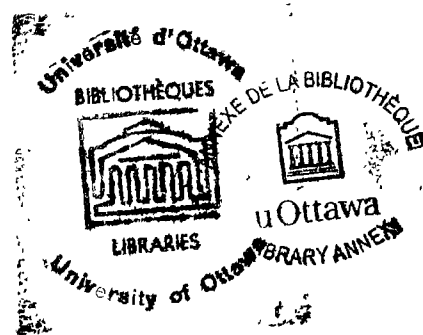


THE HISTORICAL ANTECEDENTS OF THE FREE SCHOOL ACT
AND THE PUBLIC SCHOOL ACT OF P. E. I.

by Derrill Ignatius McGuigan

Thesis presented to the Faculty of Arts
of the University of Ottawa through the
School of Psychology and Education as
partial fulfillment of the requirements
for the degree of Doctor of Philosophy.



Ottawa, Canada, 1956

UMI Number: DC53384

INFORMATION TO USERS

The quality of this reproduction is dependent upon the quality of the copy submitted. Broken or indistinct print, colored or poor quality illustrations and photographs, print bleed-through, substandard margins, and improper alignment can adversely affect reproduction.

In the unlikely event that the author did not send a complete manuscript and there are missing pages, these will be noted. Also, if unauthorized copyright material had to be removed, a note will indicate the deletion.

UMI[®]

UMI Microform DC53384
Copyright 2011 by ProQuest LLC
All rights reserved. This microform edition is protected against
unauthorized copying under Title 17, United States Code.

ProQuest LLC
789 East Eisenhower Parkway
P.O. Box 1346
Ann Arbor, MI 48106-1346

ACKNOWLEDGMENT

This thesis was prepared under the guidance of the Director of the School of Psychology and Education, Reverend Raymond H. Shevenell, C.M.I.

Miss Jean Gill of the Legislative Library Charlottetown and Mr. Bramwell Chandler, Librarian of the Prince Edward Island Library, Charlottetown, were most helpful in making the facilities of those libraries available to the writer.

Gratitude is here expressed for their interest and co-operation.

CURRICULUM STUDIORUM

The writer was born in Boston, Massachusetts, on February 24, 1924, and received the degree of Bachelor of Arts from St. Dunstan's University, Charlottetown, Prince Edward Island, in 1949. The Bachelor of Education degree was received from the University of New Brunswick, Fredericton, New Brunswick, in 1953, and the Master of Education from the same university in 1954, with a thesis titled Teacher Training in Prince Edward Island.

TABLE OF CONTENTS

Chapter	page
INTRODUCTION	v
I.-EDUCATION IN P. E. I. BEFORE 1852	1
1. The Teacher	3
2. School and Curriculum	17
3. School Attendance	30
II.-THE FREE SCHOOL ACT OF 1852	36
1. The Teacher	38
2. School Attendance	43
3. Paying for Education	45
4. Sections XXV and LI	53
III.-EDUCATION IN P. E. I. FROM 1852 TO 1877	60
1. The Teacher	62
2. School Attendance	81
3. The Schools	91
a. District Schools	91
b. Grammar Schools	94
c. The Normal School	97
4. The Bible Question	103
5. The School Question	112
IV.-THE PUBLIC SCHOOL ACT OF 1877	120
1. The Board of Education	122
2. School Trustees	127
3. School Attendance	130
4. The Teacher	135
5. The School Question	142
6. Opposition to the Act	149
SUMMARY AND CONCLUSIONS	159
BIBLIOGRAPHY	166
Appendix	
1. THE POWERS OF THE CHIEF SUPERINTENDENT OF EDUCATION	171
2. THE POWERS AND DUTIES OF THE BOARD OF EDUCATION. . .	172
3. THE POWERS AND DUTIES OF THE SCHOOL TRUSTEES. . .	174
4. THE DUTIES OF THE TEACHER	181
5. ABSTRACT OF <u>The Historical Antecedents of the Free School Act and the Public School Act of P.E.I.</u> . . .	183

INTRODUCTION

Formal education is usually of little or no concern to a people in a new land, concentrating all their efforts, as they must, establishing a home and providing the bare necessities of life. Later as the people become more secure in the land of their adoption they turn their attention to the education of their children. This training of the young is generally carried on in the home by the parents or in private schools conducted by schoolmasters. Soon, however, the over all population realizes that the good derived from education by the few could be shared by all. It is usually at this point, because of the growing interest of the people that the governing bodies give help and direction to education.

This was the general pattern of educational development followed by the people who settled in Prince Edward Island after the expulsion of the Acadians in 1759. The first centres of learning of these early settlers were the private schools operated by individuals as a personal venture. The children of the time attended these schools on payment of the fees set by the master. Although these private schools continued even without direction or assistance, still a great number of children were receiving no

formal education and a general lack of interest prevailed among the people. Consequently the Legislature decided, in 1825, to assist the parents in their task of educating, by paying part of the master's salary. This marked the beginning of the participation of the Legislature in the field of education.

From these small beginnings the educational organization of the province progressed until free public schools were established in 1877. This final system was controlled by individuals and organized groups with clearly defined powers and duties. This growth from the private schools to a unified, controlled, free public system was undoubtedly influenced by educational trends in other countries. In addition to this outside influence, the legislators set down regulations that would best answer the local needs. As a result of this the two basic laws which gave Prince Edward Island its free public school system were; The Free School Act of 1852 and The Public School Act of 1877.

It is the purpose of this thesis to investigate these two basic laws with their historical antecedents. To do this the study is organized into four chapters.

Chapter I deals with the growth of education in the province from its beginning until the period prior to

the passing of The Free School Act. The part played by the Legislature in trying to find a solution to the problems of the time and the different methods which were tried and found inefficient are also covered. The inadequacies of the school curriculum, school buildings and equipment, teacher qualifications and payment and school attendance are dealt with as the major problems which required a solution if the system which had developed was to function efficiently.

Chapter II first of all considers the report of the Education Committee which had been appointed by the Legislature in 1851 to study the educational system of the province made imperative by the general lack of interest in education on the part of the people and inadequate school attendance. The recommendations of the Committee and the final solutions arrived at in the The Free School Act are discussed. Although this Act was considered to be the answer to the ills in education at the time, there were many who were opposed to it and did all in their power to have it annulled by the Home Government in London. This opposition to the Act is considered in the last part of the Chapter.

Chapter III covers the stormy period in educational development from 1852 to the period immediately prior to the passing of The Public School Act in 1877. This chapter

shows that the solutions arrived at by the Legislature in the Act of 1852 were not satisfactory, as the same problems kept recurring during this period. Once more solutions had to be worked out for the questions of school attendance, teacher qualifications and pay, sectarian teaching and Bible reading in the schools. In addition to these there was the problem of the inadequacies of the Board of Education and the school trustees. These were the major issues which had to be settled by the Legislature in the new Education Act. This chapter discusses the part played by each of these issues in causing the government to appoint a parliamentary committee to study the operation of the education system in the province.

Chapter IV considers the report of the parliamentary committee appointed by the Legislature in 1876 to study the operation of the Education Law of 1868 mainly because of the inadequacies of the Board of Education and the presence of sectarian teaching in some of the schools. The general religious unrest over the separate school question and the great effort put forth by the opposing religious groups to have their policy followed in the new act are also taken up. The chapter deals basically with the recommendations of the parliamentary committee and the solutions worked out by the Legislature in The Public School Act of 1877. The last

section of the chapter shows the ineptness of the Roman Catholic Bishop of Charlottetown in claiming protection under Section 93 of the British North America Act for what he considered to be legally authorized separate schools at the time the Province entered Confederation in 1873.

The subject matter of this thesis is taken almost exclusively from primary sources. These include: The Journal of the Assembly of P.E.I.; The Debates of the The Assembly of P.E.I.; The Debates of the Legislative Council of P.E.I.; The Laws of P.E.I.; The School Visitors' Reports from 1873 to 1877; and the correspondence between the Lieutenant Governor and the Colonial Secretary, London, England in 1852 and 1853. This correspondence is contained in Provincial Correspondence of P.E.I., G Series, Vol. 52.

However, the most helpful source was The Journals of the Assembly. These contained, besides the proceedings of the House, the following appendixes: Reports of the School Visitors from 1837 to 1872; Reports of the Principal of the Normal School from 1855 to 1877; The Reports and Recommendations of the Board of Education from 1830 to 1877; and The Reports of the Education Committees of 1834, 1852 and 1876. The Journal of 1878 contains the complete correspondence that passed between the following people: the

Governor General of Canada, the Department of Justice, the Roman Catholic Bishop of Charlottetown and the Executive Council of P. E. I. It also contains copies of the Memorials presented by the Bishop to the Legislature and the Governor General, and the one presented by the Executive Council to the Governor General.

In addition to these sources the following newspapers of Charlottetown, P. E. I. were used: The Examiner, The Protestant, The Protector, The Islander, The Royal Gazette, The Charlottetown Patriot, The P. E. I. Magazine, and The P. E. I. Register. In these newspapers can be found a record of contemporary affairs over the years. They reported the desires and attitudes of the people concerning many of the major issues in the field of education.

CHAPTER I

EDUCATION IN P. E. I. BEFORE 1822

The early settlers who came to Prince Edward Island strove so earnestly to establish themselves in their new land that they gave little or no thought to educational needs. Later, as communities became firmly established the people directed their attention to the training of their offspring. The children who received any formal education during this early period did so either through their parents in the home or from the schoolmasters in their private schools. These masters taught any course they desired and maintained their schools by student fees.

This system of private schools continued in the Province until the Legislature decided, because of the large number of pupils receiving no educational training and because of the general lack of interest in the education on the part of the people, to assist the people in the task of education by helping to pay part of the schoolmasters' salaries. This action on the part of the Legislature, in 1825, marked the beginning of a long gradual process through which education became a public concern, unified, controlled and regulated by the Legislature. The people,

through their government, thus determined the type of school that was established, the curriculum, the qualifications and salary of the teachers and the terms of payment.

This gradual development of education by a trial and error method caused no great disturbance among the people or the Legislators until the period prior to the passing of The Free School Act of 1852. At this time, because of the great cost of education which the people had to bear, there arose an agitation to have education free for all. In addition to this desire of the people, the Board of Education and the School Visitor were very desirous that teachers' qualifications and salaries be increased and that school attendance, school buildings and curriculum should be improved.

These problems which were most pressing at this time were instrumental in having The Free School Act passed by the House of Assembly. Each of these factors will be considered in this chapter to show the existing situation and the part it played in having the Act passed. In addition to the problem mentioned, there were many minor issues which were settled by the Act of 1852 but which were not the cause of any great concern at this time. However, many of them will be considered in this chapter as the Education Act of 1852 settled these problems and a con-

sideration of them will give a clearer picture of the existing situation.

1. The Teacher.

The teachers who were conducting classes throughout the Province in 1852 possessed the qualifications required of them by the various education acts prior to this time. The salaries which the teachers were to receive were also regulated by law. Prior to 1852 the teachers were receiving a small portion of their pay from the Provincial Treasury and the remainder from fees paid to them by the parents of the children who attended school. From time to time the Legislature increased the teachers' stipend and at the same time the amount that was to be paid to them by the parents. This action on the part of the Legislature burdened the parents to such an extent that they kept their children at home. Because of this situation the teachers received less salary as the Legislative grant was withheld if the school attendance fell below a specified number. As a result, the teachers were leaving the profession to seek their livelihood in more remunerative positions.

The conditions of 1852 developed gradually. To have a true picture of the problems that confronted the Legislature at this time it is necessary to look at the development of the qualifications and regulations that were

imposed on the teachers in trying to arrive at a workable educational system.

The early private schools which were operating in various areas of the province carried on their work without any assistance until the Legislature took an active part in education by passing "An Act for the encouragement of Education," in 1825. This act stated:

Whenever the inhabitants of any district or settlement within this Island shall raise by subscription the sum of thirty pounds or upwards for the support of a school, as wages for a schoolmaster It shall be made lawful for the Lieutenant Governor to issue his warrant for the payment of such a sum out of the Treasury of this Island as shall be equal to one sixth part thereof in addition to and in aid of such subscription¹.

The school district was now assisted by the Provincial Treasury in the task of paying the teacher's salary. It is interesting to note, however, that this act of the Legislature did not lay down any stipulations as to the qualifications of the teachers.

Things did not continue in this fashion for very long as the Assembly of 1829, by an act for the encouragement of education established a Board of Education consisting of five members, which had as its chief function the selection

¹P.E.I. House of Assembly, "Education Act", Laws of P.E.I., V George IV, Cap. V, 1825, p. 256, in the Parliamentary Library, Ottawa.

and appointment of schoolmasters². As a result, anyone who wished to be qualified as a teacher had to appear before the Board of Education and pass an examination.

Although the government was taking steps to see that the teachers were qualified to teach the youth of the country, there were many teachers who did not meet with the approval of the parents. Ike Ieicle writing in The Prince Edward Island Magazine had this to say with regard to many of the masters of the period:

Hence it frequently happened that it was that only persons of shipwrecked character and blasted prospects in life, after every other resource had failed them, who took up the important office of schoolmaster. Sometimes a man too proud to beg, too upright to steal would consent, as a happy medium, to wield the birch³.

If this is a true picture of the teacher of the period, it is no wonder that their moral habits were a concern of the School Visitor and the Board of Education. At this time the Board of Education was brought before the House of Assembly by a committee appointed to study the state of education. Mr. Benjamin St. Croix, a member of the

² P.E.I. House of Assembly, "Education Act," Laws of P.E.I., IX George IV, Cap. IV, 1829, p. 232, in the Parliamentary Library, Ottawa.

³ Ike Ieicle, The Prince Edward Island Magazine, January 10, 1899, in the Legislative Library, Charlottetown, P.E.I.

Board, presented a solution to the Legislature. He recommended that:

No candidate should be admitted to an examination, unless he can produce a Testimonial of his sobriety, and correct moral habits, signed by at least, four of the most respectable inhabitants of the district in which he is to teach; and that such a Testimonial be considered by the Board a sine qua non, and in no instance be dispensed with.

The necessity of good moral habits and an increase in qualifications were the two main points which concerned the Board of Education and the members of the House of Assembly. The members of the Board generally agreed that, "instead of an insight only into the elements of English Grammar, a competent knowledge of the same should be required"⁵. So great was the concern over these two factors of moral conduct and increased qualifications that regulations were laid down concerning them in the Education Act of 1834. This act was passed as a result of the earnest desire on the part of the Legislators to improve the competency, salary and moral habits of the teachers.

As a result of this act, there were to be three classes of teachers: First or Lowest class teachers, to be

4. P.E.I. House of Assembly, "Report of Education Committee", The Journal of the Assembly, 1834, p. 23, in the Legislative Library, Charlottetown, P. E. I.

5 Ibid.

competent to teach English, reading, writing, practical arithmetic, and to receive five pounds from the Public Treasury; Second Class teachers, to be able to teach the subjects already mentioned, and in addition to be able to teach geometry, trigonometry, mensuration land surveying, navigation, together with English Grammar, and to receive ten pounds from the Public Treasury; Third or highest class teachers to be competent to teach the subjects already named and to have extensive knowledge of the classics, the higher branches of mathematics, together with geography and the use of the globe, and to receive from the Public Treasury twenty pounds. In addition to these qualifications the teachers had to present a certificate signed by four prominent men of the district in which they were going to teach, testifying that they were of good moral character⁶. The courses that they were expected to teach, as stipulated by this act, varied little from this time until 1877. However, the question of good moral character as a desired qualification for teachers was retained in all later educational laws of the Province.

⁶ P.N.I. House of Assembly, "Education Act," Laws of P.N.I., IV William IV, Cap. I, 1834, p. 417, in the Parliamentary Library, Ottawa.

The acts of this and subsequent periods, explicitly stated what were the desired qualifications of the teachers and what was expected of them in the way of good moral character. However, nothing whatever was said with regard to the method these same teachers should employ in their work of teaching. As there were no professional or normal schools, they were free to teach as they saw fit.

Of more concern to the Legislators was the need for academic knowledge on the part of the teachers. In the year 1829 the Central Academy was established in Charlottetown⁷, where candidates for a teacher's license could become proficient in the academic subjects before presenting themselves to the Board for the qualifying examination.

Although the Academy was established by law in 1829, it was not until 1836 that it was officially opened⁸. Teachers could now attend the Academy to prepare themselves for the examination before the Board of Education. However, the training received was purely academic and not professional. In fact, the need for professional training was not recognized on the part of the legislators until the normal school was

⁷ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., X George IV, Cap. IX, 1829, p. 200, in the Parliamentary Library, Ottawa.

⁸ P.E.I. House of Assembly, The Journal of the Assembly, Appendix E, 1837, in the Public Archives of Canada, Ottawa.

opened in 1855.

The Board of Education and the School Visitor, who was appointed in 1837⁹, continually advised the Legislature to establish a Normal School. By looking at the report of the School Visitor concerning the methods used by the teachers of this period, it is clearly seen that something should have been done. In his report of 1837 to the Legislature, he stated that:

I regret to have it to state that, from recent personal observation, that the system of instruction pursued in many of the country schools throughout the Island is extremely defective, and consequently but little really useful and substantial knowledge is acquired by the children attending them¹⁰.

This was but the beginning of a great agitation on the part of the School Visitor for the introduction of some professional training at the Central Academy or for the establishment of a Normal School.

Apparently the Legislature was willing to listen to the School Visitor, for, in the year 1847, the school act was changed and in addition to passing the "board", a candidate had to conduct a class before one of the masters

⁹P.E.I. House of assembly; "Education Act", Laws of P.E.I., VII William IV, Cap. XX, 1837, p. 552, in the Parliamentary Library, Ottawa.

¹⁰P.E.I. House of assembly, "School Visitor's (sic) Report", The Journal of the Assembly, Appendix B, 1837, in the Public Archives of Canada, Ottawa.

of the Central Academy. The headmaster of the Academy then gave the candidate a certificate testifying to his fitness to conduct classes. This certificate was necessary before the Board of Education would issue a license to any candidate¹¹. This was a poor answer to the question of the establishment of a Normal School. It did help however; in as much as it was an admission on the part of the legislators that more than academic attainment was necessary for a candidate to be a proficient teacher.

As a result of this section of the act, all teachers had to comply with these instructions of the law, except the French teachers who taught in the Acadian schools. These teachers had only to present a certificate of good moral conduct and the testimonial of a clergyman testifying that he found the candidate competent to teach. Since these teachers did not pass the board examination, their allowance from the Provincial Treasury was always less than that paid to other teachers. To receive the provincial grant however, all teachers, whether licensed by the Board of Education or not, had to teach at least twenty pupils for a period

¹¹ P.E.I. House of Assembly, "Education Act", Laws of P.E.I., X Victoria; Chap. IX, 1847, p. 948, in the Parliamentary Library, Ottawa.

of twelve months. This stipulation of a required attendance placed a great hardship on the teachers and was but the beginning of one of the most important causes of teacher shortage in 1852. Moreover, it became the cause of agitation on the part of the teachers to have the 1852 School Act of 1852 passed.

In addition to the places where Acadian teachers taught and where French was the language spoken, there were certain areas of the Island settled by people from Scotland. These people continued to speak the Scotch Gaelic in their adopted land. In the schools of these districts, the pupils were given instruction in their own language and the teachers employed had to be able to speak Gaelic¹². These, however, unlike the Acadian teachers were not given special consideration under any of the education acts. All teachers, except the French, had to comply with the instructions of the law in order to be able to conduct classes in any of the schools or to draw the allowance from the Public Treasury. If, however, the French teachers fulfilled the letter of the law with respect to passing the examination

¹² P.E.I. House of Assembly, "Letter to Committee of the Highland Society", The Journal of the Assembly, Appendix D, 1839, p. 7, in The Legislative Library, Charlottetown, P.E.I.

of the Board of Education, they too, received the regular government allowance¹³.

Although the French teachers received special consideration, such was not the case for the female teachers of the time. Though restricted with respect to whom they might teach, they had to comply with all the regulations of the law with regard to qualifications. These female teachers were permitted to teach girls of any age and boys under ten¹⁴. This restriction was one more precipitating factor in the teacher shortage of 1842.

A teacher who met all the requirements of the Board of Education, received a license to teach and had taught at least twenty pupils for twelve months, could draw a sum of fifteen pounds from the Provincial Treasury if he held a first class license or twenty pounds if he held a second class license. In addition to this government grant a teacher was to receive a stipulated amount from the parents of children of school age. This amount was to be twenty pounds for a first class teacher and thirty pounds for a

¹³ P.E.I. House of Assembly, "Education Act", Laws of P.E.I., VII Vic., Cap. XXVII, 1844, p. 380, in the Parliamentary Library, Ottawa.

¹⁴ Ibid.

second class teacher¹⁵.

During this early period it would seem that the teacher was at the complete mercy of the Board of Education, the School Visitor, the Legislature and Trustee Board which hired him. The schoolmasters of the time seem to have taken no active part, as a group, in the formulating of the system of education. However, the teachers seem to have been held in great respect, judging by the writing of D. Ferguson in The P.E.I. Magazine. He had this to say of the teacher of the period:

The schoolmaster of the old days, if he respected himself, stood higher with pupils and parents than the teacher of today. The great ordeal of passing the Board successfully gave him much importance.... He could write a will, draft a petition to the House of Assembly, or hold up his end in an argument with the minister on the doctrine of predestination; but it was only when he sent home work with the children to their parents, requiring them to procure Lennie's Grammar and Chalmers' Geography, and actually undertook to teach these new-fangled and abstruse branches of education, that the extent of his erudition began to dawn on the minds of the people of the district¹⁶.

Respect, apparently, was not sufficient to keep the teachers at their jobs and as a group they must not

¹⁵ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., X Vic., Cap. IX, 1847, p. 952, in the Parliamentary Library, Ottawa.

¹⁶ D. Ferguson, P.E.I. Magazine, May 1, 1899, in the Legislative Library, Charlottetown, P.E.I.

have been satisfied with the teaching situation and conditions. The School Visitor, in his reports, complained that teaching was not considered a profession but was used only as a stepping stone to more remunerative positions. He complained that teachers who had given years of service received no more pay than young boys and girls just licensed and teaching for the first time¹⁷.

Things continued in this state until the school-masters met in Charlottetown in 1852. As a result, a petition was circulated asking that the teachers' salaries be paid wholly from the Provincial Treasury, rather than partly from the Treasury and partly from the people who had children attending the schools¹⁸. This was the first active step taken by the teachers, as a group, to help bring about a change in the existing system of education.

Although the teachers were not formed into a federation or association as they are today, and although they had no normal or professional training as such, it was

17 P.E.I. House of Assembly, "School Visitor's (sic) report," The Journal of the Assembly, Appendix C, 1841, p. 18, in the Legislative Library, Charlottetown, P.E.I.

18 Palmer, Debates of the House of Assembly of P.E.I., 1852, p. 50, in the Legislative Library, Charlottetown, P.E.I.

they be instructed in youth of the country and I pointed to the knowledge of education available at the time. These considerations were qualified and held as official regulations laid down by law. There were also stipulated how many children could be taught by one teacher before they could draw any government allowance.

As has been pointed out previously, the teachers then, even as now, were not always what might be desired by the people. However the Legislature made a step in the right direction when it stipulated that a teacher be of good moral character, and when it established the Central Academy. Here prospective teachers could be trained in academic subjects. At this time, the School Visitor, in his early reports to the Legislature, pointed out that the best teachers would not stay in the profession unless their salaries were improved and some recognition was given to ability to teach one to years of teaching service. He also recommended that a superannuation fund be established. The need for some type of professional training was strongly advocated by the School Visitor, if, as he maintained, the scholars were to benefit from their instructors¹⁹.

¹⁹ P. R. House of Assembly, "School Visitor's (sic) report," The Journal of the Assembly, Appendix I, 1953, p. 6, in the Legislative Library, Charlotte Town, P. R. I.

Because of the lack of training possessed and the poor qualifications of their active employees, the legislature was faced with the problem in 1932, of doing something to meet the demand for more and better teachers. Besides, the government had to reckon with the people, in part at least, the great burden of the cost of education. From the beginning of public education in 1925, the legislature had taken measures to control the qualifications of the teachers and the amount of their pay, and so it was natural that the Board of Education, the School Visitor and the people should look to the legislature of the province for a solution of the problem.

Each of these groups had a different object in mind when it called for a change in the existing conditions with regard to the teacher situation. It has been shown that the Board of Education and the School Visitor were interested in the needs for and professional status of the teachers. Through continued agitation on their part, they had brought the legislature to the point where they formulated the suggestions of the Board and the School Visitor into laws which increased teacher qualifications. In short the Board and the School Visitor pointed out that if school attendance was to approximate what it should be and education generally was to advance, then the people should be supplied with well-paid competent teachers.

The people of the period were interested not so much in the qualifications of the teachers as in the question of payment. In another section on School Attendance, it will be shown that the greater burden of teachers' salaries was being borne by the parents of the children of school age. The people felt this was unfair, as they believed all should help defray the cost of education. People and teachers alike requested that the Legislature pay the total salary from the Provincial Treasury.

Because of the agitation from these different groups, the Legislature was faced with the problem of trying to find a solution that would be satisfactory to all and still be beneficial to education in the Province. In addition, the School Visitor and the Board of Education were agitating for changes and improvements in the schools and school curriculum.

2. School and Curriculum.

In the early colonial days the children attended classes in a private home. Here the teacher, judging from the advertisements of the schoolmasters in the early newspapers, taught the subjects of his choice. In these early

schools a teacher could charge the pupils any fee he wished. From these small beginnings the schools developed into public schools which were set-up according to law and paid for by the people²⁰. To get a true picture of the schools that existed around 1852, it is necessary to look at their gradual development.

At first schools were established in those areas of the province where the population was dense enough to warrant them. These schools were not established in one location in a district but were moved from place to place as the population shifted. Because of this migratory character of the schools, a locality that once had a school could suddenly find itself without one. This fact is borne out by the report of the School Visitor, Mr. McNeill, in 1837 when he stated:

The migratory character of the schools, or the shifting of them from place to place, has, in my opinion, another injurious effect upon the progress of education. From this cause it happens, that after the children have made considerable proficiency, their career is stopped all at once by the removal of the school to another part of the district, where the population has recently become more dense and then the former locality is completely deserted; the settlers immediately around it being unable, without the co-operation of their more distant neighbours, to secure the

²⁰ P.E.I. House of Assembly, "Education Act," The Laws of P.E.I., IV Vic., Cap. 15, 1841, p. 641, in the Parliamentary Library, Ottawa.

continuance of the school²¹.

So serious was this migratory aspect of the schools that the Legislature provided in the Education Act of 1844 that, "no teacher was to receive the allowance from the Provincial Treasury unless he was provided with a school-house²²".

The schools of this early period were rather dismal places for young boys and girls as judged by the report of Mr. John Arbuckle, School Visitor for Prince County, Prince Edward Island. In 1849 he described the physical characteristics of the schools of the time as follows:

The school houses are badly located, exposed to noise, dust and danger of the highway, unattractive, if not positively repulsive in their external and internal appearance, and built at the least possible expense of material and labour (....) the sideline of the public road, and the most worthless parcel of land in the district, if the two can be found in juxtaposition, seem to be the favoured locality.

They are too small, badly lighted, and imperfectly warmed. They are not furnished with seats and desks, properly made and adjusted to each other and arranged in such a manner as to promote the comfort and convenience of the scholars, and the

²¹ P.E.I. House of Assembly, "School Visitor's report", The Journal of the Assembly, Appendix B, 1837, in the Legislative Library, Charlottetown, P.E.I.

²² P.E.I. House of Assembly, "Education Act", The Laws of P.E.I., VII Vic., Cap. XXVII, 1844, p. 823, in the Parliamentary Library, Ottawa.

easy supervision of the teacher. The seats are too high, with no suitable support for the back, and especially for the younger children. The desks are too high for the seats, and are either attached to the wall on three sides of the room, so that the faces of the scholars are turned from the teacher, and a portion of them at least are tempted constantly to look out at the windows, or the seats attached to the wall on opposite sides, and the scholars sit facing each other.

They are not provided with black-boards, maps, and other apparatus and fixtures, which are indispensable to a well regulated and instructed school²³.

Although these schools had left much to be desired, the Legislature had made an effort to bring some conformity into the size of the schools. They also gave some thought to the teachers and children attending those schools, for in the act of 1844 the Legislature stipulated that, "schools shall have a cleared area of 168 square feet and those built after the passing of this act shall have a cleared area of 256 square feet²⁴". This section of the act helped, in as much as the schools were now required to provide sufficient area for the probable school population.

Not only was the condition of the school a cause of agitation on the part of the School Visitor, but the

²³ P.E.I. House of Assembly, "School Visitor's Report", The Journal of the Assembly, Appendix W, 1848, p. 112, in the Legislative Library, Charlottetown, P.E.I.

²⁴ P.E.I. House of Assembly, "School Visitor's Report", The Journal of the Assembly, Appendix P, 1848, p. 116, in the Legislative Library, Charlottetown, P.E.I.

lack of teaching equipment was also a reason for dissatisfaction. The laws of this period make no mention whatever regarding equipment necessary for the teacher in order that he might teach effectively. However, the early reports of the School Visitors deplored the "almost total want of apparatus, as models, maps, etc."²⁵ In those days, it would seem that equipment, which is considered so necessary today in teaching, was considered less so, provided the teacher had met the standard required by the "Board". Even the blackboard, which is such an essential part of every classroom, was not part of the teaching equipment until the year 1848. In that year John McNeill brought out in his report that, "one of the greatest improvements effected during the last four or five years (....) is the introduction of the blackboard"²⁶.

Although much was said both by the School Visitors in their reports and the members of the Board of Education with regard to the type and condition of the schools, nothing seems to have been done to improve them materially. However, their number increased throughout the Island. In 1837 there

25 Ibid.

26 Ibid.

were fifty-one schools, with 1,648 scholars attending²⁷ while in 1851 there 131 schools with 4,737 scholars in attendance²⁸.

A description of the types of schools of the period can be found in the School Visitor's report of 1846 in which he classified them as follows:

Primary or preparatory schools, teaching principally reading and Spelling; French-Canadian Schools for Acadians; Infant Schools (one in Charlottetown and one in Georgetown); the National School; Female Schools, whose curricula included the elementary subjects and also practical instruction in such industries as pertain to women (two in Charlottetown, two in St. Peter's); District Schools, divided into first class (curriculum including reading, Writing, English Grammar, Arithmetic) and second class (curriculum including the foregoing subjects and Latin and Mathematics, if the pupils decide to avail themselves of these subjects).²⁹

This gives a clear picture of the division of the schools of the time. Although the schools varied as to the subjects taught, they did not do so with regard to physical conditions and teaching equipment. So poor were

²⁷ P.E.I. House of Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix F, 1837, in the Legislative Library, Charlottetown, P.E.I.

²⁸ P.E.I. House of Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix R, 1851, in the Legislative Library, Charlottetown, P.E.I.

²⁹ P.E.I. House of Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix C, 1846, p. 120, in the Legislative Library, Charlottetown, P.E.I.

these schools that the School Visitor in his report of 1849 recommended that:

It would not be undeserving the attention of the Legislature, or the expiration of the present law, to provide that all school Houses to be hereafter erected, should be constructed on an uniform plan, with reference to proper conveniences, warmth and ventilation, and placed at a suitable distance from the sights and sounds of the highway³⁰.

This report of the School Visitor of Queen's County was similar to those of the Visitors from the other two counties for this and subsequent years. This agitation for an overall general improvement in the school was an additional problem which confronted the Legislature in the period immediately prior to 1852. Besides this imperative question, the Legislature was faced with the serious problem of an improved school curriculum.

In the beginning of formal education on the Island, the teachers were free to decide their own program of studies. It would seem from the many advertisements in the newspapers of the time that the teachers tried to attract more pupils to their schools by the number of courses they offered. Most of the schools gave instruction

³⁰ P.M.I. House of the Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix W, 1849, p. 122, in the Legislative Library, Charlottetown, P.M.I.

in reading, writing and basic arithmetic³¹. Such schools as that conducted by Mr. Brown, which he styled a Grammar School, gave instruction in writing, arithmetic, French, geography, navigation and mathematics³².

When the Legislature took an active part in education and established a Board of Education, more direction was given to what shall be taught in the schools of the country. As late as 1822, the Lieutenant Governor, in his speech from the throne, stated that "the curriculum needed broadening and enriching"³³. Instruction in the three R's was not considered sufficient for the education of the young people of the time. The Legislature took the necessary steps in this regard when it stipulated in the Education Act of 1834 that teachers of the first or lowest class should be competent to teach English, reading, writing and practical arithmetic. Teachers of the second or highest

³¹ Advertisements, The Prince Edward Island Register, 1824-27, in the Carnegie Library, Charlottetown, P.E.I.

³² Advertisement, The Prince Edward Island Register, Vol. V, No. 102, issue of July 10, 1827, in the Carnegie Library, Charlottetown, P.E.I.

³³ P.E.I. House of Assembly, "Speech from the Throne", The Journal of the Assembly, 1822, p. 2, in the Legislative Library, Charlottetown, P.E.I.

class should be competent to teach the above mentioned subjects together with geometry, trigonometry, mensuration, land surveying, navigation and English Grammar.

To state what subjects should be taught or what the teachers should be competent to teach was one thing, but enforcing the regulations and supplying the necessary books was another matter. Mr. McNeill in his report of 1837 complained that the lack of books was a serious obstacle to the advancement of education in the country. He recommended that cheap books of an elementary character be adopted³⁴. In addition to this, he had his own ideas as to what should be taught. He recommended:

Ancient and Modern History, General Knowledge, Trade and Commerce, Geography, and to this might be added, for the use of more advanced scholars Catechisms of Mental Philosophy and British Law³⁵.

This shows that the School Visitor, in his reports, tried to influence the Legislators by advocating what he considered the right program to be followed.

Although the School Visitor of the time thought that the course of studies should be changed, the people

³⁴ P. I. House of Assembly; "School Visitor's Report," The Journal of the Assembly, Appendix B, 1837, in the Legislative Library, Charlottetown, P. I.

³⁵ Ibid.

seemed to have been satisfied with the curriculum. At least they did not complain publicly of the courses being offered. Whether this was because they were satisfied with the curriculum or because they had very little interest in education, it is difficult to say. Judging by the reports of the various school visitors and the lack of articles in the newspapers at the time, it would seem that the people were not interested.

Neither the people nor did teachers had any direct control over the courses taught or the texts used in the schools. As has been pointed out, the Legislature stated that courses a teacher, according to his class of license, should be qualified to teach. This seems to have been taken as a guide by the Board of Education in suggesting the texts to be used.

Search for a book was of a much greater concern to the school visitor³⁶ than to the Legislature or the people. He kept insisting until the Legislature finally gave a grant to help supply books recommended by the Board of Education³⁷.

³⁶ P.E.I. House of Assembly; "School Visitor's Report," The Journal of the Assembly, Appendix B; 1945, p. 25, in the Legislative Library, Charlottetown, P.E.I.

³⁷ P.E.I. House of Assembly; "Education Act," Laws of P. E. I., VII Vic., Cap. XXVII, 1944, p. 32, in the Parliamentary Library, Ottawa.

Apparently the people were given great liberty in regard to the choice of books to be used in the school. For, as late as 1849, Mr. McNeill complained that:

The greatest disadvantage attendant upon it, has been the exceeding diversity of books, as also the want of the in suitable gradations, to meet the necessity of pupils as they advance, and of such a character as to improve their minds and inspire them with interest in their studies³⁸.

This was the situation of the schools with regard to curriculum as it existed immediately prior to the passing of the Free School Act. However, very little could be done by way of requiring that all should have the same books since the law did not require it. As a result neither the School Visitors nor the Board of Education had the power to demand that the children should have the same texts. When the Legislature gave the grant, it enabled the purchasing of similar books for all children. This seems to have been accomplished according to the report of Mr. McNeill in 1849, in which he stated: "the Irish readers, a cheap and complete set of school books were introduced into the schools"³⁹.

³⁸ P. T. I. House of Assembly; "School Visitors' Report;" The Journal of the Assembly, Appendix W, 1849, p. 121, in the Legislative Library, Charlotte, N. C.

³⁹ Ibid.

The curriculum changed very little during this early period. Even as late as 1781, the courses in which the pupils of the day were receiving instruction were: reading and spelling in which several different texts were in use; arithmetic, with three texts available; English grammar, one text; geography, in which there were three texts in use; geometry, mensuration and Latin, with one text for each subject. Many teachers taught English Grammar, geometry, mensuration and Latin without the use of any text⁴⁰.

The people took no active part in bringing pressure to bear on any group with regard to the formulation of the school curriculum until the Bible Society of Charlottetown petitioned the Legislature in 1845 to have the Bible read in all the schools throughout the province⁴¹. This was the beginning of a great religious controversy which was carried on in the press of the day. The Examiner, The Islander, and The P.E.I. Register, newspapers published at the time, took part in the issue. The people of the two opposite religious

⁴⁰ Ibid., p. 107-124.

⁴¹ P. E. I. House of Assembly, Debates of the Assembly of P.E.I., 1845, p. 56, in the Legislative Library, Charlottetown, P.E.I.

groups presented articles to be published. After much discussion by members of the House of the Assembly, the controversy was finally settled. The request of the Charlottetown Bible Society was not granted by the Legislature. The school curriculum remained as it was with the Bible being read if the people desired it for their children⁴².

Other than this one incident, the people remained passive with regard to changes in the school curriculum. The School Visitors, however, were requesting continually that the Legislature improve the curriculum. The problem of the school and the curriculum, which in a sense were linked together, was not the most pressing problem which had to be considered by the Legislature prior to 1852. Still the Legislature had to try to work out a satisfactory solution, keeping in mind the needs of the people, the recommendations of the School Visitors and the Board of Education.

The major problem of the time, and the one which really forced the Legislature to completely change the methods of paying for education, was that of school attendance. It was necessary to work out some solution whereby the parents of children of school age could afford to send their children to school.

42 Ibid.

The question of school attendance is a complex one, as it is linked with the question of teachers' salaries and the method of payment. In considering this question, it is necessary to look at the method of paying for both the operation of the school and the salaries of the teachers. To do this, there will be some necessary overlapping with previous sections, as these problems are considered from their beginnings.

3. School Attendance.

The decrease in attendance in the period before 1852 was attributed by the School Visitors and the editors of the newspapers of the time to the great cost of education borne by the parents. Not only did the parents have to pay the greater part of the teacher's salary but they also had to finance the erection of the school house and its operation⁴³. To meet these expenses, a Trustee Board of five members chosen from among the people⁴⁴, levied a tax on the parents of the school children.

⁴³ P. E. I. House of Assembly, "Education Act," The Laws of P. E. I., IV Vic., Cap. VI, 1841, p. 641, in the Legislative Library, Charlottetown, P. E. I.

⁴⁴ Ibid., p. 643.

Although the parents were required to pay a certain amount towards the teacher's salary, they seem to have evaded this part of the law by having the teacher board with each one of them in turn⁴⁵. Mr. McNeill, the School Visitor, stated in his report that:

As a consequence of this system, teachers, even in large and thriving settlements, are obliged to move about from house to house for board and accommodation, and being ever from home, and strangers, are too often driven to seek a temporary home in the haunts of dissipation and intemperance⁴⁶.

This situation certainly made it difficult for the teachers and did little to promote good relationship between the teacher and pupils.

Although the parents paid the greatest amount of the cost of education, they seemed to take very little interest in the school or in education on the whole. This is evidenced by the many reports of the different School Visitors in which they complained that the parents sent their children to school only when they were not needed at home. In many other cases the children were not in school because the parents could not afford the fees required to pay the teacher's

⁴⁵ P.E.I. House of Assembly; "School Visitor's Report;" The Journal of the Assembly, Appendix G, 1841, p. 18, in the Legislative Library, Charlottetown, P.E.I.

⁴⁶ Ibid.

salary⁴⁷.

As early as 1841 the School Visitor pointed out that something should be done with regard to paying the cost of education, if teachers were to be retained and education was to be made available to all children, regardless of the financial status of their fathers. Since scarcely half of the people were being educated⁴⁸, he felt a change should be made. He stated in his report that:

I am persuaded (and I do not stand alone in holding this opinion) that urgent necessity exists for a more certain and permanent mode of supporting common schools; and unless the Legislature lend its aid to so important a measure, I see no sure prospect of instruction for the poor and new settlements⁴⁹.

In other words, he saw the need for greater school attendance, and pointed out to the Legislature the best and easiest way it could be achieved. He further recommended, in this same report, that the cost of education should be borne, not only by the parents of children of school age but by all the people of the country, since all could benefit if the general educational level were raised. He advocated that,

⁴⁷ F.D.I. House of Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix A, 1842, p. 11, in the Legislative Library, Charlottetown, P.E.I.

⁴⁸ F.D.I. House of Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix B, 1841, p. 17, in the Legislative Library, Charlottetown, P.E.I.

⁴⁹ Ibid.

instead of the voluntary system of paying for education which prevailed at the time, it should be paid for by all⁵⁰.

This idea of free schools was continually stressed by the School Visitors and the teachers. It was discussed to such an extent among the people that when the Education Act of 1847 came up for revision in 1851, the Legislature, instead of revising the act, appointed a committee to study the situation and make a report at the next sitting of the House of Assembly in 1852⁵¹.

In its report the committee showed that in 1844 there were 126 schools giving instruction to 5,040 pupils as contrasted to 130 schools and 4,547 pupils in 1850. It further stated that there were about 5,000 children not in attendance. It was brought to the attention of the members of the House of Assembly that since attendance was not compulsory, poor attendance was a direct result of the heavy cost of education for the parents⁵².

It had been shown that when the Legislature met in 1852, the School Visitor, the Board of Education, the people.

⁵⁰ Ibid., p. 11.

⁵¹ P.E.I., House of Assembly, The Journal of the Assembly, p. 38, in the Legislative Library, Charlottetown, P.E.I.

⁵² P.E.I. House of Assembly, "Report of the Education Committee", The Journal of the Assembly, 1852, p. 38, in the Public Archives of Canada, Ottawa.

and the teachers all thought that there should be many changes in the new Education Act which was pending. They generally agreed:

1. That the cost of education be borne by all and that children be allowed to attend school without paying a fee.
2. That teachers' qualifications be raised.
3. That the teachers be paid wholly from the Provincial Treasury.
4. That teachers' salaries be increased and some recognition, in the way of salary increments, be given for years of service.
5. That a Normal school be established for the professional training of teachers.

Many of these desirable recommendations were formulated as a result of a long period of experience in trying to make the educational system work under the then existing laws. These proposed changes, which were put forth by various groups and individuals throughout the island, were seen as the solution to the problems of the educational system of the time.

When the Legislature met in 1852 the members were confronted with the task of bringing some order into the existing educational system of the Province. In doing this they had to consider the reports and recommendations of the

Board of Education and the School Visits as well as the wishes of the people and the teachers. Most of all, they would have to consider also those of the Education Committee which had been appointed by the Legislative Assembly in 1951. After lengthy deliberation, the members of the Assembly approved, with minor modifications, the Education Act formulated by the Education Committee. This new act which passed was known as The 1952 School Act of 1952.

CHAPTER II

THE FREE SCHOOL ACT OF 1852

The people as well as the authorities generally were in favour of The Free School Act when it was presented before the House of Assembly in 1852. Those who opposed the act did so not because they were unfavourable to the changes that it would effect in the educational system as such, but because they disapproved of the additional land tax which was to be imposed on all land on the Island¹ in order to make education free.

During the period the members of the Education Committee were studying the educational situation throughout the province, they were presented with fifty petitions² from various individuals and groups who were opposed to any change in the method of paying for education². These petitioners pointed out that the cost of education should be borne by those benefiting most from it. In addition to these petitions which were opposed to any change, the committee received two hundred others requesting that a

¹ Members of the Assembly, "Education," Debates of the Assembly of P.E.I., 1852, p. 55-94. in the Legislative Library, Charlottetown, P.E.I.

² P.E.I. House of the Assembly, "Education Committee Report", The Journal of the Assembly, 1852, p. 56, in the Legislative Library, Charlottetown, P.E.I.

larger share of the cost of education be borne by the Legislature and, indirectly, by all the people through an increase in the land tax³.

However, the report of the committee met with the approval of the House of Assembly. The members of the committee were commissioned to formulate a new act as a result of their findings. This new Education Bill met with little opposition in the House of Assembly and was passed on April 23, 1852⁴.

Prince Edward Island was granted responsible Government in 1851. As a result of this the Governor was expected to sign all bills passed by the Legislative Assembly. However, in this case he acted unconstitutionally. Because of the opposition to the Bill, Lieutenant Governor Bannerman deemed it necessary to secure Royal assent and so it was sent to London, England. The Lieutenant Governor also forwarded a letter to the Colonial Secretary, Sir James Pakington, requesting he beseech Her Majesty to assent to the Act⁵. The prayer of the Lieutenant Governor was

3 Ibid.

4 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., 1852, p. 1, in the Legislative Library, Charlottetown, P.E.I.

5 Lt. Governor Bannerman, "Letter to the Colonial Secretary, London, England on June 23, 1852," Dispatches Sent, Provincial Correspondence, R.C.7, G.S.D., Vol. 52, in the Public Archives of Canada, Ottawa.

heard and Royal assent was given on December 20, 1852 at Windsor Castle⁶. The new Act became law in Prince Edward Island and was known as The Free School Act of 1852.

When the new Education Act was enforced in 1853, it incorporated much that was in the last Education Act, X Victoria Chapter IX of 1847. The major change brought about by the act was the method of financing education by the people. As well as this major change there were also ones in the required qualifications of those seeking a license to teach. In addition all children above five years of age could attend school without paying a fee.

To get a true picture of the changes brought about by the act, it is necessary to look at those areas of education affected by it and to study the resulting changes.

1. The Teacher.

In the many acts passed by the Provincial Legislature previous to 1852, the basic qualifications of teachers, such as academic attainment, moral character, ability to teach and class of license had been defined. All who wished to teach, with the exception of the French Acadian teachers, had to comply with these regulations if

⁶ P.E.I. House of Assembly; "Dispatch from Colonial Secretary presented to the Assembly," The Journal of the Assembly, 1853, in the Legislative Library, Charlottetown, P.E.I.

they wished to draw the full grant paid from the Public Treasury.

In the previous chapter it has been shown that the physical conditions of the school and the content of the curriculum were anything but satisfactory in the eyes of the various School Visitors and the Board of Education. When the new act was passed in the House of Assembly, the curriculum was in no way changed. It was still based on the subjects instructors were required to teach according to the class of their license. The certificate issued under the new act made provision for two classes: first or lowest, and second or highest. However, all teachers, who wished to be licensed under the act, had to be re-examined by the Board of Education⁷. The major change with regard to the licensing of teachers was the fact that they no longer had to conduct a class before any of the masters of the Central Academy to demonstrate their teaching ability. With the abolishing of practice lessons, academic attainment was all that was necessary for the acquiring of a license. This was a step backwards in the eyes of many of the members of the House of Assembly and was in direct opposition to

⁷ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., Section IV, p. 3, in the Legislative Library, Charlottetown, P.E.I.

that policy advocated by the various School Visits is in their reports to the Assembly. They stressed the clear need for a Normal School.

The change in the procedure for the licensing of teachers was recommended by the Education Committee. This recurring decision must have come as a suggestion of the teachers of the time because the Committee, in making its study, travelled about the Island⁵ and would consequently come in contact with the teachers. The newspapers of this period, The Examiner, The Islander and the Royal Gazette⁶, contain complaints from the teachers which pointed out that the licensing laws were unfair. As a result of this unrest it is quite probable to assume that it was the teachers who recommended this change to the Education Committee.

The new requirements for the licensing of teachers met with opposition in the House of Assembly. Those members of the Assembly in favour of continuing the practice teaching pointed out that many teachers received a lower class of license as a result of their leaving in

⁵ P. I. House of Assembly, "Education Committee Report," The Journal of the Assembly, 1882, p. 50, in the Legislative Library, Charlottetown, P. I.

⁶ Newspapers in the Legislative Library, Charlottetown, P. I.

the Central Academy. The headmaster of the Academy gave the candidate a certificate which stipulated the grade of his license¹⁰. According to the law of the time instructors had to be qualified to teach certain subjects upon which the class of his license was based. It could happen, however, that a teacher would be found competent to teach those subjects which entitled him to a second class license, while as a result of his teaching before the headmaster of the Academy he would be entitled to a first or lower class of license. This was the essence of the complaint voiced in the press by the teachers. The new clause of the act would indicate that the agitation of the teachers bore fruit.

The Free School Act also provided for higher salaries for the teachers to be paid in full by the Provincial Treasury¹¹. Considering the conditions under which the teachers were obliged to live prior to 1852, this new system of salary payment made the teachers more inde-

10 Members of the Assembly, "Education," Debates of the Assembly of P.E.I., 1852, p. 69-63. in the Legislative Library, Charlottetown, P.E.I.

11 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., X Vic. Cap. IX, Section XXVI, 1852, in the Parliamentary Library, Charlottetown, P.E.I.

pendent and would do much to establish better relationships between the teachers and parents and pupils.

This necessary improvement in the lot of the teachers was of prime importance to the School Visitor of the time but seems to have been of no concern of the Legislative Assembly as it was not mentioned in the debates of the House.

These changes with regard to teachers were applicable to all teaching on the Island wishing to draw the full salary from the Provincial Treasury. The French Acadian teachers could, if they so desired, continue to teach under the special privileges granted them by the act, X Victoria Chapter IX, Section XXXII, 1847. They also received an increase in salary but they could not receive the full salary, as paid to other teachers, unless they became qualified and licensed according to the regulations of the law.¹²

In addition, the new Act made schools free for all children on the Island between the ages of five and sixteen¹³. The framers of the act thus hoped to increase school attendance. This was one of the major factors

¹² Ibid., Section XXIX.

¹³ Ibid., Section XI.

influencing the change in the method of bearing the cost of education.

2. School Attendance.

In the previous chapter it has been shown that during the years before 1851 the increase in the over-all population of the Island resulted in a corresponding increase both in the school population and the number of schools. The attendance at these schools, however, had fallen off. In fact, the Education Committee of 1851 brought it to the attention of the Legislature that there were approximately 5,000 children of school age not in attendance¹⁴. The School Visitors of the time also pointed out that the school attendance had decreased and they stated in their reports that this was due to the cost of supplying and operating a school and of paying the salary of a schoolmaster¹⁵. Because of the existing condition with regard to school attendance the Education Committee had its solution to the problem and in its report to the Legislature it recommended that:

¹⁴ P.E.I. House of Assembly, "Education Committee Report," The Journal of the Assembly, 1852, p. 57, in the Legislative Library, Charlottetown, P.E.I.

¹⁵ P.E.I. House of Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix B, 1851, in the Legislative Library, Charlottetown, P.E.I.

The Education Committee are of the opinion that unless schoolmasters' salaries are wholly paid by the Government, and a system of free education established, many settlements will not be able to reap the benefits of education for the rising generation, under the present system¹⁶.

In this report the Education Committee suggested to the Legislature what had been advocated as the solution to the problem of school attendance by the School Visitors from as early as 1841¹⁷.

The Education Committee as well as the School Visitors and the Board of Education knew that the attendance of children at school should be about double what it was. They felt that if parents were to send their children to school then the cost of education should be made lighter for them. As a result of this belief on the part of those in authority, a new clause was put into the Education Act of 1852 which stated: "No sum or amount per head is to be paid by a child to attend any district school"¹⁸.

This section, which really made the new act, The

¹⁶ P.E.I. House of Assembly, "Education Committee Report," The Journal of the Assembly, 1852, p. 56, in the Legislative Library, Charlottetown, P.E.I.

¹⁷ P.E.I. House of Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix G; 1841, p. 57, in the Legislative Library, Charlottetown, P.E.I.

¹⁸ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XI Vic., Cap. XIII, Section XI, 1852, p. 5-6, in the Parliamentary Library, Ottawa.

Free School Act, was incorporated into the new law because the people of the time felt it was the answer to the problem of school attendance. Those in authority reasoned that the people were not sending their children to school or were not hiring a schoolmaster because of the great cost. The solution to the problem was to lighten the burden of education. Later incidents in the history of education on Prince Edward Island will show that their answer to the problem was inadequate and that still another solution would have to be brought forth. This topic will again be dealt with in Chapter III.

Although the burden of education was made lighter for the parents by having the schoolmasters' salaries paid wholly from the Provincial Treasury, the cost of such salaries would still have to be borne indirectly by the people. It was this phase of The Free School Act that now seriously concerned the Legislature and met with such opposition among the people and the members of the House of Assembly.

3. Paving for Education.

Up to the time of the passing of The Free School Act, the cost of education was sustained by the parents with the exception of a small grant paid to the teachers

from the Provincial Treasury. The people who had children attending school were in a sense forced by law to bear this cost of education, since the Education Act of 1847 stated that a teacher could not receive his provincial grant unless he was supplied with a permanent school and received from the ratepayers of the district twenty pounds, if he held a first class license, and thirty pounds if he held a second class license¹⁹. As a result of this law, the burden was extremely heavy on people who lived in small poor districts or on individuals who had a large number of school age children in their family.

To make matters worse, the same act of 1847 stipulated that when two-thirds of the ratepayers had subscribed two-thirds of the cost of the teacher's salary, then they might assess the other one-third of the inhabitants for the remaining portion. However, no parent could be assessed for an amount exceeding the regular school fee²⁰. Because of this section of the act, the Education Committee reported that: "litigation, in many instances had been the result; and in many cases those in

¹⁹ P.E.I. House of Assembly, "Education Act;" Laws of P.E.I., X Vic., Cap. IX, Section XXVII, 1847, in the Parliamentary Library, Charlottetown, P.E.I.

²⁰ Ibid., Section XXIV.

default are summoned to the small debt court for the amount assessed²¹. As a result of this difficulty in collecting the money for the salary of the teachers, and of the inequality of the cost of education, many districts preferred to leave the schools closed²². Consequently the Education Committee recommended that education be paid for by all. It proposed that the best way to do this was to levy an additional tax on all land and real estate on the Island. This recommendation of the Committee was read into the Act and as a result an additional tax was imposed. The tax was to be:

(...) one half penny an acre, or 4 shillings and 2 pence of lawful money of P.E.I. for every one hundred acres of land, and so and like proportion for any greater or lesser quantity whether wilderness or cultivated, improved or unimproved and 2 shillings for each and every pasture lot granted in the Royalty of Charlottetown (...) and the further sum of 8 pence for each and every pasture lot in Georgetown and Royalty²³.

In addition to this new tax, there was a further one which had to be paid on real estate. The law read:

21 P.E.I. House of Assembly, "Education Committee Report," The Journal of the Assembly, 1852, p. 56, in the Legislative Library, Charlottetown, P.E.I.

22 P.E.I. House of Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix R, 1850, in the Legislative Library, Charlottetown, P.E.I.

23 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XI Vic., Cap. XLII, Section LV, 1852, in the Parliamentary Library, Ottawa.

Owners of establishments, stores, shops and places of business with small tracts of land, (not more than 10 acres, except within Charlottetown and Common and Georgetown and Common the sum of 5 pounds in addition to any assessment paid for the land on which they now stand. Dwelling-houses, stores, mills, taverns, distillers or mercantile establishments, and tradesmen's and mechanic's workshops a tax of 2 shillings and 6 pence²⁴.

Besides these taxes which were imposed in the rural areas of the Island, a further tax was levied on property in Charlottetown and Georgetown. The rate of this tax was as follows:

All lands, tenements, hereditaments and real estate in Charlottetown and Common and Georgetown and Common for every 20 shillings of annual value thereof, the sum rate or duty of 3 pence on the pound. This sum shall be paid by the owners²⁵.

Even before these sections of the Act came up for discussion in the House of Assembly, the one dealing with the additional land tax was strongly opposed by the people²⁶. Most of those who were antagonistic to the new tax were the agents of the absentee proprietors. In a memorial presented to Lieutenant Governor Pannerman

²⁴ Ibid., Section LVIII.

²⁵ Ibid., Section LXI.

²⁶ P.E.I. House of Assembly; "Education Committee Report," The Journal of the Assembly, 1852, p. 53, in the Legislative Library, Charlottetown, P.E.I.

to be forwarded to the Colonial Secretary in London, England, they voiced their opposition to the injustice of a tax to be levied on wilderness and unimproved land. They stated that there were no settlers on these lands, and that the tax would have to be paid by the landowners overseas who would receive no benefit whatever therefrom²⁷.

The memorial of the opposers of the Bill was answered by a memorial from the Executive Council. This was also forwarded to the Colonial Secretary by the Lieutenant Governor. In this memorial, the Executive Council drew attention to the necessity of the new tax because of the state of education on the Island. It was further stated that many of the members of the House of Assembly owning large tracts of land favoured the new tax and voted for the passing of the Bill. They also maintained that the general improvement of the education of the inhabitants of the colony of Prince Edward Island was of greater importance than the selfish interest of the overseas landowners²⁸. In addition to the prayer of the

²⁷ Land Agents. "Memorial forwarded to Rt. Hon. Sir John Pakington, Colonial Secretary, London, England June 23, 1852," Dispatches Sent, Provincial Correspondence, R.G. 7, G 8D, Vol. 52, in the Public Archives of Canada, Ottawa.

²⁸ Executive Council of P.E.I., "Memorial sent to the Colonial Secretary in London, England on July 18, 1852," Provincial Correspondence, Dispatches Sent, R.G. 7, G 8D, Vol. 52, in the Public Archives of Canada, Ottawa.

Executive Council for the granting of the Royal Assent, Lieutenant Governor Bannerman of Prince Edward Island forwarded a letter to the Colonial Secretary asking that the Royal Assent be given²⁹.

As a result of the memorial of the Executive Council and the prayer of the Lieutenant Governor, Her Majesty saw fit to give assent to the Bill on December 28, 1852³⁰.

When the new Education Act became effective in 1853 the direct result was that education became free for all and an increased amount of the cost of education was henceforth to be raised by a general tax on all land and real estate on the Island. Although teachers were paid their salary from the Provincial Treasury, the trustees still had to assess the inhabitants of the district for the general maintenance and operation of the school³¹.

In Chapter I it was pointed out that the School

29 Lt. Governor Bannerman, "Letter to the Colonial Secretary in London, England on August 31, 1852" Provincial Correspondence, Despatches Sent, H.C. 7, G S D, Vol. 52, in the Public Archives of Canada, Ottawa.

30 P.E.I. House of Assembly, "Despatch presented to the House," The Journal of the Assembly, 1853, p. 3, in the Legislative Library, Charlottetown, P.E.I.

31 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XI Vic., Cap. XIII, Section XX, 1852, in the Parliamentary Library, Ottawa.

Visitors and the Board of Education had continually recommended that the schools should be improved in order to safeguard the health of the teachers and pupils. Although the state of the school house was of great importance to the School Visitor, it was of little or no concern to the Education Committee or the members of the House of Assembly. The members of the Committee did not mention the condition of the schools in their report and the members of the House of Assembly did not discuss it to any extent on the floor of the House. The only reference to the school house in the new Education Act was made in section XII. This section stated that any new school built after the passing of the Act was to have a clear area of 256 square feet³².

However, the School Visitor met with better success with regard to his agitation for more and improved books, maps etc. By section L of the new Act, the Legislature granted 500 pounds to the Board of Education to supply the schools receiving support under the Act with improved school books, maps, apparatus and educational reports at cost price. The money received from the sale of these

³² Ibid., Section XII.

articles was to be laid out again in the same manner in making new purchases³³. This section of the Act benefited the people greatly in buying books for their children and in supplying the school with the necessary teaching equipment. As an additional result standard text books were introduced which could then be retailed at cost price by the Board of Education.

The Act of 1852 also brought about other stipulations which improved the general educational system on the Island. These have not been mentioned here because the new sections of the law were only modifications of the previous Education Act of 1847.

There were, however, two further clauses of the Education Act which passed the Assembly at the time without any difficulty. These were of no general concern to the people except in one particular locality in the province. These two sections were XXV and LI. They will now be discussed in the following pages not because of their great significance at the time, but because of the part they will play in latter events, and the influence they will have on the crisis which developed in education before the passing of The Public Act of 1877.

33 Ibid., Section L.

4. Sections XXV and LI.

Section XXV of the School Act of 1852 stated that school houses must be at least three miles distant from each other and that a district could have two schools if the Lieutenant Governor and the Executive Council gave permission to the Board of Education to set them up³⁴. The first part of this section of the Education Law merely repeated what had been passed in many previous education acts and thereby made no difference in the law with regard to how near schools might be built. The second part of the section of the law, - a district could have two schools if the Lieutenant Governor and the Executive Council gave permission to the Board of Education to set them up, - was put into the act to accommodate one district on the Island at the time, - Rustico. This part of Section XXV was put into the law to settle a dispute which had arisen among the inhabitants of that district.

Rustico School District was an area on the north shore of Prince Edward Island where lived a large number of French Catholic people who gained a livelihood for themselves from fishing. In this same school district lived a large number of Protestant people of English and French

³⁴ Ibid., Section XXV.

origin. In such a district it is quite understandable that a problem would arise, since the many previous education acts granted special favours to the French Acadian people with regard to their choice of teachers. These French teachers were not required to pass the Board of Education examinations and could instruct in the French language as long as they taught some English³⁵.

If, in such a district, a French teacher was hired who was not certified by the Board of education but only by the clergyman of the district, and if he proceeded to conduct classes in the French language, then the children of the English inhabitants would be at a decided disadvantage. On the other hand if an English teacher was hired, the French children attending the school would not have any instruction in the French tongue. In addition to the problem of language was the question of religion³⁶.

Although, according to the School Visitor's report of 1851, the school district had only thirty-eight

³⁵ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., X Vic., Cap. IX, Section XXIX, 1847, in the Parliamentary Library, Ottawa.

³⁶ Members of the Assembly, "Education," Debates of the Assembly of P.E.I., 1852, p. 96-108, in the Legislative Library, Charlottetown, P.E.I.

pupils in attendance³⁷, the Legislature deemed it wise to grant permission for the erection and operation of two school houses in the one district. As a result of Section XXV of The Free School Act, two schools were built near to each other in the same district. These schools became known as St. Ignatius School and Anglo-Justice School³⁸.

Section LI of the law of 1852, stated that; "all schools claiming allowance shall use the books, and follow the regulations and system of education prescribed by the School Visitor and the Board of Education or else forfeit the allowance until they do."³⁹ This section seems to have been of no great concern either to the Board of Education or the members of the House of Assembly at the time. The section, is mentioned here not because of any trouble that resulted from the non-conformity of the teachers to laws or regulations, but because it will be of great importance in later developments in the field of education on Prince Edward Island.

37 P.E.I. House of Assembly, "School Visitor's Report;" The Journal of the Assembly, Appendix R, 1851, p. 109, in the Legislative Library, Charlottetown, P.E.I.

38 P.E.I. House of Assembly; "School Visitor's Report," The Journal of the Assembly, Appendix M, 1855, in the Legislative Library, Charlottetown, P.E.I.

39 P.E.I. House of Assembly, "Education Act;" Laws of P.E.I., XI Vic., Cap. XIII, Section LI; 1852, in the Parliamentary Library, Ottawa.

The framers of The Free School Act had tried to remedy, by legislation, an educational system that was not fulfilling the purpose for which it had been established. Much money had been, and was being spent, on education on the Island; yet only about one-half of the children of school age were being educated under this public system. In addition to this, the schools in many cases, were without teachers, or without competent ones as a result of poor salaries, low qualifications of teachers and the heavy cost of education which had to be borne by the parents.

These were the ills of the time and The Free School Act, by making education free for all, by increasing the salaries of teachers, by changing the method of paying for teachers' salaries and by introducing minor changes in the previous act, was to be the cure.

In arriving at this solution the Legislature was influenced both by the needs of the people and by the educational developments in other countries. In fact, the system established in the Province up to this time was definitely influenced by the educational organizations in other countries. Mr. McNeill, the first School Visitor, admitted in his report to the Legislature, that he was putting into effect the system in use in Scotland. He

further pointed out that Scottish Educators made a study of education in Prussia, Germany and France. On returning to their homeland these men incorporated into the Scottish system what they found to be of value in these other countries⁴⁰. The Scottish influence on education in Prince Edward Island is understandable as most of the early educators came from Scotland, while that of Prussia is seen in the centralized state-controlled system which was finally established.

The Legislature, through the Board of Education and the School Visitors, completely controlled the educational system. They licensed the teachers, paid them their total salary, established school districts, stipulated the courses to be taught, the texts to be used, the size of the school houses, the required attendance and the duties of the trustees. The people, despite their Trustee Boards, had not real control over education. These boards were merely to hire the teachers and keep the school in operation. It would seem that education was a duty of the Government and the people seemed satisfied to leave it so.

⁴⁰ P.E.I. House of Assembly, "School Visitor's Report;" The Journal of the Assembly, Appendix D, 1839, p. 5-6, in the Legislative Library, Charlottetown, P.E.I.

This predominantly centralized system did little to help increase the interest of the people in education.

During this same period Mr. McNeill, in his agitation for a professional teacher-training school, kept the example of Prussia before the Legislators. Prussia was pointed out as the shining example of a country that fully recognized the need of a strictly professional education for schoolmasters. He further stated that France, after the revolution of 1830, had studied the Prussian system, and as a result, established professional training schools. Mr. McNeill felt that the needs of Prince Edward Island were similar to those of these other countries⁴¹. He showed in his many reports that the poor work of the teachers was a major indication of the need of a professional school in the Province. However, the question of a Normal school was not settled by The Free School Act.

The Act did help to solve some of the problems and for a time it looked as if the solutions arrived at were the final ones. However, many of the old issues were to arise again, along with new ones, and education would

41 Ibid., p. 6.

have to pass through a major crisis before the formulation and passing of The Public School Act of 1877.

CHAPTER III

EDUCATION IN P. E. I. FROM 1852 TO 1877

When the framers of The Free School Act of 1852 made education free for children of school age on the Island they imagined they had settled all the problems of education. They believed all would develop in this field without any trouble or interruption. Such, however, was not the case. Before many of the important questions could be settled and formulated into The Public School Act of 1877, the whole Island was to divide into two camps.

In the beginning this division was caused by the question of a grant for the Catholic private schools. Later this issue developed into a dispute concerning the establishment of separate schools. The controversy over religion overflowed into the field of politics and for a number of years the separate school question was the political football that was tossed into practically all discussions, whether on the floor of the House of Assembly or on the public platform. The newspapers published at the time also were allied with one camp or the other. There was carried on a ferocious religious controversy that did little or nothing to solve the question but only

helped to foment religious strife. However, it will be shown that the problem was finally settled and most of the schools conformed to the Education Laws.

In addition to the question of separate schools, the new Education Act would have to solve many other problems which were causing the whole educational system to function most inefficiently. The most pressing issues seeking a solution at the time were: increased salaries and qualifications for teachers, required professional training for all candidates seeking a license to teach, improvement in the physical conditions of the school, a satisfactory solution to the problem of school attendance and the formation of the Board of School Trustees to function legally as a unit with clearly defined powers. A complete change in the Board of Education was deemed expedient in order that it could give leadership and direction to education on the Island.

In some cases the solutions to these problems were achieved by a gradual process of trial and error. In other instances the need for improvement was so pressing, immediately prior to the passing of The Public School Act, that the solution had to be worked out more quickly. Because of this, the formulators of the new law were guided

by the solutions arrived at in other places. These situations which led to the dissatisfaction over the existing laws will be discussed in the following sections. It will be shown that they were the deciding factors in bringing about the passing of The Public School Act of 1877.

1. The Teacher.

After the passing of The Free School Act of 1852, teachers became more independent, as all their salary was now paid from the Public Treasury. By this act, the parents of school children were not required to pay towards the teacher's salary. However, the first revision of The Free School Act in 1854 stated that there was nothing to prevent the parents of children from paying a voluntary subscription towards the teacher's salary. This section of the Education Act did further stipulate that if a teacher, upon being engaged to teach in a district, received in writing an agreement whereby the people promised to pay a certain amount towards his salary, then he could sue those who did not pay the promised amount¹.

Even though the districts were not required by law to pay towards the teacher's salary, in most cases they

¹ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XVII Vic., Cap. III, Section IV, 1854, p. 40-41, in the Parliamentary Library, Ottawa.

did so. This was pointed out by Mr. McNeill in his report of 1857 when he stated: "the majority of teachers receive, besides their salary from the Provincial Treasury ten to fifteen pounds a year from the parents, in aid of or as an equivalent for their board."²

As time went on, the situation did not improve for the teachers who had a number of years of teaching service. In addition, nothing was done in the way of a superannuation fund for those teachers about to retire after a number of years of teaching service on the Island. Mr. W. Monk, School Visitor, showed that this was one of the shortcomings of the teaching profession as it then operated, when he pointed out that:

The fixing of a scale of salaries proportionate to success in teaching, combined with length of service, would be an improvement in the system. As the case now is, the veteran of forty years continuous service, who has taught with credit two or three generations, receives no more remuneration than the young person of seventeen who obtained his license yesterday. An above all, the time has arrived to commence the formation of a fund as a retiring provision for aged and infirm or disabled teachers, in some proportion to length of service in this Island³.

² P.E.I. House of Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix F, 1856, in the Legislative Library, Charlottetown, P.E.I.

³ P.E.I. House of Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix F, 1856, in the Legislative Library, Charlottetown, P.E.I.

Those changes recommended by Mr. Monk did take place but only after a long period of time. There were other things with regard to teachers' salaries that were modified before the recommendations of Mr. Monk found their way into the Education Laws of the Province.

About this time, teachers began to take a more active part in agitating or recommending to the government what they considered the necessary improvements in education. In 1860 they held a meeting at Belfast and adopted a number of resolutions which were as follows:

1. Increased salaries for all teachers.
2. All teachers should be prohibited from receiving any sum from the district for board in addition to the government salary.
3. Female teachers should be examined the same as male teachers and receive the same salary.
4. Parents should be obliged to send their children to school and vacations should be fixed.
5. Salaries should be paid quarterly.
6. Teachers' Associations should be encouraged.
7. Schools should be improved⁴.

⁴ Teachers' Meeting, The Islander, Vol. 18, No. 895, issue of Feb. 17, 1860, in the Legislative Library, Charlottetown, P.E.I.

It is interesting to note the teachers' solution to the problem of poor school attendance was to make it compulsory. The Board of Education approved of the resolutions of the teachers for in their recommendations to the Legislature they included most of those put forth by the teachers. In addition, the Board recommended the establishment of a third class of license for teachers because of the scarcity. They further recommended that all French Acadian teachers be required to be licensed by the Board of Education⁵.

During this same year, the teachers took a most active part in turning out the Liberal Government at the polls⁶. This action on the part of the teachers did little, if anything, to improve their position of status. By the new Education Act, all teachers had to be re-examined and qualified before they could receive the five pounds increase in salary to which they were entitled as a result of the new Act⁷. The editor of The Examiner pointed out

5 P.E.I. House of Assembly, "Board of Education Report," The Journal of the Assembly, Appendix J, 1860, in the Legislative Library, Charlottetown, P.E.I.

6 Editorial, "The teachers," The Examiner, Vol. X, No. 11, issue of March 27, 1860, p. 34, in the Legislative Library, Charlottetown, P.E.I.

7 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XXIII Vic., Cap. XIV, Sections I-IV, 1860, p. 59-60, Legislative Library, Charlottetown, P.E.I.

that the teachers were fooled by the Board of Education and the Legislature. He summed up the attitude of many of the people when he stated:

We wish the schoolmasters joy of the great encouragement they got from the party they were so anxious to put in office at the last general election⁸.

Regardless of this attitude of the authorities and people, the teachers continued in their work of instructing the pupils until the Legislature did in saw fit to impose new hardships on them in order to arouse interest in education. School attendance was very poor and many felt, as the editor of The Islander, that this was due to the fact that the people lacked interest in education because it cost them nothing⁹. This belief was also held by the members of the Legislature because the Education Act of 1863 reverted to the system of paying teachers in use prior to the passage of the Free School Act. By the new Act, teachers' salaries were reduced by fifteen pounds for male teachers and by ten pounds for female teachers. The amount of this reduction was to be paid to the teachers

⁸ "The Teachers," in The Examiner, editorial, Vol. X, No. 18, issue of April 24, 1860, p. 38, Legislative Library, Charlottetown, P. I.

⁹ "Education," in The Islander, editorial, Vol. XXI, No. 1050, issue of March 11, 1863, Legislative Library, Charlottetown, P. I.

by the parents of school children. The Act further stated that the teachers would not receive their government allowance if the school attendance fell below a specified number according to the enrolment¹⁰.

This new Act really undid the work of the Free School Act. That act had been passed by the Legislature because, as has been pointed in Chapter I, the cost of paying the salaries of the schoolmaster was considered to be too great for the parents of children of school age. Because of this, the parents had kept their children at home rather than pay this cost. The authorities of that time reasoned that if the whole salary of the teacher was paid by the Provincial Treasury, then the cost of education would be reduced and the general school attendance would be increased. The many reports of the School Visitors from 1852 on, show that school attendance did not increase the way it should have. Even though the children did attend, their attendance was sporadic. The authorities now tried once again to get the people interested in the education of their children by having them pay part of the

¹⁰ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XXVI Vic., Cap. V, Sections I-II, 1863, p. 43-44, Parliamentary Library, Ottawa.

teachers' salaries¹¹. Mr. John McNeill, secretary of the Board of Education, pointed out in his report that this change was necessary, when he stated:

Great changes have taken place in the condition and circumstance of the people since the passage of the law authorizing the establishment of Free schools. The same arrangements that were convenient then, are inconvenient now¹².

He further stated that the cost of education on the Island had become very great and that by adopting the new system the people would be more interested and the school attendance would be improved. The people would tend to get the value of their money if education cost them something¹³.

Many of the people felt that this new law was a perversion of the principle of Free Education. Mr. McNeill tried to alleviate their fears by pointing out to them that in Massachusetts, where a system of free education was in operation, a similar method was used to raise money. He

¹¹ P.E.I. House of the Assembly, Debates of the Assembly of P.E.I., 1863, p. 64, Public Archives of Canada, Ottawa.

¹² P.E.I. House of Assembly; "Board of Education Report," The Journal of the Assembly, Appendix N, 1864, in the Legislative Library, Charlottetown, P.E.I.

¹³ Ibid.

stated:

Local taxation there is the main source of supply. The inhabitants of town are required, at the annual meetings, "to raise such sum of money for the supply of schools as they judge necessary, which sum shall be assessed in like manner as other town taxes."¹⁴

In his opinion, Prince Edward Island was making her system of free education operate in a manner similar to other places.

This returning to the old method of paying teachers seems to have had one effect on the educational system. Many of the teachers left the profession altogether. Mr. W.H. Bucherfield in his report to the Board of Education pointed out that this was the situation:

Another drawback on the efficiency of the schools, is the fact that many of the best teachers are withdrawing from their employment. It is, I believe, generally admitted that the Act of 26 Vic., Cap. 5, was experimental; and I think, most persons will acknowledge that it has failed in its objects. The reduction in the teachers' salaries was the alternative to an increase of the land tax; and it was thought that the 15 pounds thus abstracted, would be raised by the inhabitants of each district. This, however, has not been the case. Many expedients are resorted to evade the provisions of the Act; and, even when they are nominally complied with, and the trustees make an assessment they are unwilling to enforce payment, and the collection is thrown upon the teacher, who seldom recovers the stipulated sum, (...) Free Education, having once been conceded, cannot be retracted; and I believe that, as far as

¹⁴ Ibid.

I can ascertain the opinion of the people, 'an increase of the land tax would be welcomed, if made a condition of the increase of teachers' salaries¹⁵.

From the above quotation it can be seen that the School Visitor did not agree with the Secretary of the Board of Education in his conception of the operation of the Free School Act. The School Visitor was not alone in holding this view with regard to the cause of so many teachers leaving the profession. The editor of The Examiner pointed out that:

The stinted and inefficient salaries allowed to teachers, have driven from their rank nearly all enterprising and independent minded men when the amended act came into operation.

It is universally acknowledged and a well known fact, that half of the teachers do not receive any salary from the people, and that their salaries are confined to the miserable pittance allowed them by the government¹⁶.

The editor felt the salary question was the cause of the scarcity of teachers. He believed that if a solution was to be arrived at, then the teachers should take an

¹⁵ P.E.I. House of Assembly; "School Visitor's Report," The Journal of the Assembly, Appendix S, 1866, Legislative Library, Charlottetown, P.E.I.

¹⁶ "Education," The Examiner, Editorial, Vol. XIV, No. 48, issue of Oct. 31, 1864, Legislative Library, Charlottetown, P.E.I.

active part in bringing about a change in the opinion and attitude of the people and the Legislature. In rather strong language, he suggested to the teachers that:

Teachers of Prince Edward Island, put your shoulder to the wheel, and we will give you all the help we can to better your condition, act your part and we doubt not your greivences will be speedily remedied. Union is strength-combine together, call public meetings in your respective districts, appeal to the intelligent of the community on the subject, petition parliament to repeal the act, and very soon you will find your position vastly improved and elevated, both as regards professional emoluments and social standing¹⁷.

This desired participation of the teachers as advocated by the editor is difficult to understand. In 1861 he chided the teachers for taking a course of action they deemed necessary. Now he practically commands that they act in the same manner. It is difficult to know whether the editor had the interests of the teachers and education at heart or was merely playing politics. Perhaps the impending election had something to do with his suggestions. In any case, this type of writing did help to acquaint the people and the Legislature with the existing conditions under which the teachers were working. Some of the teachers

17 Ibid.

of the time did take up the challenge. A series of letters appeared in the press pointing out their views on the whole question.

The members of the House of Assembly agreed that the method of paying teachers was the chief cause of their scarcity¹⁸. As a result, they made another change in the law with regard to teacher payment. By this new act, the salaries of the teachers reverted to what they were under the Education Act of 1861 and these salaries were paid entirely from the Provincial Treasury¹⁹.

During this early period of educational development the teacher was at the mercy of the School Visitor, the Board of Education, the Legislature and the people. If the Legislature saw fit to impose some new legislation or regulation on the people in general with regard to education, then it was done by imposing restrictions on the teacher. By the various education laws passed before this time, the district had to supply a permanent school house. If the district did not do this, the teacher was not to receive his pay from the Provincial Treasury. The attendance at the

¹⁸ P.E.I. House of the Assembly, Debates of the Assembly of P.E.I., 1868, p. 98-100, Public Archives of Canada, Ottawa.

¹⁹ P.E.I. House of the Assembly, "Education Act," Laws of P.E.I., XXXI Vic. Cap. XV, Section 105, 1868, p. 88, Parliamentary Library, Ottawa.

school was to be a certain number and if it fell below this, the teacher did not receive his salary from the Treasury. Nearly all the new Education Acts stated that the teachers were to be re-examined. If they did not appear for examination or if they failed the examination, they could continue to teach, but did so at a reduced salary²⁰. This last mentioned stipulation of the various acts seems to show a complete lack of confidence on the part of the Board of Education and the School Visitors in the qualifications and abilities of the teachers. It is surprising that, with all these limitations on the teachers, there were any willing to continue in the profession. However, many did continue in their work and the authorities persisted in making regulations for them even though the teachers as a group had no say whatsoever with regard to these laws.

After a long agitation on the part of the School Visitor and the Board of Education, teaching was more or less put on a professional level in Prince Edward Island. In 1855 the Normal School was established in Charlottetown.

²⁰ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XXIII Vic., Cap. XIV, Section II, 1860, p. 59-60, in the Parliamentary Library, Ottawa.

Although this question will be discussed in a later section of this chapter, it is mentioned here only in so far as it effected the teachers. After 1855, all those desirous of obtaining a license to teach had to attend the Normal School for three months either before or after they presented themselves before the Board for their examination²¹. Teachers continued to be licensed under this requirement until the Board recommended to the House of Assembly that:

The term of attendance at the Normal School should be extended from three to five months. The year to be divided into two terms of five months each; candidates for the teachers' office to be entitled to examination at the end of the first term, and if found not qualified, to be required to attend the second term²².

On this advice of the Board of Education, the new Education Act stipulated that candidates for a teacher's license had to attend the Normal School for at least five months.²³

21 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XVIII Vic. Cap. XII, Section XII, 1855, p. 70, Parliamentary Library, Ottawa.

22 P.E.I. House of Assembly, "Board of Education Report," The Journal of the Assembly, Appendix J, 1860, p. 2, Legislative Library, Charlottetown, P.E.I.

23 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XXIII Vic., Cap. XIV, Section V, 1860, p. 61-62, Parliamentary Library, Ottawa.

During the period from 1852-1877, changes were brought about whereby the French Acadian teachers of the Island had to conform to all the regulations of the law. As has been pointed out in Chapters I and II, the many Education Acts of that period had granted special privileges to these teachers. Formerly, they could teach in the French districts of the Island without being required to pass the Board examinations. Under the Act of 1854 these teachers were still granted those privileges but they had to give instruction in reading, writing and arithmetic in English²⁴. Even though the Act stated that these teachers should conduct these English classes, it would appear that the teachers did not have to obey the law because the same section further stated that only those teachers who conducted English classes were to receive an increase of five pounds from the Provincial Treasury²⁵. By various restrictions with respect to salaries, the Legislature tried to force the Acadian teachers to become certified by the Board of Education. In 1860, all teachers received an increase in salary except those French teachers certified to teach by their pastors²⁶.

24 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XVII Vic., Cap. III, Section XXIX, 1854, p. 55-56, Parliamentary Library, Ottawa.

25 Ibid.

26 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XXIII Vic., Cap. XIV, Section IV, 1860, p. 61-62, Parliamentary Library, Ottawa.

The conformity of all French teachers to the regulations of the law was a live issue in the press of the time. The editor of The Islander expressed the sentiments of many of the people on the question when he stated:

French Acadian teachers should receive no government allowance as they are not examined by the Board of Education and are not government inspected. In these school the children enjoy the poor privilege of learning a few catechism prayers. They are the children of prisoners of war and the government should not encourage them to remain alien in language.

We, on the grounds of National policy, object to the encouragement of French schools--and in justice to the Protestant denomination, we protest against paying French Roman Catholics for indulging children in the legendary lore of the saints of the desert²⁷.

The ideas expressed in this editorial are very similar to other articles published in the press at the time. The Debates of the House of Assembly were of the same temper and it was impossible for the members to discuss education without bringing in the question of religion. In fact, religion played a major role in the field of politics. Governments rose or fell according to the stand they took on the school question.

The School Visitor continually brought it to the attention of the Board of Education and the Legislature that those French teachers licensed by the Board did better

²⁷ Editorial, "Education," in The Islander, Vol. 21, No. 1050, issue of March 13, 1863, Legislative Library, Charlottetown, P.E.I.

work. Therefore he suggested that all teachers be licensed in this manner. It is difficult to imagine how the School Visitor came to this conclusion since the schools which had French teachers not licensed by the Board, were not government inspected.

It is difficult to say whether the question of religion, a desire to anglicize the French people of the Island or a sincere effort to improve the education offered to the Acadians was the most important factor in changing the laws with respect to the licensing of these teachers. In any case, the Legislature saw fit to bring in legislation in conformity with the wishes of the School Visitor and the Board of Education. Section VI of the new Education Act of 1863 stated that the French Acadian teachers were to receive no allowance from the Public Treasury, unless the school district was defined and registered and the teacher certified by the Board of Education. They also had to conduct classes in English²⁸.

The French teachers were now on the same footing as the other teachers on the Island. This new system seems

²⁸ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XXVI Vic., Cap. V, Section VI, 1863, p. 47-48, in the Parliamentary Library, Ottawa.

to have met with the approval of the School Visitor because he stated:

The abolition of the Government allowance to Acadian teachers, thus putting the French population on precisely the same footing as their fellow subjects, was, I think, a judicious enactment, and it will tend most strongly to the general introduction of the English language in districts throughout which it has hitherto been of rare occurrence. I believe, indeed, that the most intelligent among the French are fully sensible of the disadvantage under which many of them have labored, from their ignorance of the language in which the business of the country is conducted²⁹.

It would seem from the above quotation that the main object of the School Visitor and the Board of Education in having the law changed was to have the French population of Prince Edward Island instructed in the English tongue. However, as a result of the Education Act the French Acadian teachers now had to conform to all the regulations of the Board of Education both with regard to their being licensed and with regard to the course of instruction taught in their schools. In addition they had to use the texts stipulated by the Board of Education if they wished to receive any grant from the Provincial Treasury.

When the Grammar Schools were established in certain areas of the Island in 1863, the need for teachers increased.

²⁹ P.E.I. House of Assembly; "School Visitor's Report," The Journal of the Assembly, Appendix N, 1863, in the Legislative Library, Charlottetown, P.E.I.

The scarcity of teaching personnel became so great that the Legislature tried to work out a solution by changing the qualifications for the obtaining of a license. By the Education Act of 1868 teachers were not required to attend the Normal School in order to be licensed³⁰. They needed only to present themselves before the Board for the qualifying examination. If they passed this test they were granted a teaching certificate.

As a result of this new regulation in the law, the Christian Brothers of St. Patrick's School, Charlottetown, presented themselves before the Board of Education and became licensed teachers in 1875³¹. The Brothers continued teaching and receiving the grant from the Public Treasury till the storm broke out over the separate school question. This question and the Roman Catholic Bishop's part in it will be dealt with in a later section of this chapter.

If the quality of the work of the teachers of the time is to be judged by the remarks of Mr. N.A. Stewart,

30 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XXXI Vic., Cap. VI, Section VIII, 1868, p. 39-40, in the Parliamentary Library, Ottawa.

31 W. McPhail, "Report of the Visitor of Schools for Queen's County," School Visitors' Reports, 1875, p. 5, in the Department of Education, Charlottetown, P.E.I.

Visitor of Schools for Prince County, Prince Edward Island, the teachers certainly required professional training. In his report to the Legislature he stated:

The Teachers are, in a large measure, responsible for the unsatisfactory state of education, and the vague and unworthy views that are, in some places, held respecting it³².

Further in the same report in speaking of the method of instruction used by the teachers, he pointed out:

The method of teaching is, as far as my limited acquaintance and observations have enabled me to judge, very defective in most of the schools. (...) Young and inexperienced Teachers, without any special training or clear conception of what education is, knowing little or nothing of human nature, and the diversified tendencies of children's minds, cannot be expected to organize, conduct, train, practically and successfully³³.

As a result of this situation, the School Visitors recommended that the teachers be qualified academically and be required to attend the Provincial Normal School before being granted a license. In addition, Mr. William McPhail, the Visitor for Queen's County, recommended that:

32 N.A. Stewart, "Report of the Visitor of Schools for Prince County," School Visitors' Reports, 1874, p. 85, in the Department of Education, Charlottetown, Prince Edward Island.

33 Ibid.

The salaries of teachers should be increased by at least twenty per cent, and should be paid not only in proportion to the class of the license held, but also in proportion to success in teaching. I venture to recommend that the teachers be paid in proportion to the amount and the quality of the work performed by them. (...) ³⁴

If this suggestion was put into force, then it was expected that the teachers would do better work because they would lose part of their salary if their work was judged inferior. However, those recommendations of the School Visitor were not yet law. The teachers continued as they had been doing with regard to the method of instruction used in their teaching. Even though the School Visitor complained of a certain apathy among the teachers, this condition seems to have been the general feeling of the time. The people seemed to have taken no great interest in education, as judged by the school attendance of their children.

2. School Attendance.

It has been seen in Chapter II that the poor attendance of the children of school age was the most important factor in bringing about the passing of The Free

³⁴ P.E.I. House of Assembly; "School Visitor's Report," The Journal of the Assembly, Appendix H, 1871, in the Legislative Library, Charlottetown, P.E.I.

School Act of 1852. The people at that time felt that the great educational cost for parents of school age children was the chief, if not the only cause of poor school attendance. Such, however, was not the case.

After the passing of The Free School Act, the overall attendance had increased throughout the Island. It would appear that the people had taken an interest in education. Because it was possible to attend school without having to pay a fee, it was believed that the school attendance would continue to improve. However, it was not long before the School Visitors began complaining again of the poor attendance. As early as 1858, Mr. McNeill, in speaking on the subject, pointed out that, "on a comparison of the school registers, the average for the year is found to be one-half the number on the roll, taking one school with another"³⁵. For this lack of regular attendance, Mr. McNeill blamed the children, the parents and the teachers.

Since school attendance was not compulsory, the authorities had to try to work out some method whereby the parents would be encouraged to keep their children in school. Their solution to the problem at this time was to

³⁵ P.E.I. House of Assembly; "School Visiter's Report," The Journal of the Assembly, Appendix F, 1858, in the Legislative Library, Charlottetown, P.E.I.

cut the teacher's salary if the number in attendance fell below that required by law. This was made part of the law of 1854. It stated that no teacher was to be given the grant from the Provincial Treasury unless there were forty pupils in the district between the ages of five and sixteen, with the average attendance not less than twenty. If the district had less than the required forty pupils of school age, the attendance still had to be twenty³⁶. This stipulation of the Education Act imposed a hardship on the teachers and seems not to have had the desired effect on the people.

The secretary of the Board of Education pointed out to the House of Assembly that this system of dealing with the teachers was unfair, as the teachers' salaries were worked out on the average attendance for each quarter. He further pointed out that because of the nature of the work of the rural population, the attendance in the "busy season" was bound to be below the required average, while, in what was called the "off season," it might be high enough to make the overall average attendance for the year that

³⁶ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XVII Vic., Cap. III, Section XXI, 1854, p. 50-51, in the Parliamentary Library, Ottawa.

required by law³⁷. If the average fell below the necessary requirement, the teacher could either close the school or try to get his salary from the district.

Partly because of the unfairness of the law to the teachers and partly because of a desire to keep the schools open, the Board of Education recommended that:

Whenever the daily average attendance falls below the prescribed standard, then the amount of salary ought to be in proportion to the actual average attendance; say, at the rate of thirty shillings per head, as in minor districts³⁸.

The minor districts referred to by the Board were these districts that did not have the required forty pupils in order to open a school. They also included those districts which were unable to maintain an average attendance of twenty pupils. However, these districts, on the permission of the Board of Education, could operate a school. The teacher of such a school was to receive from the Provincial Treasury a salary of thirty shillings for each

37 P.E.I. House of Assembly, "Report of the Board of Education," The Journal of the Assembly, Appendix O, 1858, in the Legislative Library, Charlottetown, P.E.I.

38 P.E.I. House of Assembly, "Report of the Board of Education," The Journal of the Assembly, Appendix J, 1860, in the Legislative Library, Charlottetown, P.E.I.

child in attendance³⁹.

This advice of the Board was put into effect when the Education Act of 1860 was passed. Section VIII of this law stipulated that the required average attendance of children of school age was reduced from twenty to eighteen. It further stipulated that if the average attendance fell below this figure, then the teacher's salary was cut in proportion to the number of pupils not in attendance. The law also stated that the trustees were to make up for any deficiency in the teacher's salary. They also were to insert a clause in the agreement with the teachers binding the parents of school age children to make good any cut in salary⁴⁰.

This amendment of the law did not achieve the desired effect, as John Arbuckle, School Visitor, in his report of 1862 pointed out. Speaking on the method the government had adopted in trying to promote regular attendance, he stated:

(...) For any deficiency occurring the people are liable, but the assessment for that purpose raises disputes. Such as have no children being educated, consider the tax an oppression; and those whose children have punctually attended, reasonably

39 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XVII, Vic., Cap. III, Section XXII, 1854, p. 51-52, in the Parliamentary Library, Ottawa.

40 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XXIII Vic., Cap. XIV, Section VIII, 1860, p. 63-64, in the Parliamentary, Ottawa.

resist any additional assessment. So that, to avoid unpleasant feuds--there is a strong temptation to evade the requirements of this amendment, consequently that section of the existing law does not in all cases of irregularity, secure the desired result⁴¹.

From this quotation it would appear that the school attendance had not improved and that the only effect of the law was an additional hardship imposed on the teachers. The School Visitors of the period pointed out that the lethargy of the people in regard to education, was due to the fact that the means of education were furnished by a general tax levied by the government. They further stated that if the people paid part of the cost directly, their interest in education would increase. Consequently, they would send their children to school in order to get their money's worth.

However, some of the people of the time agreed with the School Visitor with regard to the poor attendance. A writer to The Examiner at the time pointed out that the education law, as it existed, did not have the desired effect, since out of seventeen thousand school age children only about nine thousand were attending school⁴².

41 P.E.I. House of Assembly; School Visitor's Report," The Journal of the Assembly, Appendix DD, 1862, in the Legislative Library, Charlottetown, P.E.I.

42 An Interested Parent, "Education," The Examiner, Communications, Vol. XI, No. 43, Issue of November 4, 1861, p. 174, in the Legislative Library, Charlottetown, P.E.I.

The hopes of the School Visitors and the Board of Education were realized when the new Education Act of 1863 reduced the teachers' salaries and stipulated that the districts should make up the amount of the reduction. It further stated that the teacher would get the grant from the Provincial Treasury only if the district made up the amount of the reduction⁴³.

Again it was the teacher who suffered in order to try to get the parents to send their children to school. As pointed out previously, the result of the new Act was that the teachers received a reduced grant from the Provincial Treasury. In many cases they were unable to get the amount which should have been paid to them by the districts. An additional result of the new law was that many older proficient teachers left the profession while the younger licensed teachers underbid each other for teaching positions⁴⁴. The anticipated increase in school attendance was not forthcoming. Irregular attendance continued, for some time to

⁴³ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XXI Vic., Cap. V, Sections I-II, p. 43-44, 1863, in the Parliamentary Library, Ottawa.

⁴⁴ Editorial, "Education;" The Examiner, Vol. XV, No. 2, issue of December 12, 1864, in the Legislative Library, Charlottetown, P.E.I.

come, to be a problem for the teachers, the School Visitor and the Board of Education.

However, the authorities continually tried to work out a solution. When the School Visitor, Mr. W. H. Buckerfield, saw that this new method of paying the teachers did not have the desired effect on school attendance, he suggested the lengthening of the Spring and Fall vacations. He also thought the situation might be improved if vacations were given at a time that was most suitable to the farmers of the rural districts. The Visitor pointed out that the people and the trustees were in agreement on this point. On their behalf he suggested that the Fall vacation should be three weeks instead of two, and that the trustees be empowered to set the vacation at a time most suitable to their locality⁴⁵.

All these suggestions of the Board of Education and the School Visitor were put into operation by the Education Act of 1868. By this Act, the teachers' salaries were increased. The Spring vacation was to be from May 10th to May 31st. In addition to this, there were to be twenty-one days vacation in October. These three weeks holidays

⁴⁵ P.E.I. House of Assembly; "School Visitor's Report," The Journal of the Assembly, Appendix N, 1863, in the Legislative Library, Charlottetown, P.E.I.

were to be chosen by the trustees to suit the wishes of the people of their own district⁴⁶.

Even with these new regulations the situation did not improve. With all the efforts on the part of the Legislators to put things in a satisfactory working condition, the School Visitors reported in 1869 that: in Prince County thirteen schools were vacant and seventy-five in operation having a total enrolment of 5,070 pupils with only 1,896 in attendance on the day of examination; in Queen's County the enrolment was 6,623 with only 3,875 present on the day of the visit; in King's County, six schools were in suspension, eight were vacant and seventy-eight in operation with an enrolment of 3,125 present on the day of the visit; in Charlottetown where the School population was 2,272, the number in attendance was only 823⁴⁷. The parents could not attribute this situation to the cost of education because, by the Education Act of 1867, the Provincial Treasury reverted to the old system of paying the teachers full salary.

This lack of school attendance was of prime importance.

⁴⁶ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XXXI Vic., Cap. VI, Section XXVIII, 1868, p. 56, in the Parliamentary Library, Ottawa.

⁴⁷ P.E.I. House of Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix Q, 1869, in the Legislative Library, Charlottetown, P.E.I.

but received little attention in the press or from the members of the House of Assembly at the time. The separate school question, which was really a religious one, seemed to over-shadow all other phases of education. As has been shown, this problem of attendance received more attention from the School Visitors. As a solution, they recommended, as the teachers and the Board of Education had done, that school attendance be made compulsory. It would seem that this was the only solution to the problem since the Legislature had, from 1852, tried by indirect means to get the parents to send their children to school. The idea of compulsory attendance was finally seen as the only solution. This was one of the major recommendations of the Education Committee appointed in 1876 to study the educational situation in the Province.

The pupils who did attend school were instructed by government certified teachers. They conducted classes in the schools provided by the ratepayers of the district. The physical aspects of the schools were changing, to a small degree, with the times. During the latter part of this period of development a new type of school was established throughout the Island.

3. The Schools

The schools which were finally established in the Province were: District Schools, Grammar Schools, and the Normal School which included the Model School. The first two types of schools were provided by the people, while the normal school was built and maintained by the Legislature. Although all schools were engaged in education, their tasks were different. The first school to be established and the one to carry on the work of primary and intermediate instruction was the district school.

a. District Schools.

The schools to which the pupils came for instruction changed very little from those of the period prior to the passing of the Free School Act in 1852. These schools were dark, drab, dismal places, with little or no equipment to aid the teachers in their work of imparting knowledge to the children. After long and loud complaining by the various School Visitors, the Legislature stated, from time to time, that the area of the school should be larger.

The schools in the districts throughout the Island were built by the people, as required of them by law. In many cases, it would appear that the buildings supplied for

the school houses, were any type of cheap structure that would fulfill the requirements of the law. The people seemed to reason that anything was good enough for a school house. This fact is borne out by the report of Mr. A.B. Irving, School Visitor, when he complained in 1858 that:

I have found that in many districts, little or no attention is paid to the appearance or comfort of the school houses; the buildings are insufficient, the internal arrangements are miserable, and the furniture very imperfect, and inconvenient⁴⁸.

Even though there were many schools such as those referred to by Mr. Irving, there were others which were newly built and were comparatively commodious and comfortable.

However, the School Visitors were not alone in pointing out the deplorable conditions of the schools of the time. From June 19th, 1860 to May 6th, 1861, The Examiner published a series of letters on education written by various people throughout the Island. In these letters they criticized, among other things, the physical conditions of the schools⁴⁹. It is difficult to imagine why the people should complain of the schools, since they had to provide them and were free

⁴⁸ P.E.I. House of Assembly; "School Visitor's Report," The Journal of the Assembly, Appendix O, 1858, in the Legislative Library, Charlottetown, P.E.I.

⁴⁹ The people, "Education," The Examiner. Correspondence, issues from June 19, 1860 to May 6, 1861, in the Legislative Library, Charlottetown, P.E.I.

to build them as commodious or lavish as they wished. It would seem that the writers of the letters were trying to awaken the general public to a realization of the existing conditions of the schools. This agitation, however, on the part of the people, had little effect because in 1863 Mr. Buckerfield, the School Visitor, reported that there were still schools, "which are wretched hovels, so contracted in space and height, as to be most injurious to the health of both teachers and scholars"⁵⁰.

The schools throughout the country districts were in much better condition than those in Charlottetown. In 1871 there were thirteen schools in the city receiving the grant from the Provincial Treasury towards the teacher's salary. These schools had 672 pupils attending. Mr. V. McPhail, the School Visitor, in reporting on these schools had this to say:

Generally speaking, there is not one Government schoolroom in the city fit, in all respects, for the purposes of teaching, with the exception, perhaps of the Normal and Model schoolrooms, and even these are now found to be too contracted for the numbers in attendance⁵¹.

⁵⁰ P.E.I. House of Assembly; "School Visitor's Report," The Journal of the Assembly, Appendix N, 1863, in the Legislative Library, Charlottetown, P.E.I.

⁵¹ P.E.I. House of Assembly; "School Visitor's Report," The Journal of the Assembly, Appendix H, 1871, in the Legislative Library, Charlottetown, P.E.I.

As a result of this situation, it is no wonder that there existed at this time thirteen private schools with 853 pupils in attendance⁵².

Because some of these sectarian schools were receiving the grant from the Provincial Treasury and because the conditions of many of the government schools and the equipment supplied in them were deplorable, the Legislature appointed an Education committee to study the school situation throughout the province. The report of this Committee and the solutions worked out by the Legislature as a result of it, will be dealt with in Chapter IV.

Until the new Act would be passed and come into effect, the district schools remained as they were. However, during this period before 1877, there was established on the Island a new type of school known as a Grammar School.

b. Grammar Schools.

The schools established throughout the Island by the various Education Acts from the time the Legislature had taken a hand in education in 1825, were known as common or district schools. In these schools were taught the courses laid down by these same Acts. These institutions were the

⁵² Ibid.

only ones legally established until an agitation was started in 1860 to have several districts of the rural areas unite to form a grammar school.

In 1860, the Central Academy, in reality a high school, was changed to Prince of Wales College with two professorships established. Because of this, there was no connecting link between the common district schools and the College. This situation created a need for a new type of school to prepare students for admission to the College. The School Visitors, the Board of Education and some of the people, through the press, kept up an agitation for the establishment of Grammar Schools until the Legislature saw fit to set them up by the Education Act of 1863⁵³.

Through time, a large number of grammar schools were established throughout the Island. Finally their number was limited because of the higher salary paid to these teachers. The number which could be established were: three in Prince County, three in King's County and five in Queen's County⁵⁴.

Although the number of Grammar Schools was limited,

53 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XXVI Vic., Cap. V, Section VIII, 1862, p. 47-48, in the Parliamentary Library, Ottawa.

54 P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XXX Vic., Cap. XV, Section XCIII 1868, p. 83, in the Parliamentary Library, Ottawa.

they seemed to fall out of favour with the people. It would appear they were not fulfilling the purpose for which they had been established. Mr. W. McPhail, School Visitor for Queen's County, in writing on the Grammar Schools stated:

The children are admitted promiscuously, without any regard to attainments, and so schools, in some instances, are nothing more than mere common schools. Indeed, many of the parents would prefer a good common school, for they say their children in the lower branches are neglected for the sake of two or three outsiders, who are in course of being "examined" for examination at the Board of Education⁵⁵.

This general trend back to the common school is understandable when it is remembered that the second class teacher, whether in the common district school or in the grammar school, possessed the same qualifications and taught the same subjects. In fact, some of the common district school teachers instructed their pupils in many of the "branches" taught by the grammar school masters⁵⁶. However, these grammar schools continued operating throughout the Island until they were abolished by The Public School

55 W. McPhail, "Report of the Visitor of Schools for Queen's County," School Visitors' Reports, 1874, p. 38, in the Department of Education, Charlottetown, P.E.I.

56 P.E.I. House of Assembly; "School Visitor's Report." The Journal of the Assembly, Appendix (CC), 1873, in the Legislative Library, Charlottetown, P.E.I.

Act of 1877. The reasons for this change will be dealt with in Chapter IV.

During this period of educational development there was established, besides the Grammar Schools, a Normal School for the training of teachers.

c. The Normal School.

In 1839 the then acting School Visitor began an agitation for a school for the training of teachers. This agitation was kept up without interruption by the various School Visitors and the Board of Education until the Legislature saw fit to establish a Normal School in Charlottetown in 1855⁵⁷. By this Education Act, the Lieutenant Governor-in-Council was to appoint a teacher to the Normal School to instruct the teachers-in-training in the subjects of a common school. He was to give these students a thorough knowledge of the best method of conducting a district school as well as the art of communicating the several branches of the common school education⁵⁸.

It would appear that the best method of conducting a district school was the "Stow System" which was in use in

⁵⁷ P.E.I. House of Assembly; "Education Act," Laws of P.E.I., XVIII Vic., Cap. XII, Section I, 1855, p. 67. in the Parliamentary Library, Ottawa.

⁵⁸ Ibid., Section VI.

Scotland. The Lieutenant Governor had written to the Glasgow Free Normal Seminary seeking a person to conduct the Normal School⁵⁹. This Seminary of Glasgow supplied a headmaster for the school in the person of Mr. Monk. Apparently this Scottish influence continued at the Normal and Model School until the appointment of Mr. D. Montgomery as principal in 1874. When Mr. Montgomery was examined before the Parliamentary Education Committee of 1876, regarding the Normal School, he stated:

I carry out the principle of the Albany Normal School of the United States in regard to training of teachers and for pupils. We educate candidates before we train them⁶⁰.

This action on the part of the Normal School principal is the first evidence of a direct American influence on the educational system of Prince Edward Island. However, before this change in method of training teachers was brought about, there were other problems to be settled.

In the first report of the Normal School, it was brought to the attention of the Board of Education that a second master or tutor should be appointed to this institution.

59 Stow, "Letter to Lt-Governor, " The Journal of the Assembly, Appendix I, 1856, in the Legislative Library, Charlottetown, P.E.I.

60 P.E.I. House of Assembly, "Report of the Education Committee," The Journal of the Assembly, Appendix (AA), 1877, in the Public Archives of Canada, Ottawa.

This was found necessary because the students attending the school were deficient in their academic work. This second master was to instruct the students in those subjects they would be teaching⁶¹.

It is understandable that there were students at the Normal School not proficient in all the subjects since the Education Act of 1855 did not stipulate any necessary qualifications for admission to the institution. In addition, a student teacher could attend the Normal School either before or after he passed his examination with the Board of Education⁶². Mr. J. McNeill, School Visitor for Queen's County and the Normal School, pointed out in his report that the Normal School was doing good work but many of those attending the institution had a false notion of its purpose. He further stated:

Others of them again entertained the belief that the greatest facilities would be afforded them in the Normal School to prosecute the study of such branches as they imperfectly understood, and, at the end of their term, that they might reasonably reckon

⁶¹ P.E.I. House of Assembly; "School Visitor's Report," The Journal of the Assembly, Appendix U, 1857, in the Legislative Library, Charlottetown, P.E.I.

⁶² P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XVIII Vic., Cap. XII, Section XII, 1855, p. 70, in the Parliamentary Library, Ottawa.

on passing the Board. Not a few were, in consequence, doomed to disappointment having found that the brief period referred to did not suffice for the acquisition of anything like a thorough knowledge of the art of teaching any more than it did for the learning of the necessary branches, and in which they should have been well skilled before entering the class at all⁶³.

The mistaken notion that the Normal School was a school for higher academic attainment continued for some time. This was of great concern to the head of the school, as he found it most difficult to teach the students in academic classes since they were at various levels of proficiency in the different subjects. The master of the Normal School, the School Visitor and the Board of Education continually advised the Legislature that all candidates should be examined before being admitted to the Normal School. If this was not done, then a second master should be appointed to teach the teachers-in-training their academic work⁶⁴.

From the Debates of the House of the Assembly it would appear that the Legislators chose the cheaper course

63 P.E.I. House of Assembly; "School Visiter's Report," The Journal of the Assembly, Appendix F, 1858, in the Legislative Library, Charlottetown, P.E.I.

64 P.E.I. House of Assembly; "School Visiter's Report," The Journal of the Assembly, Appendix J, 1860, p. 2, in the Legislative Library, Charlottetown, P.E.I.

because the new Education Act of 1860 stipulated that all candidates must be examined before being admitted to the Normal School.

The Normal School with the Model School continued in its work till a change was made in the courses taught at the institution. By the Education Act of 1863, grammar school teachers had to be able to teach the subjects required for a second class license and in addition, they had to be qualified to give instruction in Greek, Latin, and French. As a result, the Normal School gave instruction in these subjects⁶⁵. Because of this change in the program, the Normal School in a sense became a high school as well as a teacher training institution. This addition of new courses stressed the academic aspect of the school and made the transition to its new status in 1868 much easier.

It has been seen in a previous section that when the method of paying teachers was changed in 1863, the direct result was a decrease in their number. On account of the great number of schools without teachers, the Legislature was faced with the problem of supplying the people with

⁶⁵ P.E.I. House of Assembly; "School Visiter's Report," The Journal of the Assembly, Appendix J, 1860, p. 2, in the Legislative Library, Charlottetown, P.E.I.

instructors for their children. Because of this immediate demand, the Legislature believed that the only solution was the discontinuance of the required training at the Normal School. Many people throughout the Island agreed with them and added as a further solution that more female teachers be licensed and given permission to teach boys of all ages as well as girls⁶⁶.

However, when the bill that would abolish the required attendance at the Normal School was introduced into the House, it was strongly opposed. Many of the members felt that it would defeat the purpose for which the Normal School had been established, and as a result the school would be reduced to the status of a grammar school⁶⁷. After much discussion, the bill was passed and became part of the new Education Act.

The School Visitors and the Board of Education deplored this lack of training of teachers. As has been shown in Section I of this chapter, they continually pointed out that the method of teaching in use was very poor. In their

66 "Education," The Examiner, Correspondence, Vol. XI, No. 44, issue of November 11, 1861, p. 178, in the Legislative Library, Charlottetown, P.E.I.

67 Members of the Assembly, "Education," Debates of the Assembly of P.E.I., 1868, p. 154, in the Public Archives of Canada, Ottawa.

opinion, the only solution was to restore the Normal School as a teacher training institution, which all would be required to attend in order to become licensed. These suggestions had no effect on the Legislature because the Normal School continued in its work as an academic institution until it was again changed by The Public School Act of 1877.

When the Normal School was formally opened in 1856 there was a great deal of fanfare and speech-making over the great achievement the government had accomplished in this the latest step in educational development in the Province. One of the speeches made on this occasion by Mr. Stark, the School Visitor, was the cause of a renewed agitation on the part of the Bible Society to have the Bible read in all the schools of the Island. This controversy was to cause many hard feelings and to occupy much time of the Assembly before it was settled.

4. The Bible Question.

It has been seen in a previous section in Chapter I that when the Bible Question arose in 1845, it was settled to the complete satisfaction of all. At that time the government laid down by law that the Bible could be read in

the schools if the parents desired it for their children. However, the teacher could add no explanations or interpretations.

This solution seems to have met with the approval of all. Apparently everything went along peacefully until 1856 when Mr. Stark made his famous speech at the opening of the Normal School. In his address he stated:

The moral department will be carried on by the opening and closing of the institution with prayer, according to the regulation of the Board of Education, by a daily Bible lesson (the first exercise of the day after opening) in which the truths and facts of Scripture will be brought before the Children's minds by illustrations and picturing out in words, in language simple and easy to be understood, from which everything sectarian and controversial shall be carefully excluded⁶⁸.

If this projected plan of Mr. Stark's was carried on in the Normal School, it would be in direct opposition to the law. Furthermore this plan would not be accepted by the Roman Catholics of the Province. This was the warning note for the Catholic Bishop, Most Reverend B. D. MacDonald, of the Charlottetown Diocese. On November 7, 1856, he wrote a letter to the secretary of the Board of Education setting forth his views on the situation. He disapproved of the

⁶⁸ Haviland, "Education," Debates of the Assembly of P.E.I., 1868, p. 184, in the Public Archives of Canada, Ottawa.

practice of Bible reading which was being carried on in the Normal School and in some of the schools throughout the province. In his letter he suggested that:

(...) If the friends of education wish our mixed schools to prosper, their wish can only be realized by allowing these schools to be godless, under the present circumstances of the country⁶⁹.

By this letter the Bishop was asking that no religious instruction be given in the schools since the opposing religious denominations could not agree on what Bible should be used. He was not asking for any change in the law. He merely desired that things remain as they were with the Catholic children not being compelled either to read the Protestant version of the Bible or to listen to the interpretations of the schoolmasters. The Bishop received an answer from Mr. John McNeill, the secretary of the Board of Education, in which he stated:

(...) I am further charged to express the hope of the Board, that Your Lordship will recognize in the promptitude with which an investigation into the matters complained of has been instituted, the solicitude of the Board, that the rights of Conscience should be everywhere respected, and that the law for the encouragement of Free Education should be impartially administered⁷⁰.

⁶⁹ His Lordship B.D. MacDonald, Letter to the Board of Education, November 7, 1856, in the Bishop's Archives, Charlottetown, P.E.I.

⁷⁰ John McNeill, Letter to His Lordship B.D. MacDonald, December 10, 1856, Bishop's Archives, Charlottetown, P.E.I.

This would certainly alleviate the fears of the Bishop and everything would likely have gone on undisturbed as before if the Bible Society of Charlottetown had not begun to press for the introduction of the Bible in all the public schools as a compulsory text.

The embers of the Bible Question of 1845 still smouldered and were now once again fanned into flame. The Bible Society held a meeting on February 13, 1857, during which the ideas of His Excellency, the practices of the Catholic Church and the state of education in Catholic European countries were held up to ridicule⁷¹. This report of the meeting did not go unanswered for on March 2, 1857, Rev. James MacDonald, in an article in The Examiner, explained the position of the Bishop and answered the charges against the Catholic Church⁷². This marked the beginning of a long religious controversy. The bigotry that appeared in a press that espoused the Protestant cause, and the accusations made against the Catholic Church were a disgrace to a people that were a majority in a new land and who professed to be led

⁷¹ Bible Society, The Islander, Vol. 15, No. 740, issue of February 21, 1857, in the Legislative Library, Charlottetown, P.E.I.

⁷² J. MacDonald, "The Catholic Position," The Examiner, Correspondence, Vol. 7, No. 9, issue of March 2, 1857, in the Legislative Library, Charlottetown, P.E.I.

fearing and law abiding. To further help the Protestant cause, a new paper the Protector and Christian Witness appeared on a March 4, 1857. In the first issue it was stated that it wished to live at peace with all people but added that if it was led "to oppose any system of priestcraft and superstition" it would do so without "bitterness and invective"⁷³.

It was only natural that the Bible Question should come up for discussion when the House of Assembly met on February 26, 1857. When the issue was brought to the fore, it was discussed with much decorum among the members, compared with the bitterness and abuse heaped upon Catholics in the press. After considerable time spent in discussing the question, Mr. F. H. Haviland moved that the reading of the Bible be embodied in the Act. The motion, however, was defeated on a vote⁷⁴ and the school act remained as it was with regard to the Bible.

In 1858 the Bible Society again presented petitions to have the Bible used as a text book in the schools. Once

⁷³ Editorial, The Protector, Vol: I, No. I, issue of March 4, 1857, in the Legislative Library, Charlottetown, P.E.I.

⁷⁴ Haviland, "The Bible," The Journal of the Assembly, 1857, p. 36, in the Public Archives of Canada, Ottawa.

more the pros and cons were discussed in the House and Mr. T. H. Haviland again moved that the prayer of the petitions be granted. The House divided evenly with the deciding opposing vote being cast by the Speaker of the Assembly⁷⁵. Once more the schools remained as they were and the reading of the Bible was not compulsory.

Even though the Bible Society had lost on two occasions, it was not defeated. In the election of 1858 it was most active in trying to defeat the Liberal Party which had on two occasions succeeded in thwarting its aims. Although The Protector had done all in its power to turn out the Government, there must have been many Protestants who were not behind the Bible Society because the Liberal Party won sixteen seats while the Conservatives carried fourteen in the new Government. However, when the House met on February 17, 1859, it could not carry on, as it was found that one member of the Government could not take his seat as he had been elected without the necessary qualifications. As a result, a new election was called and this time the

⁷⁵ Haviland, "The Bible," The Journal of the Assembly, 1858, p. 50, in the Public Archives of Canada, Ottawa.

Conservatives won. The Government was now composed entirely of Protestants⁷⁶. The Bible Society now had a better chance to succeed in its purpose. In 1860 its prayer was granted and the Education Act of that year was amended by a clause which stated that the Bible was authorized to be read in all Public Schools by the children whose parents or guardians desired it. Furthermore, no children were required to attend during such reading⁷⁷. This changed the existing law very little and was small recompense for the Bible Society which had caused such insults and to be hurled through the press and such bigotry to appear in print.

Apparently the new law did not increase the use of the Bible as a text book throughout the schools of the province. This is clearly shown by a letter written in The Protestant by Rev. J. Allan, Presbyterian Minister of Covehead, in which he stated:

Indeed the fault which I find in our present system is, that nothing more than a godless secular education is contemplated. In a few schools and in a very few only the Bible is read; but no

⁷⁶ Palmer, "The Bible," Debates of the Assembly of P.E.I., 1859, p. 24, in the Legislative Library, Charlottetown, P.E.I.

⁷⁷ P.E.I. House of Assembly; "Education Act," Laws of P.E.I., XXIII Vic., Cap. XIV, Section XIX, 1860, p. 65, in the Parliamentary Library, Ottawa.

instruction can be given from it, no catechism can be taught, no gospel lesson enforced. The Bible where it is read, is merely regarded as a book of learning for the child to read, the worst use to which the Bible can be applied, because calculated to make it a book of settled aversion to him for the future⁷⁸.

If this is a true picture of the situation at the time, the great efforts of the Bible Society had been of no avail. When the Bible Question was settled, it would be natural to expect that the people would seek rest from the religious strife that had caused such bitterness. Such, however, was not the case.

The religious bigotry, beget of the Bible Question, was still smouldering when once again the people of the Island were plunged into a religious controversy. The articles that appeared in the press at this time made the writings of the previous time pale in the face of this latest onslaught. The struggle was perpetrated by Mr. William Henry Pope, Colonial Secretary, when he wrote a letter on December 7, 1860 in The Islander. In this article he attacked the temporal power of the Pope⁷⁹. The attack of the Colonial

⁷⁸ Rev. J. Allan, "The Bible," The Protestant, Correspondence, Vol. 4, No. 12, issue of March 10, 1862, in the Legislative Library, Charlottetown, P.E.I.

⁷⁹ W.H. Pope, "Article in" The Islander, Editorial, Vol. 24, No. 23, issue of December 7, 1860, Legislative Library, Charlottetown, P.E.I.

Secretary seems to have been a result of the great difficulty he was experiencing in having a bill passed in the Legislative Assembly to establish Orange Lodges in the province. In any case, the attack of Mr. Pope was answered by Rev. Angus MacDonald, Rector of St. Dunstan's College, in a letter which appeared in The Islander on February 1, 1861⁸⁰. This marked the beginning of a running battle in the press. The insults and attacks on the Catholics and everything which Catholics hold dear in their faith became so violent that the Rector of St. Dunstan's College finally appealed to the Colonial Minister, the Duke of Newcastle, in London, England. On the poignant reply of the Duke, the controversy more or less died a natural death⁸¹.

However, the people of the Island did not rest long from religious strife. When the Roman Catholic Bishop of Charlottetown learned, by the throne speech in 1862, that the Education Act was coming up for revision, he presented a Memorial to the Legislature asking for a grant for his

⁸⁰ A. MacDonald, "The Temporal Power of the Pope," The Islander, Correspondence, Vol. 4, No. 8, issue of Feb. 1, 1861, in the Legislative Library, Charlottetown, P.E.I.

⁸¹ The Editor, "The Duke of Newcastle's Reply," The Examiner, Correspondence, Vol. XIII, No. 13 issue of July 23, 1863, in the Legislative Library, Charlottetown, P.E.I.

private schools⁸². It is easy to imagine how this request would be received by many of the people after the two rather recent religious controversies. It was merely the spark that was to ignite a new struggle which became known in Prince Edward Island history as the School Question.

5. The School Question.

Along with the public system of education that was developing in Prince Edward Island from 1825 under the guidance of the Legislature, there were a number of private schools under the control of individuals or church groups. The largest group of private schools was the Catholic schools which included the following: St. Dunstan's College, opened in 1855; Notre Dame Academy, Charlottetown, opened in 1857; St. Joseph's Convent, Charlottetown, opened in 1862; Notre Dame Convent, Miscouche, opened in 1864; St. Mary's Convent, Summerside, opened in 1868; Notre Dame Convent, Tignish, opened in 1868; and St. Patrick's School for boys which was opened in Charlottetown and to which the Christian Brothers came in 1869.

⁸² P.E.I. House of Assembly, "Memorial of the Roman Catholic Bishop of Charlottetown," The Journal of the Assembly, Appendix EF, 1868, in the Legislative Library, Charlottetown, P.E.I.

In addition to these schools which were operated by the Catholic Church, there were Protestant schools controlled by different Protestant Churches. These schools included: The Wesleyan Methodist Academy operated by the Methodist Church, St. Peter's Day School under the control of the Anglican Church, St. Paul's Anglican Church Schools operated by St. Paul's Anglican Church and a Church School in Georgetown operated by the Anglican Church. In addition to these various church schools, there existed private schools operated by private individuals of various denominations.

These schools continued unperturbed in their work until the religious storm broke out anew over the question of whether the Legislature should pay public money for the sectarian education. Again, on this occasion, the action of the Bishop of Charlottetown was the signal for a prolonged period of antagonism between the two opposing religious denominations. The call to battle was the Memorial which Bishop MacIntyre presented to the House of Assembly in 1868. In this he stated:

Your Memorialist, therefore, earnestly entreats your Excellency in Council to consider impartially his case, and asks the Legislature to alter the present School Law, so as to permit his Schools to participate in a fair proportion of the School Fund

according to their numbers and efficiency or a special grant to answer the same purpose⁸³.

The Bishop's Memorial was answered by the Lieutenant-Governor. In his letter he stated:

I am instructed to acquaint your Lordship that, whilst the Council freely acknowledge the great and meritorious exertions made by your Lordship, in the cause of Education, they regret that they do not feel themselves in a position to submit the proposed grant to the consideration of the Legislature⁸⁴.

Although the Bishop did not receive a grant for his schools, the whole school question was discussed in the House. The Catholic religion and its practices were ridiculed by many of the members. The illiteracy and ignorance of the people of many of the Catholic countries of Europe were held up as shining examples of the fate of those who were unfortunate enough to come under the "Roman Dictator".

The members of the Legislature did not see their way clear to assist the Catholic schools but at the same sitting they gave a grant to the Bog School of Charlottetown and the Infant School of Georgetown⁸⁵. The fact that these

⁸³ Ibid.

⁸⁴ P.E.I. House of Assembly, "Reply of the Lieutenant-Governor to His Lordship the Roman Catholic Bishop of Charlottetown," The Journal of the Assembly, Appendix G, 1868, in the Legislative Library, Charlottetown, P.E.I.

⁸⁵ Hensley, "School Grants," Debates of the Assembly of P.E.I., 1868, p. 152-153, in the Legislative Library, Charlottetown, P.E.I.

schools were under the control of the Church of England seemed to make no difference. Some of the Protestant members of the House of the Assembly argued that these schools were entitled to the grant since they taught pupils whose religious beliefs were different from those of the Church of England⁸⁶. This argument, even though true, would not put these schools in a special category over the Catholic schools and entitle them to a grant. The Catholic members of the House of Assembly stated that St. Dunstan's College had at one time, only one more Catholic student in attendance than Protestant, and Miscouche Convent had, when it opened, an attendance of twenty-five pupils, eleven of whom were Catholic and fourteen Protestant⁸⁷.

During the period from 1868 to 1877 the School Question was so tied up with politics that much useless discussion was carried on in the press, on the public platforms and on the floor of the House. The governments of the day had to try to steer a middle course through all this in order to justify themselves before the electorate.

⁸⁶ Haviland, "School Grants," Debates of the Assembly of P.E.I., 1868, p. 182, in the Legislative Library, Charlottetown, P.E.I.

⁸⁷ Annals of Miscouche Convent, 1864, p. 2, in Miscouche Convent, Miscouche, P.E.I.

It was often stated on the floor of the House that the Bishop was asking for separate schools but the Catholic people of the Province did not want them. To show that this was not the case, Mr. Conroy, on April 7, 1875, presented a petition to the House signed by 9,000 of the voting Catholic population⁸⁸. On the same day, Dr. Jenkins presented a petition signed by 800 Catholic citizens of Charlottetown asking that they receive assistance for their schools⁸⁹. At the same time Hon. Mr. Richards tabled a petition signed by a number of Protestant ministers asking that the status quo be maintained in education⁹⁰.

This was the procedure followed in the Legislature with the net result that a great deal of time and effort was lost in discussing the question both in the House and in the press. In all these discussions, education did not seem as important to the members or writers of the time as religion and politics.

The Catholic cause received no benefit from all this wrangling and had to turn to some other means of

⁸⁸ Conroy, The Journal of the Assembly, 1875, p. 36, in the Public Archives of Canada, Ottawa.

⁸⁹ Dr. Jenkins, The Journal of the Assembly, 1875, p. 36, in the Public Archives of Canada, Ottawa.

⁹⁰ Richard, The Journal of the Assembly, 1875, p. 39, in the Public Archives of Canada, Ottawa.

support. Some assistance was obtained by having the Christian Brothers licensed by the Board of Education. This they were able to do since, by the Education Act of 1868, anyone who passed the Board examinations could, without attending the Normal School, be licensed to teach and thereby receive from the government the salary of a licensed teacher. The Brothers presented themselves before the Board in 1875, passed, were licensed, and thereafter received the grant from the Provincial Treasury⁹¹.

This situation did not go long unnoticed. Mr. Louis H. Davies brought it to the attention of the Assembly that the Board of Education had granted a license to the Christian Brothers and that they were receiving government pay from the public funds of the country. Mr. Davies spoke long and eloquently on the existing conditions and he said he had been informed that the non-sectarian school law had been tampered with in the city of Charlottetown by and with the consent of the Board of Education. He further stated that he wanted no sectarian system of Education introduced into his native province, for howsoever obedient it might

⁹¹ W. McPhail, "Report of the Visitor of Schools for Queen's County," School Visitors' Reports; 1875, p. 5, in the Department of Education, Charlottetown, P.E.I.

make people to their pastors, it would have the effect of reducing their intelligence to a lower level, and wherever it has been tried it had resulted in "ignorance and immorality"⁹². Because he felt it his duty, he brought down a resolution calling for the formation of a committee to study the manner in which the Education Law was carried out in Charlottetown⁹³. Mr. W. W. Sullivan came to the defence of the Board of Education and pointed out to the House that sectarian teaching existed not only in St. Patrick's School but also throughout many of the other schools of the province. After a lengthy discussion it was agreed that the Education Committee should study the operation of the Education Law throughout the whole province.

The Education Committee immediately went to work. In its study the Committee would have to report on the most pressing problems such as; the school question, academic qualifications and professional training of teachers, the physical conditions of the schools, the School Trustees and the Board of Education. The Committee concluded its study and suggested possible solutions to the Legislature on the

⁹² L. Davies, "Education," Debates of the Assembly of P.E.I., 1876, p. 84, in the Public Archives of Canada, Ottawa.

⁹³ Ibid., p. 90.

most pressing problems of the time. Many of the recommendations of this Committee were formulated into the new Public School Act which was passed at the next sitting of the Legislature in 1877. The work of the Committee and the resulting Act will be considered in Chapter IV.

CHAPTER IV

THE PUBLIC SCHOOL ACT OF 1877

Many of the problems in education that confronted the Legislature in 1877 were the same as those for which an earlier government had tried to find a solution in 1852. In fact, from 1852 to 1877 the Legislature had tried, by revising the existing education laws or by formulating new ones, to work out a satisfactory solution. Thereby they hoped to achieve the greatest good in proportion to the amount of money expended.

Various methods had been used to try to interest the people in the field of education, but all of these had failed. Some of the means employed by the Legislature, such as the discontinuance of normal training for teachers, worked as a detriment to the good of education and did not improve the conditions of the teacher supply or pupil attendance. These two conditions would have to be rectified or most of the other regulations would not basically improve education even though they might bring a certain tranquility after the religious storm that had been raging.

However, the most pressing problem at the time was the School Question. This issue, of paramount interest to

the people, overshadowed many of the more important questions which were fundamentally deserving of greater consideration with regard to the final system of education to be developed for the province.

The stalemate reached in education was the result of a gradual development that had its beginning, in some cases, prior to 1852. The School Question merely helped to bring education with many of its weaknesses to the fore. Some of the ineffective bodies of the educational system, such as the Board of Education and the Board of School Trustees, were found to be of little or no value in the smooth operation of the system.

Before the Legislature made any change in the existing law, it appointed an Education Committee to study the whole field. It is only natural that this Committee would expend most of its efforts and energy in trying to find the cause of the chaos in the system and in recommending what it considered to be the solution.

The areas that came in for most intensive study by the Education Committee were: the school question, the Board of Education, the Board of School Trustees, the qualifications of teachers and school attendance. The findings of this

Committee, the recommendations and solutions offered by it to the House of Assembly, and the final school law arrived at by the Legislature in The Public Act will be considered in the following sections of this Chapter. The last section will deal with the opposition to the Act and the steps taken by the Roman Catholic Bishop of Charlottetown to have it disallowed by the Governor General of Canada.

1. The Board of Education.

It has been seen that when the first Board of Education was appointed, its chief task was to examine candidates who wished to be licensed as teachers. It was also expected to give instructions to the School Visitors and to draw up the course, with suitable texts to be used by the teachers throughout the Province. The Board faithfully examined all those who presented themselves for a teacher's license but gave little or no guidance to the teachers in the courses to be followed or the texts to be used. The School Visitors also complained of the lack of direction from the Board. As early as 1848 Mr. John Ross, School Visitor complained that:

The Education Act states, that the Visitor is to prescribe the "system and course, under the direction and control of the Board of Education".

On this point I would observe, that no instructions have as yet been given by the Board, for the guidance of the Visiter. I have therefore been compelled to follow the precedents which have hitherto prevailed, and in the absence of precise "instructions," content myself with making those suggestions to the District Teachers which appeared most calculated to carry out the intentions of the Legislature, and to advance the interests of general Education¹.

This lack of direction of which Mr. Ross complained, hampered the Visitors in their work. At the same time, however, the Board was not satisfied with the conditions under which it had to work and in its report it pointed out:

Lastly, we are of opinion that the usefulness of the Board of Education is very much hindered by the limitation of its powers: to fulfil those objects, for which it was instituted, the Board should have the care and supervision of all Educational matters, under the control of the Legislature. This degree of responsibility pertains to every other Board of Education, with which we are acquainted, except that of Prince Edward Island².

This existing situation seems to have been of no concern to the Legislature because little else was done with regard to the Board except to change from time to time the number which constituted it. However, when the Board

¹ P.E.I. House of Assembly, "School Visiter's Report," The Journal of the Assembly, Appendix P, 1848, in the Legislative Library, Charlottetown, P.E.I.

² P.E.I. House of Assembly, "Report of the Board of Education," Appendix G, 1847, in the Legislative Library, Charlottetown, P.E.I.

was accused, in the House, of inefficiency and partiality with regard to St. Patrick's School, the Legislature agreed that the Board should be studied by the Education Committee.

The first task of the Committee was to call in all the members of the Board of Education and examine them³. In their report which they tabled in the House of Assembly on April 29, they brought to the attention of the members of the House the many weaknesses existing in the Board of Education as it was then constituted. They stated that: no complete list of books had been prescribed by the Board for use in the public schools; partial lists were prescribed from time to time and only some of the books prescribed were intended to be compulsory; there was no direct communication between the Board and teachers or Visitors - only contact was through the press; and finally, very few recommendations had been made by the Board to the government for the general improvement of the system⁴. The Committee further reported that:

The Board of Education at present constituted does not seem able, either to grapple with and remedy the evils or difficulties of the Education

³ P.E.I. House of Assembly, "Report of Education Committee," The Journal of the Assembly, Appendix (AA), 1876, in the Public Archives of Canada, Ottawa.

⁴ P.E.I. House of Assembly, "Report of the Education Committee," The Journal of the Assembly, Appendix (AA), 1876, in the Public Archives of Canada, Ottawa.

system of the colony or effectively to carry out the existing law. (...) The secretary does not seem to possess any special powers, and his duties practically appear to be simply mechanical. Other members of the Board seem to feel, that their powers are so limited, and their actions so hampered by the law, that any attempts at comprehensive reforms would be useless. The result is a total lack of energy and a want of union and earnestness has partially paralyzed the Board itself, and seems gradually spreading through the entire Educational system⁵.

To correct this situation the Committee offered solutions which were adopted in the Legislature and incorporated into the new Education Bill formulated by the Attorney-General. The recommendations, with very minor modifications, were approved by the House and appeared in the new Education Act which was known as The Public School Act of 1877.

By this act the whole system of Education was centralized by the appointment of a Chief Superintendent of Education with explicitly defined powers⁶. The Superintendent was the central figure who, with the help of the School Visitors, was to carry out the regulations of the Board. As constituted by the Act, the Board now had complete control

⁵ Ibid.

⁶ Appendix 1, "The Powers of the Chief Superintendent of Education".

of Education⁷. It was made up of the Executive Council, the Chief Superintendent of Education and the Principal of Prince of Wales College.

This system of centralization and control seems to have been borrowed from Ontario. The reports of the School Visitors and the remarks of the members of the Legislature of this period continually pointed out what was being done in that province under the guidance of Mr. Ryerson, the Chief Superintendent of Education. The writings of Mr. Ryerson were often quoted and the solutions arrived at in Ontario under his guidance were considered by many to be applicable to the situation in Prince Edward Island.

Although the new Act placed the control of education in the Province in the hands of the Board of Education and the Chief Superintendent, certain powers were delegated to the local Trustee Boards. The Trustee Boards, as constituted before 1877, were ineffective and because of the existing laws, were unable to exert a worthwhile control over the operation of the educational system in their respective districts. A complete revision in the formation and powers

⁷ Appendix 2, "The Powers and Duties of the Board of Education".

of these local boards was necessary.

2. School Trustees.

It has been seen that when the local trustee boards were established by law, their chief functions were to hire the teachers, and, by an assessment on the people, pay for the building and operation of a school. These local boards were chosen by the people from among themselves or if the people did not appoint them then the School Visitors had the power to do so, in order that a school could be established.

During these early times, the School Visitors complained of the inefficiency of the local boards and of the difficulty of getting anyone to act on them. The cause of the trouble was not so much the trustees as the fact that they were not an organized legal body and their duties were not defined but were implied rather than expressed by the Education Act⁸. The fact that the Board of Trustees had to have the approval of the majority of the ratepayers in the district before it could act was a major hindrance in the bringing about of any desired action in the district.

⁸ P.E.I. House of Assembly, "School Visiter's Report," The Journal of the Assembly, Appendix O, 1859, in the Legislative Library, Charlottetown, P.E.I.

This was one of the chief weaknesses of which Mr. McPhail, School Visitor for Queen's County, complained in his report in 1871 when he stated:

Now, it very frequently happens that a majority of the resident householders of a district, cannot be persuaded to attend a meeting called for such purposes, therefore, however necessary a new school-house or improved furniture may be in such districts, the trustees are powerless in the matter, the school meantime being liable to be closed⁹.

To remedy this existing situation the Visitor suggested that the trustees need only have the approval of the majority of the people attending the meeting. This condition of Queen's County was similar to those of the other two counties. The School Visitor of Prince County complained in 1874 that:

The Trustees, in many localities, are shamefully delinquent. The fact that forty-two school-houses are without furniture and apparatus, worth the name; and sixteen in every respect unfit to teach in, tell, unmistakably, that a great deal of indifference prevails¹⁰.

The indifference of which the School Visitor complained, was caused partly by the general attitude of the people of the time towards education and partly, as pointed

⁹ P.E.I. House of the Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix H, 1871, in the Legislative Library, Charlottetown, P.E.I.

¹⁰ N.A. Stewart, "Report of the Visitor of Schools for Prince County," School Visitors' Reports, 1874, p. 84, in the Department of Education, Charlottetown, P.E.I.

out by Mr. McNeill, by the great difficulty under which the trustees had to work. Much would have to be done if the local Boards were to have authority to act with regard to the new changes which the Legislature proposed to bring about regarding teacher payment and school attendance.

After much discussion in the House, the law was finally formulated so that the local trustee boards were constituted corporate bodies. These trustee boards were elected by the people. As a body, they had authority to bring about any desired changes with respect to the operation of the school, providing they had the majority vote of the ratepayers at the meeting¹¹. This new stipulation in the Act was an added inducement for the people to take an active part in the educational affairs in their own district. They could now be assessed for new improvements in the school whether they attended the meetings or not. As a further help to the trustees, the new law stated that no one could vote at the school meetings unless he had all of his taxes paid¹². This tax included, besides the tax the trustees

¹¹ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XL Vic., Cap. I, Section XLVII, 1877, p. 19, in the Parliamentary Library, Ottawa.

¹² Ibid., Section XLVI, p. 19.

imposed on all real estate, a poll tax not to exceed one dollar on all males except clergymen, between eighteen and sixty¹³.

The corporate body of three trustees to be appointed from the qualified voters of the district had explicit powers clearly defined by law¹⁴. One of the new duties of these boards was that of helping the teachers in the regulation of school attendance. Irregular school attendance was one of the most serious problems in the whole field of education which would have to be solved if all the efforts of the Education Committee and the Legislature were to bear any results.

3. School Attendance.

From the beginning of public education in Prince Edward Island, the government officials were faced with the problem of school attendance. Prior to 1877 the Legislature had tried various methods to get the people interested in education so that they would send their children to school. At one time the government paid all the cost of the teachers'

13 Ibid., Section XIX, p. 11.

14 Appendix 3, The Duties and Powers of the School Trustees.

salaries in the hope that the situation would improve. At a later date the people had to pay part of this cost and finally in 1867 the government again paid all of the salaries. However, none of these measures on the part of the Legislature succeeded in interesting the people sufficiently to get them to keep their children in regular attendance at school.

The School Visitors continually brought the existing conditions with regard to the irregularity of attendance to the attention of the members of the House of Assembly. In 1875 Mr. William McPhail, the School Visitor, had pointed out in his report that in Queen's County alone there were about fifty per cent of the schools closed and about 8,157 pupils out of the 11,657 children of school age receiving little or no benefit from the present system¹⁵. Although this should have been alarming, it caused no great concern among the members of the House since this report was similar to those they had been receiving from the School Visitors since the first one had been appointed in 1857.

¹⁵ Mr. W. McPhail, "Report of the Visitor of Schools for Queen's County," School Visitors' Reports, 1875, p. 4, in the Department of Education, Charlottetown, P.E.I.

Besides stressing the unfavourableness of existing conditions, the Visitors recommended, as early as 1871, that compulsory education was the only solution for poor school attendance¹⁶. Once again, Rev. Dr. Ryerson was taken as the guide in this matter and his remarks on both compulsory education and the benefits derived from it in those States of United States which had endorsed the principle, were often quoted by the School Visitors from 1871 to 1877. Some of the people in their writings in the press during this period also advocated compulsory school attendance¹⁷.

In its report, the Education Committee again brought to the attention of the Legislature the state of affairs regarding school attendance. This report merely reiterated what the School Visitors, the teachers, and the people had been pointing out for a number years. The Committee recommended that school attendance be made compulsory.

When the question of compulsory attendance came up for discussion in the House it received a great deal of attention as many members felt it would be difficult for the farmers of the province to keep their children in school

16 P.E.I. House of Assembly, "School Visitor's Report," The Journal of the Assembly, Appendix H, 1871, in the Legislative Library, Charlottetown, P.E.I.

17 "Our Common Schools," in The Examiner, Editorial, Vol. XXVII, No. 20, issue of May 15, 1876, in the Legislative Library, Charlottetown, P.E.I.

all the time and it would be most difficult to get them to school in the winter¹⁸. After much discussion a compromise was reached whereby pupils had to attend a Public School for twelve week yearly and six of these weeks had to be consecutive uninterrupted attendance. If the children were not in school for this required time the parents could be fined twenty dollars. However, no fine was to be imposed on the parents if the children were not in school because they could not afford to send them or because the children were otherwise furnished with the means of education for a like period of time¹⁹. This last part of the section was added so that the people would not have to pay a fine if their children attended private schools²⁰.

With this one section the Legislature made a step in the right direction and penalized the parents for failure to send their children to school rather than imposing restrictions on the teachers as had been done in previous education acts. However, the parents did not bear the full

¹⁸ Mr. L.H. Davies, "Education," Debates of the Assembly of P.E.I., 1877, p. 121, in the Legislative Library, Charlottetown, P.E.I.

¹⁹ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XL Vic., Cap. I, Section XC, in the Parliamentary Library, Ottawa.

²⁰ Members of the Assembly, "Education Bill," Debates of the Assembly of P.E.I., 1877, p. 150-3, in the Legislative Library, Charlottetown, P.E.I.

responsibility as the teachers also were punished by having deductions made in their salaries if the attendance fell below fifty per cent. In this event, the parents of the children who missed school were to make up the amount by which the teacher's salary had been reduced²¹. The teachers now had a greater chance of getting this amount from the people, as the trustees were a legalized body which could sue the people, should the necessity arise.

The Legislature had finally solved the problem of school attendance by attacking it from an entirely different angle. Before this time the government had tried to interest the people in education by placing restrictions on the teachers. These restrictions had only indirectly affected the people and as a result, in many cases, instead of improving the educational system in the province only made it worse. Although the required time the children were to be in school was quite short, it was a beginning of what was considered to be the correct solution to the existing problem. In arriving at this conclusion, the members of the Legislature were advised by the School Visitors and the

²¹ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XL Vic., Cap I, Section XV, 1877, in the Parliamentary Library, Ottawa.

Education Committee who seemed to have been greatly influenced by Dr. Ryerson of Ontario.

Another important problem now facing the education authorities was the question of qualified teachers. If the children must attend school, then they should be guaranteed proficient instructors. Prior to the passing of The Public School Act, the training, salary and work of the teachers were anything but satisfactory.

4. The Teacher.

According to the reports of the School Visitors prior to 1877, those teaching throughout the province left much to be desired both with regard to qualifications and methods of instruction used. These teachers lacked professional training and because of the low salaries offered, the most able people were not attracted to the profession. Because of this situation, the need of teachers was so great that many young inefficient ones were granted a license to teach by the Board²². These were the main problems concerning the teacher which would have to be solved by the Legislature in order that more efficient ones would be retained in the province. This was a necessary solution

²² Edward Roche, "Evidence before the Education Committee," Report of the Education Committee, The Journal of the Assembly, Appendix (AA), 1876, in the Legislative Library, Charlottetown, P.E.I.

since pupils were now compelled to attend school at least for a certain period each year.

The lack of professional training was, in the eyes of the School Visitors, the chief cause of the poor teaching at the time. In writing on the inefficient teaching methods, Mr. Norman Stewart, School Visitor for Prince County stated:

This, however, is not to be wondered at, when special training and teaching tact are not taken into due consideration at the examination of candidates. It is sheer folly, if not madness, to look for improved and practical methods of developing the mind and imparting knowledge, as long as mere elementary book knowledge is deemed sufficient qualifications²³.

This was the theme of the reports of the various Visitors, from the time the law had been change whereby teachers did not have to attend the Normal School in order to be granted a license. In their many reports they recommended that this situation be remedied, that the Normal School be re-established and all candidates for a teacher's license should be required to attend it.

The various people examined by the Education Committee agreed with the School Visitors in what they had

²³ Norman Stewart, "Report of the Visitor of Schools for Prince County," School Visitors' Reports, 1874, p. 85, in the Department of Education, Charlottetown, P.E.I.

said concerning the situation. As a result, the Committee pointed out in its report to the Legislature, that the inferiority of the teachers could be accounted for by the low salary paid to them, the lack of an increase in salary for length of service or teaching ability, the laxity of the Board of Education in not prescribing a curriculum which candidates applying for a license should pass and the want of professional training. The committee stated further that the mere passing of an examination should not be considered a sufficient guarantee of the possession of qualifications necessary for imparting instruction²⁴.

To remedy this situation the Committee recommended: that the Normal School be re-established and all candidates for a teacher's license be required to attend the institution for at least one term after passing a preliminary examination; that the salary of the teachers be increased fifty per cent and that there be an increase in salary through a period of sixteen years depending on success in teaching; and that some provision should be made for the retirement of teachers²⁵.

24 P.E.I. House of the Assembly, "Report of the Education Committee," The Journal of the Assembly, Appendix (AA), 1876, in the Legislative Library, Charlottetown, P.E.I.

25 Ibid.

By this report, the Education Committee practically laid the cause of the teacher situation upon the Legislature and by its recommendations showed the members of the House that the solution to the problem was in their hands. The question was discussed at great length in the House. Many of the members were willing to accept the fact that the government was to blame for the existing conditions. This is clearly shown by the remarks Mr. MacKenzie made while discussing the plight of the teachers. He stated:

They were stigmatized; as immoral, if not paupers. He felt indignant at hearing them thus stigmatized; and did not, by any means, believe they deserved it, but the small pittance they received was not sufficient for their support; as some of them were married and had families, and they did, he was sorry to say, resort in some cases, to doubtful, if not immoral practices; but the sin lay at the door of the Government. Under the Act our educational system, instead of growing up into magnificent proportions dwindled down until it became almost a disgrace to the province²⁶.

These remarks of the member of the House certainly did not paint a rosy picture of the teachers engaged in the profession at the time or the manner in which the government had met their responsibilities to the teachers. Although

²⁶ MacKenzie, "Teachers' Salaries." Debates of the Assembly of I.E.I., 1877, p. 72, in the Public Archives of Canada, Ottawa.

this was a true picture of many engaged in the art of teaching, there were other members in the Legislature quick to point out that there were many able and proficient teachers at the time. After much discussion on the training, qualifications, and plight of the teachers, the members agreed generally with the recommendations of the Education Committee which were formulated into the Education Bill. The new Act stipulated that teachers should attend the Normal School for at least five months, be examined by the Board of Education and licensed, according to their attainment, in three classes; first or highest, second and third and they should receive as salaries from the Provincial Treasury, if males, \$300, \$225 and \$180, respectively; if females \$230, \$180 and \$150. Teachers reported by the inspectors to be doing inferior work should have from \$20 to \$40 deducted from the statutory salaries. All teachers who had been engaged for five years in the profession should receive a bonus varying from \$10 to \$40 according to the qualify of their work in the schoolroom. A further increase of salary to the teacher might be voted at a district meeting, to be raised by local assessment upon all the householders; in which case a like amount should be paid from the Provincial

Treasury²⁷.

These new regulations of the Act did not bring in any radical changes for the teachers with regard to becoming qualified or salary increases. However, their position was improved in as much as they were given some recognition by the government for length of service. The idea of reverting to the system of having the district contribute to the salary of the teachers was to give the people an opportunity to engage a proficient, qualified teacher by being able to offer greater remuneration. The matching government grant, which would be paid on any amount up to \$150, was an added incentive to both teachers and people. Mr. Laird, a member of the Legislature, expressed the feelings of many of the members of the House when he stated that this section of the act would increase the interest of the people in education and it was only right that they should bear the expense of part of the teachers' salaries as this was the practice followed in all places outside of Prince Edward Island²⁸.

The teachers that were to teach after 1877 had their duties laid down by the new Act²⁹. These duties were

²⁷ P.E.I. House of the Assembly, "Education Act," Laws of P.E.I., XL Vic., Cap. I, Sections IV - XIII, 1877, p. 7-8, in the Parliamentary Library, Ottawa.

²⁸ Laird, "Teachers' Salaries," Debates of the Assembly of P.E.I., 1877, p. 98, in the Public Archives of Canada, Ottawa.

²⁹ Appendix 4, The Duties of the Teacher.

to be carried out in the schools established throughout the province by the Board of Education.

Up to this period, the schools that existed on the Island were the common district schools and the grammar schools. These grammar schools had not fulfilled the purpose for which they had been established as the teachers had to spend much of their time teaching the courses of the elementary grades³⁰. Because of this situation and the added cost to the government of paying these grammar school teachers, the Legislature decided to establish a new class of license called first or highest class. The eighteen grammar school teachers licensed in the province at the time, were to receive this class of license³¹. However, no trustee board could hire a first class teacher without the permission of the Board of Education. By this clause of the Act, the government disallowed the grammar schools and in their place established first class schools. This was an improvement for the people, as they, if the Board saw fit,

30 P.E.I. House of the Assembly, "Report of the Education Committee," Appendix (AA), 1876, in the Legislative Library, Charlottetown, P.E.I.

31 Munn, "Teachers' Salaries," Debates of the Assembly of P.E.I., 1877, p. 100, in the Public Archives of Canada, Ottawa.

could have a first class teacher in their home school without the necessity of two or more schools uniting, as was the case before, in order to have a grammar school teacher.

The settling of such questions as the qualifications and training of teachers or the types of schools which were to be established, were questions on which the members of the Assembly agreed. They caused no great expending of time and effort before a solution was worked out that was satisfactory to the majority of the House. However, such was not the case concerning the School Question. This issue was the cause of much unrest prior to 1877. It continued to be a lively controversial question when the new Education Act was being discussed in the House. The opposition to the new Act, which arose after it was passed, was caused by the solution arrived at by the Legislature for this contentious question.

5. The School Question.

It has been seen that one of the main reasons that the Parliamentary Education Committee was appointed in 1876, was because of the licensing of the Christian Brothers of St. Patrick's School of Charlottetown. Because of this

situation, some of the members of the Legislature, it would seem, were suddenly made aware of sectarian teaching in Charlottetown. If these same members were sincere in their concern over sectarian teaching, then they should have taken decisive action long before this, to correct the situation. There was a great deal of this type of teaching being conducted in the school throughout the Province prior to this time.

The School Visitors, in nearly all their reports, dealt with religious instruction as it was carried out in the schools. From these many reports it could clearly have been seen that both Protestant and Catholic teachers were giving instruction in religion in their schools. Since these reports were presented yearly to the Legislative Assembly, it is logical to assume that either they were not read and as a result some of the members only came to realize in 1876 that there was sectarian teaching, or these same members were basically opposed to the Brothers receiving money from the Public Fund. It is difficult to say where a real genuine interest in Education stopped and bigotry began. In any case the Education Committee spent much of its time in trying to find out the extent of sectarian teaching in the province. It was especially interested in the existing situation in St. Patrick's School.

After questioning the members of the Board of Education, the Principal of Prince of Wales College, the School Visitors, the Principal of the Normal School and others, concerning sectarian books used in the schools, the Education Committee stated in its report that:

As a general rule, the Education imparted in our schools is secular; but, in some few schools throughout Queen's County, sectarian books have for many years back been used with the knowledge of at least some members of the Board of Education. During the past twelve months, sectarian books and teaching have largely increased in the Public Schools of Queen's County. They do not appear to be confined to Roman Catholic Schools. The Visitor of Schools for Queen's County, in the report laid before the Board of Education, in December last, states the facts in this connection fully and distinctly.

This report was forwarded by the Board to the Government, as previously stated by us, but no action appears to have been taken in regard to it³².

This report forcibly brought to the attention of the House that sectarian teaching existed in many of the schools of Queen's County.

Although the report testified that sectarian teaching existed in the schools of both denominations, the Catholic schools and the position of the Church with regard to education both at home and abroad was discussed at great length

³² P.E.I. House of Assembly, "Report of the Education Committee," The Journal of the Assembly, Appendix (AA), 1876, in the Legislative Library, Charlottetown, P.E.I.

in the House. This is more or less understandable when it is remembered that the Government in power was composed entirely of Protestants³³ and that the Catholics had petitioned for separate schools while the Protestants had petitioned that public money be spent only on the public schools of the Province. In such a situation, the Catholic cause was doomed to failure. Under the Education Act of 1868 the Christian Brothers had every right to be licensed by the Board, if found qualified to teach. However, their position was greatly weakened from the fact that the Bishop was asking for special consideration on their behalf.

The general tenor of the debates of the Assembly was along the lines that; "what the government paid for they had a right to control³⁴," or; "if the Roman Catholic's were given a grant then the Baptists, Methodists, Wesleyans and Presbyterians would also have to receive one as the Protestants were not a united group³⁵". Through the maze of all this discussion, begot sometimes of religious bigotry and some-

33 Dodd, "Education," Debates of the Assembly of P.E.I., 1877, p. 70, in the Public Archives of Canada, Ottawa.

34 Wightman, "Education," Debates of the Assembly, 1877, p. 84, in the Public Archives of Canada, Ottawa.

35 Dodd, "Education," Debates of the Assembly, 1877, p. 70, in the Public Archives of Canada, Ottawa.

times of a genuine concern over what was the best for the educational system of the Province, the Government had to try to arrive at a solution that would be just for the people and still workable.

Many of those brought before the Education Committee for questioning offered suggestions, when asked as to what they considered might be a satisfactory solution. Dr. Anderson, principal of Prince of Wales College, suggested that the Scottish system was the most plausible one for the Province. This idea was put forth before this time as a solution, when an editorial³⁶ appeared in The Examiner pointing out the merits of the Scottish system and showing its adaptability as a satisfactory, workable method for Prince Edward Island. However, many others brought before the Committee suggested that the plan adopted in St. John, New Brunswick, in 1871, concerning the same question, was the most applicable to the Island situation.

The merits and demerits of these plans were discussed in the House, but the members seemed determined to grant no concessions whatever to the Catholics and to make education

³⁶ Education, in The Examiner, Editorial, Vol. XVIII, No. 10, issue of January 13, 1868, in the Legislative Library, Charlottetown, P.E.I.

purely secular. One member of the Legislature, H. Reid, tried to bring in an amendment to the Education Bill that would establish a system of schools in Charlottetown similar to those in operation in St. John, New Brunswick. The amendment was as follows:

That all school houses under the control of the Bishop in the city of Charlottetown may be leased by the Board of Education, and none but Catholic teachers be required to teach therein, provided such teachers shall have a license, and comply in all other respects with the requirements of the Education Act³⁷.

After much discussion on this proposed amendment, which was lost when voted upon, the Education Act remained as formulated. As a result, all schools conducted under the Act were to be non-sectarian. The Bible was to be read by the teachers, without comment in all the schools, if the parents desired it for their children. However, no child was required to remain for this scripture reading unless the parents or guardians specified so³⁸. This section of the Act finally settled the great problem of whether the

³⁷ Reid, "Schools in Charlottetown," Debates of the Assembly of P.E.I., 1877, p. 132, in the Public Archives of Canada, Ottawa.

³⁸ P.E.I. House of Assembly, "Education Act," The Laws of P.E.I., XL Vic., Cap. I, Section SCII, 1877, p. 39, in the Parliamentary Library, Ottawa.

province was to have sectarian schools or sectarian teaching in the public schools established by the Act.

After setting up the public school system, the Legislature constituted Charlottetown and Summerside as separate school districts. These districts were to have a board of trustees with all the powers and duties of any other such board in the Province. The chief difference however, was that the members of the board were not appointed by the people. Four of the members were appointed by the Lieutenant-Governor-in-Council and the three remaining members by the City Council. The Act further stipulated that the board could rent any existing school in the city but such schools were to be free schools and conducted according to the law³⁹.

Because of this ruling of the law, the Catholic schools in operation in the city of Charlottetown, could be continued as private schools or the Bishop could rent them to the city. If the Bishop chose the latter course, then his schools would cease to be Catholic as they would be public schools and thereby come under all the regulations of the law. However, before he decided on either of these

³⁹ P.E.I. House of Assembly, "Education Act;" The Laws of P.E.I., XL Vic., Cap. I, Section XCIII, 1877, p. 39, in the Parliamentary Library, Ottawa.

choices, he put forth a great effort to have the Governor-General of Canada disallow the act on the grounds it was unconstitutional. This opposition to the Act continued until a decision was given by Ottawa.

6. Opposition to the Act.

From 1868 to the time of the passing of The Public School Act in 1877, the Roman Catholic Bishop of Charlottetown had done all in his power to have separate schools established on the Island. It has been seen, however, that his efforts were in vain, since the new Education Act established a public system of schools.

Although the cause for separate schools was lost, the Bishop did not give up easily. On April 17, 1877 he presented a memorial to the Lieutenant-Governor of the Province, asking that he refrain from signing the Education Bill because it was unconstitutional as it violated section 93 of the British North America Act of 1867. The Bishop further stated that he was petitioning the Governor-General of Canada to disallow this piece of legislation of the Province for this reason⁴⁰.

⁴⁰ Most Rev. P. MacIntyre, "Memorial presented to the Lt-Governor," The Journal of the Assembly, Appendix (A), 1878, in the Legislative Library, Charlottetown, P.E.I.

In his memorial, the Bishop claimed that separate schools were established and recognized by 1868 and remained as such till 1877 when they would be done away with by the new Act. Then, according to his reasoning, they existed in 1873. when the province joined Confederation. If such was the case, they would be protected by section 93 of the B.N.A. Act.

When the Bishop asked in 1868 for a grant for his schools and later when he asked that separate schools be established in the Province, he had every right to do so. Although his asking for these privileges had caused a great religious furor throughout the land, the question was one which had to be decided by the Legislature. However, when the Legislature had decided the question, the Bishop was ill-advised, if he was advised, to take the steps he did to have the act disallowed. A look at the school system as it had developed up to this time and the laws passed to control and govern this system, is sufficient to indicate that the claims of the Bishop had no foundations whatsoever.

The memorial presented to the Governor General by the Bishop and 18,000 co-signers stated that section XXXIX of the Education Act XV Vic., Cap. XIII, 1852 had established the Acadian teachers of the province as a distinct class.

This section of the act stated that these teachers need only be certified to teach by their pastors and were to get thirty-five pounds from the Provincial Treasury. He went on to show that section XXV of this same act had stated that the district of Anglo-Rustico could have two schools built. However, the Anglo-Rustico district did not have two schools until section VI of the Act of XXVII Vic., Cap. XXXI, 1864 set them up. The next section of the same act stipulated that any other district could be altered in the same way, if the Board of Education gave its consent. As a result of this section, the Bishop established thirty-one schools in Acadian settlements throughout the province. These schools used the books of the catholic schools of Quebec. The Bishop further pointed out that the Education Act of XXX Vic., Cap. XV, 1868 stated in section CIII that the Anglo-Rustico schools were to be continued as they were than in operation⁴¹.

From all this, the Bishop seemed to reason that the Acadian teachers were set up as a separate class to be licensed by the clergy of the district. He also reasoned that this one school in Anglo-Rustico, since it had Catholic

⁴¹ Most Rev. P. MacIntyre, "Memorial presented to the Governor General of Canada," The Journal of the Assembly, Appendix (A), 1878, in the Legislative Library, Charlottetown, P.E.I.

children attending it, taught by a Catholic teacher, used Catholic books, and in a sense was controlled by the parish priest, was duly constituted as a legal separate school. Since in his opinion, this was a separate school, then so also were the thirty-one others established in the Acadian settlements throughout the Province. Then since these were to be continued in operation by the Act of 1868, he pointed out that they were established in 1873 when Prince Edward Island joined Canada and as such were protected by section 93 of the B. N. A. Act. If all this had been true, the Governor General would certainly have to disallow the Public School Act of 1877.

If the Bishop truly believed separate school were legally established in the Province before 1868, it is difficult to understand why he presented a monster memorial, signed by 9,000 voting Catholics including 2,000 Acadians, to the Legislature in 1875 asking that separate schools be established. This action on the part of the Bishop seemed to belie his later claims.

However, the testimony presented by the Bishop in his memorial and by the French people in their memorial was only partly true and did not give the complete picture of the situation.

To refute the argument of the Bishop, the Executive Council forwarded a testimonial on June 30, 1877 to the Governor General in which it presented the situation as it actually existed in the Province⁴². This testimonial pointed out that if any separate schools existed on the Island, they were certainly illegal and the mere fact that they were able to operate and flout the law for a number of years did not mean the government had sanctioned them. The Council agreed with the Bishop that the Acadian teachers were given special privileges by the act of 1852 but they pointed that the Bishop failed to state that by the Education Act of XXVI Vic., Cap. V, 1863, section VI all Acadian teachers had to be licensed by the Board of Education. The council further stated that by section LI of the 1852 Act all teachers were to receive no money from the Provincial Treasury unless they used the books, regulations and system of education prescribed by the School Visitor and the Board of Education.

In regard to the teachers in the Anglo-Rustico schools, the Council stated that the Act of 1868 merely

⁴² Executive Council, "Testimonial presented to the Governor General of Canada," The Journal of the Assembly, Appendix (A), 1878, in the Legislative Library, Charlottetown, P.E.I.

continued the schools as they were operating in this district. However, according to the law the teachers engaged in these schools were licensed by the Board and had to teach the prescribed course and use the texts laid down by the Board and School Visitors.

With regard to the Bishop's claims that the clergy supervised the Acadian schools, the testimonial of the Council showed that according to the Act of 1868 the Priest had no special privileges. Section LIII of this Act merely stated that Clergymen, Judges, Magistrates and the members of the Legislature could visit the schools.

These remarks of the Executive Council clearly and truthfully presented the school situation as it existed at the time of Confederation. The laws, when studied, showed that the Bishop had presented a distorted picture of the situation and had no legal basis for his claims.

In addition to the separate school question the Bishop stated that the Roman Catholics of the province were being discriminated against by way of taxation. In his memorial he testified:

The Roman Catholics of this province are virtually marked out by exceptional legislation for heavy taxation, far over and above what

must fall upon other religious denominations⁴³.

In this the Bishop was referring to the fact that the people were obliged by law to pay taxes to support the public system of education even though they were supporting a private school, to which they sent their children. It is true that the burden on the Catholic people would be great, but no greater than on any other group that maintained private schools under the new law. It has been seen that a number of Protestant denominations had schools established at this time. By the Act they would also be obliged to pay to the public system even though they were maintaining these schools. The burden on these people would be as great as on the Catholics. The Bishop had no grounds for his claims as the law fell equally on all.

After considering the two sides of the argument, it is not difficult to discern what conclusion the Department of Justice would necessarily have to arrive at, when asked for a decision on the matter. In a letter to the Bishop, the Department reviewed the whole question and pointed out that the separate schools had no legal basis and if any

⁴³ Most Rev. P. MacIntyre, "Memorial presented to the Lieutenant-Governor," The Journal of the Assembly, Appendix (A), 1878, in the Legislative Library, Charlottetown, P.E.I.

were existing in the province they were breaking the law. Because of this, they brought it to the attention of the Bishop that they were advising the Governor General not to disallow The Public School Act⁴⁴. In other words, the Acadian schools were not legally constituted at the time of Confederation. Therefore they could not be protected by section 93 of the British North America Act. On the advice of the Department of Justice, the Governor General, in a letter to the Lieutenant-Governor of Prince Edward Island, on November 15, 1877, stated that the Education Act was to go into operation as passed by the Legislature⁴⁵.

Once again the Bishop was thwarted in his aims with regard to the Catholic schools of the Island. However, in this last instance, he had acted unwisely and apparently without studying the laws or seeking any legal advice. The final outcome could not have been different than it was because in reality the Bishop was asking for protection under

44 R.L. Laflamme, "Letter from the Department of Justice," The Journal of the Assembly, Appendix (A), 1878, in the Legislative Library, Charlottetown, P.E.I.

45 R.V. Scott, "Letter from the Governor General of Canada," The Journal of the Assembly, Appendix (A), 1878, in the Legislative Library, Charlottetown, P.E.I.

the B. N. A. Act for a group of schools that had succeeded in flouting the education laws of the Province for a number of years.

As a result of the new law, the people of Prince Edward Island had established for themselves a system of free public schools. The road from the beginning in 1825 to 1877 had been a rather difficult one, fraught with many hazards of religious strife, politics and general opposition to any improved change, if they cost the taxpayer extra money. However, although the process was sometimes painful, the final system developed, was, in the eyes of those who had the interests of education at heart, the only plausible and workable system for a small community made up of different religious groups.

The system which was now to be put into operation was practically the same as that in New Brunswick. The Attorney-General, who formulated the Education Bill, which later became The Public School Act, admitted that much of it was copied from the New Brunswick law. In speaking about the Act he stated:

It is modelled, to a large extent, upon the public School Act of New Brunswick, and nearly all of the salient features of that Act excepting the

mode of levying assessment, and the sources from, and the conditions under which the teachers salaries are to be paid, are introduced into this Act⁴⁶.

New Brunswick had been the guide for the new law and would likely be used as a guide in putting it into operation.

⁴⁶ Attorney-General, "Letter to the Executive Council of P.E.I.," The Journal of the Assembly, Appendix (A), 1878, in the Legislative Library, Charlottetown, P.E.I.

SUMMARY AND CONCLUSIONS

When the Acadians were expelled in 1759 from Isle St. Jean or Prince Edward Island, as it was later called, the English took possession of the land and established it as a Crown Colony of Great Britain. This was the status of the Island until it was granted Responsible Government in 1851.

Immediately after the expulsion of the Acadians, education was purely a private matter in the hands of the people who wished to educate their children. However, as time passed, the field of education became more formalized through the participation of the local Legislature. At first, the part played by the Legislature was very small until, of necessity, it had complete control and direction of the entire public educational system. This direction by the local government was formulated into laws which determined the system and the part to be played by the different educational agents.

The two basic laws which were to control education and establish the free public educational system were The Free School Act of 1852 and The Public School Act of 1877. It has been the purpose of this thesis to determine the historical antecedents of these two laws.

Although each of these laws brought about a major change in the system of education to be used on the Island, they also dealt with many problems that arose because of similar circumstances. The question of the conditions of the school houses, the bearing of the cost of education, school attendance and teacher supply had to be considered by the framers of both Acts. The question of school attendance and teacher supply were so linked together during these early periods, that the Legislature could not deal with one, without considering the other. This was not because the two were necessarily linked but because of the way in which the Legislature chose to deal with them.

In 1825 the Legislature took the first steps in paying part of the teachers' salaries. Later, in 1837, they established a Board of Education to see that only qualified, morally acceptable candidates were granted a license. In so doing, they took upon themselves the task of supplying the teachers and paying part of their salaries.

During this early period the government tried to interest the people in the education of their children by cutting the teachers' salaries if attendance were below a specified number. Since this action did not have the desired effect, but only increased the shortage of teachers, the Legislature had to look for a new solution. The members of

the House reasoned that the attendance was poor because the people could not afford to pay their share of the schoolmaster's salary. Finally, the government passed The Free School Act of 1852 which made education free for all children between six and sixteen. By this law, the teachers' total salaries were paid from the Provincial Treasury. As a result, the Legislature hoped to increase the interest of the people in education and thereby improve attendance. They also hoped to attract able men to the teaching profession, now that they would be assured their salary with, in all probability, no salary reduction since attendance would likely improve.

The question of school attendance and teacher supply and payment were the two major factors which brought about the passing of The Free School Act of 1852. Other issues such as the physical conditions of the school and school curriculum played a part insignificant in the face of the two major issues.

After 1852, the conditions of school attendance did not improve and so once again the teachers were made to suffer in an attempt to obtain the desired end in the field of education. By a series of laws from 1852 to 1877, the Legislature tried to increase the attendance, either by

reducing the teachers' salaries or by making the parents pay part of them. Since the teachers were unable to collect the money from the people, the direct result was the same as before, - a shortage of teachers. The most able teachers left the profession. Those who remained or were licensed were found to be inadequate.

The problems which now confronted the Legislature were similar to the ones of 1852. However, the members of the House realized that the trial and error method they had been using was not adequate, but that a complete revolution was necessary in the system. In working out this new solution, the Legislature and those concerned with the new law were motivated by three external influences: the School law of New Brunswick, the Scottish and Prussian educational systems and the work of Rev. Dr. Ryerson of Ontario. These were the guiding lights followed in the formulation of The Public School Act of 1877.

As a result of this Act, teachers were to be licensed after attending the re-instated Normal School. School attendance was made compulsory for a specified time each year. However, the teachers were still to lose part of their salary if the attendance fell below 50%. If the attendance fell below this required number, the parents were to pay the teacher

the amount by which his salary had been reduced. Since the trustee boards were constituted corporate bodies they could sue the parents, on behalf of the teachers, for this salary.

Although these problems played a major role in bringing about the passing of this new Act, they were not nearly as important as the questions of sectarian teaching and the inadequacies of the Board of Education. These two issues were also linked together in as much as the Board was accused of being inadequate because it allowed sectarian teaching in the schools of the Province. The Board failed to recommend that teachers, carrying on such practices, be cut off from the grant of the Provincial Treasury.

The religious strife caused by the discussion of this question and the issue over the reading of the Bible in the schools caused a dark page in the history of the development of the educational system of the Province. However, The Public School Act settled both issues. All schools were to be free public schools under the direction of the Board of Education, which was now headed by a Chief Superintendent of Education who was to give direction to the school system. The Bible question had been settled before this time, but once again, this later Act provided that the Bible could be read in the schools if the parents so desired.

The Public School Act incorporated much from previous acts. The most notable features of it were that education was given direction, the powers and duties of the various educational agents were specified, and all schools under the control of the Legislature were free and public.

Through the gradual development of the educational system until its culmination in The Public School Act, the Legislature was influenced in its deliberations by the people, the School Visitors, the Board of Education and educational trends in other places. Since education was a part of politics in as much as it was controlled by the government, changes often came about very slowly. The members of the Legislature seemed prone to act only when they were assured that the people desired a change and were in favour of the government's proposed innovations. The assuring or even prolonging of the life of the government in power seemed, in many cases, of as much concern to the members as improving the educational system. However, when the Legislature did decide to improve things, it seems to have been influenced to a greater degree by the School Visitors than by any other group. This is understandable, as the School Visitors were in immediate contact with the system in operation and were

also aware of the opinion of the people on the issues of the day.

After considering all these things, the Legislature formulated and passed The Public School Act as the most satisfactory, workable solution to the problems of the day. Since this study ends with the passing of this Act, a further study could be carried on to see if it answered the needs of the time and, if not, why were changes necessary and what were they.

BIBLIOGRAPHY

Acadian, French, "Memorial presented to the Governor General of Canada," May 12, 1877, in The Journal of the Assembly of P.E.I., Appendix (A), 1878.

Reasons put forth by the Acadians for protection of their schools under Section 93 of B. N. A. Act. Used in the study of the School Question.

Bannerman, Lieutenant Governor, "Letter to the Colonial Secretary, London, England," June 3, 1852, in Provincial Correspondence of P. E. I., Dispatches Sent, R. G. 7, G. 8D, Vol. 52.

Used for the discussion of the educational situation at the time of the passing of The Free School Act.

-----, "Letter to the Colonial Secretary, London, England," August 31, 1852, in Provincial Correspondence of P.E.I., Dispatches Sent, R. G. 7, G. 8D, Vol. 52.

Used for the discussion of the necessity of having the Queen assent to The Public School Act.

-----, "Letter to Stow, Glasgow Normal Seminary," July 4, 1853, in The Journal of the Assembly of P.E.I., Appendix T, 1854.

Of value to this thesis for the discussion of the the type of Normal School to be established.

Bible Society, Secretary, "Meeting of the Bible Society," news item, in The Islander of P.E.I., Vol. 15, No. 740, issue of February 21, 1857.

A discussion of the aims of the Bible Society. Necessary in the study of the bible question.

Davies, Louis H., "Reasons for passing The Public School Act," presented to the Executive Council of P.E.I., 1877, in The Journal of the Assembly of P. E. I., 1878.

Reasons given for the necessity of a public free school system. Of value to this thesis in the study of the school question and The Public School Act.

La Flamme, Department of Justice, Ottawa, "Letter to Bishop MacIntyre." November 8, 1877, in The Journal of the Assembly of P.E.I., Appendix (A), 1878.

Of value to this thesis for the discussion of the school question from 1852 to 1877.

MacDonald, Most Rev. B. D., Letter to the Secretary of the Board of Education, November 7, 1856, in the Bishop's Archives, Bishop's Residence, Charlottetown, P.E.I.

Basis for the discussion of the Catholic position in regard to the bible question.

MacDonald, J., "The Catholic Position," correspondence in The Examiner of P.E.I., Vol. 7, No. 9, issue of March 2, 1857.

Of value to this thesis for the discussion of the Catholic position in regard to education and the reading of the Bible.

MacIntyre, Most Rev. P., "Memorial to the Governor General of Canada," April 17, 1877, in The Journal of the Assembly of P.E.I., Appendix (A), 1878.

Reasons put forth by the Bishop why he considered certain schools as separate. Of value in the study of the school question.

McNeill, J., Letter to the Most Rev. B. D. MacDonald, December 10, 1856, in the Bishop's Archives, Bishop's Residence, Charlottetown, P.E.I.

Of value to this thesis for the discussion of the Government's position in regard to the reading of the bible in the schools.

Members of Education Committee, "Report of Education Committee of 1834," in The Journal of the Assembly of P.E.I., 1834, p. 22-24.

Basic material for this thesis.

-----, "Report of Education Committee of 1851," in The Journal of the Assembly of P.E.I., 1852, p. 56-57.

Basic material for this thesis.

Members of Education Committee, "Report of Education Committee of 1876," in The Journal of the Assembly of P.E.I., Appendix (AA), 1876.

Basic material for this thesis.

P.E.I. Executive Council, "Memorial presented to the Colonial Secretary, London, England," June 18, 1852, in Provincial Correspondence of P.E.I., Dispatches Sent.

R. G. 7, G. 8D, Vol. 52.

Of value for the discussion of the educational situation in 1852 and the reasons put forth why The Free School Act should be given the royal assent.

-----; "Memorial presented to the Governor General of Canada," June 30, 1877, in The Journal of the Assembly of P.E.I., Appendix (A), 1878.

Of value for the discussion of the status of the schools at the time of the passing of The Public School Act.

P. E. I. House of Assembly, Debates of the Assembly of P.E.I., 1852-1877.

Basic material for this thesis.

-----, Debates of the Legislative Council of P.E.I., 1856-1873.

Basic material for this thesis.

-----, "Education Acts," Laws of P.E.I., 1825-1877.

Basic material for this thesis.

-----, The Journals of the Assembly of P.E.I., 1825-1878.

Basic material for this thesis.

P. E. I. Land Agents, "Memorial presented to Colonial Secretary, London, England," June 23, 1852, in Provincial Correspondence of P.E.I., Dispatches Sent, R. G. 7, G. 8D, Vol. 52.

Of value for the discussion of the opposition to The Free School Act.

P. E. I. School Visitors, "School Visitors' Reports," Appendices in The Journal of the Assembly of P.E.I., 1837-1877.

Basic material for this thesis.

P.E.I. School Visitors, "Reports of the Normal School," Appendices in The Journal of the Assembly of P.E.I. 1855-177.

Basic material for this thesis.

Secretaries of the Board of Education, "Recommendations of the Board of Education of P.E.I.," in The Journal of the Assembly of P.E.I., 1830-1877.

Basic material for this thesis.

Scott, R. W., Secretary of State for Canada, "Letter to Lieutenant Governor Hodgson of P.E.I.;" November 15, 1877, in The Journal of the Assembly of P.E.I., Appendix (A), 1879.

Of value for the discussion of the illegal status of the separate schools.

Stow, "Letter to Lieutenant Governor Daly of P.E.I.," January 21; 1856, in The Journal of the Assembly of P.E.I., Appendix I, 1856.

Of value because of the discussion of the type of Normal School to be established.

; "The Teachers," editorial in The Examiner of P.E.I., Vol. X, No. 11, issue of March 27, 1860.

Of value to this thesis for the discussion of the qualifications of the teachers.

; "The Teachers," editorial in The Examiner of P.E.I., Vol. X, No. 15, issue of April 24, 1860.

Of value to the writer for the discussion of the teachers and the conditions under which they had to work.

; "Education," correspondence in The Examiner of P.E.I., Vol. X, No. 23, issue of June 19, 1860 to Vol. XI, No. 19, issue of May 6, 1861.

Of value to this thesis because of the discussion of the state of education during this period.

, "Education," editorial in The Examiner of P.E.I., Vol. XIV, No. 48, issue of October 31, 1864.

Of value for the discussion of the state of education at the time.

, "Education," editorial in The Examiner of P.E.I., Vol. XVIII, No. 10, issue of January 13, 1868.
Of value for the discussion of a grant for private schools.

, "Report of Teachers' Meeting," article in The Islander, Vol. 18, No. 895, issue of February 17, 1860.
Of value for the report of the first active steps taken on the part of the teachers to influence education on the Island.

, "Schools," advertisements in The P.E.I. Register, Vol. 1, No. 19, issue of December 20, 1823, to Vol. VI, No. 309, issue of December 29, 1829.
Advertisements of the early private schools and the subjects taught. Of value in the study of the early schools and the different courses offered.

, "The French Teachers," editorial in The Islander, Vol. 21, No. 1050, issue of March 13, 1863.
A discussion of the necessity of having all French teachers licensed by the Board of Education. Of value in the study of the Government's policy of licensing teachers.

, "Grammar School," advertisement in The P.E.I. Register, Vol. V, No. 192, issue of July 10, 1827.
Of value in the study of the courses offered students at the higher school level.

APPENDIX 1

THE POWERS OF THE CHIEF SUPERINTENDENT¹

VI. It shall be the duty of the Chief Superintendent of Education, and he is hereby empowered:

(a) To have, subject to the Board of Education, the supervision and direction of the Inspectors and Schools.

(b) To enforce the provisions of the Act and the regulations and decisions of the Board of Education.

(c) To withhold all Provincial aid from Districts presenting a false or insufficient Return, and to deal with forfeited balances as directed by the Board of Education.

(d) To furnish the Inspectors with the numbers and boundaries of the Districts within the respective Counties, and, from time to time, as new Districts are erected, or boundaries altered, to furnish such new boundaries; and the certificate of the Inspector shall be evidence of such boundaries in all Courts.

(e) To cause copies of this Act, with Regulations of the Board of Education, together with all necessary forms and instructions, to be published, and furnished gratuitously to Inspectors, Trustees and Teachers.

(f) To prepare, annually, a Report upon the schools subject to his supervision, accompanied with full statistical tables, and detailed accounts of the expenditures of the moneys appropriated under this Act, and offer suggestions on educational subjects; which Report shall be laid before the Legislature within ten days after the opening of the next succeeding Session thereof.

¹ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XL Vic., Cap. I, Section VI, 1877, p. 4-5, in the Parliamentary Library, Ottawa.

APPENDIX 2

THE POWERS OF THE BOARD OF EDUCATION¹

III. The Board of Education shall have power:

(a) To provide for the establishing and efficient working of a Normal School with model departments; to appoint a Principal for the same at a salary of one thousand two hundred dollars per annum, payable quarterly, and such assistants as may be found necessary, and to make such allowances for the travelling expenses of pupil teachers attending the School as shall be deemed proper, not exceeding twelve dollars.

(b) To appoint three Inspectors, and as far as practicable, each County shall constitute an Inspectoral District, and the Board shall have power to prescribe the qualifications for Inspectors, and their duties when not herein prescribed, and to provide for the uniform Certification of all candidates for the same; and the sum of two thousand dollars shall be annually appropriated for the salaries of such Inspectors, to be apportioned as the Lieutenant Governor in Council may determine.

(c) To divide the Province into School Districts, and from time to time to create new Districts or alter boundaries, having due regard to the number of children, and the ability of each District to support one or more efficient Schools; towns, villages, and populous localities, having a community of interests, shall, as far as practicable, form a single District, and no District shall contain less than forty resident children between the ages of five and sixteen years, unless the area of such District shall contain four square miles, and in the erection of Districts the Board may obtain such assistance as may be found necessary.

(d) To make regulations for the organization, government and discipline of Schools; for the arrangement and order of School premises, and for the classification of Schools and Teachers, to appoint Examiners of Teachers, and to grant and cancel licenses.

¹ P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XL Vic., Cap. I, Section III, 1877, p. 3-4. in the Parliamentary Library, Ottawa.

(e) To prescribe text books and apparatus for the use of Schools, books for School Libraries, plans for the construction and furnishing of School houses and courses of standards of instruction and study for Schools.

(f) To determine all appeals from the decision of Inspectors, and to make such orders thereon as may be required.

(g) To prepare and publish Regulations under which moneys may be drawn and expended.

(h) To make such Regulations as may be necessary to carry into effect this Act, and generally to provide for any exigencies that may arise under its operation.

APPENDIX 3

DUTIES AND POWERS OF TRUSTEES WITH RESPECT TO SCHOOL PROPERTY¹

LXVII. It shall be the duty of each Board of Trustees, and they are hereby empowered:-

(a) To acquire, take and hold for the Corporation all the existing school property of the District, and any real or personal property, moneys or income for school purposes, and to apply the same according to the terms on which the same were acquired or received, with power, when so authorized by the school District in annual meeting, or in meetings called for such purpose, to sell or dispose of the same, and apply the proceeds towards payment of charges against the District for purchase or erection of school property, if such charges exist.

(b) To purchase or rent lands or buildings for school purposes, contract for the erection and furnishing of school buildings, repair and keep in order and insure the buildings and furniture, procure maps, apparatus and books, and generally to provide for all school services as authorized by the school meeting.

(c) To borrow, when authorized by the school meeting, money for the purchase or improvement of grounds for school purposes, or for the purchase or buildings of school houses, or the repairing or altering existing school houses, or of adding thereto, or for the furnishing of the same; and such amounts shall be repaid by equal yearly instalments, not exceeding seven, with any interest accruing, to be assessed upon the District; and the moneys so borrowed shall be a charge upon the District; and for money so borrowed, the Board of Trustees shall have power to give certificates of indebtedness.

(d) To determine the site of the school houses, subject to the sanction of the Inspector, and when the location for the erection of a school house and necessary buildings

¹ P.E.I. House of Assembly, "Education Act," Laws of P.E.I.; XL Vic., Cap. J, Sections LXVII, LXIX, LXX, LXXI, and LXXIV, 1877, p. 26-33, in the Parliamentary Library, Ottawa.

has been so selected, fifty yards at least from any dwelling house in Districts other than cities, towns, or villages, and the Board of Trustees are unable to agree with the owner thereof for the purchase, they may lay out a school lot, not exceeding forty square rods, and cause the same to be appraised in manner following, that is to say:- The Trustees shall apply to a Justice of the Peace for a Warrant, who is hereby required to grant the same, directed to either the Sheriff, Deputy Sheriff, or any Constable within the County, commanding him to summon five disinterested freeholders of the County, not resident in the District, at a certain time to be named in such Warrant, to examine such land, the said Trustees, or any one of them, to be present, and the said Jury, who are to be sworn by any Justice of the Peace, who shall proceed to assess the same, provided it appears to them that the Trustees had given personal notice to such owner of such inquisition, or that notice thereof had been posted in three public places of the District, six days before the day of such inquisition, and shall return the amount of such assessment to the Chief Clerk of the County Court, and on payment or tender of such damages, the Board of Trustees may take and hold such lot. In case land so taken should at any time not be required for school purposes, the Trustees may, with the sanction of the Inspector, sell the same by private sale to the original owner at the price paid for it by the Trustees, together with interest at six per cent, or at public sale to the highest bidder, in case the original owner declines to purchase as aforesaid.

(e) When the land of any infant, married woman, idiot or lunatic, is required for a school lot, if the Board of Trustees cannot agree with the guardian of such infant for the purchase thereof, or with such married woman and her husband, or with the Committee of such idiot or lunatic, the Trustees may lay out such school lot and cause the same to be appraised, as in other cases where appraisements are to be made for a school lot taken under this Act, provided that notice of the taking of any inquisition shall be personally served on the guardian of such infant, the committee of such idiot or lunatic, or the said married woman and her husband; or in case the said infant have no guardian, or the said idiot or lunatic have no committee, then the Chief Clerk of the County Court for the County where such land is situated, shall act as guardian for such infant, or as committee for

such idiot or lunatic; and in either of these events, it shall be imperative to value such land by a jury, and the damages found by the jury shall be paid into the Provincial Treasury, and remain in the Provincial funds, on interest at five per cent, until application is made therefor by such guardian or committee, or of such infant himself when of full age, or in case of his death, his representatives.

(f) When land required to be taken for a school lot is under mortgage, if an agreement for purchase cannot be made with the mortgagor, with the consent of the mortgagee, or mortgagees, it shall be lawful for the Trustees to lay out such school lot and cause the same to be appraised as in other cases where appraisements are made for a school lot under this Act: provided that notice of the taking of any inquisition shall be served on the mortgagee or mortgagees, as well as the mortgagor, and in such cases the damages found by the jury shall be paid to the mortgagee or mortgagees, according to their priority, and be by him or them credited on such mortgage, and the land so taken shall be held to be thereupon released from any such mortgage or mortgages.

WITH RESPECT TO SCHOOLS, SCHOOL TEACHERS, BOOKS, ETC.

LXIX. It shall be the duty of the Board of Trustees, and they are hereby empowered:-

(a) To provide school privileges free of charge for all children from five to sixteen years of age, inclusive, who may be resident in the District, and, when authorized by the school meeting, improved accommodation, as far as possible, in accordance with the provisions of section fifty-three, with power to admit to school privileges pupils from other Districts, and if the Trustees shall deem it necessary, they may exact from such pupils from other Districts, such reasonable tuition fees as may be sanctioned by the Inspector. Persons above sixteen years, who desire to attend school in the District in which they reside, shall have the right to do so free of charge, if there is sufficient school accommodation. Any person who may be assessed for District school rates in two or more Districts, shall have the right to send his children to the school of any District in which he may be

assessed, or part of them to the school of one District, and part to the school of another District, as last aforesaid. Any parent, master or guardian, who pays District school rates in any school District, shall be entitled to send any child under his care, custody or control, to the school of such District.

(b) To regulate, from time to time, with the aid of the Teachers, the attendance of the pupils in the several departments, according to attainments, and to suspend or expel any pupil from school whom the Teacher may report to the Trustees as persistently disobedient, or addicted to any vice like to affect, injuriously, the character of other pupils, until the Trustees and Teacher shall receive from such pupil assurance of reform.

(c) To employ Teachers for the District, the contract to be in writing, and to suspend or dismiss any Teacher for gross neglect of duty, or immorality; and when they do suspend or dismiss any Teacher, they shall forthwith remit a written statement of the fact to the Chief Superintendent; who, if satisfied of the correctness of such dismissal, shall not allow to such Teacher further payment on such contract from the Provincial Treasury.

(d) To visit at least monthly each school under their charge, and see that it is conducted according to this Act, and the regulations of the Board of Education; to notify the District of the opening or re-opening of the schools, to provide for the health of the school, and to see that the schools are properly supplied with books prescribed by the Board of Education, and that no books unauthorized by the Board are used.

(e) If any parent, master or guardian, after notice from the Trustees that a child under the care of such person is unprovided with the necessary prescribed school books, shall refuse or neglect to furnish such child with the books required, the Trustees shall, subject to the power to exempt indigent persons, furnish them at the expense of the District, and the cost thereof may be collected from the parents, master or guardian, by warrant of the Trustees as in case of assessed rates.

WITH RESPECT TO THEIR ORGANIZATION

LXX. It shall be the duty of the Board of Trustees, and they are hereby empowered, to meet as soon as practicable after the annual election (or the appointment) of a Trustee or Trustees, and appoint a Secretary to the Corporation, who may be of their own number, and who shall forthwith give a bond, with two sureties, to Her Majesty, in a sum at least equal to that to be raised by the District during the year, for the faithful performance of the duties of his office, and the same shall be forthwith lodged by the Board of Trustees with the Chief Superintendent; and Trustees failing to take such bond from their Secretary and lodge it as aforesaid, shall be liable for his default to the extent of the sum for which such bond should have been taken, and such Secretary shall keep the records, accounts and moneys of the Board, collect and disburse all school moneys of the District, have charge of the school property, safely keep and deliver up when required to the Trustees the papers and moneys of the Corporation, including the records of the school meetings, and perform all other duties which the Board may prescribe in relation to their corporate affairs. The Secretary shall be entitled to receive ten per cent. commission on all sums collected upon District assessment by him or under his direction (except as herein-

after provided) for the support of the schools of the District, excepting in cases where payment is made before demand or notice given by the Secretary, in which case he shall be entitled to two and one half per cent., and shall make a deduction to such persons of two and one half per cent.; and the Secretary shall be entitled to two and one half per cent. on all sums collected by him, or under his direction, (except as hereinafter provided), for the purchase or erection of a school house, or the purchase of school grounds; and any ratepayer paying his rates in respect of such last mentioned services before demand or notice, shall be entitled to the like deduction of two and one half per cent. on the amount of his rates.

LXXI. The bond given by the Secretary of any Board of School Trustees shall, so long as it shall remain uncanceled, or until a new bond be taken, be deemed a continuing security during his continuance in office, although in terms for one year.

WITH REFERENCE TO REPORTS ETC.

LXXIV. It shall be the duty of the Board of Trustees;-

(a) To cause to be prepared and read at the annual meeting a report for the year then ending, which report shall,

amongst other things contain a statement of the educational condition of the District and of its needs, and exhibit a full account of the receipt and expenditure of all School moneys during such year, and which account shall have been dully audited as hereinafter provided.

(b) To prepare and forward to the Chief Superintendent, within two weeks after the close of each School term, a true return, duly sworn to before a Justice of the Peace, of the state of the School, according to the form drawn up for that purpose by the Chief Superintendent.

(c) To call all meetings as provided by this Act.

APPENDIX 4

THE DUTIES OF THE TEACHERS¹

LXXVI. Every teacher shall call the roll every morning and afternoon, and otherwise keep a daily register of the scholars in the manner prescribed by the Board of Education, which shall be open to inspection at all times; he shall diligently and faithfully teach all the branches required to be taught in the School, according to the terms of his engagement with the Trustees, and according to the provisions of this Act, and shall maintain proper order and discipline therein; and any Teacher neglecting to keep an accurate register as aforesaid, shall forfeit the amount otherwise payable to him out of the Provincial Treasury.

LXXVII. He shall have a care to the health and comfort of the School, and to such end shall enforce cleanliness, and report to the Trustees the appearance of any infectious and contagious disease in the School.

LXXVIII. He shall during each half year hold a public examination of the School, of which notice in writing shall be given to the Trustees, and to the parents through the pupils; he shall through the pupils give notice of all such meetings advertised by the Trustees.

¹P.E.I. House of Assembly, "Education Act," Laws of P.E.I., XL Vic., Cap. I, Sections LXXVI - LXXIX. 1877, p. 34-35 in the Parliamentary Library, Ottawa.

LXXIX. He shall make to the half-yearly return of the Trustees an affidavit in the following form:-

I, (name of teacher), holding a valid license of _____ class from the Board of Education of Prince Edward Island, do swear that I have taught and conducted the School (or the _____ department of the _____ School) in School District (here set out number or other designation of District), in accordance with the requirements of "The Public School Act, 1877" (or any amendment thereof) and the Regulations of the Board of Education for the period of _____ legally authorized days, during the School term ending _____ A.D., 18__; that no text books unauthorized by the Board of Education have been used in the School (or department, as the case may be); that the School Register has been faithfully and impartially kept, and that to the best of my knowledge and belief the grand total days' attendance made by the enrolled pupils in the said period was, (the number to be expressed in words at length); that my agreement with the Trustees is in accordance with the Law and the Regulations in that behalf, and that there is no collusive understanding by which any portion of the agreement is to be made of no effect.

(Name of Teacher)

Sworn at _____ this _____ day of _____ A.D., 18__,
before me

J.P.

APPENDIX 5

ABSTRACT OF

The Historical Antecedents of the Free School Act and The Public School Act of P. E. I.

The two basic laws which determined the system of education in Prince Edward Island are The Free School Act of 1852 and The Public School Act of 1877. This thesis studies the historical antecedents of these two laws as they were formulated to answer the needs of the time.

The conclusions are arrived at as a result of an analysis of primary sources, which may be found in the Parliamentary Library and the Public Archives of Canada, Ottawa, and in the Legislative Library and the Department of Education, Charlottetown, P. E. I.

The study is presented in four chapters. The first deals with the development of education from the first participation in the field by the Legislature in 1825 to the period preceeding the passing of The Free School Act. It concludes with an analysis of the problems which influenced the Legislature to seek a solution in the 1852 Act.

Chapter II considers the recommendations of the Education Committee appointed in 1851 and The Free School Act as passed by the House of Assembly. The Legislature, by passing this Act as formulated by the Committee, tried to

solve the two major educational issues of the time, - school attendance and the payment of the teachers' salaries.

Chapter III covers the period from 1852 to the passing of The Public School Act in 1877. It deals with the failures of The Free School Act and the many efforts on the part of the Legislature to improve the situation. Many of the problems considered by the government in this period were similar to those which were the cause of the passing of The Free School Act. Because the solutions arrived at in 1852 were not satisfactory, the issues arose again. The chapter also treats of the great religious strife on the Island in this period over the question of Bible reading in the schools, sectarian teaching, the inefficiencies of the Board of Education and the Boards of School Trustees, and the part played by each of these in shaping the new Act.

Chapter IV deals with the report of the Parliamentary Committee appointed in 1876, to study the operation of the then existing Education Act. This Committee was appointed because of the inadequacies of the Board of Education and the existence of sectarian teaching in the Province. The chapter discusses The Public School Act, the system of education established by the Act, and the opposition to the Act after it was passed by the Legislative Assembly.

In summary, this study establishes the historical antecedents which caused these two laws to take the form they did. In addition, it points out the factors which influenced the system of education which was finally developed for the Island Province.