of the profession..." (See page 67 above). Perhaps by July 1899 Blackall appeared to Pilot to be too radical to merit advancement--his language had been somewhat immoderate in his 1899 presidential address "If the Government remains deaf to our second petition, then we shall know just where we are and what to do." (See page 77 above). Such fighting words just do not sound like those we might expect from a man who was planning not only to vacate the post of NTA president but also the Executive Council of the Association; so later on when at the closing of the 1899 Convention Blackall asked the Anglican teachers not to reelect him, we might with some justification assume that pressure to resign had been put on him, perhaps by his Board or his Superintendent. Further evidence that Blackall was, at heart, somewhat sympathetic to those who desired a union-type organization, was his suggestion made at the 1911 Convention that the teachers should keep in mind the need for better salaries, following success in which field they might have time for the nobler feeling of good for the cause of the community. (See Chapter V, page 112 below).

Vincent Burke and the Assistant Superintendent, Thomas Hanrahan, had been former officers of the NTA.<sup>26</sup> Fourthly, in St. John's at the time was an energetic educational leader in the person of P.G. Butler, who was responsible not only for founding the Association for the third time, but also for founding the NTA Journal, which he edited and for which he sold advertising space during its initial years.

In his first Report as Church of England Superintendent of Education, Blackall expresses his hopes and wishes for the newly-formed NTA in the following words:

One of the outcomes of the Teachers' Convention was the inauguration of a Teachers' Association. I welcome this move very warmly. The objects of the Association are good, and so long as the Association makes the lifting of the status of the teacher, the improvement of our educational system, and the arousing of public interest in educational affairs its principal good, so long shall I be glad to assist the Association. I trust that the Association will at all times be truly professional and that it will never be permitted to take sides in politics or degenerate into a mere protective union. The executive appears to be a thoroughly energetic one and they have already done good in furnishing to the teachers at a very low rate an excellent educational publication. An association of teachers is a

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<sup>26</sup> Superintendent Burke had been elected Secretary-Treasurer of the Newfoundland Teachers' Association in 1899, and Assistant Superintendent Hanrahan had been elected NTA President in 1893. An indication that the new NTA might reasonably expect support from Burke is his statement in his 1908 Report that "the event of greatest importance, educationally, during the year was undoubtedly the Convention of Teachers, held in St. John's during the month of August"--R.C. Report 1908, p. xi.



very proper thing and I shall at all times look to it to assist me in my office in any efforts I may make which have for their object the betterment of education in our common country.<sup>27</sup>

During the week of July 5-9, 1909, the Annual Meeting of the Newfoundland Teachers' Association was held in the Colonial Building.<sup>28</sup> Although the Evening Herald refers in its July 5 issue to the meeting as a Teachers' Convention, the 1909 summer meeting was in fact a general meeting of the Executive Council of the Association which possibly was open to any teachers who wanted to attend, as the following item indicates:

A general meeting of the Executive Council was called on July 5th., and opened at 2:30 p.m. Although the year of the Association did not end until August 31st. it was thought advisable, on account of teachers being scattered for vacation during August to make this the annual meeting. Accordingly the reports of the various officers were presented.<sup>29</sup>

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<sup>27</sup> C. of E. Report 1908, p. xxxv. His reference to the NTA Journal (see below, page 97) in a Report covering the year ending December 31, 1908, though prepared in early 1909, indicates that the NTA Journal was probably founded in the year 1908.

<sup>28</sup> Evening Herald, 6 July 1909, p. 4.

<sup>29</sup> The Daily News, 14 October 1909, p. 7, quotes some excerpts from the September 1909 issue of the NTA Journal.

This was the only newspaper reference to the annual meeting while it was in progress. Apparently no press releases were made concerning the meeting until the newspapers were given copies in October of the NTA Journal which carried reports of the meeting.<sup>30</sup> Since there are no copies of the early NTA Journals in existence, the NTA is indebted to the Daily News for publishing verbatim in 1909 from that early issue the reports delivered at the annual meeting by the president, the secretary, and the Committee on Salaries.

The full text of the 1909 Presidential Address by P.G. Butler follows:

I have the honour to submit for your information my report of the first year's work of our Association.

The efforts of your Council have been crowned with success. Steady progress has been made during the whole year. Our members are now nearly 500 strong and we have many influential honorary members, including two of the Superintendents of Education.

We have supplied you with a most helpful school journal, costing \$1.25, for only 50¢ per year, paying the balance out of the funds and proceeds of the advertisements. Superintendent Blackall refers to this in his report in complimentary terms.

The task involved in the production of the NTA Journal has been of no small magnitude,

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<sup>30</sup> This will explain why none of the writers on NTA history had reported on it previously, despite its great importance in the Association's history. In searching newspapers for items of importance to NTA history, earlier writers had concentrated their attention on the periods of the Christmas and summer vacations--periods when one might reasonably expect teachers to be able to gather for Annual Meetings. It will be noted that the fall meetings of teachers in 1890 had also been missed by earlier writers.

necessitating careful and painstaking work on the part of your Sub-Committee and good judgment in the selection of suitable supplements from among a host of leading magazines studied carefully for the purpose. Current events of the world, leading educational articles and practical courses of study up to the C.H.E. Intermediate standard are given in the Canadian Teacher, now being generally adopted. This paper will be still more helpful when the C.H.E. adopts the same literature as in Ontario, which it is hoped they will do at an early date.

On Empire Day a message of congratulation from the Association was cabled to His Majesty the King and a reply of appreciation received.

Your Council worked zealously for an increase in teachers' salaries; and, as a result, the Augmentation Grant has been increased \$20,000.00. Your Council has also done its best to further the cause of education in every possible way, and has many plans made for the future.

Altogether no fewer than twelve Council meetings and twenty-five Sub-Committee meetings have been held and presided over by your President during the year. This is sufficient to show how zealously your committee have worked for the Association, and we now await the verdict of the teachers as to whether the Association has justified its existence. The real evidence of appreciation will be an increased membership for next year. I believe the time has now come when every teacher in the country should consider it his or her duty to become and remain a member of the Association.<sup>31</sup>

Since we have at our disposal neither a copy of the NTA constitution which was adopted in 1908 nor any official NTA records for the period under review, we have to consider Butler's 1909 Presidential Report as the document which can best enable us to compare the nature of the 1908 NTA with that of the earlier Associations. For one thing, Butler states that two of the Superintendents of Education

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<sup>31</sup> Daily News, 14 October 1909, p. 7.

had become honorary members--thus paradoxically, the NTA of 1908 like the 1890 Association, though both being more union-oriented than the 1898 NTA, provided for the admission as honorary members of people outside the teaching profession; while the 1898 Association, which in reality had been designed as an "Institute", had rejected the proposal that Superintendents, Inspectors and Board Chairmen be eligible for honorary membership.<sup>32</sup>

Butler's address attests to the success of the reorganized NTA during its first year of office, when approximately 30% of the teachers had joined it although it was still a voluntary organization. The president had chaired thirty-six meetings during the year--a number equal to that of any modern year. These efforts had borne fruit, for the Executive Council had succeeded in persuading the government to increase the Augmentation Grant by \$20,000--an amount which provided an average increase of approximately 25% in salaries.<sup>33</sup> The increased Augmentation Grant was but one indication that the Association was now being taken seriously. Another

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<sup>32</sup> But perhaps this was not so paradoxical as might appear at first sight--perhaps the teachers in 1899, knowing that attempts were being made to manipulate them, were determined to thwart the designs of Pilot and his supporters; while in 1890 and 1908, teachers might have had sufficient confidence in Bancroft and Butler to know that their leaders would not toady to the Superintendents.

<sup>33</sup> Bishop, op. cit., p. 12.

indication was a meeting between its salary committee and the Prime Minister in March 1909. At that time the Prime Minister declared his policy on education as including plans to increase teachers' salaries, to improve school buildings, and to increase grants for destitute places. The Prime Minister expressed his pleasure at being able to get a consensus of opinion from the teachers on these matters, and promised to give the views of teachers due consideration in all matters affecting their profession.<sup>34</sup>

The 1909 Presidential Address also indicates that the new Association was interested in the professional development of its members. The NTA Journal in its early years consisted of about 18-34 pages of Newfoundland advertising and a two page editorial along with, as an insert, a current issue of the Canadian Teacher--a professional magazine containing educational articles, supplementary reading materials for pupils, mathematical problems, standardized tests, grammatical exercises, and other such articles, which were printed in such a way that teachers could hectograph them and distribute them to their pupils as teaching aids. Initially, the main function of the NTA Journal appears to have been to act as a vehicle

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<sup>34</sup> Daily News, 16 October 1909, p. 6. Quoted from Report of Committee on Salaries to NTA Annual Meeting, 5 July 1909.

to carry the Canadian Teacher to the members--the sale of advertising space enabling the Association to provide members with a \$1.25 subscription to an educational magazine at an annual cost of only 50¢--an amount which teachers could afford.<sup>35</sup>

The year-end report of NTA secretary R.S. LeDrew was also printed verbatim from the NTA Journal by the Daily News, and like the report of P.G. Butler, is considered of sufficient importance to quote in its entirety:

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<sup>35</sup> The record still leaves one small point unclear, that is the date of publication of the first issue of the NTA Journal, although it must have been either 1908 or 1909. Butler's report states that the Journal had been supplied "during the year" (he was reporting on NTA activities for the year 1809-9), and adds that Superintendent Blackall had referred to the NTA Journal in his Annual Report in complimentary terms. Supra, p. 97. Blackall's Report was published about the end of March 1909, but was entitled Report for the Year Ended December 31, 1908. If he had covered in the Report only those matters which had transpired in 1908, then the NTA Journal must have been founded in 1908. It is true that the editor of the Evening Telegram referred to the copy of the Journal which he received in October 1909 as the first issue: "We thank the Manager of the Journal of the Newfoundland Teachers' Association, for a copy of the first issue, which it is proposed to bring out monthly. The present issue contains the reports of the first year, and other educational data." Evening Telegram 14 October 1909, p. 6. However, he must have meant that the issue which he had received was the first issue for the year 1909-1910, for Blackall could not otherwise have referred to the Journal in his 1908 Report. Nor could the explanation be that Blackall before preparing his 1908 Report had been given an advance copy of the September 1909 issue, since that issue contained verbatim reports of speeches delivered in July of 1909 by both Butler and the NTA secretary, R.S. LeDrew. Furthermore, the Evening Herald refers to the copy it received in October 1909

The time has come round for me to present my first annual report as Secretary of our Association, and I hope the facts contained in it will prove gratifying to you.

There are at present 418 members on the roll and 29 honorary members.

During the year about 3200 copies of circulars have been sent to the teachers of the country, informing them of our doings and appealing for their support. The membership roll above, I regard as evidence of their appreciation and confidence.

Our heaviest undertaking for the year was the providing of a journal for our members. In spite of the many pessimistic warnings we received when launching our venture, I am glad to be able to inform you that the result has been successful beyond our expectations. We have a substantial balance to our credit for next year, and in many ways the scheme we have adopted contains possibilities of development along several lines that cannot fail to be most beneficial to every teacher in the country. To show you that the teachers all over the Island appreciated our efforts in this direction, I need only mention that one hundred new members joined when the circular about the magazine was issued.

A perusal of the correspondence which I have laid on the table will show that our efforts have resulted in obtaining from the Reid Nfld. Co. the same privilege for teachers travelling from one outport to another as those travelling from St. John's during vacation time, and that Messrs. Bowring Bros. have made a special discount of 10% to teachers returning home during their vacation.

What we regard as our greatest work and that which will be most appreciated by the teachers is the grant of \$20,000 to increase the Augmentation Grant. This, we believe, was mainly because of the efforts of the Association. The details of our work in this connection will be found in the report of the committee on Salaries.

During the year three branches have been formed, one at Grand Bank, one at Burin and one at Carbonear.

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merely as a "copy of the Monthly Journal published by the Newfoundland Teachers' Association", (Evening Herald, 14 October 1909, p. 5), while the Daily News refers to its copy as the NTA Journal for September. Daily News, 14 October 1909, p. 7. It can therefore be stated that the NTA Journal was founded during the NTA fiscal year 1908-1909, with the first issue probably appearing in the year 1908.

The following statement will show the financial condition of the Association for the year, and I think you will all agree with me in saying that it can be considered very healthy:

<u>INCOME</u>	
Receipts from membership fees .....	\$182.75
Donation .....	1.00
Subscriptions to magazines .....	52.00
Receipts from advertisements .....	246.60
Total	<u>482.35</u>

<u>EXPENDITURE</u>	
Paid on account petty cash .....	\$ 99.43
Magazines .....	122.40
Printing .....	90.00
Secretary .....	25.00
Balance on hand .....	<u>145.52</u>
Total	<u>482.35</u>

You will notice that my report of the finances of the Association is very different from that of the Treasurer. This is explained by the fact that it was found practically impossible to remit every little amount that was collected for subscriptions to the magazines and for advertisements, to the Treasurer, and then have him send it back to pay for the magazines. For that reason only the membership fees were sent to him and the Journal account was kept separately.

I have at present \$10.25 fees on hand, which have been received recently, too late to forward to the Treasurer time enough for this meeting. This, with the \$172.50 shown in his report, makes \$182.75 as stated above.

All bills, vouchers, receipts, etc., in connection with the Journal account have been placed in the hands of the auditors and I refer you to their report for confirmation of the above statement of the Association's finances. June 30 1909. 36

This report, showing that 418 teachers<sup>37</sup> had joined the new Association, that 3200 circulars had been distributed, and

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<sup>36</sup> Daily News, 14 October 1909, p. 7.

<sup>37</sup> This membership figure was not to be surpassed until 1927.



that three branches had been formed, all attest to the energy of the Executive. The report by LeDrew<sup>38</sup> gives the first indication that there had ever been any NTA activity other than that of the Executive Council (apart from that of the general membership during Conventions)--with the exception, of course of the meetings in 1890-1 which had been responsible for the birth of the Association in the first instance. While the constitution which was adopted in 1891 had made provision for the establishment of branches, we know of none being founded until the year 1908-9, but unfortunately LeDrew gives us no information regarding the actions of the three branches which had been founded during that year, and a search of the 1908-9 newspapers has revealed no reports of any branch meetings.

The reports by Butler and LeDrew provide us with the first detailed accounts of NTA Executive pursuits. That they were able to persuade the Reid Newfoundland Company and Bowring Brothers to give teachers discounts on passage tickets, that they succeeded in publishing a journal using the method described to finance the venture, and that they were successful in getting government to increase the Augmentation Grant, all indicate hard work. But the

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<sup>38</sup> At the time, LeDrew was principal of Centenary Hall School, St. John's and was an Associate of Arts. He later left the teaching profession to study law under R.A. Squires.

details also demonstrate the 1908-9 Executive's conception of the proper role of a teachers' association. Whereas we know that the 1890 Association had achieved great success in the area of teacher welfare, we are not aware of the degree of success, if any, that the infant organization had had in the field of professional development: indeed, there appears to have been some justification for Pilot's denunciation of the early Association for concerning itself solely with welfare matters. With the 1898 NTA, effort was directed mainly towards professional development--but the Association was singularly unsuccessful in its long-range efforts. While the programs of the 1898 and 1899 Conventions were concerned primarily with papers designed to improve members professionally--thus indicating that the Association's professional development objectives were being pursued at least during the lifetime of the conventions--the 1899 petition, which incorporated the NTA's long-range plans to improve education;generally, was rejected outright. Perhaps the truth of the matter is that when the 1898-9 members worked on their own initiative to bring about educational improvements, they met with success, but when they attempted to persuade government to spend large sums of money to effect general improvement in education, they met with failure. With the 1908-9 Association, a happy medium was being approached, and

there was member activity both in the field of general educational improvement (particularly as far as the provision of the Journal was concerned) and in the area of teacher welfare.

Other matters considered at the 1909 Annual Meeting were the relationships existing between teachers and school boards, the Teachers' Pension Fund (a committee was appointed to suggest that the Fund be placed on a more satisfactory basis), the primary grade syllabus, the teaching of Art, and the possibility of holding a convention in 1910.

A full list of Executive Officers was not contained in the report of the 1909 annual meeting, and it is assumed that only the changes were reported<sup>39</sup> with the secretary being re-elected. The result of the election of officers was as follows:

President:	R.H. O'Dwyer, Holyrood
First Vice-President:	R.H. Richards, Carbonear
Second Vice-President:	P.G. Butler, St. John's
Treasurer:	Mr. Garriock, MA, St. John's

It was noted that it had been considered advisable to have the office of Treasurer filled by a teacher in St. John's

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<sup>39</sup> The Minutes of the 1911 Convention state that R.S. LeDrew resigned as Secretary in May 1911, and that P.G. Butler was appointed Secretary as of 1 June 1911. The Daily News report says that the new president was Mr. O'Dwyer: other records use the spelling "Dwyer".

instead of from an outpost as in the preceding year.<sup>40</sup> Apparently the Association followed, for at least the first two years, the common practice of having the first vice-president move up to president. The report noted, incidentally, that First Vice-President Dwyer was not present at the 1909 annual meeting.

It is interesting to speculate on the wisdom, particularly in the early days of the Association's existence, of having at least the principal officers concentrated in one geographical area. It is worth noting that the Association under the presidency of W.W. Blackall of St. John's, with an Executive Council mainly from St. John's, had had a busy year in 1898-9; while there is no record of any activity of the NTA under R.J. Halfyard of Western Bay in the following year, when most of the officers were in St. John's. Similarly, we have an account of great NTA activity during the year 1908-9 when the president and most of the Executive Council members were from St. John's, while we know nothing at all of NTA activity (if indeed there was any) during the year 1909-10 when the president resided in Holyrood.

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<sup>40</sup> Daily News, 14 October 1909, p. 7.

Whether Dwyer ever called a meeting of the Executive Council during his 1909-1910 term could not be ascertained. Since R.H. Richards was president at the time of the 1911 Convention, it appears that he succeeded Dwyer at the 1910 annual meeting. Nor do we have an account of R.H. Richards' stewardship during his first term of office in 1910-1911. The next time that the NTA became publicly prominent was at the time of the 1911 Convention.

## CHAPTER V

### FROM CONVENTION TO CONVENTION, 1911-1920

When the Teachers' Pension Fund was established on July 1, 1892, provision was made that, after the lapse of twenty years, money accumulated in the Fund should be applied either to the diminution of premiums or to the augmentation of pensions, as the trustees and managers of the Fund should determine.<sup>1</sup> W.W. Blackall in 1910 proposed that the legislature should appoint a commission to study the pension fund, and that the teachers should elect three of their number to serve on it. This was the main reason for the calling of an NTA convention in 1911.<sup>2</sup>

Apparently the Association had languished since the end of P.G. Butler's presidency in 1908-9. Probably there was difficulty in having the Executive Council meet regularly with an outport president, and at a meeting held during the Easter vacation of 1911 in the Colonial

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<sup>1</sup> C. of E. Report 1910, p. xii, quoting Sect. 71, Education Act.

<sup>2</sup> The constitution called for an annual meeting, but the 1911 summer meeting was a Convention, which any Newfoundland teacher could attend, with his travelling expenses to St. John's being subsidized.

Building,<sup>3</sup> Rev. Br. Ryan, Secretary R.S. LeDrew, and Vice-President P.G. Butler were appointed by those present as an Acting Executive, with full power to act in the absence of the regular Executive Council which, as would appear from this action, had not been meeting regularly. Obviously, there was need to make plans for the forthcoming Convention, and at the same meeting, Committees on Convention, Pensions, and Journal were appointed--the Convenor of each being P.G. Butler.<sup>4</sup> After such a late start for the year's activities, the Acting Executive met frequently. During the last week in May, LeDrew resigned as Secretary, and was replaced by P.G. Butler, who immediately with the help of LeDrew and Br. Ryan took up the business of planning for a convention for July 4-8.<sup>5</sup> The planners were successful in getting the government to contribute the sum of \$1500 toward the expenses of the convention; while the Reid Newfoundland Company, Bowring Brothers Limited and Crosbie and Company agreed to give teachers reduced fares on their trains and steamships. The Mechanics Society

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<sup>3</sup> In 1908, Prime Minister Morris gave the NTA the right to use a room in the Colonial Building for meetings.

<sup>4</sup> Official Memorandum and Report by Philip G. Butler, Secretary NTA, June-August 1911. Copy supplied by Dr. L. Whiteway.

<sup>5</sup> Ibid.

provided chairs free of charge, St. Bonaventure's College donated the use of its Aula Maxima, while the Minister of Public Works and Ayre and Sons Limited loaned flags for the occasion.<sup>6</sup> A total of over 400 teachers from all over Newfoundland attended the five-day convention.<sup>7</sup>

In his opening address, the president, R.H. Richards, referred to improvements which, he stated, had been gained by the united voice of the Newfoundland Teachers' Association--improved school buildings, an increase of 20% in the bonus and supplementary grant (it is assumed that he was referring to the Augmentation Grant), and reduced fares for teachers by all companies concerned with public transportation by means of steamships and trains.<sup>8</sup> Richards also referred to improvements which the Association desired--in teacher training, the pension plan, the Council of Higher Education, teachers' salaries, playgrounds for outports, and technical education related to Newfoundland's main industries.<sup>9</sup>

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<sup>6</sup> Minutes of the Business Meetings of the NTA in Convention, 1911.

<sup>7</sup> Ibid., and Daily News, 6 July 1911, p. 4.

<sup>8</sup> Evening Telegram, 4 July 1911, p. 4, in its editorial, gives full coverage to Richards' address. See also Daily News, 6 July 1911.

<sup>9</sup> Ibid.



In his address to the convention, Church of England Superintendent of Education W.W. Blackall displayed his continued interest in the Association which he had served as president in 1898-9. He told the teachers that they should keep in mind the need for better salaries, and that following success in that field could come the nobler feeling of good for the cause of the community.<sup>10</sup> Such a statement by Blackall seems completely out of character considering his earlier comments regarding teachers who lamented "low salaries and other personal grievances both in and out of season". But perhaps, now that Pilot had retired and that Blackall had succeeded to the post of Superintendent, there was no longer pressure on him to preach professionalism so strongly as when he was aspiring to that post. Another of the NTA's past presidents, Thomas Hanrahan, the Roman Catholic Assistant Superintendent of Education, in addressing the Convention stated that the NTA had been responsible for getting teachers the privilege of special transportation rates from the three companies concerned, and he advised the Association to give special attention to pensions and to having teachers paid monthly instead of quarterly--and on time.<sup>11</sup>

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<sup>10</sup> Evening Telegram, 6 July 1911, p. 3.

<sup>11</sup> Ibid.

In writing on the NTA's past, Allan Bishop has stated that the Convention of 1911 was concerned almost wholly with a review of the Pension Plan.<sup>12</sup> However, a perusal of the Convention Program<sup>13</sup> and of the Minutes of the business meetings of the Convention suggest that professional matters occupied much of the convention's attention. Topics which were discussed included the following: the course of study in the schools, science and education, our schools in relation to our industries, English, art, health, physical culture, consumption, the teaching of history and geography, singing and voice training--the tonic sol-fa method, and "Educational Association Movements, or the Teacher at Home and Abroad".<sup>14</sup>

Resolutions of a somewhat professional nature which were passed at the convention included the following:

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<sup>12</sup> Bishop, op. cit., p. 12.

<sup>13</sup> The entire 1911 Convention Program may be found in the 4 July, 1911 issues of the News and Telegram, and the R.C. Report 1911, pp. xx-xxiii.

<sup>14</sup> Ibid.

That the Executive Council be empowered by the Association to consider better facilities for the training of the teachers of this colony at some future date, the date to be left in the hands of the Executive.

That the \$500.00 granted teachers for passes in the Council of Higher Education examinations be passed over to the CHE for the purpose of outport scholarships.

That the school year consist of 400 sessions.

That the teachers under each board have the privilege of electing one of their number annually to represent them on the board.

That the government be asked to grant to the NTA the right to elect three of its members, one from each of the leading denominations, to represent the NTA on the Council of Higher Education.

That the Executive Council of the Association shall be empowered to elect such representatives and that such representatives shall have had experience as teachers in outport schools.

The first two of these resolutions were such as might be passed by a teachers' Institute as advocated in the 1880's by William Pilot. Without question, there was need for a better means of training teachers, for at the time teacher training consisted of a candidate's attending the final grade taught in one of the "academies", all but one of which were located in St. John's. After spending a year as a "pupil teacher", the student would be examined by an Inspector, and if successful would be awarded a certificate as provided for in the Education Act. The \$500 which the resolution proposed to pass over to the Council of Higher Education for the purpose of establishing outport scholarships was an amount which used to be distributed annually

to teachers whose pupils passed in the examinations conducted by the Council of Higher Education. The resolution calling for the establishment of outport scholarships, and the final resolution of those listed above show a strong outport influence, but it is doubtful if this fact could be interpreted as evidence that the majority of the teachers assembled at the convention were teaching in outports at the time, since the election of officers resulted in only three of the outport teachers gaining office. Of course, if the 1908 pattern was the same as that obtaining today, most of the teachers who taught in St. John's schools had been brought up in outports. It is significant that none of the resolutions passed at this convention was very revolutionary--the teachers were following a policy of moderation.

Three of the resolutions which were passed dealt with Association policy:

That the president and two vice-presidents shall be elected annually by the Executive until next Convention.

That the officers be elected annually by the Executive Council until next Convention.

That the Association year no longer end on August 30, but that the year shall begin immediately after the general meeting held during the mid-summer holidays.<sup>15</sup>

It is quite likely that these resolutions were passed to

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<sup>15</sup> See Minutes of the Business Meetings of the NTA in Convention 1911, for a full list of resolutions passed.

meet a need which had become apparent during the period 1909-1911. It has been impossible to find any record of an Annual Meeting's being held in the summer of 1910, but we do know that Richard Dwyer had been elected president by the Executive Council at the 1909 annual meeting, and we assume that Robert Richards had been elected in 1910 in a similar fashion. Since the constitution adopted in 1908 has also been impossible to find, we can only assume that it provided for the election of officers at a Convention-- and that the above resolutions were passed to make legal the continuation of practices which had in fact been followed in the two preceding years. The teachers assembled in convention in 1911 probably recognized the fact that a convention could not be held annually, and therefore passed resolutions which would make possible the legal continuation of the Association in the periods between conventions.

In addition to resolutions which dealt with the pension plan, the 1911 Convention passed two other resolutions which concerned teacher welfare:

That the NTA through its Executive Council ask the government to instruct the boards of education of the country to pay the teachers' salaries monthly instead of quarterly.

That a request be made to the government for payment of augmentation quarterly instead of half-yearly.

It is interesting to note that these resolutions requested only that the manner of paying teachers be changed--there was no request for a salary increase.

Nine resolutions concerning the Pension Plan were passed at the 1911 Convention. Because so many of the requests are reflected in the present Teachers' Pension Plan, they are quoted verbatim:

That the Newfoundland Teachers' Association have the right to elect three of its members, one from each of the leading denominations, to represent them on the Teachers' Pension Fund Committee of the government, and that these representatives be elected by the Executive, annually.

That teachers may retire on a pension after thirty years of service, provided that they shall have reached the age of fifty-five years.

That the rate of pensions be two-thirds of total individual salary at time of retirement.

That teachers becoming disabled or incapacitated during their fifteenth year of service be allowed a pension of one-half of the pension which they would receive after thirty years of service, and

That the allowance for teachers incapacitated after fifteen years of service be arranged on a sliding scale in proportion to the number of years taught:

e.g. at 16th. year--16/30 of full pension;

at 17th. year--17/30 of full pension.

That when a teacher has reached the age of sixty he shall be considered for purposes of pension incapacitated, and receive pension pro rata.

That the pensions of teachers be paid out of the revenue of the country.

That the present teachers' pension should be discontinued, and that all teachers who have claims on the fund be allowed to withdraw the balance of their claims, and

That the balance of the fund then in the hands of the government on account of teachers' pensions go towards a sick benefit fund.<sup>16</sup>

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<sup>16</sup> Ibid.

If acted upon, these resolutions would have made the Newfoundland Teachers' Pension Plan compare favourably with teacher pension plans in Canada at the time. But before dealing with the disposition of the resolutions we shall consider the remainder of the decisions made at the 1911 Convention.

Towards the end of the convention, a rather undemocratic means of selecting a new Executive Council was accepted by the passage of the following resolution:

That a Selecting Committee of twenty-six be appointed by the Chair, eight from each leading denomination, and two from the Salvation Army, to elect the Executive until the next convention.

This was the first NTA resolution which recognized the Salvation Army, and from that time on that denomination was always represented by at least one member on the Executive Council. The decision of the Selecting Committee was as follows:

President:	R.R. Wood, BA
First Vice-President:	W. Guilfoyle
Second Vice-President:	R.H. Richards
Secretary:	S.P. Whiteway
Treasurer:	I.J. Samson
Assistant Secretary:	Staff Captain Cave
Executive Council:	Rev. P.J. Culhane,
	Rev. J.E. Ryan, John Davis,
	S.T. Harrington, MA,
	W.E. Bradbury,
	Miss E.G. Stirling. <sup>17</sup>

It is significant that the President and all but three

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<sup>17</sup> Ibid.

members of the Executive Council<sup>18</sup> were teaching in St. John's and could thus meet regularly. One rather puzzling selection was that of Staff Captain Cave, who that year had been appointed as the first Salvationist to hold the position of Salvation Army Superintendent of Education,<sup>19</sup> but whether he continued to teach while acting as Superintendent has not been determined. It is worth noting that the electors broke with tradition when they failed to elect P.G. Butler, the First Vice-President, as President.<sup>20</sup> He may have chosen not to run for office. However, his interest in the NTA did continue, for he remained advertising manager for the NTA Journal, as is indicated by the fact that at the first meeting of the new Executive Council (held in September in the president's residence), it was decided to request Mr. Butler to collect advertising for the Journal<sup>21</sup> and to fold and mail

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<sup>18</sup> R.H. Richards taught in Carbonear, W.E. Bradbury in Heart's Content, and W. Guilfoyle in Harbour Grace.

<sup>19</sup> Salvation Army Report 1911. Church of England Superintendent Pilot had acted as S.A. Superintendent from 1903 to 1910. Although ill-health had forced him to retire as C.E. Superintendent in 1908, he continued to act as S.A. Superintendent for two more years.

<sup>20</sup> Nor was the tradition followed in 1912, when William Guilfoyle (Kilfoy is the spelling used in one source) was not chosen as president.

<sup>21</sup> For which service he would receive a 10% commission--he was given an additional \$15 per year for folding and mailing the magazines. See NTA Minute Book, Saturday, 23 September 1911. The following year his commission on advertising was raised to 15%--NTA Minute Book, 21 September, 1912.



the magazines. It may be that Butler had become unpopular with teachers--an Executive Council later on did criticize him for assuming, in his capacity as advertising manager for the Journal, a greater amount of authority in NTA affairs than he was warranted in doing.<sup>22</sup> But whatever his shortcomings might have been, it is fortunate for the Association that a man of Butler's ability and interest had been responsible for the NTA Journal in its infancy, for on its publication depended in large measure the continued existence of the NTA. During the next decade, as Association membership dwindled, the continued publication of the Journal may well have been the chief reason that professionally-minded teachers maintained their membership--for without the Journal, they might not have been able to continue their subscription to such a publication as the Canadian Teacher.

The Executive Council met five times in the fall of 1911,<sup>23</sup> and gave much of its attention to the Pension

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<sup>22</sup> NTA Minute Book, 18 September 1915.

<sup>23</sup> Meetings were held in the President's residence, St. Bonaventure's College, the Methodist College, and the Colonial Building. Apparently the practice of holding Executive meetings in the Colonial Building was not followed. Although the Prime Minister on 11 November 1911 offered the NTA the use of a room in the Colonial Building, the Association used it for the December 11 meeting only. See NTA Minutes 11 November, 27 December, and 30 December, 1911.

Plan. By December 31, 1911 the Pension Fund had grown to the sum of \$60,121.66,<sup>24</sup> and was considered more than adequate to pay annual pensions of \$100 to men and \$80 to women teachers who would be retiring. If, however, the government were to accept the amendments to the pensions legislation as proposed by the convention of 1911, it is doubtful if the premium rates then obtaining would have been adequate--but then, the teachers in convention had not expected them to be: it was their hope that pension benefits would be paid out of the general revenue of the country. Speaking about the possible demands on the pension fund, the new NTA treasurer, I.J. Samson, offered the opinion that the probable number of deaths among teachers aged 25 to 55 years would be 160 per thousand or 5.3% per annum, and Brother Culhane read from a newspaper clipping that that rate would rank Newfoundland teachers with soldiers, fireman and policemen.<sup>25</sup> Whatever, the reason, possibly conservatism and the desire for supposed greater security, the Executive Council agreed to hand over the Pension Fund to the government in return for an agreement to pay pensions

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<sup>24</sup> Meth. Report 1911, p. 144.

<sup>25</sup> NTA Minute Book, 21 October 1911.

out of general revenue.<sup>26</sup> This was not a far-sighted decision, but it was not accepted by government anyway, since the Superintendents had advised differently.

In November of 1911, an NTA delegation met with Prime Minister Morris regarding the Pension Plan, and in late December the NTA Executive Council held a meeting with the Superintendents of Education to discuss a petition which was being prepared for government. At the Prime Minister's request, the Superintendents later gave their collective opinion on the resolutions which the 1911 Convention had passed and had incorporated into a petition to government, and the Superintendents' advice indicated that they were in general more liberal than the teachers had been. The one exception was in the case of the resolution that teachers with thirty years of service be retired on full pension at age 55: the Superintendents recommended that retirement normally be at age 60, but at age 55 in the case of incapacitation. The Superintendents recommended that a disability pension be payable after a teacher had served a minimum of ten years (the NTA had requested a minimum of fifteen), and they proposed that the amount of allowance be one-sixtieth of the teacher's

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<sup>26</sup> NTA Minute Book, 23 September 1911. Since the government had in fact controlled the Fund from the time of its inception, this was not in effect such a big decision to make.

annual salary for the last ten years of service for every completed year of service--to a maximum of two-thirds of salary. They also proposed that the Pension Fund be kept distinct from general government funds.<sup>27</sup> The new Pension Plan, reflecting many of the NTA proposals, was finally incorporated into legislation in 1912.

However, the NTA's December 1911 petition to government included, not only resolutions concerning the pension plan, but also, with the exception of those dealing with NTA policy, all other resolutions passed at the Convention. The Superintendents made recommendations to government regarding all resolutions in the petition. They agreed that the school year should consist of 400 sessions, provided that the sessions would be actual and independent of holidays "of whatsoever kind". They disapproved of teachers being appointed to serve on boards of education. They saw no objection to the nomination by the NTA of three persons to sit on the Council of Higher Education provided that the NTA was an incorporated body and that the three members nominated were approved by the Heads of the Churches. They recommended that teachers be paid monthly, and that augmentation be paid quarterly. Finally, they welcomed the suggestion that the \$500 previously paid to

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<sup>27</sup> R.C. Report 1911, pp. xx-xxiii.

teachers for passes in the CHE examinations be appropriated for outport scholarships.<sup>28</sup>

The government acted on the advice of the Superintendents in the case of virtually all the NTA resolutions. Thus the pension fund was kept separate from general revenue, the pension benefit was raised to two-thirds of average salary of any three selected years,<sup>29</sup> while premiums paid by teachers remained at the rate established in 1892--in addition, a disability clause was added. To one of the Superintendents' recommendations, that which proposed that teachers' salaries be paid monthly, the government did not agree; however, the proposal that augmentation be paid quarterly was partially accepted--thereafter teachers were paid one-half of their augmentation at Christmas, and the remaining two quarters at Easter and in July. Two of the resolutions accepted by government, though not of any great consequence in themselves, nevertheless represented a great victory for the NTA as a "union", for by placing NTA representatives on the Pension Fund Committee and on the Council of Higher Education, the government was accepting the Association as spokesman for

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<sup>28</sup> Ibid.

<sup>29</sup> Bishop, op. cit., p. 83. Actually the NTA had sought a pension based on two-thirds of the teachers' lifetime average salary. Since the Superintendents had not made a recommendation on this resolution, the government must have made this concession on its own initiative.

the teachers of Newfoundland.

An indication of the NTA's prestige following its actions of 1911-1912 is the fact that the Reid Newfoundland Company on two occasions during the year sought the Association's advice regarding the distribution of maps to schools and concerning a means of providing reduced travel rates for teachers and pupils so that city and outport residents would be treated as uniformly as possible. The NTA recommendation that pupils attending colleges in St. John's, as well as teachers, be charged half-fare while travelling to and from their hometowns for the Christmas, Easter and mid-summer holidays was accepted.

The Annual Meeting for 1912 was held in September and only eight teachers were present, all but R. Dwyer being members of the Executive Council. The meeting lasted for only two hours and little business was done. It was decided to pay the secretary at the rate of \$100 a year, his duties to include the receiving and mailing of the NTA Journals. P.G. Butler was to continue to solicit advertisements, for which he was to receive a commission of 15%. It appears that the secretary, S.P. Whiteway, served as Journal editor, since the editorial in the February 1912 issue<sup>30</sup> is signed "The Secretary", and the

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<sup>30</sup> The February 1912 issue is one of only three issues of the Journal in the NTA files for the period up to 1920.

only other article, apart from those contained in the Canadian Teacher insert, was written by Whiteway. Elected as president at the 1912 annual meeting was former Second Vice-President R.H. Richards, who was to continue in that position until he resigned in March of 1919.

The years 1912-1919 were conspicuous for the lack of NTA activity and influence. During the seven years of Richards' presidency, only sixteen Executive Council meetings were held including annual meetings (in the years 1914, 1915 and 1916 only the annual meetings were held); the Annual Meetings took place in September, October or December with only the Executive Council members in attendance; the list of Executive members remained virtually static; the membership was low--down to 120 in January 1918;<sup>31</sup> the Reid Newfoundland Company failed to comply with an Association request regarding reduced fares for members;<sup>32</sup> and the government did not follow the practice of consulting the NTA regarding changes in the salary structure for teachers.<sup>33</sup> Concerning this latter

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<sup>31</sup> NTA Minute Book, 5 January 1918.

<sup>32</sup> NTA Minute Book, 19 September 1914.

<sup>33</sup> See NTA Minute Book for 6 January 1917; 26 June 1917; 12 October, 1918.

point, at the January 6, 1917 Executive meeting, for example, the president reported that he had heard that the government had decided to increase the educational grant, and stated his conviction that the NTA should advise the government as to the best way to spend the additional amount of money. The Minutes do not record whether the committee appointed by the Executive to meet with the government did in fact meet it, but the Minutes of the 26 June 1917 meeting do indicate that the government's manner of spending the increased grant did not meet with NTA approval. And when, in the spring of 1918, the government announced a 25% salary increase for teachers, the NTA Executive as late as October did not know whether the increase was on total salary or on the portion of salary paid by school boards.<sup>34</sup>

Practically all items in the 1912-1919 NTA Minutes illustrate the lack of NTA success and influence during the period, and display an attitude of gloom: the government did not agree to the Association's request for assistance in sending a representative to the Imperial Conference of Teachers held in the United Kingdom in 1912;<sup>35</sup> the one teacher who reported that he had been dismissed

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<sup>34</sup> NTA Minute Book, 12 October 1918.

<sup>35</sup> NTA Minute Book, 21 September 1912.



without cause was told that the NTA was "powerless to act" as all power was in the hands of the school boards;<sup>36</sup> the president reported that some boards were not paying full salaries, but no action was taken, and no proposals made for remedying the situation;<sup>37</sup> the Association was not given information regarding changes to the Pension Plan;<sup>38</sup> a proposal to speak to pupil-teachers attending the 1917 Summer School about the Association received no support;<sup>39</sup> the credit balance at the beginning of the year 1917-1918 was only five cents;<sup>40</sup> while the proposed 1919 NTA Convention, towards the expenses of which the government had promised to contribute \$3000, was postponed for a year when the secretary declared that he was unable to secure accommodations for teachers.<sup>41</sup>

An outstanding example of lack of NTA initiative is the fact that the Association was neither involved in or

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<sup>36</sup> NTA Minute Book, 26 June 1916.

<sup>37</sup> NTA Minute Book, 13 September 1913.

<sup>38</sup> Ibid., 30 December 1913.

<sup>39</sup> Ibid., 16 September 1916.

<sup>40</sup> Ibid., 5 January 1918.

<sup>41</sup> Ibid., 19 June 1919.

apparently concerned with the Summer Schools for teachers in 1917 and 1918. The 1917 four-week Summer School had an enrollment of 314 teachers, and a teaching staff of twenty-two with Dr. Arthur Barnes as Principal. Teachers participating were given free transportation to and from St. John's and the sum of \$12 toward the cost of board.<sup>42</sup> It is rather surprising that the NTA did not take advantage of these large assemblies of teachers in St. John's to bolster its membership. At the same time, the teachers assembled for the 1917 Summer School did take advantage of the situation to have a delegation meet with the government as a result of which the Augmentation Grant was increased by \$30,000.<sup>43</sup> The NTA Minutes, while recording that there was agreement among Executive Council members regarding all but one of the resolutions passed by the teachers who attended the Summer School, neither attempted to give the Association any credit for nor mentioned this increase.

One positive act of the NTA during the period under review was its sponsoring of the "Hands Across the Sea" movement in Newfoundland. In 1909 the Manitoba teachers had begun the practice of having teachers make a

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<sup>42</sup> C. of E. Report 1917, pp. xiii and xlv-xlvi. The entire expense of this Summer School was borne by Hon. John Harvey (anonymously while he lived), who with Harry Crowe also financed the 1918 Summer School. See C. of E. Report, 1919, p. ix.

<sup>43</sup> Whiteway, op. cit., p. 9.

tour of Great Britain during the summer vacation.<sup>44</sup> The NTA was contacted in 1912 by the organizer of the tours, and asked if Newfoundland wanted to participate.<sup>45</sup> The NTA had its secretary, S.P. Whiteway, act as Secretary of the Newfoundland branch of the "Hands Across the Sea" movement. W.W. Blackall, who was Newfoundland President of the movement, proposed that the legislature grant \$100, of the \$220 required, to assist every First Grade teacher to participate.<sup>46</sup> S.P. Whiteway went on the tour at his own expense, along with twenty-eight other Newfoundlanders--teachers and clergymen--leaving Newfoundland 7 July 1913 and departing from Gloucester 19 August 1913 on the return voyage. The objectives of the movement were to give participants an insight into the educational system of Great Britain, to strengthen the bonds of empire, and "to bring the people of Newfoundland into closer touch with the Motherland and other parts of the Empire through the medium of the schoolroom".<sup>47</sup> Apart from participation in this project, which appeared to have been more of an S.P. Whiteway project than an NTA one, the Association could claim very

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<sup>44</sup> C. of E. Report 1912, p. xlix.

<sup>45</sup> NTA Minute Book, 28 December 1912.

<sup>46</sup> C. of E. Report 1912, p. xlix.

<sup>47</sup> Ibid., p. xxiii.

little of positive accomplishment immediately before and after, as well as during World War I. Since the proportion of voluntary NTA members has always been higher among men teachers than among women teachers, despite the fact that the latter generally outnumbered the former two to one, and since many of the "best and most professional teachers had joined the armed forces",<sup>48</sup> the lack of activity at least during the war is somewhat understandable.

Following R.H. Richards' resignation in March of 1919,<sup>49</sup> First Vice-President R.R. Wood, Principal of Bishop Feild College, served as Acting President until the annual meeting on 30 December 1919, during which time four Executive meetings were called.<sup>50</sup> Wood headed a committee to meet with the Prime Minister to request a \$3000 government contribution towards the cost of holding an NTA

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<sup>48</sup> Bishop, op. cit., p. 15. Mr. Bishop was not merely voicing an opinion in making this comment. A perusal of NTA lists of officers for the period following the War will attest to the truth of this statement. Mr. Bishop himself, a long-time Executive member, twice President, and Secretary for the ten-year period 1952-1962 (in which time the modern NTA emerged), served in the Royal Newfoundland Regiment.

<sup>49</sup> At which time he resigned temporarily from the teaching profession because of deafness: he returned after being fitted with a hearing aid. Interview with Mr. Edwin Richards, son of R.H. Richards, March 1965.

<sup>50</sup> March 29, June 19, October 18, and December 30.

Convention in July of 1919. The government agreed to supply the amount requested, but on 19 June 1919 it was decided to postpone the holding of the convention because the secretary reported he was unable to find boarding accommodation for the teachers who would be attending. Another matter considered during the period of Wood's chairmanship was that of appointing a permanent Secretary-Treasurer who would also act as editor of the NTA Journal. Secretary W.M. Butt was asked to circularize the teachers to get their opinions, and at the December 30 meeting reported that "all teachers were in favour of the plan".<sup>51</sup> A committee was appointed to investigate the cost of hiring a permanent Secretary-Treasurer, and was authorized to finalize all matters in connection with the appointment. However, four years were to elapse before a permanent employee was appointed.

At the December 1919 meeting, Wood declined to accept the presidency, claiming pressure of work at the time of the proposed convention in July 1920. S.T. Harrington also declined to accept nomination as he planned to be away from Newfoundland during the coming summer. Eventually

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<sup>51</sup> It is assumed that by all teachers Butt must have meant all teachers who were NTA members and had replied to his circular, since he was instructed at the 18 October 1919 meeting to circularize teachers, and reported on his findings as early as the December 30 meeting. See NTA Minute Book, 30 December 1919.

Richard Dwyer of Holyrood agreed to act as president, which position he filled for the next four years.

One might question our discussion of NTA activity for the period 1912-1919 being confined to that of its Executive Council. What were the other members, and the branches, doing while the Executive was semi-dormant? The answer is probably that the three branches founded in 1909 had ceased to function, as there are no reports of their activities or even of their existence in the NTA Minutes. Nor do we have much information concerning the total NTA membership for this period. We know that the total of 418 active members of 1909 had dwindled to 312 by October 1911, despite the holding of a convention during the summer of 1911. These 312 members represented only 22% of Newfoundland's teaching force. The only membership figure available for the period 1912-1920 is that of 120 in January 1920--a number which represents less than 8% of the teachers: and 12 of that number comprised the Executive Council. The wonder is that the Association even remained in existence, but it continued to publish the NTA Journal--perhaps the main reason the Association continued to exist--and held Executive meetings occasionally from 1912-1919 in

a room of the Board of Trade Building, for which the NTA paid rent at the rate of 50¢ per meeting.<sup>52</sup>

The history of the NTA after its second founding in 1898 up to the year 1919 is one of isolated periods of activity during conventions, followed (provided the convention chose a president with leadership potential) by about a year of resultant activity engendered by the momentum generated by the convention. Thus we see the NTA revived with a membership of approximately 400 at the 1898 Convention, which event heralded an active year under the leadership of William Blackall, followed by the 1899 Convention and the election of R. Halfyard, who apparently deserted both the Association and the teaching profession before the year had ended. Then in 1908 the Convention elected P.G. Butler who not only gave the Association its rebirth but was responsible for the founding of the NTA Journal and for an increase of Association strength to 418 members by the end of 1909. Under Richard Dwyer and then Robert Richards the Association merely existed for two years until it was given another lease on life by the 1911 Convention, which event culminated in the election of

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<sup>52</sup> Dr. Louise Whiteway has in her possession a receipt pertaining to this period which indicates that this was the case. No evidence has been uncovered to explain why the Association used this building for its meetings for such a long period--it may have been an ordinary business deal.

another strong leader, Ralph R. Wood, who guided the NTA well for one year. Then for seven years the Association languished under R.H. Richards, on whose resignation in March 1919 Ralph Wood assumed the leadership as Acting President for nine months, during which time he laid the groundwork for another convention, which because of Secretary William Butt's admitted inability to arrange for boarding houses for teachers planning to attend, had to be postponed until the summer of 1920, by which time the leadership had passed once more<sup>53</sup> to the reluctant hands of Richard Dwyer. The burning question was whether the man who had led the Association so ineffectively in 1909-1910 would be able to take advantage of the forthcoming Convention to consolidate the NTA and lead it with strength into the 1920's.

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<sup>53</sup> On December 29, 1919.



## CHAPTER VI

### FROM CONFUSION TO CONSOLIDATION, 1920-1929

On April 8, 1920, Richard Dwyer called his first Executive Council meeting, to which Dr. Arthur Barnes, the new Minister of Education had been invited. Dr. Barnes, who was Newfoundland's first Minister of Education and who had been a member of the 1898-9 NTA Executive, announced that the government had decided to contribute \$4000 towards the cost of holding a teachers' convention<sup>1</sup> the following summer instead of the \$3000 requested by the NTA. The next Executive meeting was called by the Secretary<sup>2</sup> on July 13--a special meeting to arrange for a Convention Treasurer, auditors, and a Scrutiny Committee.

The convention lasted for six days, July 12-17, and was preceded by a Daily News editorial on education and two letters to the press concerning education. The Daily

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<sup>1</sup> NTA Minute Book, 8 April 1920.

<sup>2</sup> Ibid., 13 July 1920. On several occasions during his term as secretary, Butt stated that he had called a meeting of the Executive. He may have taken the initiative in calling these meetings, but he may have meant that he was notifying the members of a meeting being called.

News editorial made reference to a meeting of the Inter-Denominational Education Committee<sup>3</sup> with the Methodist Conference, at which meeting the Committee had supported the principle of amalgamated schools for St. John's. P.G. Butler in a letter supporting the comments made by the Inter-Denominational Education Committee, stated that the St. John's schools averaged about seventy pupils per teacher, and declared that a movement for more school accommodation and for better paid and better trained teachers should precede any movement to bring about free and compulsory education.<sup>4</sup> No doubt it was anticipated that the matters of interdenominational education and compulsory education would be raised at the large gathering of teachers in convention, but there is no record of these matters having been raised.<sup>5</sup> A letter to the press by NTA secretary Butt referred to the forthcoming convention, and stated that the Association would pay half the fare of teachers attending at least six sessions, adding that the Reid Newfoundland Company and F.C. Ellis Company would pay

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<sup>3</sup> Comprised of representatives of the Church of England, Methodist, Salvation Army, Presbyterian, and Congregational churches. Daily News, 2 July 1920, p. 4.

<sup>4</sup> Daily News, 5 July 1920, p. 9.

<sup>5</sup> Perhaps the reference to these two controversial items in the daily press acted as warnings to the planners to exclude them from the agenda.

the remainder of the fare for those who used their trains or boats to travel to St. John's.<sup>6</sup> Altogether 210 of the 1600 teachers turned up for the convention: a relatively small number compared to the approximately 400 who attended the 1898 and 1911 conventions.

An examination of the 1920 Convention proceedings will illustrate the "Institute" nature of the convention, with no less than seven of the ten half-day sessions being devoted to what might be termed in-service education for teachers, the topics being The Ideal Teacher, The Teaching of English, Programs for Outport Schools, The Growth of Education in Newfoundland, Teachers' Studies, Story Telling for Children, The Advantages of Physical Drill in Our Schools, The Primary Grades, The Council of Higher Education Examination, and The Teaching Profession.<sup>7</sup> Speakers included Vincent P. Burke, Ralph R. Wood, W.W. Blackall, Rev. Levi Curtis, A.J. Goodland, P.J. Griffin, Rev. H. Pedley, Miss R. Bradbury, and Charles Hutton.

With the government providing the sum of \$4000 towards the cost of the convention, and with a former Normal School Principal acting as Minister of Education, the emphasis on professional matters might have been expected.

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<sup>6</sup> Daily News, 3 July 1920, p. 3.

<sup>7</sup> 1920 NTA Convention Programme, Trade Review Print Job, 1920.

But the attempt to have government put into effect a salary scale based on teacher qualifications was a course such as any union-type teachers' association might follow. The founders of the NTA in 1890 had proposed that salaries should be based on qualifications and years of service, as had the petition presented to government by the "second NTA" in the year 1899.<sup>8</sup> We do not know if the "third NTA" in 1909 made a similar request, but it is known that the Augmentation Grant<sup>9</sup> was increased by \$20,000 both in 1909 and 1911. Furthermore, it was the Augmentation Grant which was increased by 40% at the time of the 1920 Convention--not the portion of salaries paid by school boards. It is significant that at times when the NTA was not functioning or was weak, the tendency was for government to apply salary increases to the grant given to school boards<sup>10</sup> instead of the Augmentation Grant. Teacher associations have traditionally sought salary raises based on qualifications with higher increases going to the better qualified, while governments have favoured across-the-board

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<sup>8</sup> Supra, p. 68.

<sup>9</sup> Until 1949, the portion of teachers' salaries paid to them by school boards was not related to qualifications; however, all certificated teachers received in addition, directly from the Department of Education, an amount called "augmentation", which was related to qualifications.

<sup>10</sup> As was the case in 1916 and 1918, for example.

salary increases, since such are more likely to please a greater number of voters--the majority of teachers always being in the lower ranks. But in Newfoundland another obstacle stood in the way of the adoption of a qualifications-related scale:

The salary grant was divided according to denomination and the salaries were paid by denominational school boards. As neither the proportions nor the distributions of the various denominational populations were the same, the grant could not be divided denominationally and at the same time on a standardized scale.<sup>11</sup>

Since the augmentation portion of salary was paid directly to teachers by the Department of Education, the NTA sought high augmentation increases as a compromise until they could get a standardized salary scale. For the first time, at the 1920 Convention the NTA actually went as far as drafting a standardized scale. The proposed scale for men teachers is outlined below:

Associate Grade	\$1000-1400
First Grade	800-1200
Second Grade	700- 775 12
Third Grade	600- 650

Salaries sought for women teachers were \$100 less than for men teachers in each category. However, since the scale was rejected by government, it is of academic interest only.

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<sup>11</sup> Bishop, op. cit., p. 67.

<sup>12</sup> Ibid., p. 68. An Associate Grade Teacher was one who had passed Junior Matriculation and had completed the other certification requirements.

Although the scale was not granted, the government did agree that the 40% increase in augmentation which it had announced on the eve of the Convention would be made retroactive to January 1, 1920. This increase had been requested in the form of a convention motion, and Dr. Barnes brought the affirmative reply from Cabinet before the convention drew to a close.<sup>13</sup> When the convention asked for better provision for the training of teachers, the Minister of Education stated that a Normal School would be established.<sup>14</sup>

It is interesting that during the course of the convention, the resolution which requested a retroactive extension of the 40% increase in augmentation was dealt with immediately by the government. At the time the Liberal government of R.A. Squires was in power, and his Minister of Education, Dr. Arthur Barnes, was a known NTA supporter. Perhaps the Association had more reason to expect a sympathetic hearing from a Liberal than a Conservative government. At any rate, the NTA emerged from the 1920

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<sup>13</sup> NTA Minute Book, 1920 Convention: "This news was received with thunderous applause. Mr. I.J. Samson called for three cheers and a tiger for Dr. Barnes which were given with right good will. Dr. Barnes in addition assured the teachers that next year he hoped to do even better things for them."

<sup>14</sup> The Normal School was opened in 1921. Dr. Barnes, incidentally, had been Principal of a small Church of England normal school located on Forest Road in 1911.

Convention with some prestige, and before closing made provision for the Association to continue: it decided that a permanent Secretary-Treasurer would be appointed as soon as finances would permit.

However, the two leading officers of the Association, the President and Secretary,<sup>15</sup> had personal shortcomings or encountered obstacles which prevented the NTA from reaping the benefits of the status which it had earned as a result of the very successful convention. President Richard Dwyer taught school in Holyrood, and it was not convenient for him to call meetings frequently. In his defence, it must be noted that he had agreed in December 1919 to serve as president only after the Executive had experienced great difficulty in getting a member to accept the office.<sup>16</sup> During Dwyer's three-year term, the Executive Council met seven times--four times in

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<sup>15</sup> Officers elected for the 1920-1921 year were:

President:	R. Dwyer
First Vice-President:	R.R. Wood
Second Vice-President:	Br. P.V. Strapp
Secretary:	W.M. Butt

The name of the Treasurer was not recorded; perhaps Butt served as Treasurer as well as Secretary. However, at the 1923 election, it was stated that L. Colley was re-elected Treasurer. It should be noted that at the time the Secretary was responsible for handling membership fees and advertising revenue of the Journal, and for paying bills. The Treasurer, apparently, only submitted reports.

<sup>16</sup> NTA Minute Book, 30 December 1919.

1920, the year of the Convention,<sup>17</sup> once in 1921,<sup>18</sup> and twice in 1922.<sup>19</sup> The Executive met five times during Dwyer's first fourteen months of office, but held only two meetings during his remaining twenty-three months. The absence of supervision proved too much for Secretary W.M. Butt, who was responsible for handling the accounts, and over \$1500 of the Association's funds for the period 1920-1922 was not accounted for.<sup>20</sup> The Executive Council met on December 2, 1922 and appointed an Executive Investigating Committee headed by R.R. Wood, which found Mr. Butt responsible for the shortage, as a result of which he was dismissed.<sup>21</sup> However, the Executive decided that it would not be in the interest of the NTA to make public the reasons for the Secretary's dismissal.<sup>22</sup>

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<sup>17</sup> April 8, July 13, October 23, and December 11.

<sup>18</sup> On 26 February 1921.

<sup>19</sup> The Annual Meeting on 7 January 1922, and a special meeting on December 2 to consider an emergency which had arisen.

<sup>20</sup> NTA Minute Book, 2 December 1922.

<sup>21</sup> Ibid., and NTA Minute Book, 7 January 1923.

<sup>22</sup> By the time of the 1926 Convention, nevertheless, the misappropriation of Association funds had become common knowledge. Mrs. A. Gill, who attended that convention, states that although the matter was not discussed as business of the convention, it was a common topic of conversation when members met informally during the convention. However, the good work done in the meantime by the Executive had by this time offset any harmful effects done by the misappropriation. Perhaps, in the long run, the misdemeanour turned out to be beneficial to the Association. See Infra, pp. 145-148.



Regarding NTA membership in this period, the Executive Investigating Committee estimated that the numbers of NTA members for 1921 and 1922 had been 162 and 263 respectively, but the newly-appointed secretary, George House, reported that several teachers had advised him that they had paid their fees to the former secretary during these years without receiving receipts.<sup>23</sup> Since the new secretary reported in 1923 the Association's having 330 members (and there had been no convention or noteworthy NTA successes from 1921 to 1923 to attract teachers to join), it is likely that the membership in that period was higher than had been estimated by the NTA Executive Investigating Committee.

From the conclusion of the 1920 Convention to the end of Dwyer's term as President, the only noteworthy NTA action was to make a complaint to the Minister of Education that Roman Catholic teachers had had 4% of their augmentation withheld.<sup>24</sup> The only other matters of consequence considered by the NTA from July 1920 to December 1922 were the suggestion of Education Minister Barnes that he would like to meet an NTA delegation regarding the

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<sup>23</sup> NTA Minute Book, Report of Committee of Executive Appointed December 2, 1922; and NTA Minute Book, 31 December 1923.

<sup>24</sup> NTA Minute Book, 11 December 1920. It has not been possible to discover the reason for withholding the augmentation.

standing of the Pension Fund<sup>25</sup>--a matter on which no decision was made--and the dismissal of the secretary.

George House, a teacher at Bishop Feild College, was asked at the Executive meeting of 6 January 1923 to act as secretary pro tem at a salary of fifty dollars per month. At the same meeting,

... in accordance with the rule of the Association governing the matter Mr. R.R. Wood and Rev. Bro. P.V. Strapp who had been 1st and 2nd Vice-President respectively during the past year, became President and 1st Vice for the coming one.

It is significant that at the following Annual Meeting when Wood was again nominated and stated that he saw no reason why the rule should be departed from,

... it was pointed out that the rule referred to, as well as several others, were out of date and had been set aside on several occasions.<sup>26</sup>

Obviously, the "rule" was invoked in the previous year as a means of removing Dwyer from office, but was ignored in 1923 because the Executive felt that Wood would serve the Association well.

The year 1923 was a crucial one for the Association, but it survived the crisis due mainly to the efforts of the three major officers--President Ralph Wood, Secretary George House, and Treasurer Llewellyn Colley--who, all

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<sup>25</sup> Ibid., 7 January 1922.

<sup>26</sup> Ibid., 8 December 1923.

being teachers at the same school, undoubtedly met often informally to deal with Association problems, and by the end of December had not only paid all NTA bills, but had built up a balance of \$1108.22.<sup>27</sup> Partly because of a desire to protect his predecessor, and partly because previous articles on NTA history had in error<sup>28</sup> given to R.H. Richards the credit for rebuilding the NTA's finances, the contribution of George House to the Association has not been acknowledged publicly. When he accepted the invitation to act as Secretary pro tem, House pointed out that he would prefer that some other person accept the position, but agreed to serve on two conditions: that his regular duties would have to take first place, and that the Executive would appoint a small committee to assist and advise him.<sup>29</sup> The Committee, which was immediately appointed, consisted of the five officers along with I.J. Samson, a long-time Executive member who had served the Association both as secretary and treasurer.<sup>30</sup> Although

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<sup>27</sup> NTA Minute Book, 19 January 1924.

<sup>28</sup> See Harry Cuff "NTA Began at Spaniard's Bay" Evening Telegram, 22 November 1965. Dr. Louise Whiteway quoted this article in History of the Newfoundland Teachers' Association, p. 10, and also gave Richards the credit for building up the NTA's finances.

<sup>29</sup> NTA Minute Book, 6 January 1923.

<sup>30</sup> I.J. Samson also taught at Bishop Feild College.

not referred to as such until the late 1950's, the "Table Officers" of the NTA<sup>31</sup> had thus begun to act on emergency and also routine matters in the mid-1920's, as a result of House's acceptance of the position of secretary. It is to House's credit that he did not apply later on for the full-time position as permanent secretary, although he must have been flattered by his great success as secretary pro tem and by the praise of his colleagues.<sup>32</sup>

The whole of the year 1923 was devoted to putting the Association's affairs back in order. H.A. Winter was engaged to act as the NTA solicitor, and he was able to extract from the former secretary the amount of \$200 immediately as well as a promise to pay \$25 per month until the debt was liquidated.<sup>33</sup>

After three months, House was able to report an increase in membership of fifty-five, bringing the total to 330.<sup>34</sup> As a result of placing advertisements in the newspapers the Association received "twelve to fourteen"

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<sup>31</sup> The Table Officers today consist of the President, the two Vice-Presidents, and the immediate Past President. The senior Executive staff officers generally attend meetings, but do not vote.

<sup>32</sup> NTA Minute Book, 8 December 1923, and 19 January 1924.

<sup>33</sup> Butt paid \$25 each of the first two months, and sent along \$20 in November, claiming that he was unable to find employment.

<sup>34</sup> NTA Minute Book, 7 April 1923.

applications for the position of secretary,<sup>35</sup> and by ballot R.H. Richards was chosen by a substantial majority. Richards, who had served as president in the years 1910-1911 and 1913-1919, had retired in 1919 under the Incapacitation Clause of the Pension Act because of deafness, and had managed a business in Burin for twenty-one months<sup>36</sup> before getting a hearing aid and returning to teaching. However, he had again been retired on a partial pension when the NTA position had become available.

Having decided on a permanent secretary, the Association was able to deal with more routine matters, and in 1923 for the first time in its history took a firm stand on behalf of an individual member. In the 1910's two individual cases had been brought to the Executive, but in each case the matter had been dismissed with a letter expressing regret and the comment that the NTA was powerless to act". But when, in 1923, NTA member E. Bishop contacted the Association advising that he had been taken to court on a charge of "insult to one of his pupils in connection with a matter of discipline",<sup>37</sup> and stating that

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<sup>35</sup> Ibid., 8 December 1923.

<sup>36</sup> Interview with Edwin Richards, son of R.H. Richards, March 1965.

<sup>37</sup> NTA Minute Book, 8 December 1923.

although the magistrate had made no decision on the case, he had been required to pay court charges, the Executive Council decided to take up the matter with the Justice Department, eventually having Bishop's money refunded. This marked an extremely important milestone in the history of the NTA and undoubtedly contributed considerably to its future success.<sup>38</sup>

During the next two years, the Executive supported several petitions from teachers who had retired at a time when salaries were extremely low<sup>39</sup> and whose pensions were correspondingly low. The Executive took up the cause of these people, and in April 1925 was able to announce that a 30% increase had been granted such pensioners.

In 1925, the Executive Council, probably feeling that it had gained sufficient teacher goodwill to merit continued moral support, sought greater financial support as well to enable the Association to pursue a more ambitious program of teacher welfare and of improvement of education in general. The fee, which had been \$1.00 per year since 1908, was increased in 1925 to \$2.00 for NTA

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<sup>38</sup> For other cases of the NTA contacting Superintendents of Education, the Minister of Education, or other authorities on behalf of individual members, see NTA Minute Book, 11 April 1925; 26 April 1924; 2 January 1925.

<sup>39</sup> NTA Minute Book, 11 April 1925.

membership alone, and to \$3.00 when the fee included a subscription to either the Canadian Teacher or the Catholic School Journal.<sup>40</sup>

Up to this time, the officers who had been elected in 1923 had been concerned primarily with internal association difficulties, with problems of individual members, and with minor changes in pensions legislation. This was indicative of wise planning by Wood and his associates, who by 1926 felt that they had stressed teacher welfare sufficiently to please the membership, and they were now ready to pursue in addition a policy of professional development. With this dual purpose in mind, the Executive began to make plans for a convention to be held in the summer of 1926.

There was a very good reason why the Executive decided at its January 2, 1926 meeting to attempt to organize a convention for the following summer. The last NTA Convention had been held in 1920, and another such gathering was needed to bolster NTA prestige and membership, and the Association now saw the probability that its requests to government to provide a Summer School offering in-service and refresher courses for teachers would soon be realized. The Conservative government of W.S. Monroe

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<sup>40</sup> Bishop, op. cit., p. 19.

was now in power and agreed to contribute \$1000 towards the cost of holding an NTA Convention in the summer;<sup>41</sup> but of greater importance was the decision of the Carnegie Foundation to grant \$4000 towards the expense of holding the Summer School. The NTA planned to hold its convention while the 126 teachers would be assembled in St. John's to attend the Summer School. The NTA Executive was represented on the Summer School Management Committee by Br. J.E. Ryan; and provided the services of its secretary, R.H. Richards, to act as Lodgings and Transportation Secretary for the Summer School: thus the teachers' association was associated closely with this effort to improve the professional qualifications of its members.

Approximately 400 teachers, including those attending the Summer School, attended the three-day 1926 Convention, where at the request of the Department of Education they spent some considerable time discussing a draft of the proposed new Education Act which was to become law in 1927, and in which was incorporated a new Teacher Pensions Act. The teachers made many suggested amendments to the draft, but few of these were acted upon by government<sup>42</sup>--an exception being the inclusion of a clause

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<sup>41</sup> This amount was not as liberal as the \$4000 contributed in 1920 by the Squires government; and the 1926 Convention was therefore not on as great a scale as that of 1920.

<sup>42</sup> Bishop, op. cit., p. 20.



requiring boards where possible to hold meetings with teachers early in the school year, a clause which subsequently, even though it had become law, was virtually ignored by the school boards. Resolutions of a teacher welfare nature which were carried at the Convention included one stating that teachers should be employed according to a contract,<sup>43</sup> and one requesting that credit towards higher teaching certificates should be given for attendance at Summer Schools; in addition, two proposed pension plan amendments initiated by the Superintendents and government were approved--that the pension premium be increased by an additional 1% of salary (the government threatened to decrease the Augmentation Grant unless the teachers agreed to pay the additional premium of 1%), and that teachers who were pensioned because of incapacitation should be examined medically each year in order to continue to receive benefits.<sup>44</sup> But, as in the case of the Convention of 1911, no mention was made of teachers' salaries. This was surprising at a time when some teachers were paid twice as much as others with comparable qualifications, and when different denominations paid different salaries.<sup>45</sup>

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<sup>43</sup> A sample contract was included in the 1927 Education Act, but was ignored by most boards and teachers.

<sup>44</sup> NTA Minute Book, Convention 1926 Minutes.

<sup>45</sup> Bishop, op. cit., p. 20.

At the same time, much of the Convention's time was allotted to items concerning the improvement of education generally in the country. Resolutions were passed requesting that Summer Schools be held annually, that compulsory education be instituted, and that languages be required subjects in the Intermediate Grade.<sup>46</sup> Another resolution was passed requesting that proper lavatory accommodation be provided for each school and be kept in reasonably sanitary condition.<sup>47</sup>

It is difficult to point to specific lasting accomplishments of the 1926 Convention--it may be sufficient to say that the accomplishments were mainly intangibles. Certainly the very gathering together of teachers to discuss problems of education must have been of benefit; but perhaps the most tangible immediate purpose served was to increase membership in the Association.

In September of 1926 the Executive Council held its annual meeting, at which all the officers were re-elected and the President and Vice-Presidents were authorized to act as a committee to take to the proper authorities the resolutions passed at the Convention.<sup>48</sup>

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<sup>46</sup> The languages referred to were French and/or Latin. The Intermediate Grade was approximately the equivalent of today's Grade X--the year preceding Junior Matriculation.

<sup>47</sup> NTA Minute Book, Convention 1926 Minutes.

<sup>48</sup> Ibid., 18 September 1926.

It was in this period that the Superintendents recommended that the Pension Plan be amended so that pensionable service should start at age 25, but the NTA Executive, while agreeing to reasonable requests regarding the Pension Plan, resisted this proposal and counter-proposed that pensionable service begin at age 21--a proposal which was subsequently incorporated into the 1927 Pension Plan. This plan in effect differed very little in its benefits from the Pension Plan of 1912--or for that matter, from the Teachers' Pension Plan of 1970. The major change was that, after 1927, in addition to the age premium devised by William Pilot in 1892, teachers were to pay an additional salary premium of 1%.

Following the 1926 Convention, an Executive committee met with the railway authorities to discuss the possibility of a permanent agreement to provide reduced travel fares for members.<sup>49</sup> Negotiations with the railway continued for more than two years, but it was finally agreed that all teachers and pupil-teachers attending Summer Schools would be eligible for a 50% discount on travel

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<sup>49</sup> The railway had always given teachers a half-fare concession when travelling to Conventions and Summer Schools. Furthermore, following the 1911 Convention the railway had agreed to give teachers and pupil-teachers half-price tickets when travelling home during the Christmas, Easter and summer vacations. However, this arrangement was apparently not a permanent one, and might have applied for the year 1911-1912 only.

fares, while NTA members would receive the same discount when travelling at any time by the railway's train or steamship service. Travelling Certificates issued to both the pupil-teachers and the teachers had to be signed by the Secretary of the NTA in order to be valid; and thus the arrangement added to the Association's prestige and resulted in an increase in membership.

There may be some significance in the fact that the two agreements signed with the railway authorities following the 1926 Convention were not finalized until the return to power of the Liberal party under R.A. Squires.<sup>50</sup> The NTA had not hesitated to deal with all political parties during the Prime Ministership of Conservative leader W.S. Monroe<sup>51</sup> and on nine occasions between 1925 and 1927 an Executive Committee had held meetings with the Prime Minister himself.<sup>52</sup>

In one of the meetings held with the Prime Minister, the subject of the government's providing a library for the benefit of the outports was introduced, and the Executive

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<sup>50</sup> See Bishop, *op. cit.*, p. 21. Bishop states that the agreements were signed in December 1928 and 10 May 1929.

<sup>51</sup> *NTA Minute Book*, 2 January 1925 reveals that the Association had sent letters to the leaders of the political parties and had received replies from Mr. Higgins, Mr. Hickman, and the Prime Minister.

<sup>52</sup> *NTA Minute Book*, 2 January 1925, 11 April 1925, 19 March 1926, 3 April 1926, 18 September 1926, 3 January 1927, 16 April 1927, and 16 March 1927.

Council of the NTA decided to offer the services of the Association to manage the distribution of books.<sup>53</sup> The government purchased the books, and rented a room in the Morris Building, Queen Street,<sup>54</sup> for storing them and as a distribution centre, and had R.H. Richards manage the operation.<sup>55</sup> In consideration of his services, the government paid Richards an honorarium of \$400 per annum,<sup>56</sup> and the NTA was given the use of the room for holding its meetings and for general use. But it is highly significant that Richards' first responsibility was to the NTA, and that the government was more in the Association's debt in this regard than vice-versa.<sup>57</sup> Thus the Association's

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<sup>53</sup> NTA Minute Book, 3 January 1927.

<sup>54</sup> Annual Report Bureau of Education 1927-1928; p. xiii.

<sup>55</sup> C. of E. Report 1927, p. 23; and S.A. Report 1927, p. 147.

<sup>56</sup> Annual Report Bureau of Education 1927-1928, p. xiii.

<sup>57</sup> Bishop, op. cit., p. 22, makes the statement: "The Secretary of the Association, Mr. R.H. Richards, had been appointed in 1923 but as his salary was very small, it was understood that he worked part time only at Association work. He was now employed as Secretary of the Travelling Library located in the Morris Building on Queen's Street. It was his duty to receive applications for books, pack them into boxes and ship them out to various places in Newfoundland, and when not engaged in Library work, he sat at his desk in the hallway and administered the business of the Association." (Underlining mine). In actual fact, Richards had been appointed as full-time NTA Secretary in 1923, and four years were to elapse before he took on the additional duties as Librarian.

public-spirited gesture was responsible for providing it with an office--which did much to ensure the Association's permanency. For the next fourteen years, beginning 30 December 1927, the NTA Executive Council meetings were held in this room,<sup>58</sup> and it is likely that members used the room as President R.R. Wood hoped they would:

The President in referring to the place of meeting, said that the room was open to Teachers at any time and it is hoped that the Outport Teachers will make the Library a centre where they may gather while in the city.<sup>59</sup>

During the period 1923-1929, R.R. Wood served the NTA well. On succeeding him as president in 1929, Llewellyn Colley acknowledged the debt which the Association owed his predecessor and "gave the credit of saving the Association to the retiring president."<sup>60</sup> Wood's third term as president had lasted seven years, and in that period there was assured the continued existence of the Association. P.G. Butler in 1908, by establishing the NTA Journal, had provided a means by which the Association could communicate with members and keep itself in the public eye. But such an organization could not continue to exist unless it

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<sup>58</sup> From 1912 to 1922 Executive Council meetings had been held in a room of the Board of Trade Building; and from 1922 to 1927 in the CHE Room, Militia Building.

<sup>59</sup> NTA Minute Book, 30 December 1927.

<sup>60</sup> NTA Minute Book, 30 December 1929.

attracted new members and provided them with benefits in addition to the Journal--and the NTA almost expired during the decade between Wood's first and the beginning of his third term as president. The only real evidence of Association life during that time had come as a result of the 1920 Convention, the calling of which Wood had been responsible for when acting as interim president in the period March-December 1919. It is significant that the same two men held the post of president during the two periods 1909-1911 and 1913-1923, periods when the NTA was virtually dormant. And perhaps the problem lay not so much in the men themselves as with the fact that they both taught in outports, where they could not conveniently call together the members of the Executive Council, and where they could not easily contact the Superintendents of Education, the Minister of Education, or the Prime Minister regarding NTA problems and proposals. Nor should one ignore the fact that both Wood and his immediate successors, Llewellyn Colley and J.A. Cochrane, were "cultured gentlemen" holding prestigious positions in the Church of England and United Church colleges respectively--men who would be likely to command the respect and attention of "the proper authorities".

By the end of Wood's final term of office in December 1929, the Newfoundland Teachers' Association had

been firmly established: the NTA Journal had been appearing regularly for a score of years; the practice had developed of electing officers from the same geographical area so that meetings of the "Table Officers" could be convened quickly; the Association stood high in the eyes of teachers for having looked after their welfare; the NTA had sufficient public prestige to command the attention of the Prime Minister and high government officials; a permanent secretary had been appointed; and the Association had acquired an office. It is true that the Association had not achieved statutory membership, but the reduced railway fares for members did much to ensure a continued and reasonably high enrollment. In addition, the holding of a Summer School for teachers had become an annual event, and the Association was assured of a potentially-high attendance of outport teachers during any summer convention it might arrange. Finally, the Association for the first time, in 1929 sent a member to attend the Annual Meeting of the Canadian Teachers' Federation,<sup>61</sup> and although NTA membership in the CTF was still a long way off, the Association could benefit from its association with such a large federation.

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<sup>61</sup> NTA Minute Book, May 10 1929. The NTA sent H.J.B. Gough.



There were to be, of course, many lean years for the NTA before the establishment of statutory membership in 1951, but the machinery had been set up by 1929 virtually to ensure the continued existence of the Newfoundland Teachers' Association.

## CHAPTER VII

### SUMMARY AND CONCLUSIONS

The Newfoundland Teachers' Association was founded in 1890 in Spaniard's Bay by a group of teachers headed by James Frederick Bancroft, who intended that the organization should be concerned primarily with the protection and welfare of its members, but also with the secondary objective of the improvement of education in general. But the teachers' emphasis on the protective aspect met opposition from William Pilot, the Church of England Superintendent of Education, who desired instead the formation of an "Institute", or general educational organization, whose main objectives would be the professional development of teachers and the improvement of educational practices--particularly by means of providing a forum for teachers and people interested in education to discuss teaching methods and professional matters, and whose membership would be open to the general public, or at least to Superintendents, Inspectors and School Board members. Such Institutes were common at the time in England and also in Canada, where Inspectors were in many cases the officers of the Institutes, and could use their positions to help

improve teachers and also to control them--sometimes with the cooperation of government. Bancroft and his followers succeeded in founding a union-oriented teachers' association, and soon used their political power to gain salary increases based on qualifications (for the first time in Newfoundland's history) and to persuade the government to institute a Teachers' Pension Plan. But ~~the~~ the government, though liberal, did not desire the continued existence of a militant organization which would be continually seeking an increase in the grant for education, and it appointed Bancroft to a Civil Service position in Bonne Bay at a salary more than twice that which he had earned even as a First Grade teacher. Bancroft's successor, Thomas Hanrahan, was also appointed to a high-ranking post as an Assistant Superintendent of Education, and the Association came to an end.

Then in 1898 the man who had served with Bancroft as Vice-President, J. Alexander Robinson, and who had joined the Conservative Cabinet of James Winter as Colonial Secretary, teamed up with Pilot and his protégé, W.W. Blackall, to organize a teachers' "Institute", but using the name "Newfoundland Teachers' Association". The teachers were not fooled by this ruse, however, and at an NTA Convention called in 1899, rejected an Amendment to the Constitution which would have extended the right of

membership (albeit honorary) to Superintendents, Inspectors and School Board Chairmen. Though apparently at first party to the intrigue, Blackall criticized the government (perhaps in stronger terms than Pilot, who had a low opinion of Newfoundland politicians, would have sanctioned) in his presidential report of 1899 for failing to implement educational improvements requested by the Association in a petition. But the next day Blackall appeared to have lost some of his ardour, and asked that he not be nominated for an Executive position. When R.J. Halfyard from Western Bay was elected to fill the post of president, the Association soon expired, probably due in part to the difficulty of holding meetings--furthermore, Halfyard resigned from his teaching position only five months after having been elected President.

In 1908, the NTA was reorganized, this time by P.G. Butler, a Newfoundlander and a St. John's school principal. Butler, who later founded a private commercial school, put his business ability to good use by founding the NTA Journal, which in its early years consisted of a two-page editorial and 18-34 pages of local advertisements, the revenue from which enabled members to get a bargain-priced subscription to the Canadian Teacher, a professional teachers' magazine of about 60 pages of educational articles, and which was distributed to the teachers as an insert in

the Journal. The newly-formed Association in 1911 organized a convention in St. John's, primarily to discuss the future of the Teachers' Pension Plan, which in the years since its beginning in 1892 had accumulated a large fund. Nevertheless, fearing that the Fund might not be able to meet demands on it as larger numbers of teachers reached retirement age, the NTA extracted a promise from government to provide a pension benefit equal to two-thirds of salary without an increase in premiums--not realizing that shortly before the premiums paid by teachers would fall short of providing the benefits provided by the Pension Plan, the government would unilaterally raise the rate of premiums. From the end of the 1911 Convention until the year 1923, the Association existed tenuously--its very continuation resting mainly on the continued publication of the NTA Journal which, in its early years was actually an economic venture, its revenue from the sale of advertising space enabling it to carry the expenses of an Association which hovered at about the 100-membership mark.

One of the weaknesses of the NTA in the period 1909-1923 was its lack of energetic leadership. For twelve of these fourteen years the Association was headed by men who had serious physical handicaps<sup>1</sup> and who taught in

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<sup>1</sup> Dwyer was a cripple and Richards was extremely deaf.

schools located outside the capital city. Meeting on an average of less than twice a year, the wonder is that even the Executive Council of the Association continued to function in the fashion that it did. World War I could be blamed for some of the NTA inactivity, but it must be recalled that only one teachers' convention had been called in a fifteen year period, while the War lasted only four years.

An important reason for increased NTA popularity with both the government officials and the teachers in the mid and late 1920's was the changed role expectations of NTA leaders. Whereas the 1890 and 1898 Associations had opted for either a protective or a professional role, the leaders of the mid and late 1920's recognized that they were more likely to achieve success if they were to strike a satisfactory balance between these two functions of a teachers' association. While seeking salary increases, pension plan improvements, and reduced travel fares for members, the Association's officers found that they could at the same time build up a good public image by pursuing such professional goals as Summer Schools to improve the qualifications of teachers, conventions which provided for lectures designed to improve members professionally, and such like ventures.

By the late 1920's, the status of and outlook on education in Newfoundland had changed greatly since the time that the Association had originally been founded in 1890. For one thing, the basis of Newfoundland's economy had been modified considerably--whereas in 1890, 75% of Newfoundlanders gainfully employed had been engaged in the fishing industry, by 1930 the percentage had dropped to 50--and with a greater degree of industrialization, represented mainly by the paper mills and the mines, Newfoundland could afford to devote a higher percentage of its expenditure to education, as is indicated by the tables below:

Teachers and Employees of Fishery as Percentage of Total  
Work Force

	1890-1891	1929-1930
total work force	71865	108272 (est.)
employees of the fishery	54775	56700 (est.)
number of teachers	606	1689
fishery employees as % of work force	75%	52.5%
teachers as % of work force	0.9%	1.6%

Value of goods produced in Newfoundland 1890-1891 and 1929-1930

	Goods produced 1890-1891 (incl. expts)	Goods exported 1929-1930
products of the fisheries	\$5,436,171	\$14,963,004
products of forest (excluding paper)	299,634	895,372
products of mines	567,307	7,232,388
manufactures (including newsprint)	1,554,384	15,998,872
miscellaneous	43,210	921,772
Total (excluding farm produce)	7,900,706	40,011,067 <sup>2</sup>

<sup>2</sup> Sources: Census Returns, Amulree Report, National Convention Reports, Journal House of Assembly.

Furthermore, a more sophisticated work force created a greater demand for education, and the teachers thus climbed a few rungs higher on the economic and social ladder than they had attained in 1890. The relative advance in the status of teachers can be discerned in the fact that their number had increased by 180% in the period 1890-1930, and their average salary had tripled; while in the same period the salaries of other government employees had not swollen so markedly. However, the NTA had good reason to expect its membership to acquire a greater share of Newfoundland's financial resources, as the following table will illustrate:

Expenditure on Education Related to Population, General Expenditure, and Numbers of Pupils

	1890-1891	1929-1930
population	202,040	275,888
total government expenditure	\$1,993,288	\$11,434,313
grant for education	140,000	987,085
per capita expenditure on education	\$0.69	\$3.58
education grant as % of total expend.	9.5%	8.35% <sup>3</sup>
number of children attending school	29,769	60,759 <sup>3</sup>

Thus we see that although the grant for education and the per capita expenditure on education had both increased considerably since the Association had been established, yet the education grant as a percentage of total government expenditure had actually decreased, from 9.5% to 8.35%. And in the same period, the number of children attending school had doubled.

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<sup>3</sup> Ibid.



It is a moot question whether the salaries of teachers would have reached their 1929 level if the NTA had never been founded, but they had increased by a higher percentage than the salaries of most other government employees who were not organized, as the following table shows:

Comparison of Approximate Salaries Received by Different Nfld. Workers.

	1890-1891	1929-1930	
teachers	\$ 160	\$ 472	
police constables	305	1000	
postmaster, Harbour Grace	450	1100	
district judges	2000	5000	
cabinet ministers	2400	4000	4

Thus we see that, with the exception of police constables, teachers received a higher percentage increase in salaries than any of the other categories of workers over the forty year period. A most significant fact, however, is that despite their gains, teachers' salaries were still much below those of similarly or less qualified workers. The NTA, therefore, might with reason look forward in the near future to gaining large salary raises for its members.

Over the forty year period from 1890 to 1930, the magnitude of Newfoundland's geographical problem had lessened. Whereas in 1890 the assembling of teachers

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<sup>4</sup> Sources: Census Results and Journal of House of Assembly.

presented a problem of serious dimensions, by 1930 the operation of the railway and its steamship service had reduced this difficulty.

Over the period, a change had also taken place in the attitude toward teacher associations. In 1890, the only union-oriented Canadian teacher association was the Provincial Association of Protestant Teachers of Quebec, and it still had some of the hallmarks of a general educational organization--at the same time, educational organizations and teachers' Institutes were operating in most Canadian provinces. By 1930, however, few of the latter type of organization were in existence, and in all the provinces there were operating teachers' associations which were emphasizing the protective aspect of such associations, and government attitude towards them was softening.

Certain conditions are essential to the mere survival of an association such as the Newfoundland Teachers' Association. The association must have a means of communication between members and there must also be a means of making the public and the government aware of the association's existence and accomplishments; it must have a permanent and full-time executive secretary and a permanent office which members can visit and which can provide the

organization with an identity; it must have a satisfactory working relationship with government and with high-ranking civil servants in the appropriate departments of government; and it must have a record of success in the field of teacher welfare balanced satisfactorily with a record of public and professional service. The above conditions had been achieved in satisfactory measure by the NTA by the year 1929.

But other conditions are necessary if a teachers' association is to be able to exert its proper influence on education. The association must be in a position where it can expect in the foreseeable future to achieve such welfare objectives as satisfactorily high salaries, control of a plan to protect members and their dependents adequately in the event of ill-health or incapacitation or death; it must possess the machinery to protect members against unfair employer practices; it must be able to look forward to the achievement of a satisfactory public image by virtue of having highly-qualified members and sufficient funds to command respect; it must be able eventually to achieve statutory membership so that its energies might be diverted to a high-enough proportion of professional activities; and it must achieve some measure of affiliation with a national or international organization with similar objectives in order to widen its horizon.

By the year 1929 the Newfoundland Teachers' Association had arrived at the stage where, barring a near disaster, it could expect to survive; but it had also reached the level where it could with good reason expect to continue to increase in status until in the near future it should be able to play an effective and proper role in education in Newfoundland.

## EPILOGUE

Following the year 1929 the depression hit Newfoundland, and the grant for education (along with teachers' salaries) was cut in half. But the NTA survived, and in 1936 began a policy of encouragement of grass-roots activity by promoting the establishment of branches.

During World War II, the Association had in succession four secretaries and three presidents, and no great concessions were gained from the Commission of Government.

The 1950's began with the adoption by government of Newfoundland's first qualifications-related teacher salary scale, the legislating of a new pension plan, the enactment of legislation requiring all teachers to become NTA members, and affiliation with the Canadian Teachers' Federation. In the same period the members rejected by ballot a suggestion that the association affiliate with labour. Under the dogged leadership of secretary Allan Bishop, the 1950's were characterized by a protective NTA program, and the Association prospered as the annual fee rose from \$3.00 per annum to  $\frac{1}{2}$  of 1% of salary. The NTA gained support of membership as never before, when it succeeded in getting four substantial salary increases

during the decade--the 1954 salary raise amounting to over 80% in the case of First Grade women teachers, who previously had received lower salaries than men teachers with comparable qualifications.

The 1960's began with a continued teacher welfare program and the Association led Canada in the establishment of an insurance plan providing health, life and salary continuation coverage. But by the mid-1960's, an attempt was underway to lay more emphasis on professionalism, and a resolution calling for the right of membership for Superintendents and Supervisors employed by the provincial Department of Education was almost carried in Convention. However, the welfare function was not neglected, as a new salary scale was negotiated in 1966 to provide reasonable compensation for teachers who had acquired training beyond a first degree, and to encourage members to upgrade their qualifications.

By 1969, the pendulum had swung so far to the right that it would have gratified those who in 1898 had desired the founding of an "Institute", for in that year the constitution was amended to extend the right of full membership to District Superintendents and Supervisors; and the present year (1969-1970) began with Superintendents occupying the posts of President, Acting Immediate Past President, and First Vice-President, while the fifteen-member Executive Council included four high school principals and four Superintendents.

At this point it would appear that at least some of the objectives of a teachers' institute as envisaged by Pilot had been achieved. But the objectives of a teachers' association as seen by Bancroft were also being pursued with great success. By 1970, the Newfoundland Teachers' Association had succeeded in striking a reasonable balance between the two most important functions of a teachers' organization.

## APPENDIX A

THE ORIGINAL CONSTITUTION OF THE  
NEWFOUNDLAND TEACHERS' ASSOCIATION

Article 1. This Association shall be called the Newfoundland Teachers' Association, and shall have for its object the protection of teachers and the advancement of the interest of education generally.

Article 2. The Officers of the Association shall consist of president, vice-president, secretary and treasurer, who, with the exception of the honorary vice-presidents shall, together with three others, constitute the committee, four members of which shall form a quorum. The officers and other members of the committee shall be elected at the annual meeting, by ballot, without nomination.

Article 3. Membership shall be open to all duly qualified teachers. Appeals as to qualification to be decided by the committee. The association reserves to itself the right of terminating the membership of any individual.

Article 4. Every member shall pay annually the sum of fifty cents in advance. Subscriptions shall fall due on the first day of January in each year.

Article 5. Annual subscribers of four dollars, or more, shall be regarded as honorary vice-presidents, and annual subscribers of two dollars as honorary members, and shall be permitted to attend the meetings, and take part in the discussions, but unless qualified in accordance with article 3 shall not be permitted to vote.

Article 6. No officer, except the secretary, shall receive any remuneration for his or her services. The secretary shall be paid a per capita fee of twenty cents out of the funds of the association. No payment other than these shall be made, unless by order of the treasurer, signed by the president, or in case of absence or inability, by the vice-president, and in the case of sums exceeding one dollar, countersigned by the secretary.



Article 7. The funds of the association shall be devoted to the defrayment of its expenses, and to the advancement of its interest. A sum not exceeding twenty per cent of the annual income may, however, be employed in the relief of cases of necessity, on the part of members of the association, but no order on the treasurer for cases of this kind shall be honored unless signed by at least four members of the committee, two of whom shall be officers.

Article 8. In addition to the annual meeting, which shall be held in the month of July, there shall be a meeting held in the Christmas holidays, at which matters for presentation to the next session of the legislature shall be considered.

Article 9. In addition to the regular meetings, special meetings may be called, at any time, by the president, at his discretion, or at the written request of five members.

Article 10. Party politics and religious discussions shall be strictly prohibited at all meetings of the association.

Article 11. On the written application of five or more members, desirous of forming branch associations, and residing within easy access of each other, the secretary shall communicate with the committee, whether by letter or otherwise, and should the committee approve, the application shall be granted, subject, however, to an appeal to any general meeting. Each branch thus authorized shall subscribe to the constitution of the association, and may, subject to the approval of the committee of the parent association, adopt such regulations for its government as shall not conflict with the said association.

Article 12. No article in this constitution shall be erased or amended and no addition made except at the annual meeting.

Signed G.A. Moulton,  
Sec. Sub-Committee.  
Carbonear, January 21, 1891.

Source: Harbour Grace Standard, 3 February 1891, p. 3.  
Reprinted in NTA Journal, December 1965, pp. 9-10.

## APPENDIX B

## TEACHER GRADING REGULATIONS 1887

SYLLABUS FOR GRADING TEACHERSGeneral Regulations

1. Every candidate shall be at least 16 years of age, in good health, and of unexceptional moral character.
2. Shall have been a Pupil Teacher in one of the Training Institutions provided for by this Act; or
3. Shall have been trained in some other recognized Training or Normal School abroad; or
4. Shall be Graduate of any Chartered College or University; or
5. Shall have been engaged under the provisions of Section 56 of this Act.
6. Shall be acquainted with the provisions of this Act, particularly those pertaining to the duties of Teachers.
7. Shall have a knowledge of School organization, comprising the classification of pupils, the arrangement of studies, the real object and necessity, as well as the best means of discipline, and of securing the health and comfort of the pupils.
8. Shall have a knowledge of approved methods of teaching, and be able to illustrate the same by actual practice.

## GRADE III

Language

Reading. - To read with distinct utterance and due attention to punctuation.

Spelling.- To spell correctly words selected or used by them in examination.

English Grammar.- To parse fully any simple sentence, and apply the rules of Syntax.

Composition.- To write a composition from a short narrative read.

### History and Geography

History.- Outlines of English History, and History of Newfoundland.

Geography.- To be acquainted with elementary Geography, particularly that of Newfoundland, and to be able to draw from memory an outline map of the Island.

### Mathematics

Arithmetic.- To work any sum in Practice, Simple Proportion, and Bills of Parcels, and have some knowledge of Mental Arithmetic.

## GRADE II

### Language

Reading.- To read with fluency, ease and expression, and to recite thirty consecutive lines from any standard poet.

English Grammar.- To understand thoroughly the classification and inflection of words, and to parse and analyze any ordinary sentence.

Composition.- To write a composition from a narrative read, or on any given familiar subject.

### History and Geography

History.- To have a fair knowledge of British History, and of the History of Newfoundland.

Geography.- To have a fair knowledge of the geography of the world, particularly of Europe and America, and to be able to draw outline maps of same.

Mathematics

Arithmetic.- To be familiar with Interest, Proportion, Vulgar and Decimal Fractions; and to give reasons for each rule, and to be able to work exercises in Common or Decimal Currency, with an increased knowledge of Mental Arithmetic.

Book-keeping.- To understand the keeping of accounts by single entry.

Drawing.- Elementary.

Euclid.- Book I.

Algebra.- To the end of Simple Equations.

## GRADE I

Language

Reading.- To read a passage in prose, and another in verse, with distinct utterance, correct pronunciation, proper pauses, fluency and expression, and to recite correctly and with taste, forty lines of poetry or prose from memory.

English Language.- (a) To parse, analyze, and paraphrase any given sentence, and to have a knowledge of the outlines of English literature; (b) To prepare an original essay upon any given subject.

History and Geography

History.- To have a good knowledge of British History, and of the History of Newfoundland.

Geography.- To draw from memory an outline Map of any of the Continents, with the mountain ranges and chief rivers accurately marked, and to have a good knowledge of the general geography of the world.

Mathematics

Arithmetic.- To have a complete knowledge of the several rules of an approved textbook, and to show readiness in Mental Arithmetic.

Algebra.- To the end of Quadratic Equations.

Euclid.- Books I to IV, inclusive.

Practical Mathematics.- Mensuration of Surfaces and Simple Solids, Plane Trigonometry, Navigation, Land Surveying, and Book-keeping by single and double entry.

Drawing.- More advanced.

#### HONOURS

A candidate for any Certificate may receive honourable mention for acquaintance with vocal or instrumental music, or any of the languages, or branches of the natural sciences, or of mathematics, not enumerated in the above curriculum.

Females of second grade are not required to pass examination in Algebra, Euclid, and Practical Mathematics, but credit will be given for any acquaintance shown therein.

Females of First Grade are required to pass an examination in Euclid, Book I, Algebra to the end of Simple Equations, and Book-keeping by single entry.

Source: C. of E. Report 1889, Appendix B. Excerpt from Education Act 1887.

## APPENDIX C

## EXCERPTS FROM PRESS REGARDING TEACHERS' CONVENTION, 1898

## (a) Regarding Membership in the Association

In the Newfoundland Teachers' Association, the conditions of membership will be "connection with the teaching profession, and the payment of one dollar annual subscription...."

"The admission of honorary members brought out some debate, but the feeling was decidedly adverse to it, as expressed in the conviction that it was better that the body should be governed by teachers and not be ruled by outsiders; that to admit honorary members would look like soliciting patronage from the public; and that if admitted they would expect to have some voice in the proceedings as a return for their support. Honorary membership was, on those grounds, dispensed with."

Mr. Lawton skillfully arranged for the selection of the governing body, "which was carried unanimously, that a committee of twelve be elected on denominational lines, four members from each of the three most populous denominations to be voted for ballot by the teachers of each denomination; the three officers leading each ticket to be drawn for by lot for the Presidency and Vice-Presidencies; the President to retire at the close of each year, and be succeeded by one of the Vice-Presidents in turn."

Note: In the article from which the above is taken, Blackall was referred to as Professor Blackall.

Source: Evening Telegram, 9 July 1898, p. 4.

## (b) Excerpts from Letter to Press 7 July 1898

The writer, who signed his letter "Second Grade Teacher and a Slave", stated that he had been invited to the meeting at which there were about him 200 bona fide teachers, the remainder being politicians, government hangers-on, and so on.

"In fact,... the school inspectors (assisted by a few political friends) seemed to be jailers in charge of a lot of convicts, watching to prevent their escape from custody, and anxious to prevent them from communicating with another lest they should talk sedition. If such a conclusion is not correct, why were we teachers not convened together in a suitable public hall and welcomed there, and then left to ourselves to discuss our own affairs? Is this a Teachers' Convention? or is it a clergyman's convention? a school superintendent's convention? a politician's convention? ... I am at one with those who would desire to see an unfettered, independent convention of teachers assembled for the purpose of discussing and improving their own prospects as teachers, and the improvement of the school system of this country, but this is a convention filled with spies, pimps and political heelers, acting in the interest of the Government, and evidently rigged up for the express purpose of trying to control the teachers of Newfoundland and prevent a revolution. But let such persons feel quite easy on this latter point. The dreaded revolution is coming, and sooner than they think.... Yes, Mr. Government Printer, Dr. This and Professor That, we know ye all behind your masks..."

Note: Methodist Superintendent Milligan's family had a printing press, and was given a government contract for printing the Methodist Report on Education by Superintendent Milligan: perhaps he was the "Mr. Government Printer" referred to above. We know that both Dr. Milligan and Dr. Pilot attended the Convention, and played prominent roles there: perhaps one of them (or both) was the "Dr. This". Perhaps "Professor That" was W.W. Blackall: in the article quoted above, he was referred to as Professor Blackall, and it was the practice of the time to refer to the principals of the "Colleges" as professors.

Source: Evening Telegram, 7 July 1898, p. 4.

## APPENDIX D

## THE 1899 NTA PETITION

We the undersigned Teachers of Newfoundland desire to express conjointly our opinion concerning certain matters pertaining to the welfare of education in this country. We are firmly convinced:

- (1) That children of schoolable age should be compelled to make a certain number of attendances within the year.
- (2) That the time has now arrived for the establishment of a system of Industrial Education.
- (3) That the present system of training teachers is altogether inadequate to fully provide a competent staff.
- (4) That our schools at present are deficient in the equipment and apparatus necessary for successful teaching.
- (5) That it is absolutely necessary for the grant for school books to pupils be largely increased.
- (6) That in future, appointments of Inspectors and Superintendents ought to be made directly from the teachers of the country.
- (7) That there can be no real progress in education until the teachers receive a salary commensurate with the onerous and important duties they perform. We urge, therefore, that the educational grant be so increased that the salaries of teachers may be augmented according to qualification and years of service.
- (8) That the work of the Council of Higher Education has proved so stimulating to the work of schools in general that its grant should be increased to enable it to further extend its examination system.

Note: A total of 254 teachers signed the Petition. The teachers were listed by district, and the first names on the list for each district were the names of NTA Executive members, e.g.



St. John's: W.W. Blackall, W.F. Lloyd, R.R. Wood, etc.

Holyrood: R. Dwyer, etc.

Harbour Grace & Carbonear: John Davis, T.J. Lawton, etc.

Bay Roberts: A. Barnes, etc.

Western Bay: R.J. Halfyard, etc.

Torbay and Shore: Vincent P. Burke, etc.

In a report of the Convention, appearing in the Evening Telegram of 7 July, 1898, A. Barnes was reported as saying that he, together with Mr. Lawton and Mr. Halfyard, had drawn up a petition which would, with the approval of the meeting, be presented at the next session of the Legislature.

SOURCE: Evening Telegram, Thursday, 8 June 1899, p. 3.

## APPENDIX E

## OBJECTIVES OF THE NEWFOUNDLAND TEACHERS' ASSOCIATION 1899

- (a) To unite together by means of a central body and local branches in association, school teachers throughout the Colony, in order to provide a machinery by which they may give expression to their opinions when occasion requires, and that they may take united action in any matter affecting their interests.
- (b) To afford to educational authorities, teachers and the public generally, the benefit of the collective experience and advice of teachers on practical educational questions.
- (c) To improve the general education of the Colony by seeking to raise the qualifications and status of School Teachers, and by opening out a career to the best qualified members of the profession.
- (d) To watch the workings of the Education Acts.
- (e) To circulate information regarding educational methods and movements in the Colony and elsewhere.
- (f) To encourage the training of teachers of all grades.
- (g) To promote and assist the establishment of Educational Libraries and of Central meeting places, where school books and apparatus may be exhibited, and information on educational matters obtained and exchanged.
- (h) To stimulate by means of public educational meetings an interest in education among the public generally.
- (i) To obtain for the whole body of Teachers the status and authority of a learned profession.
- (j) To promote the welfare of Teachers and the interest of education generally, and to do all such lawful things as are incidental and conducive to the attainment of the above objectives.

Note: The above objectives are quoted from some source, probably from the NTA Constitution. The quotation is prefaced by the following words: "The objects of its [the NTA's] existence are said to be as follows:"

Source: Methodist Report 1899.

## APPENDIX F

## MEMBERS NTA EXECUTIVE COUNCILS 1890-1929

Elected January 1891

President:

Vice-President:

Secretary:

Treasurer:

Members:

J. Frederick Bancroft

J. Alexander Robinson

Robert Dawe (of Bay Roberts)

E. Williams

Eli Martin, Emma Martin, J.D. Dunn

Elected January 1893

President:

Vice-President:

Treasurer:

Secretary:

Members:

Thomas Hanrahan

J.T. Lawton

John S. Martin

William Guilfoyle

Miss E. Martin, Benjamin Squire,

Jas. Peddle

Elected July 1898

President:

1st Vice-President:

2nd Vice-President:

Secretary:

Treasurer:

Members:

William W. Blackall

R. Halfyard

R. O'Dwyer

J. Hillyard

V.P. Burke

W.F. Lloyd, J.T. Lawton, J. Davis

A. Barnes, Mr. Nugent, Mr. Wadland,

Miss Allison

Elected July 1899

President:

Vice-President:

Secretary-Treas.:

Members:

Richard Halfyard

W.F. Lloyd

V.P. Burke

Miss Stirling, Mr. Wadland,

A. Vatcher, J. Davis, R. Kennedy,

J. Hillyard, A. Barnes

Elected August 1908

President:

1st Vice-President:

2nd Vice-President:

Secretary:

Assistant Secretary:

Philip C. Butler

Richard Dwyer

R.H. Richards

R.S. LeDrew

W. Guilfoyle

Elected July 1909

President:	R.H. O'Dwyer
1st Vice-President:	R.H. Richards
2nd Vice-President:	P.G. Butler
Secretary:	R.S. LeDrew
Treasurer:	Mr. Garriock, MA, St. John's

Elected 1910 (month not known)

President:	R.H. Richards
Secretary:	R.S. LeDrew
Other Officers:	Not mentioned.

Elected July 1911

President:	Ralph R. Wood
1st Vice-President:	W. Guilfoyle
2nd Vice-President:	R.H. Richards
Secretary:	S.P. Whiteway
Treasurer:	I.J. Samson
Assistant Secretary:	Staff Captain Cave
Members:	Rev. P.J. Culhane, Rev. J.E. Ryan, S.T. Harrington, Miss E.G. Bradbury, John Davis, W.E. Bradbury

Elected September 1912

President:	R.H. Richards
1st Vice-President:	R. Dwyer
2nd Vice-President:	R.R. Wood
Secretary:	S.P. Whiteway
Treasurer:	I.J. Samson
Members:	Members were not elected, and it is assumed that those elected at the previous annual meeting remained in office.

Elected September 1913

President:	R.H. Richards
1st Vice-President:	R.R. Wood
2nd Vice-President:	R. Dwyer
Secretary:	I.J. Samson
Treasurer:	S.P. Whiteway

Elected September 1914  
All officers re-electedElected September 1915  
All officers re-electedElected September 1916  
All officers re-elected except Secretary. W.M. Butt  
elected secretary.

Elected October 1917

All officers re-elected except Treasurer.  
I.J. Samson elected Treasurer.

Elected October 1918

All officers re-elected.

Elected 30 December 1919

President:	R. Dwyer
1st Vice-President:	S.P. Whiteway
2nd Vice-President:	Rev. Bro. P.V. Strapp
Secretary:	W.M. Butt
Treasurer:	I.J. Samson
Members:	M.G. King, L. Colley, Miss E.B. Stirling, Rev. Bro. J. Ryan, S.T. Harrington, W.J. Guilfoyle, P.J. Griffin, R.R. Wood, Bro. J.E. Ryan, Bro. J.B. Ryan.

Added later:

Elected February 1921

President:	R. Dwyer
1st Vice-President:	R.R. Wood
2nd Vice-President:	Bro. P.V. Strapp
Secretary:	W.M. Butt
Treasurer:	I.J. Samson
Members:	Bro. J.E. Ryan, Bro. J.B. Ryan, Jas. Norman, W.J. Guilfoyle, P.J. Griffin, Miss E. Stirling (later replaced by L. Colley), A.J. Goodland, W.J. Bradbury, M.G. King, S.P. Whiteway, S.T. Harrington, Miss R. Bradbury, S.A. Gill (later replaced by R.H. Richards), Alex Serrick (later replaced by A.E. Edgecombe), W.H. Jennings, and the "Principal of the Presbyterian College"

Elected January 1923

President:	R.R. Wood
1st Vice-President:	Bro. P.V. Strapp
2nd Vice-President:	S.T. Harrington
Secretary:	George House
Treasurer:	L. Colley (re-elected)

Elected December 1923 (effective 1 January 1924)

All officers re-elected except Secretary.

The new Secretary, R.H. Richards, was appointed.

New Members of Executive:

Mr. Walsh, Harbour Grace (to replace W. Guilfoyle),  
 Chas. Morrissey (to replace P.J. Griffin),  
 Miss M. Fraser (to replace A. Edgecombe),  
 Capt. Brown (to replace W. Jennings)

Elected January 1925

Officers not listed: presumed re-elected.

New Members of Executive:

Bro. O'Hehir (replacing Bro. J.B. Ryan),  
 T.J. Wade (replacing Mr. Walsh)

Elected January 1926

All officers re-elected.

Elected September 1926

All officers re-elected.

Agreed to add a second Salvation Army representative,  
 (presumably it was Captain Jennings).

Elected December 1927

President:

1st Vice-President:

2nd Vice-President:

Secretary:

Treasurer:

New Members:

R.R. Wood

Bro. P.V. Strapp

S.P. Whiteway

R.H. Richards

L. Colley

Bro. P.B. Doyle (replacing Br.  
 J.E. Ryan), Garland Penney

(replacing Mr. Bradbury), J.C. Hogg

William Mercer (to replace Capt.  
 Brown in April 1928)

Appointed later:

Elected December 1928

All officers re-elected.

New Member:

Br. Ahearne

Elected December 1929

President:

1st Vice-President:

2nd Vice-President:

Treasurer:

Llewellyn Colley

Br. Ahearne

Dr. S.P. Whiteway

George House

Sources: Up to 1911: Current Newspapers (see text of thesis  
 for individual references).  
 1911-1929: NTA Minute Book,

## APPENDIX G

## NTA PRESIDENTS 1890-1929

1890-189?	James Frederick Bancroft
189?-189?	John Alexander Robinson ? ? ?
1893-189?	Thomas Hanrahan
1898-1899	William Walker Blackall
1899-1900	Richard Halfyard
1908-1909	Philip Grouchy Butler
1909-1910	Richard Dwyer
1910-1911	Robert H. Richards
1911-1912	Ralph R. Wood
1912-1919 (March)	Robert H. Richards
1919 (March to December)	Ralph R. Wood (Acting President)
1920-1922	Richard Dwyer (Jan. 1, 1920 to December 31, 1922)
1923-1929	Ralph R. Wood (Jan. 1, 1923 to December 31, 1929)

Sources: Current Newspapers for period up to 1911.  
NTA Minute Book for 1911 to 1929.

## APPENDIX H

## NTA SECRETARIES 1890-1929

1890-189?	Robert Dawe, R.C. School, Bay Roberts
1893-189?	William Guilfoyle
1898-1899	J. Hillyard
1899-190?	Vincent P. Burke
1908-1911 (May)	Robert Smith LeDrew
1911 (June-August)	Philip Grouchy Butler
1911-1913	Solomon Pardy Whiteway
1913-1916	Israel J. Samson
1916-1922 (December)	William M. Butt
1922-1923	George House
1924-1941	Robert H. Richards

Sources: Current Newspapers for period up to 1911.  
NTA Minute Book for 1911-1929.



# APPENDIX I

## STATISTICS RELATING TO EDUCATION IN NEWFOUNDLAND 1891, 1911, AND 1930

	1891	1911	1930
Grant for Education	\$ 140,000	\$ 309,158	\$ 987,085
Total Government Expenditure	1,993,288	3,479,422	11,434,313
Education Grant as % of Total Government Expenditure	9.5%	8.88%	8.35%
Population	202,040	242,619	275,888
Per Capita Expenditure on Education	0.69	1.27	3.58
Number of Teachers	606	1395	1689 (est.)
Number Newfoundlanders Employed (excluding females curing fish)	56,784	82,426	86,296 (est.)
Teachers as % of Above	1.07%	1.69%	1.96%
Number of Children Attending School	29,769	40,717	60,759

SOURCES: Census of Newfoundland and Labrador, 1891, 1911, and 1935.  
National Convention, Report of the Committee on Education.

## APPENDIX J

## NTA MEMBERSHIP AT VARIOUS DATES 1899-1927

July 1899	125
June 30, 1909	418 active, 29 honorary
October 21, 1911	312
January 5, 1918	120
The year 1921	162
The year 1922	263
April 7, 1923	330
April 16, 1927	470

Sources: 1899: Methodist Report  
1909: Newspapers  
1911-1927 NTA Minute Book.

# APPENDIX K

## EMPLOYMENT IN VARIOUS OCCUPATIONS AT INTERVALS 1890-1935 IN NEWFOUNDLAND<sup>1</sup>

	1891	1901	1911	1921	1935
Clergymen	186	243	249	305	---
Teachers	606	789	1395	1622	1757
Lawyers	43	55	46	47	---
Doctors	62	83	119	92	---
Merchants and Traders	771	1040	1326	1098	---
Engaged in Office and Shop	1952	2353	4641	5186	---
Government Service	614	739	1468	1712	2474
Farmers	1547	2475	2915	3227	4339
All Cultivating Land (including fishermen and farmers)	36303	40438	40880	34979	39808
Mechanics	2682	3111	5376	4862	---
Catching & Curing Fish: Males	36695	41231	43795	40511	36886
Females	18081	21443	23245	24947	---
Lumbering	625	1408	2821	2619	4471
Mining	1258	1576	2260	1137	1821
Engaged in Factories	1058	626	1204	1833	---

# APPENDIX K (Continued)

## EMPLOYMENT IN VARIOUS OCCUPATIONS AT INTERVALS 1890-1935 IN NEWFOUNDLAND<sup>1</sup>

	1891	1901	1911	1921	1935
Otherwise Employed <sup>2</sup>	8686	11639	14811	16121	33862
TOTAL NUMBER OCCUPIED <sup>3</sup>	56784	67368	82426	80372	88710
Percent of Population Occupied	28.11	30.49	33.97	30.55	30.63

<sup>1</sup> Sources: Amulree Report, p. 236; Tenth Census of Newfoundland and Labrador (1935), pp. 87-88, and various other pages.

<sup>2</sup> "Otherwise Employed" in 1935 included the following; some reporting more than one occupation:

Manufacturing	5936	Transportation & Communic'n	4917
Trading	6327	(not including postal emps.)	
Construction	3028	Personal & Business Services	6562
Professional	3167	Occupation not given	6747

<sup>3</sup> This figure apparently did not include females curing fish.

# APPENDIX L

## SALARIES OF SELECTED GOVERNMENT EMPLOYEES 1890, 1910, AND 1930

	1890	1910	1930
	\$ 12000	\$ 10000	\$ 15000
Governor			
Chief Justice	5000	5000	9000
Assistant Judges	4000	4000	8000
District Judges	1800-2000	2400	5000
Cabinet Ministers	2400	2000	4000
Physician, St. John's Hospital	2000	2300	3000
Sheriff	1385	1500	2760
Constabulary: Inspectors	1000	800	1500
Sergeants	345	500	1100
Constables	305	365-456	800-1050
Postmasters: Harbour Grace	450	500	1100
Carbonear	330	500	1100
Bay Roberts	200	240	1150
Harbour Breton	200	200	250
First & Second Clerks (Gov't Depts.)	900-1300	850-1100	1800-2500
Messengers	286	350-430	860
Letter Carriers	221-316	220-450	850

Source: Journal of the House of Assembly, 1891, 1911, and 1931.

## APPENDIX M

## COMPARISON OF AUGMENTATION PAYMENTS 1890 AND 1930

1890

Third Grade	\$ 6
Second Grade	12
First Grade	20

1930

Third Grade	\$ 100
Second Grade	
Men	200-250 {Maximum after 5 years}
Women	160-200 {      "      "      "      }
First Grade	
Men	300-400 {Maximum after 10 years}
Women	240-320 {      "      "      "      }
Associate Grade	
Men	400-540 {Maximum after 14 years}
Women	320-432 {      "      "      "      }
University Grade	
Men	500-800 {Maximum after 14 years}
Women	400-600 {      "      "      "      }

- NOTE: 1. Augmentation was initially the same for men and women teachers.
2. Associate Grade was awarded to a person having completed two approved years of university study; University Grade, after three years.

Sources: Bishop, op. cit., pp. 67-68; C. of E. Supplementary Report 1890, p. 6.

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