Archbishop Carr and Catholic Education:
the attitude and response to the
Registration of Teachers and Schools Act 1905.

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March 1993
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DECLARATION

This paper is submitted in fulfilment of the requirements for the degree of Master of Education by coursework and minor thesis at the University of Melbourne.

I hereby declare that this thesis contains no material which has been accepted for the award of any other degree or diploma in any university and that to the best of my knowledge and belief, the thesis contains no material previously published or written by another person, except where due reference is made in the text.

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ACKNOWLEDGEMENTS

I wish to acknowledge my debt to the following:

Father Ian Waters for the access permitted me to the Catholic Historical Commission Archives; Dr Marjorie Theobald, my thesis supervisor, for her ideas and encouragement; Ms Helen Koutourogenis for the invaluable time spent in the layout and editing of my thesis, and for the constructive advice she gave me as I wrote it; The Registered Schools Board for granting me access to the minutes of the Teachers and Schools Registration Board 1906-1910; The persons who assisted me during my research at the Latrobe Library, the Public Records Office, Laverton, and the E.R.C., Baillieu, and Law libraries at the University of Melbourne; Finally I wish to thank my wife Linda for her patience in the completion of my work.
ABSTRACT

The late nineteenth and early twentieth centuries saw the introduction of significant changes in education in Victoria, both in the State system of education and in the denominational systems. This thesis analyses the introduction of the Registration of Teachers and Schools Act 1905 and its effect on Catholic education, with a particular emphasis on the role of the Catholic Archbishop of Melbourne, T.J. Carr. It briefly outlines the Catholic response to the Education Act of 1872, and the period of upheaval that followed the loss of State aid for education in denominational schools.

That Catholic schools survived in the tumultuous decades following the introduction of the Education Act of 1872 was largely due to the autonomous nature of the many Catholic communities scattered around Victoria, and the drive and energy of the parish priests and committed communities of Nuns and Brothers who tended the education of Catholic children. They were assisted by the financial generosity of many parishioners.

With the Royal Commission on Technical Education 1899-1901 recommending changes in education that would inevitably involve Catholic teachers and schools, Archbishop Carr initiated approaches to the training of Catholic teachers and Catholic communities that required greater uniformity. Religious Orders were to maintain their individuality in many respects; however, the Registration Act of 1905 compelled teachers to obtain certain qualifications to be eligible to register as teachers. In response to this Act Archbishop Carr directed the
amalgamation of Houses within various Orders of Sisters, and opened a number of teacher training colleges for novices and the laity.

Finally, this thesis covers the two to three years immediately following the introduction of the 1905 Act, when Archbishop Carr was involved in a drawn out struggle with the Teachers and Schools Registration Board and the Government, over the lack of parity between teacher training requirements for the State system and the denominational systems. During this time there was a significant degree of politicking from a number of sources, including the Catholic church, with the media used as an important tool for the relaying of information that was generally partisan in nature.
Introduction

The initial purpose of this thesis was to evaluate the educational policy of the second Catholic primate of Melbourne, Archbishop T.J. Carr, and to establish how, under his leadership, the Catholic community was to maintain and increase its network of Catholic schools in the Archdiocese. It became clear that a thesis of this length would not do justice to the thirty-one years Archbishop Carr was in office, and so a specific aspect of his rule was selected. An issue that saw the Archbishop in direct conflict and negotiation with such bodies as the State Government, the Teachers and Schools Registration Board, and the more obscure Loyal Orange Institution was the introduction of the Registration of Teachers and Schools Act 1905.

This thesis deals with the stabilization and continued growth of Catholic education after the tumult created by the introduction of the Education Act of 1872. From 1872 to 1886 Catholic education was in an era of survival and reconstruction. With the arrival of Archbishop Carr came a renewed hope in the long term existence of Catholic education in Victoria. His reign saw an enormous influx of Religious teaching Orders not only to maintain the existing Catholic educational structure, but to extend it significantly.

The Catholic community never accepted the injustice of the loss of State aid for its educational needs. Nevertheless, under Archbishop Carr's leadership it responded by developing acceptable Catholic education through a Central Training College, the amalgamation of Houses within respective teaching Orders, and through the acquisition of a skilled pedagogue from England to develop courses of study and training for a
number of the Orders. Under the Archbishop's directorship Catholic education in Victoria was strengthened significantly, and though he was not able to exempt Catholic teachers from the requirements of registration and the attainment of qualifications required by the Registration Board, he remained the champion of the Catholic community and did gain some concessions which ensured that secular and denominational teachers would be treated equally.

Archbishop Carr's rule over the Melbourne Archdiocese has generally been overshadowed by those of his predecessor, J.A. Goold, the first Catholic Archbishop of Melbourne, and his successor, Daniel Mannix, the long serving and controversial third Archbishop of Melbourne. Carr's was no less a significant period for the Catholic church and Catholic education in Victoria, but he was not the firebrand that was Mannix, nor was he the 'founding father' that was Goold. His was a period of transition where the Catholic educational hierarchy was compelled through legislation to accede to the unquestionably appropriate objective of improving the teaching profession throughout the State of Victoria.

This thesis deals with that period in the first decade of the twentieth century in which the Director of Education, the University of Melbourne, various private and Public schools, the Australian Natives Association (A.N.A.), the Incorporated Association of Secondary Teachers of Victoria (I.A.S.T.V.), and the Government, proposed and implemented the registration of all teachers outside the State system. The only significant resistance - numerically and in terms of influence - to this particular legislation came from the Catholic hierarchy led by Archbishop Carr.
The Registration Act was seen as a further intrusion into a Catholic education system that had supported itself for thirty years with no assistance from the Government. Archbishop Carr did not disagree with the principle of reforming the teaching profession and ridding Victoria of the many sub-standard schools that existed at the time. He did not oppose registration, but he wished to remain solely responsible for the standard of training and qualification for Catholic teachers, and in particular Nuns in the Primary system.

The early stage of my investigations revealed a great deal of information on the State education system, but access to the Catholic Historical Commission Archives was literally impossible for a variety of reasons. I was eventually granted limited access and found a wealth of primary source material, though regrettably some gaps remained. Some letters between Archbishop Carr and Cardinal Moran of Sydney are lost, and those extant are more tantalizing than informative.

What the research revealed was a Catholic community which saw itself as defiant and independent, despite the best efforts of a society which conducted a vendetta against anything Catholic. That sectarianism existed in Victorian society throughout these years is beyond question. That it existed in public office is also true, as was the passionate resistance of Catholics. Sectarianism was an effective way to unite the Catholic community, and it was used, abused and twisted to suit the Catholic hierarchy in movements, protests, and in many forms of fund raising.

If the Catholic hierarchy was unscrupulous enough to manipulate its followers in such a way, it is very difficult to verify through documentation, particularly that which is held at the Catholic Historical
Commission. The image of Archbishop Carr seemed always faultless. Perhaps the venerable Primate was of an exceedingly high moral character and in possession of none of the vices of lesser people. His work for the Archdiocese, as measured through the visible monuments of schools and churches built, was certainly productive. His intelligence and eloquence were proven in a series of theological debates in the 1890s and through his academic achievements. The adoration of his concelebration was stated time and time again through the Catholic press, and the secular press was also most respectful to him.

The research for this thesis revealed Archbishop Carr as being a pragmatist with respect to imposed legislative change. While he protested to the Registration Board of the difficulties that would face Catholic educators if they were forced to follow the Board's scheme of training, he enforced the streamlining of the teaching Orders of Sisters, he established a number of Catholic Training Colleges with courses to satisfy the Board while giving the essential Catholic flavour to instruction, and he insisted that State teachers be subjected to the same scheme of training as the denominational teachers. Through all of this it was essential for Archbishop Carr to placate the Catholic community by showing them that he would not yield meekly to further intrusions by the Government into Catholic education. This he did with notable success. The stabilization and growth of Catholic education in the twentieth century owes a great deal to the second Archbishop of Melbourne.
Chapter One - "The Great Betrayal":
Catholic education in Victoria 1867-1897.

In the memorabilia of the Australasian Church, Saturday, 11th June 1887, will have a conspicuous place. On that day the most Rev. Thomas Joseph Carr, D.D., Archbishop of Melbourne, arrived at the seat of his episcopacy, and took possession of the See after it had been a year in widowhood and mourning.¹

Such was the introduction to Archbishop Carr's arrival to Melbourne in the *Advocate* on the following Sunday. The Archbishop arrived to a friendly and enthusiastic reception in a city that had been given the epithet 'marvellous' by many of its visitors during the speculative boom years of the 1880s. Melbourne had become wealthy due to the gold rushes of the 1850s and 1860s with investors ready to spend money and banks and other financial institutions willing to lend it.

Archbishop Carr was born in County Galway, Ireland, on 10 May 1839. At fifteen he went to St. Patrick's College, Maynooth, and was ordained a priest in 1866. He spent four years as a curate in his native diocese and in 1872 returned to Maynooth as Dean. In 1880 he became Vice-President of the college, and in 1883 he was appointed Bishop of Galway. On 29 September 1886 he received a Brief from Rome appointing him Archbishop of Melbourne in succession to James Alipius Goold who had died the previous June.²

Goold had been a dogged defender of the Catholic faith, particularly in education. As the foundation bishop for the See of Melbourne, Goold was the principal Catholic identity during the significant educational

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¹ *Advocate*, 11 June 1887, p. 5.
² *Austral Light*, vol. XVIII, no. 6, June 1917, pp. 311-312.
innovations considered by the state in the 1860s, and implemented by Education Act of 1872.

In a diary entry dated 7 February 1867, the then Bishop Goold noted that he had been engaged for 'most of the afternoon on a Pastoral letter for the press on the report of the Royal Commission on Education'. This letter was read over the pulpits of the churches the following Sunday, and was reproduced in full the following day, Monday 11 February, in the Melbourne daily newspapers.

In his letter Bishop Goold pointed out that 'on the vital subject of education, Catholics must follow the teaching of the church', and that in the most sacred interests of religion he, as bishop, was 'the legitimate guardian of this see (Melbourne) in those rights.' Goold was reacting to the report from the Royal Commission into public education tabled in Parliament in January by its chairman, George Higinbotham.

Higinbotham's report was a stinging indictment of the Common School system. He proposed in a Bill that elementary education be compulsory to rectify the problem of so many young children not receiving an education and to allow the clergy to give a 'common system of religious

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3 The Diaries of Bishop Goold, Catholic Historical Archives, East Melbourne.

4 Letter in the Argus, 11 February 1867, p. 5.

5 George Higinbotham (1826-1892): In 1861 he was elected for Brighton in the Legislative Assembly and was attorney-general in the McCulloch ministry in 1863-68. He recognised the need for a state school system but faced the dilemma that, although the state could not engage in spiritual education, education without religion was mere instruction. By 1867 Higinbotham was convinced that in justice to the equal rights of children of all classes the state must take full responsibility for national education and withdraw aid to denominational schools. [Australian Dictionary of Biography, vol. 4: 1851-1890 D-J, p. 391].

6 The Common Schools Act, passed 18 June 1862. It established a Common Schools Board, which caused grave misgivings among Catholics. The Act was to apply to all schools receiving Government aid, including Catholic schools; local committees were to be set up without any reference to the head of any denomination, and the final authority for the engagement and dismissal of teachers was the Board. [D.F. Bourke, A History of the Catholic Church in Victoria, p. 82].
instruction ... at a certain period of the day. The Catholic church opposed this concept of common Christianity, and Bishop Goold said, in a written statement to the commission, that

    religious and secular instruction ought, whenever possible, to be given together. To give chief place and preference to secular education is a grave mistake, which will eventually prove most injurious to the religious and moral welfare of society.

Though Higinbotham withdrew his Bill, irreversible trends had developed in educational reform that would see the creation of a schism between the Catholic church and the State that would remain for at least one hundred years.

There were few more obvious signs of the Catholic versus non-Catholic rivalry than at the State political level. Moreover, this rivalry was not exclusively drawn along religious lines. It was an amalgam of the Irish/English rancour, and the Irish/Protestant vis-à-vis wealthy or upper class members of Parliament being opposed to those that were seen as representing or supporting the more radical, working-class, 'bog' Irish.

The Irish Catholic bloc in Parliament was small but was able to be a significant opposition to the liberal or conservative groups. The Irish Catholics included a number of prominent politicians within their ranks. Throughout this era John O'Shanassy, Charles Gavan Duffy and Bryan O'Loghlen all succeeded to the premiership and achieved notoriety and influence. They all supported Catholic interests, particularly with regard to education. However, it would be misleading to suggest that education

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8 Report of the Royal Commission on Public Education, 1867 - Appendix K. This royal commission was established in September 1866 to enquire about the working of the Common Schools.
was the sole or even the principle issue dominating politics at this time - issues relating to land selection and inter-colonial trade were also prominent.

Duffy\(^9\) was a particularly avid supporter of the growing Irish Catholic minority in Victoria. Austin indicates that he had been an Irish rebel, and he was accepted as the political and social leader of the Irish Catholics in Victoria at that time.\(^{10}\) In February 1868 he helped found the Advocate, a Catholic lay journal, which, along with the Tribune, became a principal focus for Catholic ideas both from the laity and the clergy.

In 1869 the second provincial council of the Catholic church was held in Melbourne. Bishops from all the existing Sees in Australia met to discuss policy on a number of issues regarded as critical to the Catholic church. In a pastoral letter published in the Advocate, the bishops provided clear, uncompromising directives on their interpretation of mixed schools:

The evil of mixed schools, or of what comes nearly to the same thing, schools in which religious teaching and discipline are withdrawn from the guidance of the Church ... is so gross an invasion of the common liberty of conscience. They [the government] have not seen the now commonly recognised distinction between education and mere instruction, that a Catholic child can only be educated by a Catholic, nay, that even instruction in Catholic doctrine can only be given by a sincere Catholic.\(^{11}\)

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\(^9\) Sir Charles Gavan Duffy (1816-1903) : Irish nationalist and Victorian statesman. Became Premier of Victoria briefly from 1871 to 1872, though his ministry suffered from fear of Catholic power. Duffy was knighted in 1873. He grew weary of colonial politics and loathed the task of constantly answering the insensate inventions of religious bigotry of Orangemen; so he returned to Europe in 1880. [*Australian Dictionary of Biography*, vol. 4: 1851-1890 D-J, pp. 111-112].


\(^{11}\) *Supplement to The Advocate*, 8 May 1869, p. 1. [Full text - Appendix A]
Bishop Goold had doubtless kept the other Australian bishops informed of the political thrust to remove State aid to the denominational schools, and though the Catholic bishops made their rejection of secular education quite clear, their statements did not stop the drive of people like Higinbotham, in working for the cessation of State aid.

Further educational reform was delayed temporarily when in June 1871 Duffy became Premier. By the time he formed his Ministry, Duffy was the focus of sectarian opposition. Moreover, other factors mitigated against Catholic leadership: the Pope's denunciation of liberalism in the Syllabus of 1864, the publication of the doctrine of Infallibility in 1870, the strong line taken by the hierarchy in Australia after the Provincial Council of 1869 particularly on education, and the increased proportion of Catholics shown on the 1871 Victorian census, all exacerbated hostility towards the Duffy Ministry.

A year later, because Duffy had refused to bring in an education Act, the Opposition succeeded in bringing his Ministry down. The Governor commissioned J.G. Francis to form a government on 10 June 1872. James Wilberforce Stephen was appointed attorney general and was entrusted with the important and controversial education Bill.

At this time it was the practice for new Cabinet Ministers to stand for election. Therefore, on 26 June 1872, there were to be Ministerial elections in seven constituencies. There was vigorous opposition against the government candidates from Duffy and his supporters, as well as from Catholic clergy. Just before the election, on Sunday 23 June, Bishop Goold issued a pastoral admonition against the wishes of some of his closest advisers [Appendix B]. Bishop Goold apparently expected the Government to remove all traces of religion from the vested schools and
to put a total ban on denominational schools. Because the Francis government had concealed the details of the new Bill under a cloud of secrecy, and since some of its ministers were reputedly antagonistic to Catholics, it was reasonable for the Bishop to draw such conclusions. So Bishop Goold called on Catholic laity to withhold their votes from those candidates who were 'in favour of a scheme of godless compulsory education.'

In his Admonition, Bishop Goold appealed to the Catholic faithful and rebuked the Government suggesting that

it is their determination to do away with your schools and substitute for them godless schools to which they will compel you, under penalty, to send your children ... Holding out the abandonment of the payment of school fees for primary education is a shameless and demoralising bribe to the poor and weak, to put their conscience aside for apparent personal advantage. Godless education you have always rejected as an impious outrage on God and virtue. Now that it is about to be forced upon you under penal compulsions which means a direct violation of parental and civil liberty, you will, with God's help ... reject it with execration ... These attempts to heathenise Christian notions ... have always been met on the part of the Church with uninterrupted resistance, even to the loss of liberty and the shedding of blood.

The tone of Bishop Goold's reproof was inflammatory, and response through the media was swift and scathing. On the Monday immediately following its release the Argus said, 'no effort is omitted to arouse the sectarian zeal of the less enlightened members of his own church, to stimulate their fanaticism, and to make sacerdotal influence subservient to political warfare.' This was no doubt alluding to Bishop Goold's statement on 'the shedding of blood' which, as one reader commented in

12 Pastoral Admonition in the Argus, 24 June 1872, p. 5.
13 Argus, 24 June 1872, p.5.
14 Argus, 24 June 1872, p. 4.
a letter to the editor, would incite 'the ignorant hot-headed Irish Paddy ... to use his shillelagh'\textsuperscript{15} against the new Government and their friends during the election campaign. In another letter, a member of the Catholic faith tried to rationalise Bishop Goold's statement by explaining:

As Catholics, we do not admit that the state has the right to say to the Church - "Thus far, but no farther". This language can only be used by the Church to the state, and therefore we say the temporal has no rights against the spiritual.\textsuperscript{16}

This latter statement may well have reinforced in the opponents of the Catholic church their belief in its unbounded arrogance for there was an enormous backlash against this level of clerical interference. The Argus lambasted a church which had 'systematically repressed and discouraged the growth of human thought.'\textsuperscript{17} On 25 June, Attorney General Stephen, in an address to the electors of St. Kilda at the Prahran Town Hall, stated that 'the thin edge of the wedge had already been introduced into the Catholic body ... That wedge was education. It had already been introduced, it would be driven, and it would rend the Catholics asunder.'\textsuperscript{18} The most likely interpretation of this metaphor is that Stephen meant his Education Act would split the whole Catholic body - laity from clergy; the laity would refuse to obey the clergy and would abandon Catholic schools and accept State schools.

Stephen introduced the education Bill to the Legislative Assembly on 12 September 1872. The aim of the Bill was that education be secular, compulsory, and free. A Minister of Public Instruction was to be created

\textsuperscript{15} \textit{Argus}, 25 June 1872, p. 6.

\textsuperscript{16} \textit{Argus}, 25 June 1872, p. 6.

\textsuperscript{17} \textit{Argus}, 24 June 1872, p. 4.

\textsuperscript{18} \textit{Argus}, 26 June 1872, p. 5.
to administer and control education, though his exact powers were not precisely stated. Clause 10 of the Act outlined the removal of State aid to all non-government schools. This coupled with Clause 12, struck the critical blow to Catholics and other denominations. Clause 12 stated that in every State school secular instruction only shall be given and no teacher shall give any other than secular instruction in any State school building and in every school used under this Act ... but nothing herein contained shall prevent the State school buildings from being used for any purpose on days and hours other than those used for secular instruction.19

However, this latter point depended on consent from the newly created Local Board of Advice, which could be overruled by the Minister if he so desired.

At a time of such sectarian bitterness, the implications - if not the detail, of the Bill -- seemed clear to many people. In Parliament on 26 September 1872, the politician T.H. Fellowes said, in reference to the legislation, 'The true colours of this Bill are ... an Orange banner blazoned with "No Popery!"'.20 Almost two months later on 23 November and again in Parliament, Thomas Bent M.P. said: 'The purpose of this Bill is to crush the Roman Catholic section of the community.'21

The Bill passed through the committee stage with few important alterations, and the Education Act of 1872 [Appendix C] was passed on 17 December and became an operative law on 1 January 1873. There are


strongly partisan arguments supporting and opposing the Education Act of 1872 in many newspapers, pamphlets and books of that era and since. In his history of Victorian education, D.H. Rankin, seemingly impartially, suggests that the persons responsible for the significant educational change at that time were merely reflecting current trends in the pursuit of a purely evolutionary educational policy. Some politicians may have been instruments of some sections of the community, but the movement to secular education was worldwide and was certainly not peculiar to Australia. Perhaps the sectarian bitterness in Victorian society was magnified by the ethno-religious and class polarity that existed at the time between the large minority Irish Catholic and predominant Anglo Protestant groups.

Stephen was appointed as the first Minister of Public Instruction for the newly created Education Department of Victoria. He quickly set about implementing the ban on the teaching of any religion in State schools. He, and many others hostile to the Catholic church, assumed that Catholic support for Catholic education would soon collapse and eventually dissolve in view of the general poverty of the Catholic community and their presumed lack of unity. Despite all the obstacles the Catholic communities rallied in support of their local priests. With sustained generosity through volunteer labour and donations, they actually increased the number of Catholic schools. The passing of the Act merely intensified the anti-State school feeling that the Catholic church had, furthering the effectiveness of the Catholic school system and stimulating Church authorities to improve what was already in existence. The Catholics were literally bound by their faith not to accept a

form of schooling for their children which excluded the teaching of religion.

Despite the heavy burden placed on the Catholic church by the loss of State aid, all Catholic schools were maintained. Local school funds were developed, schools built and teachers trained. Bishop Goold realised that the Catholic authorities in Victoria were unable to offer teachers salaries comparable to what the State was offering, so he made appeals to Religious Orders to increase their numbers and he appealed to Ireland, England and Europe for teaching Religious Orders to establish themselves in Victoria if they had not already done so. According to Hoare, 'by the year 1880 Mr Wilberforce Stephen's sharp "Educational wedge", which was to "rend the Catholics asunder", was found to have done the very reverse. Catholicism was solidified as it had never been before. Protestantism, as far as education went, was split into atoms.'

Throughout the 1870s, 1880s and 1890s, various Catholic teaching Orders of priests, brothers and particularly nuns established themselves throughout Victoria with the expressed aim of founding institutions of learning for Catholic parents to send their children where they would continue to receive religious instruction. The arrival of the Religious Orders alleviated the challenge of finding ways to pay the teachers. As Rankin so aptly put it, the Act of 1872 'conclusively indicated the grit and staying power and rectitude of the Catholic people, and their adherence in spite of difficulties to principles that they conscientiously hold, and to practices that they consistently follow.'

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From 1872 to 1884 the Catholic Education Committee agitated for the restoration of State aid to denominational schools. In July 1881, Premier O'Loghlan announced that there would be a royal commission to examine the workings of the Education Act. By the time the Report of the Royal Commission on Education was tabled in Parliament in 1884, it had become quite clear that there was a great deal of disillusionment with the Act, and not only from the Catholics. Nevertheless, regardless of the Commission's findings, no action was taken to restore State aid to denominational schools. Catholics were still expected to pay taxes and were compelled to send their children to school, yet the taxes they paid were used only to provide a system of secular State education - a form of education they clearly could not abide. As Father Cahill, a Catholic witness to the Commission stated

I truly believe that if Satan were presented with a blank sheet of paper, and bade to write on it the most fatal gift to him, he would simply write the words "Godless Schools". He might then turn his attention from this planet. Godless schools would do the rest.25

Such was the atmosphere that existed in Victoria at the time of Archbishop Carr's arrival in 1887. Victoria was a society divided by sectarianism that was evidenced and encouraged through the press and the Parliament. Carr inherited an archdiocese that had become somewhat run down in the latter years of his enfeebled predecessor's life. Goold's early drive to combat the 1872 Act had waned. By the time the Plenary Council was held in Sydney in 1885 it had become clear to the Australian bishops that a Coadjutor should be appointed to Melbourne. However, as Goold died in the following year Rome immediately appointed Carr to succeed him as Archbishop.

Almost thirty years younger than his predecessor, Archbishop Carr set
about championing the cause of Catholic education with a vigour and
leadership the people of the archdiocese had been denied for a number of
years. Two things became apparent to him; one was that the quality of
secular education in the Catholic primary schools must be maintained on
a level equal to the State schools; the other was the need to provide and
extend Catholic education at a minimum of cost. 26

To keep the Catholic schools up to a high state of proficiency, the
Archbishop established a system of inspection and examination similar
to that of the State schools. In 1888 he appointed Dr Graber as Inspector
of Schools and in 1892 Fr Ganly was appointed as his successor 27, and in
1902 Nicholas Cooke was appointed as Inspector of all Catholic schools in
the Archdiocese of Melbourne. At the annual Synod of the clergy, held
in December of each year, a general report was presented, in which the
schools were classified according to merit. There was a need to extend
Catholic education through the rural districts of Victoria. At the time of
Archbishop Carr's arrival, there were only about 180 Catholic schools in
the entire state, and only 74 in the Archdiocese, as against 1800 State
schools. 28 Catholic children were compelled to attend the State
institutions in lieu of any other. So, Archbishop Carr called on more
religious teaching Orders to set up schools.

While Melbourne may have appeared outwardly as a city of great vitality
and wealth to Archbishop Carr on his arrival, it was on the threshold of

26 *Austral Light*, vol. VIII, no. 9, September 1907, p. 624.

27 M. Beovich, 'Catholic Education in Victoria', *Advocate*, 6 December 1934, p. 60.

28 *Austral Light*, vol. VIII, no. 9, September 1907, p. 625.
economic collapse. The rabid speculation throughout the 1880s, particularly in the sale and resale of land, concealed a malaise that in the 1890s would see the financial ivory towers of unscrupulous speculators come crashing down making them bankrupt and wiping out the savings of thousands of small investors at the same time. The misery of the 1890s became a stark contrast to the halcyon years of the 1880s.

Before the fiscal breakdown of the early 1890s, Archbishop Carr was able to pursue the building of new churches, convents and schools in his own Archdiocese and in the three suffragan dioceses outside Melbourne with a great deal of energy and support.29 He was determined to see the completion of St. Patrick's Cathedral in East Melbourne, and despite the financial collapse of some of his donors who were then unable to fulfil their promises, the Archbishop initiated a number of major fund raising ventures which culminated in the grand ecclesiastical consecration of St. Patrick's on 31 October 1897. The ceremony was presided over by Cardinal Moran from Sydney, and was attended by bishops from all over Australia.

As the nineteenth century drew to a close the Catholics of Melbourne had adorned the city skyline with a symbol of their faith, and of the deep unwavering devotion of the followers of the church of Rome. The consecration of the cathedral during particularly depressed times was symbolic of the resilience of the Catholic church. With the strong support of their Archbishop in promoting the continued building of new schools, the survival and growth of Catholic education seemed guaranteed.

29 Austral Light, vol. XII, no. 10, October 1911, pp. 782-793.
By the close of the nineteenth century, Benjamin Hoare's denunciation of the Education Act of 1872 as 'the great betrayal'\(^{30}\) by the State of Catholic education and the Catholic faith seemed in many ways to have been validated. Yet the defiance of the Catholic hierarchy and Catholic community in the face of such perceived adversity seemed to have produced in Victoria a Catholic fraternity that was stronger, better organised and more unified than ever before.

\(^{30}\) B. Hoare, 1907, p. 3.
Chapter Two - Towards a Teacher Registration Act.

Archbishop Carr had come to Victoria only fifteen years after the introduction of the Education Act of 1872, and in his first ten years in the Archdiocese the threat of this legislation had subsided somewhat due to the great energy of the new Archbishop and the devotion of the Catholic laity.

In March of 1898 Archbishop Carr felt able to visit Rome and Ireland. Nevertheless, in his farewell address he said, in reference to Catholic education, that Catholics would lose their faith if they gave up the principle of religion in their schools. As he believed the faith of Catholics was immortal, he was confident there would be no wavering in their steadfast support of that 'great and sacred cause'.¹ The Archbishop was no doubt alluding indirectly to the recent parliamentary discussions concerning the possibility of religious instruction being given by State school teachers in State schools. When he gave an address at Maynooth in Ireland, the Archbishop again referred to Catholic education in Australia:

While in one sense it is a disadvantage, and unfair to the Catholic body in Australia, I do not believe a greater blessing ever descended on the Catholic body in Australia, than that necessity under which they were placed by building and maintaining their own schools. I believe it has served to unite the Catholic body. I believe it has served to consolidate the interests of Catholicity, and I believe it has brought down from God blessings proportionate to the sacrifices which they were called upon to make, and which they did and do make.²

¹ Advocate, 2 April 1898, pp. 8-10.
² T.J. Carr, The Progress of the Church in Australia, Browne & Nolan, Dublin, 1899, p.3.
However, by the time the Archbishop returned to Melbourne in the July of 1899 there were political machinations afoot in the guise of a royal commission on technical education. The Archbishop was about to face the biggest threat to Catholic education since the withdrawal of State aid in 1872 -- State regulation in the form of the registration of its teachers and schools.

The royal commission had been appointed on 12 May 1899 by the Minister of Public Instruction, Alexander Peacock. He and his Department had been badgered incessantly by David Syme's Age newspaper. The State education system had suffered significantly as a result of the Depression of the 1890s and from mis-management within the Department.

All government departments had been forced to cut expenditure and the Education Department was no exception. The first to feel the effects of the retrenchments were the ordinary teachers, whose salaries were greatly reduced. Officers of the Department also had their salaries reduced. To save more money, staffs of all schools were greatly diminished. Some schools were closed, many amalgamated under the adjunct system, and junior teachers and pupil teachers were employed in place of assistants, while all avenues of promotion by means of reclassification were blocked.\(^3\) Even the newly opened Teacher Training College was closed. By September 1894 Peacock had replaced Richard Baker as Minister of Public Instruction. There was great resentment from Departmental teachers towards their Minister, as evidenced in the Australasian

\(^3\) D.H. Rankin, p. 142.
Schoolmaster. The Government was involved in a rationalisation of all State schools, cutting back where possible.

As the economic climate improved Peacock found he was having to defend the Department against strong criticism, and a politically expedient investigation in the form of a royal commission seemed necessary.

In 1899 Theodore Fink, a member of the Legislative Assembly, was appointed chairman of the Royal Commission on Technical Education. Interpreting the terms of reference very liberally Fink began an extensive review not only of technical education but of primary education and of the Education Department itself. The commission's first witness, Inspector-General Alexander Stewart, was called on 30 June 1899 and its first progress report, concerned with elementary education, was issued only ten days later. Over the next few months a wide variety of witnesses gave evidence related to primary schools on subjects such as school amalgamation; efficiency of the education system; continuation schools; and the training of teachers. The commission lasted three years, and released its final report on 30 August 1901.

When the final report of the Fink Commission was released, Section VII contained a series of conclusions and recommendations. The recommendations themselves were summarised as twenty-eight separate

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4 Australasian Schoolmaster, October 1894.

5 Theodore Fink (1855-1942): A Melbourne solicitor who speculated heavily in the land boom of the late 1880s. When the crash came he realised his investments were rapidly losing value and this would make payment to his creditors quite difficult. To save his legal reputation he had to avoid the Insolvency Council. In early 1892 he came across a little used provision of the insolvency law called 'Composition by Arrangement', whereby a debtor whose livelihood would be jeopardised by adverse publicity could meet his creditors privately and arrange to pay them so-much-in-the-$1, thus avoiding public bankruptcy proceedings. Through this legalistic loophole which became much abused, Fink was able to save his reputation and the reputations of many of the speculators. [M. Cannon, The Land Boomers - Part One, Melbourne University Press, 1977, p. 143, 145]
points [Appendix D]. The first recommendation was for the creation of the position of a Permanent Head of the Education Department. The report also recommended the establishment of continuation schools as part of the State system of primary instruction, giving higher primary instruction which would bridge the gap between State elementary and technical schools.\(^6\) Continuation schools run by the State would be for the working class; they were not to encroach upon the existing secondary schools. Fink insisted that 'if the people of Victoria were to be made a skilled people, it was absolutely necessary to raise the standard of primary education'.\(^7\) Other recommendations included the creation of a General Council of Education, and closer links between the Training College and the University. The Commission also believed in the absolute necessity for [the] registration of all teachers, whether primary or secondary, and of private, and secondary schools, in order to secure the highest efficiency of the teaching profession, and to afford some guarantee to parents of the qualifications and capacity of teachers. ... [and] to the public that establishments privately conducted are of a proper character and standing to meet the requirements of the community.\(^8\)

It therefore recommended the registration of all teachers and schools, including teachers in State schools.

The idea of registering teachers was not new. Registration had been debated in England during the last forty years of the nineteenth century, and in 1899 legislation was passed enabling such a measure to be put into effect. In Victoria at this time, the lack of professional training on the

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\(^6\) Royal Commission on Technical Education 1889-1901, vol. 4, Section VII Conclusions and Recommendations, p. 250, 258.

\(^7\) T. Fink, Victorian Parliamentary Debates (Assembly), 14 November 1901, p. 2683, 2684.

\(^8\) Royal Commission on Technical Education 1889-1901, vol. 4, Section VII Conclusions and Recommendations, p. 257.
part of nearly all practising secondary teachers was a serious deficiency. There was no formal secondary teacher training and consequently anybody could nominate themselves as a teacher and establish a school. Educationalists in Melbourne were aware of the English registration movement and some believed, as Professor T.G. Tucker claimed in 1899, that there was 'a greater necessity for registration in Victoria than in England'.

As early as 1893 the Victorian Institute of Schoolmasters drafted a secondary teachers' registration Bill. Though the Bill was strongly supported by many influential educators including Professor Tucker and Frank Tate, it was shelved. In 1898 H.F. Rix, a Departmental inspector of schools, drafted another registration Bill. This Bill was supported by key educationalists such as L.A. Adamson, but was also shelved. In May 1899, Professors Tucker and Morris along with Adamson, joint headmaster of University High School, were interviewed by Minister of Public Instruction, Peacock, on the registration question. Though the Bill designed by Rix was discussed, no development was considered by the government.

When federation of the Australian colonies occurred in January 1901, the Premier of Victoria, George Turner, decided to join the national parliament and Peacock was Premier when Fink's final report was released. His Minister for Public Instruction, William Gurr, set up a

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9 See the statement by Tucker in an interview between the Minister of Public Instruction, Alexander Peacock, and Professors T.G. Tucker, E.E. Morris, and L.A. Adamson, held on 16 May 1899, Public Record Office (P.R.O.), Special Case File 1174.

10 Age, 23 March 1893, p. 3.

11 The Bill is attached to a copy of a letter from H.F. Rix to the Hon. W. Gurr, dated 23 May 1901, P.R.O., Special Case File 1174.

12 File no. 99/14561, Notes of Deputation re Registration of Teachers of Secondary Schools, 10 May 1899, P.R.O., Special Case File 1174.
committee in 1901 to assist in drawing up legislation which would put Fink's recommendations into practice. The committee produced four Bills: a Bill to Amend the Education Act; the State School Teachers Bill; the Registration of Teachers Bill; and the Technical Education Bill. On 23 December only the Bill to amend the Education Act (1901) was passed. This Act made possible the establishment of 'special schools' which were defined to include continuation schools; it abolished payment by results and established the position of Director of Education, responsible to the Minister.\(^{13}\) The State School Teachers Bill was not accepted, while the Registration of Teachers Bill and the Technical Education Bill were not introduced.

Despite the strong recommendations of the Fink Commission, it seemed registration was no closer to becoming a reality. Successive governments appeared reluctant to introduce a registration Bill because of the controversial nature of the issue among educationalists. While leading educationalists agreed in principle to registration there were concerns over who should be registered, and which organizations would be represented on the body controlling registration. These and other considerations were debated and aroused ill-feeling between teachers in all schools.

The right of the University to be involved in the registration movement was not questioned by educationalists because it was seen as the paramount authority on educational matters. At the June 1900 meeting of the Senate of the University Thomas Palmer, Principal of Wesley College, moved a motion for the University Council to take steps to secure legislation providing for the registration of teachers.\(^{14}\) The Senate

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\(^{14}\) University of Melbourne, Senate Minutes, 5 June 1900.
responded by electing Palmer, S.G. McLaren, Principal of the Presbyterian Ladies' College, and Adamson to a committee to prepare a report on the registration question. Before the committee met, the Argus published a significant amount of correspondence dealing with the salaries of teachers in private schools. The correspondence suggested that because there was no regulation of the personnel involved in teaching, and because fees were often low, the salaries of teachers in private schools were also low. Such circumstances were said to force well-qualified teachers away from the schools while only the inefficient remained. Palmer said:

The only thing to do is to crush all the schools that are managed by grossly incompetent persons. A system of registration and classification of teachers would produce excellent results. Why should there not also be government inspection of private schools, just as there was government inspection of dairies, in order to see that a proper article is supplied to the public? With a board before whom all applicants for registration would have to produce a qualification of some kind, either a University degree, or even a certificate of matriculation, and with regular government inspection and examinations, a better state of things would soon come about.¹⁵

On 6 June 1900 Palmer reported to the Registrar of the University that the committee of the Senate formed to consider the registration question had met five times and wished to make eleven recommendations, videlicet:

1st. - That a registration of schools other than state schools and teachers engaged therein is demanded by the condition of education that prevails in a large proportion of such schools.

2nd. - That to provide for such registration, the establishment of an Educational Council is necessary.

3rd. - That schools other than state schools shall be classified as Primary or Secondary, provided that in any school there may be

¹⁵ Argus, 7 June 1900, p. 7.
two departments - one for primary school work, the other for secondary school work.

4th. - That teachers shall be registered.

5th. - That in order to secure registration, teachers shall produce evidence which shall satisfy the said Educational Council that they have attained a minimum standard of knowledge, and shall also furnish to the said Educational Council proof of their possession of teaching capacity. Provided that all persons already engaged in teaching in any school in Victoria of a class affected by these resolutions shall, notwithstanding anything contained in these resolutions, be permitted to continue to teach in a school of the same class without registration.

6th. - That no person shall be entitled to registration as a primary school teacher who shall not have passed the matriculation examination of the University or an examination that shall be deemed its equivalent by the said Educational Council.

7th. - That no person shall be entitled to registration as a secondary school teacher who shall not have passed the examinations of the first two years of the course for the degree of Bachelor of Arts of the Melbourne University, or examinations which shall be deemed their equivalent by the said Educational Council.

8th. - That pupil teachers may be employed in any registered school. The number of pupil teachers who may be employed in a given school, and the length of their services as such, to be determined by the regulations of the said Educational Council.

9th. - That teachers of special subjects, or of special systems of instruction, shall be registered, and shall be required to furnish to the said Educational Council satisfactory evidence of the possession of the necessary qualifications to teach such special subjects, but that such teachers shall not undertake other subjects unless they are registered according to the terms of Resolution 5.

10th. - That a register of schools and of teachers shall be published annually.

11th. - That to attain these ends, parliamentary legislation is necessary, and that the University council be requested to assist in securing this legislation.16

16 T. Palmer to Registrar, University of Melbourne, 6 August 1900 (1900/45, Office no. 240), Correspondence Received, University of Melbourne archives.
Under these resolutions existing teachers would be permitted to continue irrespective of their qualifications, while persons wishing to become either primary or secondary teachers in the future would be expected to have attained a particular level of qualification. The Senate adopted the committee's report and forwarded it to the council, which referred it to the Professorial Board.\textsuperscript{17} The Professorial Board agreed with the registration of teachers in principle, but also accepted the Senate's recommendation that in order to be registered a teacher would have to demonstrate that he had the capacity to pass on knowledge to children.\textsuperscript{18}

In May 1901 Rix wrote to Gurr stating that 'the time is now ripe for further action in the matter of the registration of schools and teachers'.\textsuperscript{19} Rix encouraged Gurr to advocate a Bill similar to the one he had drafted in 1898.

In the middle of June 1901 another series of letters dealing with the registration issue appeared in the \textit{Argus}. The newspaper reported that a deputation from the Australian Natives' Association (A.N.A.) had waited on Gurr and informed him that the Association believed all teachers in Victoria should be registered, and not just non-government school teachers as suggested by the University senate.\textsuperscript{20} The A.N.A. apparently believed State teachers may be discriminated against if registration excluded them. Professor Tucker, in a letter to the \textit{Argus}, said the University proposals on registration were not intended to introduce class distinction amongst teachers. Rather, the main concern

\textsuperscript{17} University of Melbourne, Professorial Board minutes, 7 June 1901.

\textsuperscript{18} University of Melbourne, Professorial Board minutes, 7 November 1901.

\textsuperscript{19} See H.F. Rix to the Hon. W. Gurr, 23 May 1901, P.R.O., Special Case File 1174.

\textsuperscript{20} \textit{Argus}, 18 June 1901, p. 6.
was with inefficient private schools, and it was assumed that teaching and conditions in state schools were satisfactory.\textsuperscript{21}

The Minister of Public Instruction Gurr was now using the eleven resolutions approved by the University Senate in August 1900 as the basis for a registration Bill. Gurr, like Peacock in 1899, decided to confer with Adamson, Morris and Tucker before making any final decisions. He met with the professors on 23 July 1901. They informed him that the Professorial Board wished to be strongly represented on any board which administered the registration of secondary teachers, because 'the secondary schools prepared people for the University, and the latter was greatly interested in getting them properly taught before they came to the University'.\textsuperscript{22}

On 1 August 1901, Adamson had an interview relating to the registration of teachers and schools with Gurr. During the interview Gurr indicated that registration should include all teachers and that the exclusion of State school teachers was not desirable. Gurr referred a number of times to the English structure for the registration of teachers which was being developed at that time.\textsuperscript{23} He believed that there would be very little opposition to the proposed registration except from the very small private schools.

Gurr saw the registration legislation as a means of excluding incompetent persons from the business of teaching. He told Adamson that

\textsuperscript{21} Argus, 26 June 1901, p. 8.

\textsuperscript{22} Minutes of the interview between Gurr, Morris and Tucker are in Special Case File 1174.

\textsuperscript{23} A copy of the Board of Education Act and the 1902 Order in Council defining the manner by which a register of teachers was to be formed is kept at the P.R.O., Special Case File 1174.
in the small schools other than State schools the curriculum was ridiculous and the teaching worse. To all intents and purposes unless a secondary school got its pupils from the State schools they could get no education at all. The teachers of secondary schools knew where they were if the pupils came from the State schools and they knew in what class to put them, but in small schools if they had been at the head of the school it meant beginning with them again.24

Less than two weeks later, on 13 August 1901, the Minister of Public Instruction met with six principals from amongst the largest and most influential of the existing secondary schools in Melbourne. They included Dr W.H. Fitchett, Dr A. Morrison, Rev. S.G. McLaren, G.E. Blanche, Palmer and Rev. Father Keogh and they discussed the question of the registration of teachers and schools. The members of the conference were asked to consider the resolutions of the University Senate. Dr Fitchett asked whether clause one dealing with the registration of teachers and schools other than State schools included the Roman Catholic schools. Palmer gave a statement on behalf of Archbishop Carr in which His Grace expressed his approval of the registration of the secondary schools. He was willing to have primary schools inspected, and in the case of the secondary schools the qualifications of the teachers might be examined. [However] the Archbishop objected to the registration of teachers of primary schools and indicated that nuns could not go out and submit to an examination.25

Father Keogh commented that 'difficulty would arise if the Religious Orders were subjected to examinations'. Keogh said that he assumed a declaration by the Superior of a Religious House would be taken as a qualification for the subjects taught by the assistant masters of the Order.

24 L.A. Adamson interview with the Minister of Public Instruction: Registration of Teachers 1 August 1901, P.R.O., Special Case File 1174.

25 Conference Papers - Registration of Teachers 13 August 1901, P.R.O., Special Case File 1174.
The Catholics clearly had difficulty with some aspects of registration. Archbishop Carr did not want the Religious teaching Orders to be subject to examinations.

There are two possible interpretations of this stance. The first is that Carr believed the rigorous training of the Religious during their novitiate provided the level of academic background and training required for teaching. The second is that he feared some Religious Orders of nuns would not meet the standards required by the State. A number of years earlier in a report on the Catholic primary schools, the inspector Father Ganly stated categorically that the weak point of the Catholic system was 'the employment of teachers who are neither fitted by training nor by natural aptitude for the office of instructing others'. While Ganly was doubtless referring to some of the few lay teachers who remained in the Catholic system, he would have also been reflecting on the inadequately trained Religious Orders whose members believed that because they had a knowledge of a subject, they also had the ability to teach it.

Despite the failure of the first registration Bill, momentum for the registration of teachers and schools built up. The first Director of Education, 38-year-old Frank Tate, was appointed in February 1902 on a salary of £900 which would increase to £1000 after one year. Tate had proven himself a dedicated, enthusiastic educationalist with an astute

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26 Advocate, 12 December 1896, p. 8.

27 Frank Tate (1864-1939): An educationalist. He began his teaching career in 1884 and though a successful teacher, he criticised much of the system for which he worked. Tate was ambitious and completed a B.A. in 1888 and an M.A. by 1894 both at the University of Melbourne. In 1895 Tate was appointed inspector at Charlton; in 1902 he was appointed as the first Director of Education and given undisputed control of the Education Department. In the following years Tate pursued vigorous reforms which drew on the recommendations of the Fink commission 1899-1901. In 1905 he persuaded the government to introduce a Teachers and Schools Registration Act which gave government its first vestige of control over private schools. He also engineered the introduction of state high schools which were formally accepted in the 1910 Education Act. Tate retired as director in 1928. [Australian Dictionary of Biography, vol.12: 1891-1939 Smy-Z].
reformist agenda and a capacity to bring about what he regarded as
fundamental changes to the educational structure, changes which were
needed to enhance the image and standing of the profession of teaching
in Victoria.

In April 1902 Tate gave his first address as Director of Education to the
Victorian State School Teachers' Conference. In this address Tate spoke of
the need for a thorough system of training teachers, and the necessity for
the registration of all teachers not in the State system. Registration would
indicate that teachers had successfully completed some professional
training and had reached a required academic standard for teaching at
either the sub-primary, primary or secondary levels.28

In his report to the new Minister of Public Instruction, Robert Reid, in
June 1902, Tate returned to the question of registration. He stated that

with a system of registration of teachers, there would be some
guarantee to the community that persons who practise the
profession of teaching possess a minimum of scholarship and of
professional skill. At present there is no supervision exercised
over schools not supported by the State.29

With this last point Tate alludes to a policy that henceforth he would
energetically pursue -- some form of State control over independent
schools and teachers. Tate was especially concerned with improving the
image and quality of the teaching profession, by the introduction of
teacher training and teacher registration. At the same time Tate was
lobbying, with little success at first, for the entry of the State into

28 Australasian Schoolmaster, 16 April 1902, p. 187.

29 Appendix C to the Report of the Minster of Public Instruction, 1902.
secondary education, an arena previously under the sole jurisdiction of
the denominational schools and private proprietors.

In September 1903 the Hon. A.O. Sachse\textsuperscript{30} was instated as Minister of
Public Instruction. On 23 September he met with a deputation of
representatives from the University of Melbourne Council who indicated
they were in favour of teachers not only being registered, but also being
required to have some specific qualification. The deputation was clearly
self interested, as the Council had approved the establishment of a
Diploma of Education course on 1 December 1902 which had come into
operation in 1903. Though the Minister's views on education were
relatively unknown, he did point out to the deputation that 'for teaching
babbling infants and children up to seven or eight years of age no
practical qualification should be required beyond the fact that the teachers
should not be illiterate'\textsuperscript{31}. This point of view would have been
unacceptable to Tate, who was intent on lifting the professional image of
the teachers, whether they worked at the sub-primary, primary or the
secondary level.

Prompted by this deputation Sachse decided to hear the views of all the
different bodies involved in education. On 6 October 1903, in order to
glean Catholic opinion on the compulsory registration of teachers, the
Minister requested a meeting which was attended by Archbishop Carr,

\textsuperscript{30} Sachse, Arthur Otto (1860-1920) : Engineer and politician. In 1892 he was elected to the
Legislative Council. He became Minister of Public Instruction in 1903. Appointed to education when
the government was seeking to economise, Sachse was further disadvantaged by being an Upper
House minister in an area vulnerable to criticism in the Legislative Assembly. Ill at ease with some of
the ideas of his gifted permanent head, Frank Tate, Sachse nevertheless usually supported his
initiatives. In October 1908 he resigned from the Ministry though he remained in Parliament.

\textsuperscript{31} Interview - Registration of Teachers, 8 October 1903, Victorian Public Record Series (V.P.R.S.)
692, Special Case File 1174, p. 1.
Father McCarthy, Brother Barron of the Christian Brothers, and Father Keating of the Jesuits [Appendix E]. Tate was also present at this meeting.

As he had already intimated, the Archbishop did not object to teacher registration in principle. However, he did express some concerns as to what level of qualification a teacher may be expected to attain before being eligible to register. He pointed out that all the Catholic schools were taught by Religious bodies - the Jesuit Fathers, the Christian Brothers and various Orders of Nuns. He argued that those who were engaged in the secondary schools had to undergo a long and careful preparation before they were entrusted with the work of teaching. In that preparation two things were insisted on. First their minds were stored with knowledge, and second they were taught to impart it. The Archbishop felt that it would be unreasonable to expect the Religious to sit a prescribed examination because many members of the Orders had come from overseas where they may have been teaching for years.32

At this point in the interview the Minister seemed to reaffirm his belief in the limited skills needed to teach at the primary level, and to imply that this level was the sole domain of nuns in the Catholic schools. Sachse 'wanted to arrive at some qualification so that ignorant people should not teach children, and the higher the education given so the higher the qualification that should be required'.33 Archbishop Carr's response reflected his belief in the impossibility of laying down a system which would apply with fairness and equality to both secular and Religious teachers. He perceived significant differences in the training of secular and Religious teachers, and he may have had a sense of

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32 Interview - Registration of Teachers, 8 October 1903, V.P.R.S. 892, Special Case File 1174, p. 2.

33 Interview - Registration of Teachers, 8 October 1903, V.P.R.S. 892, Special Case File 1174, p. 3.
foreboding about potential sectarian influences if sources beyond the clergy were empowered to determine who was eligible to teach in a Catholic school and who was not. The Archbishop was also concerned with the significant amount of funds the Catholic church would need to outlay in establishing training institutions for teachers of Catholic schools.

Father Keating and Brother Barron gave particulars of the training of the teachers in both the Jesuit and the Christian Brother schools, making it clear that their standard of education was high and their level of teacher training thorough. The Archbishop spoke on behalf of the Nuns as teachers. He pointed out that their preparatory training lasted two and a half years, and that a lady specialist, Miss Bell, who had come from the Cambridge University Training College, had been commissioned by him over the previous three years to draw up the course and instruct the nuns on the most modern methods of training.\textsuperscript{34} The Minister and the Director both indicated that teachers so trained would be able to obtain registration on presenting their qualifications.

The Director of Education asked whether a board or a council upon which the Catholic schools were represented could not decide whether a teacher qualified for registration. The Archbishop replied that much would depend 'on the friendly or adverse disposition of the members of that council who might require at any time that every teacher would be examined'.\textsuperscript{35} Because Archbishop Carr was so concerned with the prospect of Catholic teachers being subjected to examinations, the Minister suggested that the board might be directed to draw up a schedule

\textsuperscript{34} Interview - Registration of Teachers, 8 October 1903, V.P.R.S. 892, Special Case File 1174, p. 8.

\textsuperscript{35} Advocate, 10 October 1903, p. 25.
of qualifications. Tate thought the difficulty could be overcome if it was clearly understood that the members of recognized teaching Orders were 'registered ipso facto'.

At this stage of the meeting Archbishop Carr had been led to believe that all teachers in the Roman Catholic Religious Orders would be registered automatically, because he had assured the Minister and the Director that all the teaching Religious were qualified to teach. Therefore the Archbishop suggested that

it would excite less jealousy if in the Schedule [of qualifications] it was stated that all teachers should be liable to registration and that a preliminary examination would be made except in cases where it was shown that for a sufficient period of time the teachers were trained in such a manner as to give evidence of their capacity for teaching or their efficiency in teaching.\textsuperscript{36}

The Archbishop is perhaps attempting to conceal the Director's 'ipso facto' concession to avoid an increase in sectarian malice against the Catholic church. A final statement by the Archbishop indicated that he would have no objection to the 'registration of the ordinary primary teacher and secular teacher'\textsuperscript{37}, provided the recognized teaching Orders were exempted.

Early in 1904 Tate went to New Zealand to attend a conference. During his stay he made a thorough examination of as much of New Zealand's educational system as possible. He talked to many teachers and pupils, visited numerous schools, and was particularly impressed with the organization of the New Zealand system of education into a national

\textsuperscript{36} Interview - Registration of Teachers, 8 October 1903, V.P.R.S. 892, Special Case File 1174, p. 8.

\textsuperscript{37} Interview - Registration of Teachers, 8 October 1903, V.P.R.S. 892, Special Case File 1174, p. 8.
scheme linking all phases of a child's education. Tate returned to Australia in March 1904, and in a report to the Minister of Public Instruction dated 31 March, he wrote of the 'paramount need in Victoria [for] the efficient organization of educational forces, so that the various grades of education may become elements of a definitely co-ordinated scheme'. To Tate a fundamental component of this organization was the introduction of a system of registration of teachers. He believed that this 'would unify the sections of the teaching body, and give them professional status'. On his return from New Zealand Tate was more adamant than ever that the State should enter the arena of secondary education so that the many would receive higher education rather than the privileged few in private schools.

In his March report to Sachse, Tate stated that the Department's Training College was doing much to stimulate an interest in the aims and methods of education, and that it was prepared to give the fullest facilities to private school teachers desiring to undergo training. However, because there was no form of registration which would compel teacher training, Tate said that

outside the State schools, no system of teacher training exists and [therefore] ... in the poorer type of primary schools the law of the land permits the best interests of the children to be placed at the mercy of well-meaning inefficiency, or to be sacrificed to the worst forms of genteel sweating.

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38 Selleck, pp. 145, 149.

39 Appendix C to the Report of the Minister of Public Instruction, 31 March 1904, p. 27.

40 Appendix C to the Report of the Minister of Public Instruction, 31 March 1904, p. 27.

41 Appendix C to the Report of the Minister of Public Instruction, 31 March 1904, p. 27.
Towards a Teacher Registration Act

This statement appeared not six months after the meeting with Archbishop Carr when Tate seemed to agree that Catholic teachers were suitably trained within their respective Religious Orders. While Tate may not have been referring to Catholic schools in this statement he does not make the distinction. There is every likelihood that Archbishop Carr would have read or been informed of the Director's report, and so would have been significantly irritated by such an apparent change of attitude towards Catholic educational training. The Archbishop would also have realised that teacher registration was imminent, and he was fearful that the Director's plans regarding State sanctioned continuation schools would lead Catholic children to State secondary schools. These developments would threaten the Archbishop's absolute control over Catholic education.

On 4 August 1904 Sachse met with representatives of the University of Melbourne and some teachers from the private and Public schools to discuss the provisions of a Bill for the registration of schools and teachers [Appendix F]. Archbishop Carr declined his invitation to go, giving his reasons in a letter forwarded to the Minister on the day of the meeting:

As the State gives no aid to our Schools, and as no government can bind its successors, I am unwilling to commit myself to the registration of our Schools until I know the details, and until we have some guarantee that our schools will not be harassed at a future time by some hostile administration of the Act, should registration become compulsory.42

At this stage the Archbishop seemed intent on futile and peremptory defiance though he did send Father Keating along as the Catholic representative. Archbishop Carr also wrote a letter to his colleague and

42 Letter from Archbishop Carr to the Minister of Public Instruction, 4 August 1904, V.P.R.S. 892, Special Case File 1174, P.R.O.
confidant Cardinal Moran of Sydney on the same day he declined an offer to attend the meeting with Sachse and the other educational representatives [Appendix G]. He told the Cardinal:

The State Government here is preparing a Bill to make the registration of Schools and teachers compulsory, at least to this extent that no manager of a School can recover fees in a Court of Law, unless the School is registered. The members of the Ministry are anxious, I think, to recognize the Novitiate of the Nuns and Christian Brothers as sufficient evidence of the proficiency of the teachers. In all other cases all the teachers will have to be examined before the School is registered.43

The Archbishop was once more concerned about the prospect of a body independent of his authority being established to determine the qualifications of Catholic teachers. He was not convinced that the Government would exclude teaching Religious Orders from registration nor that they would not be subject to examination.

The Archbishop's concerns were warranted, because at the meeting with Sachse it was determined that a Board would be appointed that would have the responsibility for the qualifications of teachers for registration. It was decided not to press for a minimum standard in the Bill itself, but rather to leave that responsibility to the Board. Sir John Madden viewed this provision as a mechanism to prevent 'the poor widow, the ignoramus, and the humbug' from being registered, suggesting that 'there should be nothing in the Bill to allow a horde of these unqualified persons to come in'.44

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43 Letter from Archbishop Carr to Cardinal Moran, 4 August 1904.
44 Conference - 4 August 1904, V.P.R.S. 892, Special Case File 1174, P.R.O.
The emphasis in most of these delegations was on secondary rather than elementary education. The Minister and Director were dealing with highly educated, generally conservative males from the large private schools and the few Public Schools, who had been advocating teacher registration for a number of years. Zainu'ddin argues that the 'poor widow' was incorrectly grouped with the 'ignoramus and the humbug'. Women had little or no opportunity to present an opinion regarding teacher registration and so, 'it was the educated, competent, autonomous woman who stood to lose most as new state requirements destroyed her livelihood, her life's work and her autonomy'.

It would appear that either the Archbishop was extremely arrogant, which was most uncharacteristic, or he believed he was influential enough to challenge or reverse some of the decisions from the August meeting reported to him by Father Keating. For in the Advocate on 6 August 1904 the conference of educationalists was given a cursory mention in one small paragraph. The paper explained that 'the conference was held in private, as the discussion was intended to be only of a conversational and informal character. There is doubtless the possibility that the Archbishop and his advisors deliberately withheld details of the conference from the Catholic press, or at least played down its importance until a responsive strategy could be planned. Irrespective of Archbishop Carr's reasoning it is quite clear that the meeting of educationalists was neither conversational nor informal.


46 Advocate, 6 August 1904, p. 19.
On 8 November 1904 an Order in Council was made for the establishment of a continuation school for the training of teachers. This subtle move by the Education Department into the field of secondary education raised the ire of the headmasters of the Public Schools, who declared that the offering of a high school education to 'everybody's child, rich or poor was a revolution and an uninvited and absolutely irrational plunge into socialism'. For Frank Tate the State's first continuation school was most importantly giving prospective teachers a Secondary education.

As 1904 drew to a close a number of the innovative educational changes mooted by the Fink Commission in 1901 had already reached, or were about to reach, fruition. The Continuation School was a reality. There was now a general acceptance from all the dominant educational concerns in Victoria for the registration of teachers and schools. Thus the compulsion to have reached a certain minimum standard of qualification in teacher training by all teachers was soon to be instituted.

47 Australasian Schoolmaster, 14 December 1904, p. 108.

Chapter Three - The Registration of Teachers & Schools Act 1905.

In his report to the Minister of Public Instruction for the year 1904-5, the Director of Education, Frank Tate, wrote:

It is now gratifying to record that, owing to the great interest taken by the members of the present Government in the subject of education, the year 1905 was distinguished by the carrying into effect of a comprehensive programme of educational legislation.\(^1\)

One result of this programme of legislation was the passing of the Registration of Teachers and Schools Act which according to Tate was a recognition that teaching was a difficult and delicate task and that professional teacher training was paramount. The Act also gave 'the various agencies concerned with education in Victoria ... a chance of becoming parts of an organic whole instead of being ... a series of disunited, uncorrelated parts'.\(^2\) When Tate used terminology like the word 'chance' it implied choice. However, if an individual wished to continue teaching after 1905 and if a school was to retain its legitimacy - registration was compulsory.

The 'organic whole' that Tate speaks of in his report was another way of saying that the Education Department had gained the authority under the auspices of the Registration Act to scrutinize those educational bodies outside the State system. To the Catholic Church this was yet another assault by the State on its autonomy. An article in the Austral Light\(^3\)

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1 Frank Tate, Report of the Director of Education - Appendix C, p. 32 in Report of the Minister of Public Instruction for the year 1904-5.

2 Frank Tate, Report of the Director of Education - Appendix C, p. 32 in Report of the Minister of Public Instruction for the year 1904-5.

3 Austral Light - a monthly magazine begun in 1892. It was thoroughly Catholic in outlook and tone, and aimed at a more highly educated Catholic public. Articles dealt with Catholic history, biography, and art; and moral, social and political questions. In 1899 the journal ran into serious financial difficulties, and Archbishop Carr bought it and made it the official organ of the Archdiocese. It ceased publication in 1920.
referred to a trip to Rome by Archbishop Carr being 'deferred a little, because of the peril to which the Catholic schools had been exposed by reason of the requirements of the Teachers Registration Act'.

The Act to provide for the Registration of Teachers and Schools was passed in Parliament on 12 December 1905 [Appendix H]. On 14 November the Minister of Public Instruction, Sachse, moved in the Legislative Council for the second reading of the Bill. In his opening address the Minister explained that the object of the Bill was merely to satisfy one point: 'that every one who taught children should at least have some qualification for that work. At present in Victoria any one, even a person without the faintest possible education, could open a school to teach children'.

Sachse informed the House that he had held meetings with various deputations from the University and the leading Protestant and Catholic schools and that they all desired registration. Sachse argued that the biggest enemy to thorough professionalism amongst teachers in Victoria was the 'poor widow', who if she 'could not earn her living at anything else, [would] open a school where she could distort the minds of children'. One lower house politician, Thomas Livingston, was even blunter in his appraisal of the 'poor widow', when he said: 'It has been the rule, unfortunately, that any second-rate washerwoman who fails to

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4 Austral Light, vol. XVIII, no. 6, June 1917, p. 326.


make a living at washing has started a private school, and has obtained money practically under false pretences'.

Sachse pointed out that those persons who had been teaching, and those schools that had been functioning at the time the Bill was to become law, would automatically be registered on application. There was a significant amount of discussion in the Council on whether there should be provision for testing those teachers who were going to be registered at once. The Hon. M. Cussen said that the qualification should be specified as "practice at the time of the passing of the Bill", explaining that 'it would be a hardship to ask those engaged in teaching now in these schools to undergo examinations'.

The Minister regretted that the Bill would allow the continued existence of the 'rubbishy school', but 'it was the practice of Parliament, in legislating in matters like this, not to interfere with existing institutions, but to provide against future institutions'. He did suggest that, because any qualifications if they existed were to be entered on the teacher register, the unqualified yet registered teacher would have an incentive to gain or upgrade his qualifications. The Legislative Council accepted that some unsuitable teachers would manage to receive registration immediately the Bill became law. Although a few of the members believed that there should be some mechanism in the Bill to prevent the incompetent teachers from being able to register, the Hon. W.J. Evans said 'it would be very unfair to deprive people who had been teaching of

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the means of earning their living.\textsuperscript{10} Clause 6, sub-clause (1) outlined the right to registration of teachers at the passing of the Act. In its extreme form it gave the Hon. T.C. Harwood's 'old lady, who had arrived at the age of seventy or eighty, on recollecting that when she was ten or twelve years of age she was a student teacher in a school\textsuperscript{11}, the opportunity to apply for registration. Clause 6, sub-clause (2) did, however, insist on registration within six months of the Act commencing otherwise the applicant would 'forfeit his right to be registered except under the conditions hereinafter prescribed for applicants for registration'.\textsuperscript{12}

The second reading was agreed to without opposition. The Bill would place all schools under the aegis of the Government, and those teachers not in government service would be expected to comply with some standard of qualification.

The prospect of that degree of State interference in Catholic education alarmed Archbishop Carr. Nevertheless, the Advocate gave the matter scant recognition the following Sunday, 18 November, printing a few verbatim passages without any commentary. The Catholic Archbishop and his advisors knew of an amendment that J.E. Mackey would propose in the Legislative Assembly to exclude schools run by Religious denominations from registration.


\textsuperscript{12} Registration of Teachers and Schools Act 1905, No. 2013, p. 357.
On 8 December 1905, Mackey moved the second reading of the Registration Bill in the Legislative Assembly. He stated that the Bill had 'been long desired by teachers of private and secondary schools, and it only indirectly refers to State schools'. Mackey indicated that the Bill provided machinery whereby persons wishing to become teachers in the future would be appropriately skilled and that those who were currently teaching would be entitled to registration as a matter of course. The Leader of the Opposition in the House, George M. Prendergast, spoke favourably of the Bill, suggesting that it was not unreasonable to demand some qualification from those people wishing to teach in the future. He said that it seemed difficult to deal with certain classes of schools, and that:

a number of people have taken up teaching without any qualification whatsoever. If persons are failures in any other line, they frequently start a school without being qualified, and the scholars practically receive no education whatever.

Prendergast intimated that he was in favour of the Bill and that with the exception of some small amendments he did not intend opposing it.

Discussion then centred around a proposal that children at private schools should be examined in the same manner as the State school children. One member suggested that 'private schools would ... have to keep proper registers, and that would permit the truant inspectors ... getting in touch with a certain class of children who [had] not been under their observation previously'.

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anti-private school attitude, reinforced further in Livingstone's insistence that the private schools were being given too much representation on the Registration Board proposed in the Bill.

David Ganson\textsuperscript{16}, who vehemently opposed Tate and the Teachers Bill which was before Parliament at the same time as the Registration Bill, believed that 'teaching is an art given by God. It cannot be acquired by any learning'.\textsuperscript{17} He stated that the Bill was mischievous and needed careful scrutiny at a royal commission to look into the workings of the Education Department, that had been promised by the Premier. When it was pointed out to Ganson that the concept of registration had been recommended by the Fink Commission, he replied: 'I regard the Commission which was presided over by Theodore Fink as the greatest rot that ever was'.\textsuperscript{18}

Mackey then moved an amendment to clause 2 of the Bill. As it stood, the clause read:

\begin{quote}
In this Act "school" means an assembly of three or more children at appointed times for the purpose of their being instructed by a teacher in all or any of the undermentioned subjects, namely -
   Reading,
   Writing,
   Arithmetic,
   Grammar,
   Geography,
   English or other Language,
\end{quote}

\textsuperscript{16} Ganson, David (1846-1909): solicitor and somewhat of a maverick politician. As member for Emerald Hill from October 1883 to March 1889, Ganson made an appalling reputation for himself as the most unruly member and was regarded with pity or contempt by most members. In June 1904 Ganson returned to politics as the Labor candidate for the public servants who briefly had separate representation. Almost immediately he left the party to support his old friend Bent, who was Premier. [\textit{Australian Dictionary of Biography}, vol. 4, 1851-1890 D-J, p. 238].


Mathematics, but does not include the University of Melbourne or any college affiliated therewith, or any assembly of children all of whom are members of not more than two families, or any State school or any aided by the State or any school in any part of Victoria declared by the Governor in Council to be a sparsely populated district for the purposes of this Act.\textsuperscript{19}

This clause gave an interpretation of the term 'school' for the purposes of registration, and indicated those institutions that were to be exempted from the definition. As it existed, denominational schools were expected to register. However, Mackey moved 'that after the word "therewith", the following words be inserted:- "or any school conducted by the teaching order of any religious denomination."\textsuperscript{20} This amendment was agreed to and adopted. At this stage of the Bill's progress it would appear that Catholic schools were to be excused from registration.

The Ministers then went through the Bill clause by clause, making amendments when raised and agreed upon. The Bill was then read a third time, accepted and ordered to be returned to the Legislative Council. The Council in turn, returned the Bill with a message stating disagreement with one of the amendments made by the Assembly. The Council disagreed with the words "or any school conducted by the teaching order of any religious denomination"\textsuperscript{21} having been added by the Assembly. Mackey, who had originally moved the amendment, now moved that it not be insisted upon, but Prendergast objected to its removal, explaining that:


these words were inserted so that certain bodies would not be interfered with, and they were inserted by the Government. If the amendment of another place [the Council] was insisted on, it would be better to drop the Bill. This would lead to sectarian bitterness that was already bad in this community. If these words were taken out the members of these religious orders could be brought up for examination.22

Mackinnon retorted that half of the private schools were connected with religious instruction. Minister Watt said that he was surprised that the amendment had been made and could not remember having heard it moved. As there had been only eight or nine members present at the time the amendment had been raised in the Assembly, it was decided not to insist upon the original amendment.23

There are some intriguing questions to be raised with respect to this amendment. It was initially introduced in the Assembly by Mackey who, when first putting the amendment to preserve the rights of the teaching Orders, used the Kilburn Sisters of the Church of England as an example.24 Perhaps he did not want to make reference to the Catholic Orders and risk possible sectarian indignation. Mackey was a Presbyterian and a very close friend of Tate's so it seemed odd for him to propose an amendment to the Registration Bill that, had it been accepted, would have been a severe blow to the Director's plans. Perhaps Mackey introduced the amendment as a gesture to the teaching Orders but with the expectation that it would be defeated. Certainly when the Legislative Council objected to the amendment, Mackey was quick to move that it


not be insisted on, while the Leader of the Opposition, George Prendergast, who had favoured the amendment from the outset, spoke for its retention.

When Act 2013 was passed it was hailed as placing 'Victorian educational legislation ahead of all English-speaking lands'.\textsuperscript{25} J.H. MacFarland, the Master of Ormond College at the University of Melbourne, said that the Registration Act and the two other educational reforms accepted at the same time were 'without doubt the most important educational measures passed in Victoria during the last twenty years'.\textsuperscript{26} Most of the recommendations of the Fink Commission regarding registration were included in the Registration of Teachers and Schools Act 1905. The two exceptions were that there was no mention of payment to teachers, and State school teachers were not compelled to register. The Act created a Teachers and Schools Registration Board to consist of ten honorary members, each appointed for three years but eligible for reappointment. Three were to represent the Education Department, four were to represent schools other than state schools, two were to be nominated by the Council of the University of Melbourne, and one was to be appointed as a representative of state-aided technical schools. The Board was to elect a president from its own members.\textsuperscript{27} The principal role of the Board was to make and keep a register of teachers and a register of schools.\textsuperscript{28}

Clause 5 of the Act outlined the responsibility expected of the schools:


\textsuperscript{26} \textit{Argus}, 13 December 1905, p. 7.

\textsuperscript{27} Act No. 2013, 1905 Clause 3.

\textsuperscript{28} Act No. 2013, 1905 Clause 4.
After a date to be notified by the Board in the Government Gazette every school shall be registered with the Registrar either as a sub-primary or as a primary or as a secondary school or as a school with any two or three of such departments.  

If this was not done the proprietor or headteacher of the school would be violating the specifications of the Act. Similarly, teachers were obliged to register:

Every person who at the passing of this Act is or ever has been employed as a head teacher assistant teacher or student teacher in any school and every person who at the passing of this Act is or has been employed as a teacher in private practice in a bona fide manner for a period of not less than three consecutive months may be registered as a teacher and on proof by statutory declaration that he is or was so employed as aforesaid he shall be registered accordingly without further proof as to his qualification.

After 1 July 1906 any person who applied for registration as a teacher was required to provide sufficient information of his fitness to teach so that the Board could classify him as a sub-primary, primary, or secondary teacher.

By 1 July 1906 the period in which practising teachers had the right to register without providing qualifications expired, and on that final day the corridors of the Education Department were crowded ... by those who had left this important matter to the last day. As noon approached lady teachers could be seen running along the street to reach the department before the doors were closed, as if the whole of their future career depended on the result.

29 Act No. 2013, 1905 Clause 5 (Sub-clause 1).
30 Act No. 2013, 1905 Clause 6 (Sub-clause 1).
31 Act No. 2013, 1905 Clauses 7 & 8.
32 Advocate, 7 July 1906, p. 24.
Presumably male teachers were not observed 'running along the street' on this last day. If the testimony of a number of politicians, university academics and private school headmasters is considered, women, in many cases labelled the 'poor widow', had a great deal to be concerned with as regard their future livelihood in the teaching profession.

The Registration Act of 1905 was the first of its kind in Australia. While registration did not mean State control, it did mean that every teacher must be qualified. The Catholic hierarchy did not object to educational reform; it was concerned that those responsible for drawing up the legislation 'did not in any way distinguish between schools where the work was being efficiently done, and schools where need for improvement was manifest.33 The Catholic hierarchy believed its schools were being run efficiently.

Chapter Four - The Teachers and Schools Registration Board.

On 13 February 1906 the ten people to take up positions on the Teachers and Schools Registration Board were appointed. 1 The Director of Education, Frank Tate, Margery Robertson of the Melbourne Continuation School and William Hamilton were the three representatives of the Education Department. Father Patrick Keating (representing Catholic interests), Lawrence Adamson of Wesley College, Isabel Thomson Henderson of Clyde Girls' School and W.F. Ingram represented schools other than State schools. Theodore Fink represented State aided technical schools, with Alexander Leeper, Warden of Trinity College, and Professor W.B. Spencer as the two nominees from the Council of the University of Melbourne.

The first meeting of the Registration Board, on 21 February 1906, saw Tate elected president and a committee appointed to devise regulations defining sub-primary, primary and secondary schools. At the 19 March meeting, Martin Henry Bottoms was appointed Registrar.

Opponents of the Catholic church were particularly sensitive to any government legislation that may have appeared to favour Catholics. O.R. Snowball, 2 the grand master of the Loyal Orange Institution of Victoria, attacked ad nauseum Catholic education and the Catholic hierarchy through the Melbourne daily newspapers. Snowball accused Sachse of pleading the Roman Catholic cause when the Minister asked the newly


2 Snowball, Oswald Robinson (1859-1928): solicitor and politician. In 1884 Snowball was initiated into Freemasonry. A member of the Loyal Orange Institution of Victoria from 1878, he became grand master in 1905 - an office he held till his death. He advocated Bible reading in State schools. He was foundation member of the Victorian Protestant Electors' Committee which supported Orangism in Victorian elections in 1906-7. In 1909 Snowball became member for Brighton in the Legislative Assembly. His criticisms of the Catholic Church brought him into open conflict with the Catholic Federation. [Australian Dictionary of Biography, vol. 12, Smy-Z, p. 7].
constituted Teachers and Schools Registration Board to extend their indulgence 'to those teachers, particularly in charitable institutions, who would not at once be able to comply technically with the requirements of the act'.

To Snowball this clearly implied that there were 'a large number of inefficient teachers in so-called charitable schools' who should not be given special consideration. He stated that 'the separate Roman Catholic schools, which, of course, the Minister is so anxious about, are not charitable; parents who can have to pay.' This seemingly contradictory criticism is in itself puzzling. Why Snowball would feel that Sachse was 'of course' concerned about the Catholics is rather odd in that Sachse was an Anglican who consistently supported the reformist legislative programme of Tate, despite its overt challenge to the Catholic hierarchy's domination over Catholic education.

Archbishop Carr was quick to respond to the reality of the legislation. On 15 December 1905, only two days after the Registration Act had been passed, he announced the establishment of a central training college, situated in Albert Park, Melbourne, under the supervision of the Sisters of Loreto. The Sisters were to be 'charged with the general administration of the institute, and the material, moral, and religious welfare of the students.' To Catholics there was no question of the need to establish legitimate Catholic training colleges. As one contributor to the Advocate wrote:

All the trouble and expense, all the anxiety and care which the erection of a Catholic school entails, will be all in vain and thrown

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3 Argus, 26 February 1906, p. 6.
4 Argus, 26 February 1906, p. 6.
5 Argus, 26 February 1906, p. 6.
6 Advocate, 13 December 1905, p. 7.
away if there are not Catholic teachers to take charge of it. And as our very object in erecting such schools is that our children may be surrounded and steeped in a Catholic atmosphere, those teachers must themselves have been trained in a Catholic atmosphere, must be filled with a Catholic spirit, and animated with devotion and loyalty to Catholic principles and traditions. Therefore, we must have centres - Catholic centres - where such teachers can be trained.7

This philosophy was embraced and enforced so that Catholic schools would maintain their pure Catholicity. Archbishop Carr officially opened the Central Training College, Albert Park, on 5 August 1906. On that occasion he said:

The college was intended for two classes of students. First, for those who intended to devote their lives to teaching, either as members of some religious institute or as seculars. In the second place, for those who desired to pursue a university course in the safest and most helpful circumstances.8

The study of Christian Doctrine, Bible History, Church History and Philosophy were compulsory subjects for all Catholic students. On 18 October 1906 the Advocate reported that the Registration Board had accepted the syllabus of the College.9 At least from the Archbishop's point of view, the Board was not granted the power to enter a school to inspect curricula or teaching methods. However, Clause 16 of the Act gave the Board the authority to determine 'the courses of study and training and the examinations entitling persons to be registered as teachers'.10

7 Advocate, 26 August 1905, p. 22.
8 Advocate, 11 August 1906, p. 16.
9 Advocate, 18 October 1906, p. 17.
10 Act No. 2013, 1905 Clause 16 (Sub-clause 1).
In the Government Gazette on 21 May 1906 the Board published the regulations to determine whether a school or a teacher should be registered as sub-primary, primary or secondary [refer Appendix I - for a full list of regulations]. In the Regulations, the Board provided a transition period in which teachers could be registered pending the acceptance of evidence provided to the Board. Once this transition period expired on 1 January 1910, all teachers appointed subsequent to the Act were expected to have completed a minimum level of qualifications as stipulated by the Board for each of the three levels of instruction.

At its early meetings the Registration Board discussed responses to letters of enquiry regarding courses of training from various Religious teaching Orders, including the Christian Brothers, the Sisters of Joseph, the Sisters of Mercy, and the Jesuit Fathers. Here lay one of the fundamental difficulties of the Registration of Teachers and Schools Act for Catholic education. Most of the teaching in Catholic schools was done by members of largely autonomous Religious bodies. That is, they were independent of each other though still under the suzerainty of the Archbishop. The Institutes of such bodies required a period of novitiate, when the aspirant went through training in the duties and obligations of the Religious state. Moreover, because 'each religious Congregation is distinct from the other, differing in customs and institutes, and with separate foundations and property', the training of Catholic teachers would have seemed to the Board fragmented and disparate.

Consequently, the Board was reluctant to sanction automatically courses of training that were forwarded to it from teaching Religious Orders. At

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11 Teachers and Schools Registration Board Minutes, Volume I: 1906-1909.

the 20 August meeting the course of training provided for the Marist Brothers and the question of their registration was considered by the Board. It was decided that after 1910 this course could not be accepted as sufficient literary training for a secondary teacher as it was not deemed to be supplying a course of education of equivalent standard to the Diploma of Education of the University of Melbourne.  

On 18 September 1906 the Board considered the courses of training submitted by other Religious Orders. With regard to the Christian Brothers, who were trained in Sydney, it was decided to write to Professor Frank Anderson of Sydney University, enclosing a copy of the Board's regulations accompanied by a statement of the Brothers' course of training, asking his advice as to its suitability to justify secondary registration. The courses submitted by the Convent of Mercy and the Convent of St Joseph's were approved for the training of primary teachers only, and in the consideration of the course of training submitted by the Loreto Sisters from the Central Training College, Albert Park, it was decided that some Board members would visit the college and report back at the next meeting.

The Registration Board invited Archbishop Carr to a meeting held on 9 October 1906. Carr tried to have his primary teachers exempted from the training scheme being devised by the Board, by putting up an alternative scheme for Catholic teachers. At the meeting the Archbishop submitted a Catholic course of study and training for primary school

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14 Teachers and Schools Registration Board Minutes, Volume 1: 1906-1909, 18 September 1906.
15 Teachers and Schools Registration Board Minutes, Volume I: 1906-1909, 18 September 1906.
16 Teachers and Schools Registration Board Minutes, Volume 1: 1906-1909, 9 October 1906.
teachers which had recently been introduced in the various convents.\textsuperscript{17} This was based on the old pupil teacher system -- that is, an apprenticeship system which had young people teaching at the same time as they were training. He claimed that all the convents would follow this course, though secondary teachers would be trained in the Central Training College. He pointed out that until that point, because in some of the Orders one house was independent of another, the Sisters were not trained at a central school. The situation was about to be remedied, and the disparate houses within particular Orders would be united 'so that each institute might have a central school for the training of its teachers'.\textsuperscript{18} He had inaugurated the movement towards amalgamation and had already commissioned Barbara Bell to provide courses of training for the Sisters of Mercy, the Presentation Sisters and the Faithful Companions of Jesus at several Victorian convents.

The meeting then focussed on the registration of existing teachers. Archbishop Carr agreed that the teachers in the convents and in Catholic schools should be registered as primary or secondary according to the evidence they submitted.

The period from the present time until 1910 should be regarded as a formative period and His Grace asked the Board to deal as generously with the Roman Catholic teachers as it intended to deal with other teachers.\textsuperscript{19}

While Carr was not, at this juncture, asking for special consideration for Catholic teachers, it is reasonable to assume that he anticipated his views

\textsuperscript{17} Syllabus of the Course of Study and Training of Teachers for the Catholic Schools in the State of Victoria, V.P.R.S. 10298, Box 8, P.R.O.

\textsuperscript{18} Teachers and Schools Registration Board Minutes, Volume I : 1906-1909 , 9 October 1906.

\textsuperscript{19} Teachers and Schools Registration Board Minutes, Volume I : 1906-1909 , 9 October 1906.
would be treated with respect. He was, after all, the Archbishop and the leader of the Catholic community in Victoria.

By early December 1906, Archbishop Carr had asked the Education Department if it could arrange for the inspection of Catholic primary schools by State school inspectors. A previous request had been acceded to by one of Premier Bent's predecessors in office, 'but, owing to a speedy change of Government, the arrangement was not carried into effect'.20 The Archbishop believed that this would 'promote uniformity of educational methods throughout the various primary schools of Victoria',21 yet his request was denied apparently because no legal power existed for State school inspectors to examine Catholic schools.

On Wednesday 6 March 1907 a group of influential educationalists, which included Tate, Adamson and Professors Tucker and Spencer, met with the expressed aim of determining the criteria that would indicate whether a school was, for the purposes of registration, secondary. The Age reported that, 'as a result of a conference of representatives of bodies interested in secondary education ... an important scheme [was] launched for the training of teachers for secondary schools'.22 There was a clear message in the article that any body not represented at this conference was not 'interested in secondary education'.

Catholic representatives did not attend the 6 March 1907 conference. Archbishop Carr still insisted that the Catholic hierarchy should be responsible for dealing with the training of its teachers through a course

20 Advocate, 1 December 1906, p. 15.
21 Advocate, 1 December 1906, p. 15.
22 Age, 6 March 1907, p. 13.
of training that would be designed and operated by the Catholic Teachers' Education Board as indicated in the scheme presented to the Board at the meeting on 9 October 1906. The Archbishop was attempting to override the State Registration Board by establishing his own Registration Board for Catholic schools -- the members to be appointed by His Grace and his Advisory Council. It was to have been this Board that controlled the examination of Catholic trainee teachers. This was unacceptable to the Teachers and Schools Registration Board because the Catholic schools were requesting exemption from a system that was introduced for all non State schools. The scheme was rejected by the Board as Carr had made the tactical error of proposing the thoroughly discredited pupil teacher system.

Given that his first proposal failed Carr changed his tactics and argued that he would train his teachers in the same manner as the Department was training theirs. On 25 March 1907 Archbishop Carr wrote to the Board [Appendix J], though the letter was not mentioned in the Minutes. In his letter he appealed to the Registration Board to recognize that the majority of Catholic primary and sub-primary schools should be classified in the same fashion as State schools - that is, whatever constituted a primary or sub-primary school in the Sate system should also apply in the Catholic system. The Archbishop was confident that the Catholic schools were equal in standard to the State schools, and he therefore proposed that the Catholics themselves be authorised to provide for the training of their teachers at a comparable standard to the State. This formed the basis of his second scheme and was tactically brilliant, as at that time the Department was still stuck with the pupil teacher system, though Tate was working towards its replacement. In effect, the letter outlined the disparity between the Registration Board's requirements for registration of teachers outside the State system and the qualifications of
State school teachers who did not have to register. Archbishop Carr was attempting to establish equitable terms for Catholic schools and teachers. The Archbishop concluded:

While we ask for no special favour, still, in consideration of the number and success of our Schools, ... the devotedness of those Religious bodies who conduct the greater number of them; ... we expect that they shall be subjected to such changes only as may be requisite in the interests of progressive primary education.23

While Archbishop Carr was concerned with all Catholic education, he was taking a far more direct role with primary instruction, almost exclusively the domain of Nuns. Perhaps it was the Archbishop's duty to speak on behalf of the various Orders of Nuns; perhaps he assumed he would be far more persuasive, forthright, and less intimidated than the Nuns when dealing with the Registration Board. Or perhaps he was aware that many members of the Religious Orders of Sisters were poorly qualified, and because of this vulnerability negotiations with the Board would require no less than his presence. A number of the teaching Orders of Nuns were closed Orders. Under this philosophy the Sisters had little contact with persons beyond their daily duties. When not teaching they were cloistered within the confines of their convent unless a special dispensation from the Mother Superior permitted them to visit a doctor or a dentist. The training syllabus as outlined by the Registration Board would interfere with this regime.

Whatever the Archbishop's reasons were, it soon became clear that some members of the teaching communities of Nuns would have a struggle to convince the Board of their qualifications. On the 13 February 1907,

23 Letter from Archbishop Carr to the Chairman of the Schools' Registration Board, 25 March 1907, V.P.R.S. 10298, Box 8, P.R.O.
Mother Paul Mulquin of the Presentation Convent in Windsor, wrote to the Secretary of the Teachers and Schools Registration Board:

Our Community feels disappointed that so many of its members are registered only as primary teachers. Very many of the Sisters are fully capable of not only preparing but of passing pupils in the Senior and Public examinations but as only a limited number can be employed in teaching the head classes, others equally competent must be employed in junior subjects. I would ask the Board to reconsider the matter and register as Secondary Teachers those in our Community whom I could conscientiously recommend as having the necessary qualifications.24

The Registrar replied on 10 April advising that seven Sisters needed to submit further evidence before being registered as secondary teachers.

In July 1907 the Registration Board released its Syllabus of Training which outlined the training required for all teachers outside the State system. Consequently, the second scheme Carr had devised for the training of teachers in Catholic schools appeared to have been ignored, as he had not even received acknowledgement of his letter dated 25 March 1907. The Archbishop expressed his annoyance in a letter to the Age on Tuesday 16 July where he alluded to the inconvenience that Nuns, in particular, would be subject to.

Must religious ladies be dragged from their convents to attend any school selected by the Registration Board? ... In the work of education, as in other things, there is the ideal and the practical, the useful and the merely ornamental, the safe middle course and the dangerous extreme. It is not by raising unnecessary difficulties or by creating preventable friction that the work of education is to go forward and prosper.25

24 Letter from Mother Paul Mulquin to the Teachers and Schools Registration Board, 13 February 1907, Presentation Archives, Elsternwick.

25 Age, 16 July 1907, p.5.
The Archbishop's letter to the Registration Board, dated 25 March, was printed in an article in the *Advocate* on Saturday 20 July and the Archbishop's protestations were applauded. The action of the Board was decried as an injustice. If the Board was to deny Carr's request to reconsider its decision on training it would 'needlessly outrage the feelings of the Catholic community without the smallest shadow of justification'.  

Thus the *Advocate* expressed the resentment of the Catholic community to what may be construed as anti-Catholic regulations from the Registration Board.

At the meeting of the Registration Board on 12 August 1907, Father Keating read a letter [Appendix K] he had just received from Archbishop Carr in reference to the training scheme adopted by the Board. Because his letter of 25 March 1907 had been ignored, the Archbishop once again pushed his second scheme - to adopt as an alternative the programme of the Education Department for the training and examination of Catholic primary and sub-primary teachers. Again Archbishop Carr emphasised that he saw the Board's regulations pertaining to the training of registered teachers as discriminatory when compared with those for State school teachers. He stated that:

> persons employed in State schools qualifying for the several certificates are engaged in teaching, and receive salaries for their services, whereas candidates qualifying for registration are not regarded as teachers, and are obliged to pay for their training.  

The Archbishop was prepared to adopt any changes regarding the training and examination of teachers provided the State school teachers were

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26 *Advocate*, 20 July 1907, p. 25.

27 Letter from Archbishop Carr to Father Keating, 12 August 1907, Carr Papers, Catholic Historical Commission Archives, East Melbourne.
subject to the prescribed changes also. In a concluding statement to Father Keating the Archbishop said:

I would ask you to put this reasonable request before the Registration Board, and, if it be refused, I believe your continued presence at the board will have the effect of your attendance being misunderstood, and misinterpreted as approving of measures unfair to our primary and sub-primary schools.\textsuperscript{28}

In an address to the laity at St. Patrick's Cathedral on 26 August 1907, the Archbishop reflected:

Just now, when by patient toil and great sacrifice we have brought them [schools] to a high degree of efficiency, they are threatened, by the proposed action of the Registration Board, with serious embarrassment.\textsuperscript{29}

The following day, Archbishop Carr wrote to Cardinal Moran to thank him for his congratulations in connection with Carr's Jubilee Celebration. The Archbishop told Moran that on the formal day of celebration:

Occasion was taken by different speakers to direct attention to the embarrassment threatened to our Schools by the Registration Board. I suppose that the same legislation will be attempted in New South Wales. But I believe it should be resisted as far as possible. Ultimately I believe it will prevail, but all safe opposition should, I think be offered to it. Here it was introduced in the Upper House where we had no chance of resisting it. When the Bill was sent to the Lower House we got a clause inserted exempting all schools under the control of religious bodies. But when the Bill went back to the Upper House, and in the very last day of the Session, this amendment was thrown out, and the Bill passed in its original unrestricted shape. We are doing what we can to minimize the inconvenience caused, or to be caused after January 1910, by the unfair legislation.\textsuperscript{30}

\textsuperscript{28} Letter from Archbishop Carr to Father Keating, 12 August 1907, Carr Papers, Catholic Historical Commission Archives, East Melbourne.

\textsuperscript{29} Austral Light, vol. XVIII, no. 6, June 1917, p. 324.

\textsuperscript{30} Letter from Archbishop Carr to Cardinal Moran, 27 August 1907, Carr Papers, Catholic Historical Commission Archives, East Melbourne.
The Archbishop makes some interesting comments in confidence to Moran, though he does not elucidate. The Cardinal must have been clear on what the threatened 'embarrassment' was that Archbishop Carr referred to. When discussing the passage of the Bill through Parliament the Archbishop suggests that 'we had no chance of resisting it' in the Upper House, though in the Lower House 'we got a clause inserted'. Perhaps there were more Catholic sympathisers in the Lower House in Victorian State Parliament at the time. This letter to Moran also confirms Carr's resigned acceptance of the Registration Board legislation remaining. To his Archdiocese though, the Archbishop was the leader of protest and defiance against the injustice imposed on the Catholic community by the Board.

In the Advocate on Saturday 31 August, the Archbishop again expressed his despair at the hardship being inflicted on Catholic primary and sub-primary schools by the Registration Board. He contended that these schools were of the same standard as the State schools, 'but it was now proposed to put them on the level of obscure dame schools'. Catholic Schools 'were now asked to do something over and above the State school standard ... that was a most unjust and unfair proposal, and would be resisted with the utmost determination'.

At the meeting of the Registration Board on 9 September 1907, discussion of Archbishop Carr's letter to Father Keating took place. Fink was acting-chairman in Tate's absence. The press was invited to attend this particular meeting, which, as indicated in the Board Minutes, they had

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31 Advocate, 31 August 1907, p. 19.
32 Advocate, 31 August 1907, p. 19.
not been permitted to do previously. Fink made a short statement rejecting Carr's request of the previous meeting on the grounds that a different standard could not be set 'in the parochial schools of the Roman Catholic Church ... from that required in relation to other schools'.

Fink observed that the proposals made by the Archbishop would involve setting aside the scheme for training teachers in the sub-primary and primary departments which had already been adopted by the Board. The acting chairman suggested that:

the claim made by Archbishop Carr involved two things - one, to draw a distinction between Roman Catholic primary schools and other schools; the other, to permit a lower standard of training teachers for the Roman Catholic primary schools than the standard adopted by the board. The course of training which the Archbishop submitted was so low that its adoption would keep the children in the dark ages so far as education was concerned. For the board to adopt such a standard would be a crime against the children of this country. There was no religious question involved.

Fink argued that the Archbishop's first scheme was the outmoded pupil teacher system which gave no guarantee of efficiency. Father Keating and Fink debated the second scheme presented by Archbishop Carr, as Keating believed there had been some misunderstanding. Keating also indicated his disapproval of some of the acting-chairman's expressions, particularly the reference to the 'dark ages'. Father Keating maintained that in the system proposed by the Archbishop, Catholic schools would be prepared to comply with the same system of training adopted by the State. He argued that there was inequity in a system that compelled its sub-primary and primary teachers to achieve a level of training not required of the State teachers. The motion rejecting Archbishop Carr's first proposed scheme of training was carried with the one dissension coming from

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33 Teachers and Schools Registration Board Minutes, Volume 1: 1906-1909, 9 September, 1907.

34 Advocate, 14 September 1907, p. 17.
Father Keating, who said that 'introducing a double system for the same kind of children [was] most unjust and unfair'.

Archbishop Carr was disappointed in the Board's decision for two reasons. The first concerned the significant cost involved in training so many Catholic teachers and the loss of Catholic control over their training; the other was that the Board had argued against his first scheme and had totally overlooked his second.

Archbishop Carr responded to the Board's decision through a letter printed in the Argus on Wednesday 11 September, arguing that the acting-chairman had given an inaccurate and misleading interpretation of his request. According to Carr, Fink had denigrated his proposed system as being antiquated, yet he was merely requesting that Catholics adopt the programme of the State Education Department as an alternative to the Board's proposal for training. Archbishop Carr concluded his letter:

In the circumstances it is an injustice to make the training and examination of private parochial teachers more difficult and burdensome than the training and examination of the State school teachers. If in repelling that injustice passive resistance is offered, not to the law, but the oppressive enforcement of the law, the acting chairman of the Registration Board will have to bear a considerable share of the responsibility.

In another letter to the Age and the Argus on 14 September, Carr claimed that Fink had confused the Board by dealing with two different subjects 'as an expert prestidigitator does with his properties'. He accused Fink

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35 Advocate, 14 September 1907, p. 17.
36 Argus, 11 September 1907, p. 7.
37 Age, 14 September 1907, p. 16.
of animus and explained that it would be difficult for those interested in Catholic schools to feel confidence in his judgement or impartiality. An article in the *Advocate* on 14 September 1907 accused Fink of disregarding the conventional protocol of a chairman when he acted and spoke as though he 'held a brief for those who would like to see further injustice inflicted upon the Catholic community of Victoria'.38 It was further implied that Fink's mind was 'warped by sectarian bias or narrowed by denominational antipathies'.39 The article suggested that the Archbishop was not asking for any special privilege for Catholic schools. In fact, by requesting an alternative to the Board's requirements, he was. The author concluded by suggesting that the Catholic community was being harassed by the Registration Board's irritating and utterly needless scheme.40 The *Tribune* printed similar sentiments and used headlines such as 'His Grace The Archbishop In Protest' and 'Offensive Reply By Mr Theo. Fink' to stir the passions of the Catholic community and encourage the feelings of injustice it was supposed to be feeling.41

On 16 September, Carr sent an episcopal invitation to representatives of all teaching congregations to a conference at St. Patrick's Cathedral two days later. The letter of invitation indicated that 'united action [was] essential in the present educational crisis'.42 At the conference Archbishop Carr indicated that all Houses in each Order were to amalgamate so that a general novitiate could be established, to which all

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39 *Advocate*, 14 September 1907, p. 25.

40 *Advocate*, 14 September 1907, p. 25.

41 *Tribune*, 14 September 1907, p. 3.

42 Letter from Archbishop Carr to Rev. Mothers, 16 September 1907, Carr Papers, Catholic Historical Commission Archives, East Melbourne.
Houses would send prospective candidates. The Sisters of Mercy had decided to amalgamate their separate Houses at a conference held in Melbourne on 17 and 18 September. In an address to this conference the Reverend Dr. Higgins spoke of 'the very serious danger which threatened ... Catholic Schools in consequence of the recent educational legislation and the hostile manner in which it is being administered'.

On Tuesday 17 September, 1907 the Age reported that there was a chronic need in the Education Department for qualified teachers. The following Saturday, the Tribune suggested that the State's difficulty bore out the Archbishop's protest. 'If the Education Department were forced to comply with the Registration Board's proposals it could not staff its schools, and large numbers of children would have to go untaught'. In the same issue Fink and Leeper were accused of collaborating with the Loyal Orange Lodge in a scheme to embarrass Catholic schools. The Tribune accused the Orange Grandmaster Snowball and his 'saffron-sashed crew [of] continually yelling and yapping ... in their vain attempt to kill [the] Catholic schools'. The Tribune consistently accused Fink of being 'motivated by desire to please his Orange friends', while the Advocate suggested that Fink's 'gross discourtesy' to the Archbishop 'was only equalled by his excessive partisanship'. The Advocate also insisted that the Archbishop could see no educational reason 'why the State school programme could not be allowed, as an alternative, not only

43 Kathleen Dunlop Kane, Adventures In Faith, The Congregation of the Presentation of the Blessed Virgin Mary, Victoria, 1974, p. 103.


45 Tribune, 21 September 1907, p. 5.

46 Tribune, 21 September 1907, p. 5.

47 Tribune, 28 September 1907, p. 5.

48 Advocate, 21 September 1907, p. 25.
in Catholic schools, but in all private schools which might wish to adopt it'. The significance of this comment is that it is the first time 'all private schools' had been included in the Catholic proposal. This would give the Archbishop's request broader validity, rather than it being seen as a favour exclusively for Catholics.

Archbishop Carr continued to write to the key Melbourne daily newspapers. In both the Age and the Argus on 21 September a letter was published from the Archbishop which endeavoured to clarify the Catholic case further. He explained that the majority of Catholic teachers would always be Religious women who intended to devote their whole lives to the work of education. For the Registration Board, 'it was but a small concession to claim that they should not unnecessarily be forced to leave their convents and appear at a public examination'. The Archbishop remained adamant that Catholic teachers should not be expected to do more than was required in the State school programme. He said that Catholics would not depart from this position, and that they should 'look to Parliament ... look to the people ... look to ourselves for its defence'. On the same day the Advocate reported that the Anti-Humbug League unanimously resolved 'that ... the action of the Teachers Registration Board in insisting on a higher standard for Catholic than for State schools [was] grossly unfair'.

In the Argus on 23 September a letter from O.R. Snowball criticised the Roman Catholics for requesting exemption from the Registration Board's

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49 Advocate, 21 September 1907, p. 25.
50 Age, 21 September 1907, p. 6.
51 Age, 21 September 1907, p. 6.
52 Advocate, 21 September 1907, p. 25.
regulations for teacher training. Snowball suggested that Fink was correct in denying the Archbishop's request as it evaded the Act 'in making distinctions between classes of schools' and would retain 'for tens of thousands of children an old, bad, condemned, and abandoned system'.\textsuperscript{53} Snowball believed, with some justification, that Archbishop Carr's struggle with the Registration Board was 'simply to avoid control and registration of his teachers by the board'.\textsuperscript{54} The Catholics for their part were involved in a crude and personal slanging match with Snowball, whom the Catholic press had described as 'vain and empty-headed ... malicious, mean and unscrupulous ... ridiculous and puerile ... the Napoleon of the Lodge'.\textsuperscript{55}

Why Snowball had taken such a stance against the Catholic church over its appeals to the Registration Board is not entirely clear, though he did state that he resented any interference by the clergy with the State's administration of its educational system.\textsuperscript{56} He certainly prompted an acerbic campaign of accusation and counter-accusation between himself and the Catholic press. Catholic interests were frustrated by his incessant badgering through the press. In the \textit{Tribune} on 28 September an article attacked Snowball's writing as 'a childish piece of shuffling and distortion, suggesting a cunning that goes with some forms of mental and moral feebleness. In [his] appeal to the unintelligent Brother Snowball's principle argument is - dust'.\textsuperscript{57} The \textit{Advocate} said

\textsuperscript{53} \textit{Argus}, 23 September 1907, p. 7.

\textsuperscript{54} \textit{Tribune}, 12 October 1907, p. 6.

\textsuperscript{55} \textit{Tribune}, 14 September 1907, p. 4.

\textsuperscript{56} \textit{Argus}, 1 October 1907, p. 6.

\textsuperscript{57} \textit{Tribune}, 28 September 1907. p. 4.
that the Orange Institution [was] insidiously endeavouring to introduce bigotry, venomous sectarianism, and sectional injustice into the political and public life of Victoria, and into the schools which have been established on a purely secular basis, so that further disabilities may be inflicted upon Catholics.\(^{58}\)

It was suggested by the *Tribune* that Fink was motivated 'by more stable principles in the direction of secularising all primary education'\(^{59}\) and so used the sectarian element as a tool for his purpose.

In the same article, the *Tribune* suggested that the Catholic authorities wished to have their schools brought under the State school programme because the Registration Board scheme was 'more difficult and expensive, but no more efficient'.\(^{60}\) Writing in the *Tribune*, a former inspector for the Education Department, John Robertson, said that the State junior teacher system was merely the former pupil teacher system under a different name. He suggested that because Fink and the Board had made pupil teachers impossible outside the State service, 'it at once [raised] the expense of primary education very considerably for all who did not use the State system'.\(^{61}\)

On Wednesday 30 October 1907 a deputation of twenty members of the State Parliament waited on Premier Bent to protest against the regulations formulated by the Registration Board in connection with Catholic primary and sub-primary schools. Duffus M.L.A., said:

> it was the intention of Parliament that all schools should be placed on the same footing, so far as the training of their teachers was

\(^{58}\) *Advocate*, 28 September 1907, p. 5.

\(^{59}\) *Tribune*, 28 September 1907, p. 5.

\(^{60}\) *Tribune*, 28 September 1907, p. 4.

\(^{61}\) *Tribune*, 28 September 1907, p. 5.
concerned. However, if that was the intention of Parliament, it had not been carried out by the board.⁶²

He explained that the programme for the training of teachers in Catholic and private schools was entirely different from that laid down for State schools. Duffus outlined how the proposed programme of the Registration Board would inflict an unjust burden on Catholic schools - 'firstly in regard to literary qualifications, secondly in regard to training, thirdly in regard to age limit, and fourthly in the time allowed for the registration of the first batch of teachers'.⁶³ Duffus argued that what was required of Catholic schools should be extended to all primary schools:

the matter had a special reference to Catholic schools because the great majority of primary schools outside the State institutions [belonged] to that body, who, at the present time, possessed 205 primary schools staffed by between 700 and 800 teachers, in which about 30,000 children of the same class as those in State schools were being educated without one penny of cost to the State.⁶⁴

G.M. Prendergast and J. Murray, speaking on behalf of all the assembled politicians, insisted that there should be fair and equitable treatment between State and non-State teaching institutions, irrespective of the standard that was fixed. The Premier said that he could not understand why such conditions had been imposed, and that he would look into the matter.⁶⁵ Bent apparently did nothing because on 12 November Archbishop Carr sent him a memorandum regarding the registration of teachers in Catholic primary and sub-primary schools. This memorandum repeated all the issues raised by the parliamentary

⁶² *Advocate*, 2 November 1907, p. 23.
⁶³ *Tribune*, 2 November 1907, p. 8.
⁶⁴ *Tribune*, 5 October 1907, p. 8.
⁶⁵ *Tribune*, 5 October 1907, p. 8.
deputation. On 16 November the Advocate caricaturist lampooned Fink as 'Sir Oracle' and placed him next to a drawing of the deputation to the Premier.

In the meantime, despite the Archbishop's 'passive resistance', he was pragmatic enough to prepare for the training of Catholic teachers in compliance with the Registration Board's demands. A letter reprinted in the Advocate on 14 December 1907 had been addressed by the Archbishop to the heads of Religious Communities. In this letter Archbishop Carr outlined what he considered the best means of providing teachers for Catholic primary schools. The Archbishop recognised two classes of future teachers - first, postulants and novices; second, secular female teachers. For the postulants and novices each Order was at liberty to provide for the literary, as well as for the religious training of its subjects until they had passed the University junior or State second-class certificate examination. Having obtained this standard their professional training could be completed in the Catholic Training College, Albert Park. With regard to the secular teachers Archbishop Carr offered scholarships. It would be necessary for the successful applicants to complete their training and for three years after registration, to teach in Catholic schools of the Archdiocese of Melbourne.66

On 18 November 1907 the Registration Board considered a letter from Archbishop Carr to Premier Bent regarding the training of Catholic teachers. The Premier had forwarded the letter to the Board for a report. Dr. Leeper moved and Miss Henderson seconded that Archbishop Carr's letter be referred to a committee consisting of Fink and Spencer to draw up a report for consideration at the next meeting of the Board.67

66 Advocate, 14 December 1907, p. 21.

67 Teachers and Schools Registration Board Minutes, Volume 1, 1906-1909, 18 November 1907.
At the following two meetings of the Registration Board, on 3 and 9 December, Carr's letter was not raised, though there did not seem to be anything pressing in the minutes that would override its order of priority. Father Keating was present at these meetings and is not recorded as raising the issue of the Archbishop's letter. It is probable that Archbishop Carr then used his influence by approaching the Premier directly, because at the next meeting of the Board on 18 December a memorandum was read from the Premier 'asking for an early report on the letter forwarded by him from Archbishop Carr regarding the training of Teachers of Roman Catholic Schools'.68 Apparently Spencer and Fink's prepared reply was then outlined by the chairman and given general approval.

On 23 December a formal memorandum from the Teachers and Schools Registration Board was forwarded to the Premier regarding the registration of teachers of Catholic primary and sub-primary schools. After outlining its views on the standard of training it had set, and commenting on the Archbishop's request, the Board summarised its memorandum with the following statements:

1. That the Board has not fixed an unduly high standard;

2. That the educational authorities of the community within and without the State department approve of it;

3. That no lower standard may be adopted without destroying the object of the Act;

4. That the first scheme submitted, involving the old pupil-teacher system, would be utterly insufficient;

68 Teachers and Schools Registration Board Minutes, Volume 1, 1906-1909, 18 November 1907.
5. That the present continuation school system adopted by the State department is the only one that should for the purposes of comparison be regarded as the State system;

6. That the grievance, if any, expressed by His Grace Archbishop Carr, is one for Parliament to deal with either by excluding the Roman Catholic schools from the scope of the Act or by including State schools within the scope of the Act. Of course the Board does not in any way suggest that the removal of any schools from the jurisdiction of the Board would be other than the most impolite and reactionary from an educational point of view. But if the difficulty is, as it appears to be, a political one, that is for Parliament to deal with. The Board considers that its duty is to fix a proper standard for all schools within its jurisdiction, and it can neither fix a standard which in its deliberate judgment it thinks too low, nor can it apply a lower standard to any particular class of school.\[^{69}\]

The Board stated that Archbishop Carr’s memorandum of 18 November 1907 was a different request from his original scheme, which involved the old pupil-teacher system, first submitted by him at the meeting held on 9 October 1906. The Board had rejected that scheme as unsuitable and expected trainee Catholic teachers to comply with the standard set by it in its Syllabus of Training released in July 1907. However, the Archbishop had written to the Board on 25 March 1907 outlining his second scheme, which the Registration Board only acknowledged on 18 November 1907, after Carr had gone to the Premier. This was long after the Board’s own Syllabus had been released, and also following months of debate and counter-debate through the pages of the press as to the merits and feasibility of this second scheme. The Registration Board must have known of Archbishop Carr’s second scheme much earlier. The actual letter had been reprinted in full in the Advocate on 20 July 1907! The Archbishop had surprised the Board and the Government with his second scheme, and subsequently they either chose to ignore it, or passed it from one to the other until such time as they could no longer avoid it.

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\[^{69}\] Memorandum for The Honorable the Premier Re the Registration of Teachers of Roman Catholic Primary and Sub-Primary Parochial Schools, Education Office, Melbourne, 23 December 1907, V.P.R.S. 10298, Box 8, P.R.O.
In its memorandum to the Premier on 23 December 1907 the Board suggested the Archbishop's request was more a political than an educational one. The Board also suggested;

that there is no warrant whatever from the point of view of education (whatever there may be from religious policy or political necessity) in assuming that the standard of training for the primary teacher in the State department is to be identical with the training for primary teachers outside. No progressive educational country stereotypes one uniform method of training or of education or of curriculum.\(^70\)

In a letter dated 28 December 1907, and published in the *Age*, the Archbishop pointed out that Frank Tate did not agree with the State school teachers coming under the control of the Board. Tate believed that because the State schools were under the control of the political and administrative heads and of Parliament itself, there was no need for the intrusion of the Board into the domain of State-regulated education. This, suggested the Archbishop, was the justification of the Catholic demand. He asked that the training of Catholic teachers 'should be of the same satisfactory kind and standard as obtained in State schools' and he looked 'to the Premier and Parliament, and the chairman of the Board, to reverse the irritating and short-sighted policy that had prevailed in the past'.\(^71\)

The substance of the Registration Board's report to the Premier was published in the *Age* on 31 December 1907. Premier Bent said that he had not 'read the report yet ... but its importance suggests that, in the absence of most of my colleagues, I should make it public'.\(^72\) Archbishop Carr's

\(^{70}\) Memorandum for The Honorable the Premier Re the Registration of Teachers of Roman Catholic Primary and Sub-Primary Parochial Schools, Education Office, Melbourne, 23 December 1907, V.P.R.S. 10298, Box 8, P.R.O.

\(^{71}\) *Advocate*, 4 January 1908, p. 19.

\(^{72}\) *Advocate*, 4 January 1908, p. 19.
written response, dated 1 January 1908, appeared in the *Age* on 2 January, and was reprinted in the *Advocate* on 4 January. In his letter the Archbishop accused Fink of dominating the report with his misguided opinions. He stressed that Catholics simply desired to have a programme which will keep us fully abreast of the State school system, and at the same time give us protection from the fads of amateur educationalists, apply a common test to our teachers and the teachers of State schools, and save our schools from the injustice of being used for experimental purposes.\(^{73}\)

In the same edition of the *Advocate* an article admonished the Board for exceeding its proper functions, claiming that it was an oversight that the Registration Board had been 'clothed with an amount of authority which was never intended to be conferred upon it'.\(^{74}\) The Board had been given authority to promote the efficiency of teachers, but in a very short time it had fallen into 'the fatuous ways of red-tape Bumbledom'.\(^{75}\)

In the *Advocate* on 11 January 1908 it was announced that the State Cabinet had agreed to a conference between Premier Bent, Archbishop Carr, Minister for Public Instruction, Sachse, Minister for Lands, Mackey, with Tate and Fink representing the Registration Board.\(^{76}\) The conference to deal with the registration of teachers in Catholic primary and sub-primary parochial schools was held in the Premier's office on Wednesday 22 January. As reported in the *Advocate* the following Saturday, under the headline 'The Archbishop's Demands Conceded', the

\(^{73}\) *Advocate*, 4 January 1908, p. 23.

\(^{74}\) *Advocate*, 4 January 1908, p. 27.

\(^{75}\) *Advocate*, 11 January 1908, p. 21.

\(^{76}\) *Advocate*, 11 January 1908, p. 23.
conference apparently gave satisfaction to all parties concerned. A decision was taken that the course of training followed by the Education Department in its entirety would be allowed by the Board as an alternative to its own course of training. Much of the tension between the Catholic hierarchy and the Teachers and Schools Registration Board dissipated after this conference.

Regulations issued in May 1908 permitted candidates for registration in the primary division to go through their course of training in colleges approved for this purpose by the Registration Board. These training colleges and non-State continuation schools were to be under inspection by the Board and had to conform to its Regulations as regards course of studies, qualifications of teaching staff, and work of actual training.

On 26 April 1908, Archbishop Carr opened and blessed the O'Neill Training College, Gardenvale, for the Presentation Sisters. By 28 December there were four novices and one postulant in training at O'Neill. On 28 February 1909 the new Novitiate and Training College of the Sisters of Mercy, Ascot Vale, was blessed and opened, and on 30 July the College was recognised by the Registration Board.

In a paper presented at the Third Australasian Catholic Congress in Sydney in September 1909, Reverend Father P.J. McCurtin spoke on

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77 Advocate, 25 January 1908, p. 23.
78 Advocate, 25 January 1908, p. 21.
81 Austral Light, vol XII, no. 10, October 1911, p. 805.
recent developments in education in Victoria. With respect to the Registration Board he said:

No doubt the Ministry responsible for the framing of the Registration Bill could have made the position an easier one for teaching communities of Religious. To have done so would have been just and right, seeing that the instruction and education given in Catholic Schools was, to say the least, equal to the best provided by the State. But the administration of the Act by the Board, while necessarily causing inconvenience and involving us in further expenditure, has been carried out in a spirit with which we cannot quarrel. During three and a half years much consideration has been shown: no attempt has been made to hamper our schools by interference with courses of instruction, either religious or secular. 82

The confrontations between the Registration Board and Archbishop Carr, particularly in the latter months of 1907, do not reflect as smooth a relationship as Father McCurtin suggested. However, the Catholic hierarchy did achieve a compromise, though little satisfaction, through negotiations with the Board and the Government.

In his panegyric to Archbishop Carr on 5 June 1917, Melbourne's third Archbishop, Dr Daniel Mannix, said the greatest work done by Carr in Melbourne was his work in furthering Catholic education. Mannix told the gathered mourners how Archbishop Carr had consistently aimed at two things - 'first, to provide for Catholics a true Catholic education, ... and, secondly, to secure for his Catholic people perfect educational equality in every grade'. 83 It was this equality that the Archbishop had worked so tirelessly for in 1907 with regard to the courses of training for Catholic teachers and State teachers. Though at his death Archbishop

83 Advocate, 9 June 1917, p. 12.
Carr's struggle for total educational equality for Catholics was not realised, Dr. Mannix said:

when ... Catholics do secure equal educational rights in Victoria, at all events they will owe their freedom to the judgement, to the foresight, of Archbishop Carr, and to the organisations of which he was the founder.\textsuperscript{84}

\textsuperscript{84} Advocate, 9 June 1917, p. 12.
Conclusion

What became evident through this study was the determination of the Catholic church to resist as much as possible more centralised Governmental control over education in Victoria. While Government policy was generally for the good of education, it was not perceived that way by the members of the Catholic faith. The Catholic hierarchy believed the Education Act of 1872 was a blatant measure not only to secularise education in Victoria by disallowing State aid to denominational schools but to eliminate the influence of the Catholic church over its children. This was absolutely unacceptable to the Catholic community as it would deny their children the religious instruction, or indoctrination, deemed essential for the proper growth of a Catholic child.

During such heady times, with sectarianism rife, the Catholic community expected resolute action and leadership from their Archbishop. When the 1872 Act began to cause significant hardship due to the loss of Government funds, the Archbishop in Melbourne, J.A. Goold, who had been in the Archdiocese for twenty-seven years, was no longer up to the challenge that confronted the Catholic church. Though Archbishop Carr arrived in Melbourne in 1887 a year after Goold died, the interregnum in effective policy and development in the Archdiocese had been a decade rather than a year. The Catholic community that Carr inherited from his predecessor was full of spirit and resistance, though in need of a leader to manage and maintain existing Catholic schools, while also directing the construction of new ones.
Catholic education survived because Archbishop Carr was an astute leader who encouraged teaching Orders of Sisters to establish convent schools throughout Victoria. He gathered together funds and labour through the generosity of the Catholic community, and he oversaw the completion of St. Patrick's Cathedral to stand as the pinnacle of Catholic strength and commitment in Melbourne. During Carr's rule the Catholic community of Victoria became self-reliant, and viewed any move by the Government in the field of education with suspicion, and any legislation that involved Catholic educators as a threat. This attitude reflected a paranoia that was to last within the Catholic Church for almost a century, until State aid to education was reintroduced.

Archbishop Carr was shrewd enough to challenge the Registration of Teachers and Schools Act 1905, not because he necessarily believed he could have Catholic educators exempted, but to be seen as challenging the perceived injustices in the legislation, and to gain concessions from the Government. In some respects his response was as much to do with his image and standing in the Catholic community, as it was to do with the purported irregularities in the Act itself. While Archbishop Carr did not openly encourage sectarianism, he would have been aware of the advantages to be gained through its public promotion. It cemented Catholic unity as well as harnessing support from non-Catholic sources who sympathised with a Church that was seen to be subject to persecution and ridicule from some elements in society.

The available sources on Archbishop Carr suggest a man devoted to God and his Church; a person with a vision for the growth of Catholic education throughout Victoria; a man with a deep sense of justice and commitment to the Catholic faith; a man kindly in his demeanour and
yet firm in his convictions; and a man who dearly loved his followers. These are the platitudes that most of the pamphlets, books and journals promote about Carr. Investigation suggests that Archbishop Carr was selected with the intention of salvaging the Catholic cause in Victoria. At the time of his arrival his task was monumental, yet his intellect and powers of persuasion assured the survival and growth of Catholic education in that State and perhaps Australia. As Victoria was the first State subjected to a registration act, Archbishop Carr's capacity to appeal to and negotiate with the Government and the Registration Board would have been an example to other clerical leaders and congregations throughout the country.

In some respects Carr's was a pioneering task. He countered the threat to, and encouraged the growth of Catholic education. He was a leader with conservative ideas, though he was not bound rigidly to them if through persistence and sensible negotiation a compromise could be reached which would appease his community without stirring sectarian angst. He was personally prepared to become political for the benefit of Catholics and their faith to a much greater extent than the Catholic Archbishops of today. Perhaps, were there to be interference in Catholic education today such as was felt with the Registration Act of 1905, another 'Carr' would be installed as a champion of Catholicism in Victoria, and not merely as its minder.
Appendix A:

Full Text of Pastoral Letter, 8 May 1869
THE PASTORAL LETTER

TO THE PASTORS, CLERGY AND LAITY OF THE PARISH OF ST. JOHN'S, MELBOURNE,

June 18, 1869

MELBOURNE, SATURDAY, MAY 8, 1869.

[Editorial]

In this issue, we present an excerpt from the Pastoral Letter of the Bishop of Melbourne to the clergy and laity of the Parish of St. John's. The letter discusses various topics, including the importance of prayer, the need for unity among Christians, and the role of the church in society. The letter is a call to action for the clergy and laity to work together for the good of the community and the church.

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Appendix B:
Pastoral Admonition - Bishop Goold, June 1872.
THE ROMAN CATHOLICS AND
THE ELECTIONS.

PASTORAL ADMONITION.
The following pastoral admonition, by the
Roman Catholic Bishop of Melbourne, was
read yesterday from the altar of the various
Roman Catholic churches throughout
the colony:

"James Alipius,
"By the mercy of God, and the favor of
the Holy Apostolic See, Bishop of Mel-
bourne.

"To the Clergy and People of the Diocese,

"In the pastoral for last Lent, I felt it my
sacred duty to advise you, that no Ministry
governing this colony can command our con-
science and respect, who treat, with indif-
ference or ignorance, our conscientious rights
in reference to the great and vital subject of
education. A crisis has now unexpectedly
arisen, when the law will be called upon to
prove this. It will need all the weight of your
electoral and moral influence to save those
sacred rights from being crushed by the gentle-
men who constitute the present Government.
They boldly and, deftly tell you, that their
determination to do away with religious schools,
and subdivide them into secular schools, is
which will not, connect with, unless it be
impeached, exposed to your children. In no
word, they threaten the Catholics of this
colony, a fourth part of the entire Christian
population, with religious persecution in the
shape of a godless and compulsory system of
education. Taking your stand on the public
revenue in which the Catholics contribute
equally with all others, and applying as much
vigor and zeal as it deemed needful, to any system of
education in which the Church are entitled to
declare we have no part or share, is simply
robbing the Catholic and Irish of the
use and enjoyment of the public rights.

"Veiled in, and compelling Catholics and
their children, under pains and penalties, as
those either proselytising, or godless schools,
is pure downright persecution for con-
science' sake.

"Holding out, as is now proposed, the
abandonment of the payment of school fees
for primary education, is a sham and de-
moralling, and to the power and weak to
prove their conscience and the heart of apparent
present advantage.

"Will you tolerate in this free country,
where all are equal, where your electoral
power, when well directed, is of the greatest
weight, a return to that hateful oppression
and tyranny which for centuries staved out
Catholic education in the old country, and
against which the clergy and laity of Ireland,
England, and Scotland, are still indomitably
struggling? No. The Catholics of Victoria,
if I understand them, will not be the slaves
of their new rulers. Godless education you
have always rejected as an impious outrage on
God and virtue. Now that it is about to be
forced upon you under penal coercion,
which means a direct violation of parental
and civil liberty, you will, with God's help,
not ever accept it with resignation.

"These attempts, to heathenise Christian
nations, and to banish God from amongst the
peoples of the earth, hence and compass,
have always been met on the part of the
Church with uninterrupted resistance, alien
to the loss of liberty and the shedding of
blood. It is under such Instruction I now in-
voke you to be true to your Christian responsi-
bilities, and your rights as parents and
and citizens, and withstand this conspiracy against
God and religion. Need not those who may talk
to you about political interests. In this crisis
they should not enter into your consideration.
They must yield to the struggle for the rights
of conscience.

"There are amongst us those who, in their
worldly wisdom, profess politics to be a
science with which religion ought not to
meddle. If this political science is purely
secular, and does not intrude on the domain
of religion, the Church will not meddle with
but it is not possible to have good govern-
ment, which politics pretend to give, without
religion. Politics without religion was simply
depressed as a great evil and a public
calamity. Individuals may be less religious,
the means of gratifying their ambition, or selfish
interests; but to the public at large, for whose
sake good government is necessary, these
said politics will be void of wholesome moral
results.

"In all charity, therefore, we entreat you
to be mindful of your conscientious obliga-
tions, and refuse your votes to those, by
whomsoever recommended, who are in favour
of a scheme of godless compulsory education.
He who commits himself by his vote to such a
scheme places himself at once in opposition
to the church and conscience. And the great
criminality of this opposition, and its serious
spiritual consequences, may be clearly learned
from the words of our Redeemer, when speak-
ing of the submission He enjoins on all to the
teaching of His church—"He who obeys you
obeys Me, but he who despises you despises
Me; and he who despises Me despises Him,
whom you have sent Me. (Luke x. 16.)"

"In God's hands and yours I leave the
issue of this struggle with His power that be.
"The grace of Our Lord Jesus Christ be
with your spirits brethren. (Phil v. 25.)"

* J. A. Gcohn, Bishop of Melbourne.

"Bishop's residence, St. Patrick's, Mel-
bourne, June 20, 1872."
Appendix C:

Education Act 1872.
ANNO TRICESIMO SEXTO

VICTORIÆ REGINÆ.

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No. CCCCXLVII.

An Act to amend the Law relating to Education.

[17th December 1872.]

BE it enacted by the Queen's Most Excellent Majesty by and with the advice and consent of the Legislative Council and the Legislative Assembly of Victoria in this present Parliament assembled and by the authority of the same as follows:—

1. This Act shall be called and may be cited as "The Education Act 1872," and shall come into operation on the first day of January One thousand eight hundred and seventy-three.

2. The Act No. CXLIX. shall be repealed from the thirty-first day of December One thousand eight hundred and seventy-two, and all regulations thereunder shall thenceforth cease to have any effect.

3. In the construction and for the purposes of this Act the following terms shall if not inconsistent with the context or subject-matter have the respective meanings hereby assigned to them, that is to say:—

"Board of Education" shall mean the Board which existed under the repealed Act No. CXLIX.

"Denominational body" shall mean any church religious body sect or congregation, or the members of any church formed into or acting as a body of persons for religious purposes of what kind of faith or form of belief soever.

"Minister" or "Minister of Public Instruction" shall mean the responsible Minister of the Crown administering this Act.

"State School" shall mean a school conducted in a building vested in the Minister of Public Instruction and his successors in fee or for any lesser estate and shall include training school rural school night school and any other special school for which regulations may be made.

Published as a Supplement to the 'Victoria Government Gazette' of Friday, 20th December 1872.
“Standard of Education” shall mean and include competency in reading writing and arithmetic to the satisfaction of an Inspector of Schools.

The term “Parent” includes guardian and every person who is liable to maintain or has the actual custody of any child.

The term “Teacher” includes assistant teacher, pupil teacher, sewing mistress and every person who forms part of the educational staff of a school.

4. No money voted for the purposes of this Act shall be paid in or towards the support of any school except for the purposes hereinafter expressly provided. And no Crown lands shall be reserved or granted for the site of a school or college after the passing of this Act except the same be vested in the Minister, and so much of section six of No. CCCLX. as relates to the reservation of sites for schools or colleges shall be and the same is hereby repealed.

5. For the better carrying out of the provisions of this Act an Education department shall be formed, to consist of a Minister of Public Instruction, who shall be a responsible Minister of the Crown, a Secretary, an Inspector-General, inspectors, teachers, and such other officers as may be deemed necessary, and such Secretary, Inspector-General, inspectors, teachers, and other officers shall be appointed and removed by the Governor in Council.

6. All property which may be required for the purposes of this Act shall be conveyed to the Minister and his successors, and all property vested in or belonging to the Board of Education at the commencement of this Act shall from and after the appointment of the first Minister of Public Instruction vest in such Minister and his successors for the time being administering this Act, and every such Minister for the time being may sell or otherwise dispose of any such property and may do and execute all necessary acts and assurances for that purpose, and the proceeds of every such sale or disposition shall be paid into the consolidated revenue.

7. No action or suit shall be brought or maintained against any person who shall be or shall have been a Minister of Public Instruction for any nonfeasance or misfeasance in connection with the duties imposed upon him by this Act.

8. State schools may from time to time be established, extended and maintained in such places as may be deemed desirable, and for that purpose any existing school building which at the time of the commencement of this Act was receiving aid from the Board of Education but was not vested in the said Board, may be purchased or leased from year to year, and any State school may be discontinued and the property connected therewith sold or leased.

9. Trustees holding lands in trust for school purposes, or a majority of such trustees, may and are hereby authorized to sell or let from year to year to the Minister of Public Instruction such lands and any buildings erected thereon upon such terms as may be agreed upon;
any condition or restriction against alienation notwithstanding, and the
purchase money or rent paid for any such lands or buildings shall be
applied for the purposes of the denominational body if any beneficially
interested therein in such manner as the denominational body may deem
most beneficial.

10. The trustees, committee of management, or correspondent as
the case may be of every non-vested school receiving aid from the
Board of Education at the commencement of this Act shall be entitled
to receive for the free education of children attending such school in
the subjects specified in the First Schedule hereto a sum equivalent to
what such school would receive if it were a State school until the first
of January One thousand eight hundred and seventy-four, and no
longer: After that period in localities where there may be no State
schools or an insufficient number, and then only until State schools can
be established, an arrangement may be made with any non-vested school
for the free education of children in the subjects specified in the First
Schedule hereto for a sum to be agreed upon at a capitation rate, not
exceeding the average cost of such education in the nearest State
school; but no such arrangement shall be entered into or continue after
a period of five years from the commencement of this Act.

11. All lands which at the commencement of this Act had been
granted by the Crown without receiving any purchase money, or
reserved by the Crown permanently or temporarily for school purposes,
may subject to the provisions for the disposal of lands in the Act No.
CCCXCI. be disposed of by the denominational body to or for the
benefit of which such lands may have been granted or reserved, and
the proceeds of disposition applied for the purposes of such denomi-
national body in such manner as the denominational body may deem
most beneficial.

12. In every State school secular instruction only shall be given
and no teacher shall give any other than secular instruction in any
State school building and in every school used under this Act not
being a training school night school rural school or other special school
four hours at least shall be set apart during each school day for secular
instruction alone, and of such four hours two shall be before noon,
two after noon, which shall in each case be consecutive; but nothing
herein contained shall prevent the State school buildings from being
used for any purpose on days and at hours other than those used for
secular instruction.

13. The parents of children of not less than six years nor more
than fifteen years shall cause such children (unless there is some reason-
able excuse) to attend school for a period of sixty days in each half
year. Any of the following reasons shall be a reasonable excuse:—

(i.) That a child is under efficient instruction in some other
manner:

(ii.) That the child has been prevented from attending school
by sickness, fear of infection, temporary or permanent
infirmitry, or any unavoidable cause:

(iii.) That
(iii.) That there is no State school which the child can attend within a distance of two miles, measured according to the nearest road from the residence of such child:

(iv.) That the child has been educated up to the standard.

In the event of any child on the roll of a school being unable to attend for any reason the parent shall inform the master of the school of the same.

14. The parent of any child who neglects to send such child to school as provided in the last section may be summoned by any person authorized by the Minister or the local Boards of Advice before a justice, and on conviction of such offence shall forfeit and pay a sum not exceeding Five shillings for a first offence and Twenty shillings for every succeeding offence, or in default may be imprisoned for a term not exceeding seven days.

15. The Governor in Council may constitute and define school districts containing one or more State schools, and in any such district a Board of Advice shall be elected in the manner hereinafter provided:

Each such board of advice shall consist of not less than five nor more than seven persons one of whom shall be the correspondent, and the members of every such board shall hold office for a period of three years, but any member may be at any time removed by the Governor in Council. Vacancies in boards of advice shall be filled up in the same manner as is herein provided for the first election. The duties of such boards shall be:

(i.) To direct with the approval of the Minister what use shall be made of school buildings after the children are dismissed from school or on days when no school is held therein; to suspend any school teacher for misconduct and report the cause of such suspension to the Minister;

(ii.) To report on the condition of the schools, as to the premises and their condition, whether new schools are required, and as to books, furniture, gymnastic appliances, or other requirements;

(iii.) To visit the schools from time to time, and to record the number of children present, and their opinion as to the general condition and management of the schools;

(iv.) To use every endeavour to induce parents to send their children regularly to school, to compare the attendance of children at school with the roll for the school district, and to report the names of parents who fail or refuse to educate their children or to send them to school;

(v.) To recommend the payment by the Education Department of school fees or the grant of a scholarship or exhibition in the case of any child displaying unusual ability.

16. Every such Board of Advice shall be elected by the ratepayers residing in the school district in manner to be provided by regulations of the Governor in Council, and where from any cause a Board of Advice is not elected in any district the Governor in Council may appoint a Board of Advice for such district.

17. For
17. For the free instruction of all children attending school in the subjects specified in the First Schedule hereto, teachers of State schools shall be paid such salary and remuneration by way of results as shall be fixed by regulations: For instruction in other branches fees shall be charged to the parents in accordance with a scale to be fixed, and the teacher shall be entitled to such fees subject to a percentage to be deducted, which shall be applied as a fund for the payment of the teachers by way of results.

18. The Governor in Council may from time to time make and rescind regulations for all or any of the following purposes: For regulating the terms upon which school buildings may be used as aforesaid, the conditions under which exemptions from payment of fees scholarships or exhibitions may be granted the secular instruction to be given in all schools under this Act, the system upon which the standard of education shall be determined, the drilling of children and gymnastic exercises, the inspection of schools, the examination and classification of teachers, the salaries to be paid to teachers, the payments by way of results, the scale of fees to be paid by parents, the distribution of such fees amongst the teachers, and the deduction and appropriation of a percentage thereof for payments by way of results, the capitation fees to be paid to non-vested schools for the education of children under the provisions hereinafore contained, and generally for carrying this Act into effect: all such regulations shall be laid before both Houses of Parliament within fourteen days after the making thereof if Parliament be then sitting, and if Parliament be not sitting, then within fourteen days after the commencement of the next sitting of Parliament.

19. An annual report of the condition of the schools under this Act shall be laid before both Houses of Parliament in the month of March in each year, if Parliament be then sitting, and if Parliament be not then sitting, then within one month after the commencement of the next ensuing session thereof.

20. When any child is educated up to the standard of education required by this Act such child shall receive a certificate in the form in the Second Schedule hereto.

21. Notwithstanding anything to the contrary contained in this Act all teachers who have been classified under the Act CXLIX. shall on being employed under this Act be entitled without examination to a classification equal to that enjoyed by them under such Act.

22. Any officer who shall be employed in the Education Department or teacher who shall be employed in any State school upon having served fifteen years under this Act or partly under this Act and partly under any law previously in force, shall be entitled to a retiring allowance on the same basis as may hereafter be provided for members of the public service.

23. Any person may collect raise or give a sum of money towards founding a scholarship or exhibition in connection with any State school, and Teacher to be paid by salary and fees and payment by way of results. First Schedule.

Regulations may be made or rescinded. Regulations to be laid before Parliament.

Annual report to be laid before Parliament.

Certificate that child is educated. Second Schedule.

Classification of teachers to hold good in certain cases. Retiring allowance to teachers.

Scholarships or exhibitions may be founded in connection with any State school.
and money or land or both may be bequeathed for that purpose. In every case the money shall be invested in Victorian Government stock. Every such scholarship or exhibition shall be open to any child on the roll of such school. In the event of any school for which a scholarship or exhibition is founded being discontinued the Minister may direct that the scholarship or exhibition shall attach to some other State school.

SCHEDULES.

Sections 10 and 17.

Reading,
Writing,
Arithmetic,
Grammar,
Geography,

Drill and, where practicable, Gymnastics; and
Sewing and Needlework in addition for Girls.

SECOND SCHEDULE.

Certificate of a Child being sufficiently educated.

I hereby certify that has been educated up to the standard of education required by "The Education Act 1872."

Dated at Melbourne this day of , A.D. 18.

(L.S.) Inspector.

MELBOURNE:

By Authority: JOHN FERRIS, Government Printer.
Appendix D:
Fink Commission -
Conclusions & Recommendations: twenty-eight points.
responsibility. Its duties would be to study continuously all parts of the educational system, from the State School to the University, and to report on the reforms introduced in other countries in all departments of instruction. Such a council to be authoritative and valuable should be carefully constituted. Membership should be purely honorary. It should contain representatives of the Education Department, the University, secondary, technical, and art schools, and should also include persons selected with due regard to the representation of agriculture, mining, manufacture, and industry, who should be chosen as far as possible by reason of their experience and qualifications in dealing with educational problems. The method of appointment and the tenure of membership is made the subject of recommendation by the Commission. If such an auxiliary is found necessary in England, where the Department of Education is controlled and aided by educators of the highest qualifications in science, learning, and experience, apart from the large official staff whose ranks abound with brilliant specialists, how much more necessary is such a body in Victoria?

SYNOPSIS OF PROGRESS REPORTS.

The Commission presents a synopsis of the five Progress Reports issued in relation to manual and practical instruction, agricultural education, and other subjects dealt with in its inquiry. The action taken by the Education Department in carrying out the recommendations of the Second Progress Report is most encouraging, and members of the Commission feel in no small measure compensated for the arduous and difficult nature of their work. Rarely has a Royal Commission been able to record such progress in the reform of a public department before the issue of its Final Report, and the Commission is led to hope that reforms in the general system of education may be brought about with equal rapidity and effectiveness. The establishment of a sound and effective system of national education, embracing every branch from the kindergarten to the University, is awaited by the Commission with confidence.

SUMMARY OF RECOMMENDATIONS.

1. That advantage be taken of any changes occurring in the management of the public departments to transfer the present Secretary for Education to the control of some other department, where his long experience in the public service, combined with his undoubted ability, may be effectively utilized; and that the officer selected to fill the position of Inspector-General of Schools be placed in the office of Permanent Head of the Department of Education.

2. That the holders of State school exhibitions be given facilities to enter the Training College, and be eligible for appointment as State school teachers of the same rank as those who have completed the pupil-teacher course. That provision be made for admission of matriculated students to the teaching service, under prescribed conditions, after having obtained teaching practice and completed the Training College course.

3. That legislative authority be obtained for the establishment of continuation schools as part of the State system of primary instruction, and that power be given by regulation to determine the staffing, curriculum, duration of course, and general conditions governing admission of students to such schools, as well as to provide for both entrance and exit scholarships leading from the State school and extending to the technical school.

4. That a sub-department of the Education Department, to be called the Technical Instruction Branch, be created for the organization and administration of technical education.

5. That the Technical Instruction Branch be controlled by a Director of Technical Instruction, preferably one having training and experience in American or English institutions, who should have absolute freedom of control over schools and their staffs, and be responsible only to the Minister of Public Instruction.

6. That provision be made for the appointment of Inspectors of Technical Art and Technology, who should be subordinate to the Director, and be responsible for the effective administration of schools and classes in their respective branches.
7. That the existing local councils of technical schools be abolished, and Technical Instruction Committees, who should represent the best educational thought of the respective localities, be appointed by the Governor in Council to assist in the administration of technical education. That these committees be represented on the General Council of Education and be required to report annually to the Minister.

8. That the existing teaching and clerical staffs of technical schools be transferred to the control of the Director of Technical Instruction, who should be empowered to organize the staffs of schools, to submit proposed appointments for the approval of the Minister, to fix salaries, and to transfer teachers as the exigencies of the Branch required. That teachers and others employed in technical schools be exempt from the provisions of the Public Service Acts.

9. That provision be made for classifying technical schools, so as to afford some indication of their functions, and the scope and character of the instruction afforded.

10. That classes be established in the suburbs of Melbourne in order to afford working tradesmen a knowledge of drawing, geometry, and other subjects as applied to their respective trades, subject to certain conditions specified in the Commission's report.

11. That educational fitness of applicants for admission to technical schools be insisted upon, in order to secure greater efficiency of instruction.

12. That a thorough inspection of technical schools be conducted in order to assist and guide members of the teaching staff in the performance of their duties, to point out defects of organization, and generally to improve the methods of teaching.

13. That the final examinations for courses of study be undertaken by the Department, the earlier examinations being carried out by the teaching staffs of the respective schools. That representatives of the teaching staffs be selected to act as co-examiners in the final examinations. That the issue of certificates by the Department be restricted to students who have completed their full courses of instruction and have passed the necessary examinations.

14. That liberal provision be made for scholarships tenable at technical schools, and that grants be made in certain cases for the maintenance of scholarship-holders attending the higher technical schools, including Schools of Mines.

15. That all technical school buildings and lands be vested in the Minister of Public Instruction.

16. That libraries be maintained both at the Department and at the various technical schools, and that provision be made for the circulation of literature bearing upon technical instruction amongst the teaching staffs of schools.

17. That legislation provide for fixing the period of apprenticeship requisite for learning the respective trades, and for facilities for attending technical classes during the earlier years of apprenticeship.

18. That expert committees of skilled tradesmen be appointed to supervise and report upon instruction afforded in trades subjects at technical schools.

19. That provision be made to enable the Department of Mines to exercise supervisory control over plants erected by the Department at schools of mines.

20. That a Central Technical Art School be established for the purpose of affording instruction having the widest application to the various industries of the country, and that provision be made for a Technical Art Museum in connexion therewith. That the National Gallery and Museum be utilized as far as practicable in connexion with such Art School.

21. That steps be taken to establish systematic courses in commercial education at the Working Men's College, and that in addition to day courses providing a complete commercial education, provision be made for evening instruction of youths already engaged in business.
22. That a School of Domestic Economy be established at the Working Men's College for the training of teachers in the various branches of domestic economy, as well as for instruction of students.

23. That the secondary schools be encouraged by the State to provide science teaching, and that grants be made by Government for the equipment and maintenance of laboratories at secondary schools.

24. That legislative provision be made for the registration of all teachers, whether primary or secondary, as well as of primary and secondary schools, whether public or private.

25. That the Mining School at the Melbourne University and its equipment be completed, in order that provision may be made for the highest scientific training in mining.

26. That the equipment of the Bacteriological Institute of the Melbourne University be completed, and adequate provision be made for the maintenance of an effective staff, so that the laboratory may be fully utilized in the interests of manufacturing and rural industries.

27. That advantage be taken of the University for the training of teachers by a reciprocal arrangement between that institution and the Training College. That provision be made for a lecturer in pedagogy at the University.

28. That a General Council of Education be established on the lines fully indicated in the Commission's report.

CONCLUSION.

We have endeavoured to set forth in this and the preceding Reports the defects of some of the educational machinery of the State, and to indicate the methods of reform that should be pursued and the principles upon which they rest. Some branches of the subject dealing with secondary education and the University have necessarily only been referred to in outline or in general terms. Though related in the closest degree with technical education, it would be impossible for this Commission to deal with those departments of a national system without inquiry of such a protracted character as to delay reform urgently called for in other directions; and in the General Council of Education, the creation of which we have recommended, will be found a permanent instrument of inquiry, and it is to be hoped, an effectual stimulus towards the co-ordination of all the educational forces in the community.

Education must be regarded as a scientific process for the full development of the nation in intellectual, moral, and religious capacity—an instrument of national uplifting, for the raising of the standard of humanity apart from mere considerations of money return to individuals. Not until education is viewed as a whole, and its national aims of developing faculty of mind and body and forming and strengthening character are perceived, can we be said to be on the right path. The work of the schools is to turn out boys and girls with clear minds and noble characters, with trained faculties, with capacity to appreciate the intellectual, social, and moral conditions surrounding the individual, and able to resist deteriorating influences.

Viewed from the standpoint of national efficiency, the educational idea becomes manifest. Amongst nations, as amongst individuals, success in the truest sense of the word falls to those who deserve it. Now that we have attained nationality, we must realize that the most priceless of our heritages is national and individual character, ripened and perfected by the evolution of generations. How to deepen and strengthen the forces that make for personal dignity, courage, and capacity are questions the answers to which lie at the roots of national greatness. The progress of a nation, the work of its mature sons and daughters, is simply a prolongation of the lines of development commenced in youth. So the school years should be the season in which the mind is informed with the instincts and principles of nationality, so that the youth realizes the dignity of citizenship, and acquires that culture which, leading to the special study for his life work, also invests him with that sense of responsibility without which there can be no elevated manhood. If these influences are present in the school from generation to generation they will find increased support and strength in the family and in civic life. In Australia these considerations have even more weighty application than in the older world. The sense of individual
power is greater than the sense of responsibility. Youth reaches independence earlier. Social traditions, if existing at all, disappear rapidly. Every untrained and unskilled man is a loss to the State, and engages in the struggle for existence seriously handicapped. Further, ignorance is the sworn foe to democracy, and a half-educated people cannot wisely develop free political institutions. The problems of commerce and industry, the problems of government, cannot be solved by an untrained people. Crude methods, imperfect skill, less training or discipline, than our neighbours, a lower standard either of those who direct industry or those who work, will lead to industrial defeat at the hands of better equipped and better instructed competitors. Deficient scientile knowledge will arrest the development of national resources. Limited culture will condemn society to narrow views in thought, art, and social movement. Ignorance of the principles of government, the absence of discipline, and failure to appreciate grave responsibilities of citizenship, may lead to reaction. It will be found that the key-stone to the progress of a self-governing people is the recognition that national efficiency depends on national training. And the reform of technical instruction must be accompanied by a strengthening of the forces of every branch of the national system of education, of which this but forms an essential part.

We cannot conclude our final Report without placing on record our appreciation of the valuable services of our secretary, Mr. W. J. Skewes, to the Commission and to the cause of education generally. His extensive and continued study of the educational system of Victoria, and his grasp of educational progress in other countries, added to his marked zeal and capacity, have been of the greatest assistance to every member of the Commission. We can only trust that his services will be continuously enlisted in the field of educational progress—a field in which his knowledge, energy, and talent may be most advantageously employed.

All of which we have the honour to submit for Your Excellency's consideration.

Witness our hands and seals this 30th day of August, 1901.

(L.S.) THEODORE FINK, President.
(L.S.) J. G. BARRETT.
(L.S.) HENRY C. JENKINS.
(L.S.) CHARLES R. LONG (subject to memorandum hereunder).
(L.S.) J. H. MACFARLAND.
(L.S.) FREDERICK W. POOLMAN.
(L.S.) H. W. POTTS.

W. J. Skewes, Secretary.

MEMORANDUM.

As an officer of the Education Department, I feel that it cannot reasonably fall within the scope of the commission intrusted to me to pass judgment on "the mode of appointing the permanent head" of that Department, or to express an opinion on the question of "transferring the present Secretary for Education to the control of some other Department," and, therefore, desire to state that, in signing the Report, I do not subscribe to those portions of it dealing with these matters.

In view of the restrictions on the power of the Education Department due to the technical schools being under the control of councils intrusted with the duty of determining the subjects to be taught, and of engaging and paying the teachers of them, I cannot join in my colleagues' condemnation of the methods of administration, examination, and inspection undertaken by the Department. These, I am convinced, have accomplished much that is of value, and, when the above-mentioned circumstances and others, such as the public indifference to the value of technical education, and the small amount granted annually by Parliament in aid of the work are taken into consideration, have been, in the main, satisfactorily and judiciously carried out. I recognise, however, that the system of administration may with advantage be altered in accordance with the recommendations in the foregoing Report, and that then the functions of inspection must have a wider scope, and those of examination be modified in some directions.

CHARLES R. LONG.

Appendix E:

Transcript of Interview re Registration of Teachers,
8 October 1903.
INTERVIEW.

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Registration of Teachers.

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The Minister explained that on the 23rd. September last he had received a deputation which was introduced by the Chancellor of the University (Sir John Maiden). The deputation which consisted of representatives of the University Council and the secondary schoolmasters urged the necessity of the introduction of legislation for the compulsory registration of teachers. The Minister preferred to hear the views of all the different bodies which conducted education before he came to any definite decision.

The deputation represented that at the present time there were a large number of teachers in the community who were not qualified and the children were suffering in consequence. They maintained that no person should be allowed to teach children of any age without some specific qualification. He (Mr. Sachee) disagreed with the qualifications suggested by the deputation as they appeared to him to be unnecessarily high in respect to the lower ages of children. He had expressed his own opinion that for teaching the babbling infants and children up to 7 or 8 years of age no practical qualification should be required beyond the fact that the teachers should not be illiterate. He considered that all teachers should be registered, no matter whether they were teaching in the sub-primary, the primary or the secondary grade. Provision should be made in the register for the name and address of the teacher, his grade and his qualification. If a teacher had no qualification a dash should appear in the column for the qualification. Teachers engaged in teaching before the passing of the Act would not be required to possess a qualification.

Before he would consider the question of the examination of applicants for registration he (Mr. Sachee) had stated that he would like to hear the views of the Roman Catholic authorities.
The Rev. Dr. Carr said that the Catholic body was not represented on that deputation for two reasons. The first was because the deputationists originally included the primary as well as the secondary schools and the Catholics did not think that it would be in their province to deal with primary education at all. Neither the heads of secondary schools nor the University professors were so concerned with primary education that they would undertake to bring about arrangements for the examination of primary teachers. The Catholics had on more than one occasion presented a request to the Education Department for the examination of their primary schools, and a former minister had at a deputation promised that the Catholic schools would be examined. If that were done the qualifications of the teachers of the Catholic primary schools would be sufficiently made known to the Department, and he (Dr. Carr) believed that the examination of their teachers need not be insisted on, particularly for some reasons which he could give in connection with the secondary schools. He would repeat the request he had made before with regard to the examination of the Catholic primary schools.

He desired to lay before the Minister the condition of the Catholic secondary schools, which differed considerably from the condition of other secondary schools in the State. All of their schools were taught by religious bodies,—the Jesuits, Fathers, the Christian Brothers and the Nuns. Those who were engaged in the secondary schools had to undergo a long and careful preparation for teaching before they were entrusted with the work of teaching.

The Minister: Do you mean that they are taught how to teach?

Dr. Carr said that two things were insisted on: First, their minds were stored with knowledge, and second, they were taught to impart it. For the last three years in the diocese of Melbourne a lady specialist, who had come from the Cambridge University school, was employed to go about the different convent schools in order to instruct the nuns on the most modern methods of teaching. She was paid a very considerable salary and believed no competent person could be found. Before any person was permitted to teach in a secondary school there was a long
preparation. They had to go through a course of training for 2½ years, and that training was specially directed to the work which the teachers would have to perform.

The other reason why the Catholics did not join the deputation from the University Council and the secondary headmasters was that they considered the proposed qualification was entirely beyond what it should be. He understood the deputation was not satisfied with the matriculation examination but insisted on the First or Second Year Arts examination. The Catholic teachers were devoted for life to the work of teaching. In the case of the three classes referred to above, they were liable to be removed from one country to another. A Jesuit father might have been teaching for 12 years in Ireland and might then be sent to Australia; the same thing applied to the Christian brothers many of whom came from England, Ireland and other countries. A man might be 50 years when he came to Victoria and to submit such a man to an examination which would apply to young men beginning life would appear to him (Dr. Carr) not to be a reasonable proceeding. The same was true in regard to the nuns. There were two classes of nuns: one class remained always attached to the convent in which they first made their profession; another class of nuns belonged to an order which was movable at the discretion of the Superior. A number of the nuns were educated in Germany, some in France, and a great number in England and Ireland. They came out to Victoria at different parts of life, having been teaching for many years at home.

The Minister: Is the work of the nuns confined to the teaching of primary subjects?

Dr. Carr: Both primary and secondary.

The Minister observed that he wanted to arrive at some qualification so that ignorant people should not teach children, and the higher the education given, so the higher the qualification that should be required.

Dr. Carr said that it appeared to him to be practically impossible to lay down a system which would apply with fairness and equality to purely secular and religious teachers.

The Minister suggested that the case might be met by the appointment of a board or council. A simple and well-constituted body could say that a person
teaching had in their opinion a fair qualification. It need not necessarily be attached to an examination, but written and other proofs could be taken into consideration.

Dr. Carr believed that there would be a sufficient guarantee in the means that were adopted to qualify the Catholic teachers to accomplish their work successfully, and secondly, if the schools were to be examined the examiner would see the work of each individual teacher.

The Director asked if there would be any difficulty with the religious bodies if a Council were appointed to determine whether a candidate for registration should or not be registered. It was assumed that the religious bodies would be represented on such a Council.

Dr. Carr remarked that in all legislation of that sort he never looked to the beginning of legislation but to the working out of it. What had begun with little inconvenience had often turned out a great inconvenience. It would depend altogether on the friendly or adverse disposition of the members of that Council who might require at any time that every teacher would be examined. He thought that would be the natural tendency of such an arrangement.

The Minister: Apart from the basis of such an examination, would it be offensive to your body that your teachers should be examined?

Dr. Carr replied that as far as a substantial examination was concerned he would not be in the least afraid of it, but the Catholic teachers would be placed at a great disadvantage in such a situation. For instance, the Christian brothers and the Jesuit fathers had been brought up under one system, an admirable system, but differing very much from what might be required. Such men would be submitted to an examination after they had been teaching for 30 years.

Rev. Father Keating explained that before candidates were admitted to the Jesuit order they had to pass the matriculation examination of the London University or the University of Dublin or an equivalent examination. Secondly, none were admitted who did not show an aptitude for teaching. After entering, all received about seven years' training before they began to teach. They had training in the classics, two or three years at least. After that, they began teaching. Most of the masters of
the Jesuit order who came to Australia came to teach for 5 or 6 years and then returned to Europe to continue their ecclesiastical studies. It would be hard for them to have to go up for an examination here.

The Minister: Their qualification abroad could be considered as a sort of ad eundem gradum here. The system I shadowed at the beginning would not create any hardship to the Jesuit body!

Rev. Father Kesting: What would be the requirements?

The Minister: Supposing that the qualification for the primary grade were the State school certificate of merit or equivalent!

Rev. Father Kesting: There would be no difficulty about that!

The Minister: Above the primary, the matriculation examination or its equivalent?

Rev. Father Kesting: Yes!

The Minister said there need be no hide-bound rule as to what the equivalent should be, provided that it was a qualification that in the opinion of some authority was the equivalent of the standard laid down.

Dr. Carr: That would be an examination, or the decision of some examining body. That would be the difficulty!

The Minister said that the teachers referred to by Father Kesting would have some qualification from some college, and on a proof of that being shown it could be admitted.

Rev. Father Kesting said that even if their teachers had not taken a degree they had been teaching for years under the old qualification.

Dr. Carr: I do not think the board would regard that as a qualification!

The Minister: That might be a direction to the board. We might make a schedule of qualifications!

Rev. Bro. Barron said that the Christian brothers were devoted exclusively devoted to teaching. He suggested that they should be ipse facto registered as qualified teachers on account of the training that they had undergone. The Christian brothers taught both the primary and secondary departments. The young members of the order received two years' training at their Training College. They were instructed in the science and art of teaching. A training college had been erected at Dublin with laboratories and lecture-rooms and apparatus for the teaching of physical sciences, at a cost of £50,000.
The order was purely an educational one; the members devoted themselves to education for life, they gave all their time and energy and talent for this work. They should not be considered in the same light as those who started school for a livelihood. They had a system of their own, thoroughly organized and proved by examinations in England, Ireland, and Australia capable of producing educational results of the highest order. For the past three years under the Intermediate Board in Ireland their schools had won exhibitions ranging in value from £20 to £50. In 1890 they won 121 exhibitions, 212 special prizes, and 1496 pupils passed. In 1901,116 exhibitions, 204 special prizes, and 1433 successful candidates. In 1902,118 exhibitions, 57 special prizes, and 1870 successful students. In addition their pupils had gained 15 gold medals for excellence in special subjects. In Australia during 1901-1902 78 had passed matriculation in Melbourne, 147 in the junior and senior examinations of the Sydney University, and 77 in the Adelaide University. In Queensland the Government gave every year a scholarship valued at £800 for 3 years, and for two of the past three years a student from the Christian brothers' college had won that scholarship. Two of the 5 Western Australian scholarships had been awarded to their students.

A body of teachers which was capable of producing the above results need give no uneasiness as to their qualifications. Royal Commissions had repeatedly considered their schools and examined their methods and had invariably expressed admiration at the work of their schools. No member was admitted to their body or retained who did not possess sufficient knowledge to discharge his duties thoroughly and who had not aptitude for the management of children. The Christian brothers had establishments in all the States of the Commonwealth and any laws restricting a member to Victoria or hampering their introduction from the other States would militate against the utilization of the members and would be therefore a grievance. They had a well-established system of inspection, examination and organization. The brothers in the various States met regularly every year to confer together on the best methods of instruction and school management.
The Minister remarked that already the Catholic teachers mentioned had a standard, and therefore admitted the wholesome principle of registration. Could not that standard be taken as the standard so far as the Christian brothers were concerned.

Rev. Father Keating said that he would be willing to submit the programme of the Jesuit fathers' schools. It would be inconvenient and embarrassing to submit the members to individual examination.

The Minister said that all that he desired was a guarantee that the people who were teaching in our community had the qualification to teach.

Dr. Carr observed that amongst the nuns there were teaching orders and orders for other purposes. Those who were selected for the teaching orders were those who might be qualified and had aptitude for teaching. On the whole perhaps the qualification of those who joined the Christian brothers would be somewhat higher than the qualification of the girls who became nuns. It was the desire and the effort of the nuns during the 2½ years which intervened between the reception of any person proposing to join the order and her acceptance by the order to make her as fully qualified as possible for the work of teaching which she would have to undertake then and through her life afterwards. Extraordinary means had been adopted in the case of the nuns to keep them fully qualified. Outside teachers were introduced, such as in the case of Miss Bell, and there were secondary teachers instructing the younger members of the nuns. As the sisters were promoted from one degree to another they were allowed to take a higher class. In the case of the nuns every effort was made to make them fully qualified teachers. In regard to the individual examination of the nuns there would be a greater difficulty than in the examination of the Christian brothers.

The Minister: There would be no more difficulty in arriving at a standard?

Dr. Carr: Not in the least!

The Minister: I appreciate your feelings in regard to not having the nuns submitted to examination, but there must be some standard!

Dr. Carr: I agree with that!

The Minister asked Dr. Carr what standard he would suggest with respect to the nuns. Dr. Carr said that the nuns arrived at a standard substantially in the same manner
as the Jesuit fathers and the Christian brothers. There was a preparatory course and an individual examination of the nuns who were to teach. The nuns who engaged in teaching devoted their whole lives to that one subject and during the time of their preparation they were engaged in substantially the same way as the Christian brothers.

The Director thought the difficulty could be got over provided that it were clearly understood that the members of recognized teaching orders should be registered ipse facto. He asked if the three sections mentioned comprised all the teachers in the Catholic schools.

Dr. Carr: Not of the high school!

The Minister thought there would be some difficulty in naming in a Schedule certain religious bodies. It might lead to certain people who wished to be registered calling themselves "religious bodies", such as the "long-haired Christians" or the "short-haired Jews", for the sake of escaping the necessity of obtaining a qualification. The denomination of "Roman Catholic" would cover all Jesuits, Christian brothers, and nuns.

Dr. Carr: Yes!

Rev. Father Keating suggested the words "Roman Catholic religious orders".

Dr. Carr thought it would excite less jealousy if in the Schedule it was stated that all teachers should be liable to registration and that a preliminary examination would be made except in cases where it was shown that for a sufficient period of time the teachers were trained in such a manner as to give evidence of their capacity for teaching or their efficiency in teaching.

The Minister said he thought he now understood the views of the Roman Catholics very clearly. He would like an interpretation from them at their earliest convenience as to the term to be used in a Schedule to cover their teachers.

Dr. Carr said he would probably submit alternative expressions.

The Minister: I gather then that if the recognized teaching orders were exempted you would have no objection to the registration of the ordinary primary teacher and secular teacher?

Dr. Carr: I do not see why we should! I do not think it would be fair. If that
Appendix F:

Transcript of discussion on the provisions of a Bill for the registration of schools and teachers,

4 August 1904.
The Minister of Education (Hon. A.U. Souness M.H.O.) met the representatives of the University and the private and public school elders on the 4th. August 1844 to discuss the provisions of a bill for the registration of schools and teachers. The following gentlemen were present by invitation:- Sir John Muir, Professor Harris, Prof. Spencer, Prof. Allen, Dr. Leiper, Mr. Ewan, Dr. Graham, Mr. Alexander, Rev. Elder Keating, Mr. Kress, Mr. Corr, Dr. Wilson, Dr. J.W. Bruce.

At the outset the Minister said that he desired the discussion to be private until such time as the bill was circulated. (Members of the press were upon retiring.)

The Minister proposed that the bill should be read clause by clause and thoroughly discussed.

Sir John Muir said that they had been furnished with copies of the bill only a few minutes before the conference took place and they had not been able to read carefully through it, but the members representing the University were struck with the clause 7. They thought that was the worst they had seen for many a day. The effect of it would be to aggravate the evils that existed at the present time. By it the matriculation examination would receive an elevation far beyond what it had already; it was the highest standard for a teacher in connection with a secondary school. The University would sooner have the whole thing abandoned rather than this should become law; they could infinitely prefer that things should remain as at present. The matriculation examination had always been intended by the university as a mere test as to how far a person about the age of 16 was likely to know and understand what was taught in the university. As a University qualification it was nothing. In the past many pupils had been sent up for matriculation so as to have a sort of University brand upon them, and the result had been that the matriculation examination had been made a source of mischief. To say that that would be recognized by Act of Parliament as the qualification for a
matter of a secondary school appeared to the members of the conference to have the effect that Parliament declared that the matriculation was a university qualification. There were many points in which aspects of the conference were divided but they were united in their objection to the provisions of clause 7. They certainly hoped the government would not proceed with a proposal of such kind, and only desired to enter their strongest possible protest against it. As clause 7 was the core of the bill they could not see that it was worth while discussing it if that proposition was to remain.

The minister said that if his suggestion to deal with the bill clause by clause had been followed the work of the conference would have been facilitated and some of his honor's remarks would have been unnecessary. There was an alternative proposal in clause 7. The question was whether the clause should not stop at the end of sub-clause (1) and leave the question of qualification entirely to the board. The bill was a bare skeleton bill. He was not endeavouring to increase the ideas of the conference on that subject; he wanted to give to the minister only considered necessity. He had nearly got in mind it appeared to be the minister. If they desired something higher it was not going to put his back against it. He was of a free and open mind and he hoped that in dealing with the bill they would criticize it most severely so that they might arrive at what would be included.

Some people seemed to argue that nobody but a professor of the university should be allowed to teach.

Mr. Hooper suggested that clause 7 should be the vital part of the bill, the conference should deal at once with, and leave the first clauses to sound over.

The minister said he was willing to fall in with the suggestion if they desired it. Hon. Professor said he understood that it was the minister's desire to put a minimum in the bill. It seemed to him that it was quite impossible to please anyone by putting in a bill the minimum which was required for different grades of teachers. He would like to draw attention to the recommendation of the technical education commission that there should be a general council of education to deal with details such as these and to advise on other matters. If a matter of this sort
were placed in the hands of a council or committee and salaries required for the teachers in these various grades might be fixed and if necessary might be raised from time to time.

The minister observed that the principle was provided for the appointment of a permanent council. The qualifications were provided for in regulations. He was afraid that the minister would now look upon the principle as being suitable for this state. He would prefer that the council should sit upon some qualification. He wanted to see the bill on the Senate docket, and if it was not found to contain all that was required other amendments might be made later on.

Mr. O'connor pointed out that in connection with the Dental Board all that Parliament did was to appoint the Board and left all the details to them.

Mr. Keeler said the case of the University Council was somewhat similar.

Sir John Martin said that if a well qualified board were appointed which had the public confidence there would be no need for fixing on qualifications of teachers for registration.

The minister said that in drafting the bill no one expected it soon a very easy job of striking out words in places they might or might not to arrive at what was required. There was a big difficulty met on right - "the poor widows". He was half afraid that it only sub-clause (1) of clause 1 was included there would be very strong opposition.

Sir John Martin said the poor widows, the ignorant, the unemployed would be their foot to influence Parliament. The conference hoped the minister would do his best to prevent making any worse as possible. There should be nothing in the bill to allow a man of these unqualified persons to come in.

Mr. Bronner said the bill would not reach the "poor widows" in general, and it should not provide for the future "poor widows".

Sir John Martin said the minimum would become the maximum as soon as it was passed. The minister said the present teachers would be registered and there would be a tendency to form themselves into a "closeborough", and it would be difficult indeed to register.

Prof. Allen said the argument against was that it was absolutely for the good of the community that the minimum should not be a ridiculous minimum, and if it were raised too low any improvement in the future would be
practically impossible.

Mr. Corr said that in every case where Parliament had to do with any of the professions it was generally understood that the views of the profession had to be taken into account.

Professor Spencer suggested that clause 7 would meet with the approval of the conference if sub-clauses (2), (3) and (4) were struck out.

The Minister: Would you all object in toto to sub-clauses 2, 3 and 4 of clause 7? The conference: Yes!

(sub-clauses 2, 3 and 4 struck out.)

(Clause 8).

The Director suggested that the conference might be asked to state whether they desired to have a consultative council appointed which would be representative of all grades of education and which would deal with matters of registration and any other matter referred to it.

Prof. Allen asked if it would not be found that for the work of registration men of one type of character and outlook of thought would be advantageous whereas for the consultative work men of very high-grade education should be appointed.

The Director said the council would consist of about 17 or 18 members. The registration work would be done by a small committee of 6 or 7 members.

Prof. Allen feared that the registration work might be treated as a matter of minor importance. He thought that those chosen for it should be chosen expressly for their capacity and trustworthiness. As for the educational council they did not want men who were trustworthy in detail but rather men who had big ideas in front of them.

Mr. Corr remarked that it was surely necessary to appoint a permanent officer.

The Director said it could probably be arranged that an officer of the public service should act as registrar.

The Minister, speaking on clause 8 (3), stated that the State school teachers were very anxious to be registered. If they were included it was only fair that they should be represented on the Board.

The Director said that many of the teachers had no pension rights and they might feel inclined at some future time to leave the service. They were afraid that there would be two classes of teachers - the registered
teacher and the state school teacher. He (Mr. Tate) thought they
would be adequately represented by the officer of the education
Department.

Prof. Allen asked another in the event of the state school teachers being registered
the board would judge of their qualifications.

The Director thought the board would probably pass them almost as bloc.

Dr. Hooper suggested that the members of the board should be officers of the education
board and that no special representative should be given to state
school teachers.

Dr. Wilson suggested that three be nominated by the education department, and that the
next line of the sub-clause be struck out. (Agreed.)

Mr. Browne, Dr. Hooper and Prof. Spencer suggested that two be representatives of the
private schools.

Prof. Laurie thought there should be one representative for primary schools and two
for secondary schools. There were more intricacies in secondary
education.

Prof. Spencer said it was hard to make a distinction between primary and secondary
education.

The Minister asked for a definition of "public", as distinguished from "private",
schools.

Dr. Growther defined "public" school as "a school under the superintendence
and governed by public capital".

The Minister asked if everybody was allowed to go to a public school.

Mr. Adamson: So no!

The Minister: Then it is not a public school!

The Minister suggested that "there should be one representative of the public schools
other than state schools".

Prof. Allen said that if the primary and secondary teachers were grouped together and
allowed to choose representatives the choice would be entirely in the
hands of private school teachers.

The Director said that if a representative of "public" schools other than state
schools were appointed he would represent only 7 or 8 institutions.

Prof. Allen suggested that so many be nominated by the education department, so many
be appointed as representatives of primary schools other than state
schools and so many as representatives of secondary schools.
said he hoped there would be distinction made between primary and secondary. The first Board would be nominated by the Governor in Council. It would be impossible to elect representatives of primary and secondary schools on the first Board.

Dr. Crowther proposed the following words: "Your shall be appointed as representative of schools other than State schools". (Agreed.)

Dr. Leeper asked if "technical school" was sufficiently defined.

The Minister proposed to add the word "State-aided", so that the line would read "and one shall be appointed as a representative of State-aided technical schools".

Prof. Allen thought the Governor in Council should on the advice of the Board define from time to time what were technical schools. A regulation might be framed providing that the "Governor in Council shall from time to time on the advice of the Registration of Teachers' Board vary the mode of representation and classification of schools."

Mr. Blanchard thought a man would be able to register who was teaching a trade in a technical school.

The Director said he might be registered as a teacher of a special subject.

(Clauses 3 (7)): — (it was agreed that five members should constitute a quorum.)

Dr. Wilson suggested that in sub-clause (c) the words "at which the president is present to shall proceed and" be omitted and the following words substituted — "the chairman of such shall". (Agreed.)

(Clauses 4.)

Professor proposed that the clause be altered to read as follows: 

"(1) The Board shall make —

(a) regulations for the registration of teachers, and (b) shall keep a register etc."

First Schedule.)

In the case of persons without qualifications who will be registered by virtue of being teachers at the time of the passing of the Act, the conference agreed to place an asterisk opposite the names of such teachers in the last column of the register and to place a footnote stating that such teachers were registered by virtue of their being teachers at the
It was agreed to insert the following words at the beginning of the clause: "Save and except where an exception has been given by the Board":

(Clauses 16 (la). It was agreed to strike out the words "by the Board"; sub-clause (d) was struck out altogether.

Prof. Spencer suggested that the provisions of clauses 4 and 16 be put together.

Prof. Allen suggested that a small committee be formed to touch up the bill and re-draft any of the clauses that needed amendment.

The Minister accepted the suggestion, and a committee was formed consisting of the following gentlemen: Professor Allen, Mr. Almonson, Dr. Grewther, Prof. Spencer, and Rev. Father Keating.

(Clauses 17. The penalty was altered to "twenty pounds.")

Prof. Spencer said that the conference desired to thank the Minister for his courtesy in considering the provisions of the bill with them. They all agreed that if the Minister could see his way to alter the bill as he had been suggested that afternoon and to have it passed through both Houses of Parliament he would be doing a great deal for the education of this state.

Dr. Wilson seconded the vote of thanks, which was carried with acclamation.

The Minister thanked the conference for their vote. He said it seemed to him a wonderful thing that we insisted that medical men should receive certificates before they could be allowed to manipulate a limb, but that we allowed children's limbs to be distorted by charlatans who practised upon them and brought about disorders that could never be afterwards removed. He hoped that that state of things would disappear when the Registration of Teachers' Bill became law.

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Appendix G:
Letter from Archbishop Carr to Cardinal Moran,
4 August 1904.
a Conference of which the present events and details are the consequence.

For the present I do not wish to waste or intrude upon
myself, and I wish to
suggest and allow other Catholic representatives to appear.
I am very anxious to know what your Eminences would advise in
the circumstance.
I am aware that my letter may
be of questionable
importance to your Eminences. If so, I
will undertake to present
Cardinal Moran
Chairman of the
Committee of
Melbourne.
immediately, and without
waiting. She said to
her to do it by Rome.

The Holy See states
that it (2nd Penal Council) simply
agreed to this, and that
this is the scope
of the law.

The State Government
here is preparing a bill
to make the legislation
of schools and teachers
comprehensive, at least to
this extent. The 1st
manages 4 a school
come because Jews in a
Court-of-law unless the
School is 3 restored.

The names of those schools
are announce. I think it

To recognize the students.
Appendix H:

Act No. 2013

Registration of Teachers and Schools 1905.
ANNO QUINTO
EDWARDI SEPTIMI REGIS.

No. 2013.
An Act to provide for the Registration of Teachers and Schools.

[12th December, 1905.]

Be it enacted by the King's Most Excellent Majesty by and with the advice and consent of the Legislative Council and the Legislative Assembly of Victoria in this present Parliament assembled and by the authority of the same as follows (that is to say):

1. This Act may be cited as the Registration of Teachers and Schools Act 1905, and shall come into operation on the first day of January One thousand nine hundred and six.

2. In this Act "school" means an assembly of three or more children at appointed times for the purpose of their being instructed by a teacher in all or any of the undermentioned subjects, namely—

Reading,
Writing,
Arithmetic,
Grammar,
Geography,
English or other Language,
Mathematics,
but does not include the University of Melbourne or any college affiliated therewith, or any assembly of children all of whom are members of not more than two families, or any State school or any school aided by the State or any school in any part of Victoria declared by the Governor in Council to be a sparsely populated district for the purposes of this Act.

3. (1) The
3. (1) The Governor in Council shall appoint a Board consisting of ten members under the style of "The Teachers and Schools Registration Board," in this Act termed the Board. No member of the Board shall receive any payment for his services as such member.

(2) No person shall be appointed a member of the Board for more than three years, but subject to this Act any person appointed a member of the Board shall upon the expiration of the period for which he was so appointed be eligible for re-appointment.

(3) Of the persons so appointed—

three shall be appointed as representatives of the Education Department;

four shall be appointed as representatives of schools other than State schools.

two shall be nominated by the Council of the University of Melbourne;

and one shall be appointed as a representative of State aided technical schools.

(4) The Governor in Council may from time to time remove the president or any member of the Board and fill any vacancy or vacancies occurring from time to time.

(5) During any vacancy in the Board the continuing members may act as if no vacancy existed.

(6) A member of the Board shall be elected by the other members thereof to be President.

(7) A quorum of the Board shall consist of not less than five members thereof.

(8) At any meeting of the Board the President or in his absence any member elected to act as chairman of such meeting shall preside and have a second or casting vote.

(9) Any member of the Board who shall be absent from four consecutive meetings of such Board without leave of absence being granted him by the Board shall forfeit his seat thereon and his seat shall be declared vacant accordingly.

(10) The Board may, subject to the approval of the Governor in Council appoint any person to be Registrar, and subject to such approval may at any time remove the Registrar.

(11) The first meeting of the Board shall be convened by the Minister of Public Instruction.

4. (1) The Board shall make and keep—

(a) a register of teachers in the form or to the effect of the First Schedule to this Act, and

(b) a register of schools in the form or to the effect of the Second Schedule to this Act.

(2) Additional qualifications of any teacher and additions and revisions of any register may be made from time to time by the Board.

(3) Copies
(3) Copies of the said registers shall in the month of January in each year be published in the Government Gazette; and a copy of either such register so published shall be prima facie evidence in all courts of law and in all legal proceedings that the schools and teachers therein specified respectively are registered according to the provisions of this Act; and the absence of the name of any person or of any school from such printed list for the time being shall be evidence until the contrary is made to appear that such person is not a registered teacher or that such school is not registered as the case may be.

(4) In any court of law or in any legal proceeding a certificate that any person is or is not a registered teacher or that any school is or is not registered shall if signed by the President and Registrar of the Board be prima facie evidence of the fact therein stated.

5. (1) After a date to be notified by the Board in the Government Gazette every school shall be registered with the Registrar either as a sub-primary or as a primary or as a secondary school or as a school with any two or three of such departments and the proprietor or head teacher of any such school who neglects within three months of the date of such notification so to register his school shall if he carries on or teaches such school whilst the same is unregistered be guilty of a contravention of this Act.

(2) In the case of a school opened after the above-mentioned date if the proprietor or head teacher neglects to register his school within three months of the date of such opening he shall if he carries on or teaches such school whilst the same is unregistered be guilty of a contravention of this Act.

6. (1) Every person who at the passing of this Act is or ever has been employed as a head teacher assistant teacher or student teacher in any school and every person who at the passing of this Act is or has been employed as a teacher in private practice in a bond fide manner for a period of not less than three consecutive months may be registered as a teacher and on proof by statutory declaration that he is or was so employed as aforesaid he shall be registered accordingly without further or other proof as to his qualification.

(2) Any person failing so to apply to be registered within six months from the date of the commencement of this Act shall unless within twelve months from the date of the passing of this Act he can prove to the satisfaction of the Board that he was absent from the State during such period of six months or within such six months was unavoidably prevented from so applying under circumstances satisfactory to the Board forfeit his right to be registered except under the conditions hereinafter prescribed for applicants for registration.

7. After the first day of July One thousand nine hundred and six no person shall be registered as a teacher unless he produces evidences which shall satisfy the Board of his fitness to teach.

8. Every
8. Every person applying for registration shall give sufficient information to enable the Board to determine whether he is to be registered as a sub-primary primary or secondary teacher or teacher of special subject or subjects and whether the school if any where he is or was employed is or was a sub-primary primary or secondary school within the meaning or for the purposes of this Act.

9. The Board with the consent of the Governor in Council may at any time remove from any register the name of any teacher who after he has had an opportunity of being heard is proved to the satisfaction of the Board to have been convicted of felony or of misdemeanor or to have been guilty of conduct unbecoming a teacher.

10. The Board shall for the purpose of conducting any investigation or inquiry deemed necessary in the administration of this Act have all the powers conferred upon a Board appointed by the Governor in Council under sections twelve and thirteen of the Evidence Act 1890.

11. No person who is not a registered teacher shall after the expiration of six months from the first meeting of the Board have the right to sue in any court of law for services rendered as teacher in any school.

12. Unless otherwise expressly authorized by the Board the proprietor or head teacher of each registered school shall have legibly printed or painted in a conspicuous place near the main entrance to such school the name of the school the name of the proprietor or head teacher and the fact that it is registered as a sub-primary or as a primary or as a secondary school or some or all such (as the case may be).

13. After a date to be notified by the Board in the Government Gazette it shall not be lawful for any person to conduct or teach in a school unless such school shall have been registered under this Act and no teacher shall be employed in any school except in pursuance of the provisions of this Act.

14. If any person—

(a) wilfully makes or causes to be made any falsification in any matter relating to any register; or

(b) by false representation procures himself to be registered under this Act or not being so registered fraudulently represents himself as being so registered

he shall be guilty of a misdemeanor and shall on conviction be liable to a penalty of not more than One hundred pounds or to imprisonment for any term not exceeding Twelve months.

15. (1) For the purpose of ascertaining whether any building in which a school is held is provided with proper access drainage light ventilation and sanitary conveniences and means for extinction of fire
or is in disrepair the Board or any person appointed by it may at any
time with or without previous notice enter any such building and the
premises appurtenant thereto.

(2) If in the opinion of the Board of Health such building and pre-
mises are not so provided as aforesaid or are in disrepair such Board may
give the proprietor or head teacher notice in writing requiring him
to provide proper access drainage light ventilation or sanitary con-
veniences and means for extinction of fire or to repair the same (as
the case may be); and if within one month or such further time as such
Board may direct such notice is not complied with to the satisfaction of
such Board it shall until otherwise ordered by such Board be unlawful for
a school to be held in such building or premises and any person who
Teaches a school therein shall be guilty of a contravention of this Act.

(3) If in the opinion of such Board the case requires immediate
attention such Board may make and carry out such orders as it deems
best and to recover the expenses so incurred before a court of competent
jurisdiction.

16. (1) The Board may with the approval of the Governor in
Council make regulations—

(a) determining the courses of study and training and the exami-
nations entitling persons to be registered as teachers;
(b) regulating the granting by the Board of certificates of
registration of teachers or of schools and the form of such
certificates;
(c) providing for the keeping of the registers and mode of regis-
tering and making additions or revisions;
(d) defining what schools shall for the purposes of this Act
respectively be sub-primary schools primary schools or
secondary schools (as the case may be);
(e) regarding the reciprocal admission of teachers from other
States; and
(f) generally for carrying this Act into effect.

(2) All such regulations when approved by the Governor in
Council shall be published in the Government Gazette and when so
published shall have the force of law and shall be judicially noticed
and shall be laid before both Houses of Parliament within fourteen
days after the same shall have been approved if Parliament be then sitting
and if not then within ten days after the next meeting of Parliament,
and a copy of any proposed regulations shall be posted to each
Member of Parliament at least twenty-eight days before such pro-
posed regulations are approved by the Governor in Council.

17. Every
17. Every person who after six months from the commencement of this Act is guilty of a contravention of any of the provisions of this Act shall be liable on conviction to a penalty not exceeding Fifty pounds which may be recovered by the Registrar or by any person appointed by the Board for the purpose and may be applied by the Board for defraying the expenses of carrying out this Act.

18. (1) With each application for the registration of a school or of a teacher or of the additional qualifications of a teacher already registered there shall be deposited with the Registrar a fee of Five shillings for the registration of a sub-primary or primary school or teacher or teacher of a special subject or of Ten shillings for the registration of a secondary school or teacher.

(2) If any application for registration be refused by the Board such fee shall be returned to the applicant otherwise such fee shall be applied by the Board for defraying the expenses of carrying out this Act.
Appendix I:

Copy of Teachers and Schools Registration Board

Regulations re the Registration of Teachers.
HEALTH AND TEMPERANCE: THE AUSTRALIAN HEALTH SOCIETY'S EXAMINATION.

In the last number of this paper, a notice appeared under this heading. In connection with it, the following from the last report of the society will be of interest:—

The annual examination of State-school pupils in the subject of health and temperance, conducted by the Council of the Royal Australasian College of Physicians, with the co-operation of the Education Department, forms an important branch of the society's work. Its object is to test the knowledge of the instruction given in schools from the text-book in the hands of teachers, viz., Brodie and Springthorpe's *Manual of Health and Temperance.* The examination is now offered annually to the whole of the Victorian State schools. Boards of examiners are formed from the members of the Council, and in the case of the first and second examiners dissenting, a third examiner decides. Those competitors that secure the requisite number of marks (50 per cent.) receive the certificate of the society. Valuable prizes in the form of illustrated books, donated by Mrs. Edward Bage and the president, were this year also awarded to the two candidates who secured the highest number of marks. The examination is now restricted to pupils of 13 years of age and upwards, but younger pupils, if in the sixth class, are admitted.

The following is a copy of the questions set at the last examination:

**EXAMINATION OF STATE-SCHOOL PUPILS IN THE SUBJECTS OF HEALTH AND TEMPERANCE.**

**DATE:** 12th July, 1905. **Time:** 10 a.m. to noon.

1. (a) State what you know of the "Black Death" of the 14th century, and of the "Great Plague" of London, explaining to what causes they were owing. (b) Furnish, if you can, any particulars of a great lessening of mortality through sanitary works in Adelaide.

2. Give an account of the structure of the lungs, and explain how they are affected by exercise.

3. Give a description of an ideal bedroom from a sanitary point of view.

4. As a matter of "First Aid," how would you deal with these emergencies? (a) A sprain. (b) A broken leg.

5. State the hygienic value and qualities of the following foods:—Milk, Cheese, Boiled Rice.

6. Explain in detail the steps you would take for the recovery of the apparently drowned.

7. (a) Describe what is ordinarily meant by "Consumption." (b) Give four preventive measures against this disease.

8. A Judge of the Victorian Supreme Court said:—"Not only is drink responsible for more crime than any other single cause, but it is responsible for more crime than all the other causes put together." Comment on this passage.

9. (a) Certain requirements for pure water have been laid down. What are they? (b) In what various ways may water be contaminated?

10. Explain what are the dangers and drawbacks of excessive exertion? What rule has been laid down as to whether it is or is not excessive.

LOCAL EXAMINATIONS OF THE MELBOURNE UNIVERSITY CONSERVATORIUM OF MUSIC.

It is thought desirable that teachers should be well informed concerning the Local Examinations in Music conducted by the University Conservatorium Examination Board. With this in view, a syllabus and programme, giving full particulars of the examination, will be forwarded to each school in the course of a few weeks.

CHILDREN'S GUILD OF KINDNESS AND COURTESY.

The hon. secretary of the Guild desires to say that it is not necessary, when applying for cardboard certificates, to enclose the printed supplement issued with the April number of The School Paper, Class IV. Boys and girls may apply individually for the cards, or they may hand in their names to the head teacher, who will, no doubt, kindly forward the list, with a postal note, to Mr. Fussell. More than 1,000 cards have been forwarded since the issue of the "Courteys" Number of the School Paper.

New Zealand International Exhibition.

We have received a small book, entitled "Schedules of the Home Industries Section of the New Zealand International Exhibition." This exhibition is to be opened in November of this year, at Christchurch. The term "Home Industries" is defined as meaning the work of the individual, as distinct from that of the work of the factories and firms and factories. It is hoped that pupils of the State schools of Australia will take part in many of the competitions of the book of schedules may be obtained on application to the Secretary, Education Department, Melbourne. The address of the Secretary of the Exhibition Committee is:—

REGISTRATION OF TEACHERS.

The Board appointed under the Registration of Teachers and Schools Act, 1905, desires to draw the attention of all State-school teachers to the fact that provision is made under the Act for the registration of all teachers. Persons employed as State-school teachers may apply for registration under the same conditions as those laid down for teachers of private schools, or those engaged in teaching in private practice. The regulations of the Board are published hereunder, and State-school teachers who wish to apply for registration should do so as early as possible. Those who were employed before the 1st January last are entitled, up to the 1st July next, to register as teachers. Application forms may be obtained from the Registrar at this office. Although there are three classes of teachers provided for in the Act, the Board will register competent persons both as primary and primary teachers, or as primary and secondary teachers, or as sub-primary, primary, and secondary teachers. The one fee will be held to cover the whole registration. The fee for registration provided for in the Act are as follows:—Sub-primary or primary teacher, 5s.; secondary teacher, 10s.; teacher of special subjects, 1s. for each special subject.

A postal note covering the amount of the fee should accompany each application, which should be made to the Registrar, Education Office, Melbourne.

TEACHERS AND SCHOOLS REGISTRATION BOARD REGULATIONS.

In pursuance of the powers conferred by section 16, sub-section (1), of the *Registration of Teachers and Schools Act* 1905, the Teachers and Schools Registration Board enabling the Board to make Regulations (with the approval of the Governor-in-Council) "for defining what schools shall for the purpose of this Act respectively be sub-primary schools, primary schools or secondary schools (as the case may be)" and "for determining the courses of study and training and the examinations entitled persons to be registered as teachers, and generally for carrying this Act into effect," the Board doth hereby, subject to the approval of the Governor-in-Council, make the following regulations:

1. Sub-primary schools.

A sub-primary school shall be an infant school, an infant school, or a combination of both.
2. A kindergarten school is a school for young children, conducted in accordance with kindergarten principles, methods, and practices.

3. An infant school is a school in which the elements of at least the first seven of the following eleven subjects are taught:

1. Reading,
2. Spelling,
3. Writing,
4. Recitation,
5. Oral, or oral and written Composition,
6. Arithmetic,
7. Drawing,
8. Physical Training,
9. Manual Work (such as Paper Folding, Cardboard Modelling, Brushwork, Needlework),
10. Singing,
11. Nature Study,
1906 Study.

4. The age of children attending a sub-primary school should, in general, not exceed eight years.

5. The instruction in the above subjects shall be of such a character as in the opinion of the Board will fit the pupils attending the same for proceeding to a primary school.

II.—PRIMARY SCHOOLS.

1. A primary school shall be a school in which at least six of the following ten subjects (including the subjects numbered 1, 2, and 3) shall be fully taught up to the standard hereinafter referred to:

1. Composition and Writing,
2. English,
3. Arithmetic,
4. Geography,
5. Elementary Experimental Science, or Nature Study.
6. Drawing,
7. History of the British Empire,
8. Music,
9. Physical Exercises and Drill,

2. The instruction in a primary school shall be such as in the opinion of the Board is suitable to the age of the pupil, and in the case of schools taking pupils up to the age of fourteen years, shall be such as will enable them to attain in the subjects taught either the standard required to pass the Primary Examination, as now established by the University of Melbourne, or the standard required to pass in the same subjects the Merit Certificate Examination as now established by the Victorian Education Department.

III.—SECONDARY SCHOOLS.

1. A secondary school shall be a school in which in the opinion of the Board the course of study and the instruction are both of such a character as will enable pupils to attain the standard of education required to pass any of the following examinations of the Melbourne University:

- Junior Public Examination.
- Senior Public Examination.
- Junior Commercial Examination.
- Senior Commercial Examination.
- Matriculation Examination as in force on 1st January.

2. No school shall be registered as a secondary school merely by reason of the course of study and the instruction in such school being higher than those prescribed for primary schools unless such course of study and instruction be as high as that hereby fixed for a secondary school.

IV.—SUB-PRIMARY TEACHERS.

1. Any person may be registered as a sub-primary teacher who, prior to the 1st January, 1906, had been employed in the instruction of pupils in kindergarten or infant schools.

2. Prior to the 1st January, 1910, any person may be registered as a sub-primary teacher who shall produce evidence satisfactory to the Board of the applicant’s fitness to teach in a sub-primary school, such evidence to include proof of sufficient knowledge of the subjects to be taught, and of competency to teach.

3. After the 1st January, 1910, any person applying for registration as a sub-primary teacher:

(i) Must have passed the Matriculation Examination, the Junior Public Examination, or some higher examination of the University of Melbourne, or must have passed in the literary work for the Second Class Certificate, or some higher certificate of the Victorian Education Department, or in some other examination approved for the purpose by the Board;

(ii) Must have passed an examination approved by the Board in the undermentioned subjects, either up to the standard required for the Second Class Infant Teacher’s Certificate of the Victorian Education Department, or up to some other standard determined by regulation of the Board:

(1) Infant School Management (theory and practice),
(2) Kindergarten Principles,
(3) Kindergarten “Gifts and Occupations” (theory and practice),
(4) Psychology,
(5) Nature Study,
(6) Drawing,
(7) Singing,
or

(iii) Must hold a certificate of competency from some authority approved by the Board for the purpose of registration of sub-primary teachers.

After the 1st January, 1910, no person shall be registered as a sub-primary teacher unless such person shall have spent at least one year as a student teacher under supervision and instruction in a school approved for this purpose by the Board.

Provided that service as a student teacher for the purpose of this regulation shall not be deemed to be employment as a teacher within the meaning of the Act or the regulations, but no student teacher shall be employed in any school unless such school shall have been approved for this purpose by the Board.

V.—PRIMARY TEACHERS.

1. Any person may be registered as a primary teacher who, prior to the 1st January, 1906, had been employed in the instruction of pupils in the subjects taught by such person up to the standard entitling a school to be registered as a primary school under the Act.

2. Prior to the 1st January, 1910, any person may be registered as a primary teacher who shall produce evidence satisfactory to the Board of the applicant’s fitness to teach in at least five of the subjects referred to in section 2 of Regulation II. relating to Primary Schools up to the standard entitling a school to be registered as a primary school under the Act, such evidence to include proof of sufficient knowledge of the subjects to be taught and of competency to teach.

3. After the 1st January, 1910, any person applying for registration as a primary teacher:

(i) Must have passed the examination prescribed for the Second Class Certificate or some higher certificate of the Victorian Education Department;

(ii) Must have passed the Matriculation Examination, the Junior Public Examination, or some higher examination of the University of Melbourne, and also have passed in the theory and practice of teaching up to the standard required for the Second Class Certificate or some higher certificate of the Victorian Education Department;

or

(iii) Must hold some qualification, determined from time to time by the Board to be of equivalent standard to the qualifications set out in (i) or (ii) above.

After the 1st January, 1910, no person shall be registered as a primary teacher unless such person shall have spent at least one year as a student teacher under supervision and instruction in a school approved for this purpose by the Board.

Provided that service as a student teacher for the purpose of this regulation shall not be deemed to be employment as a teacher within the meaning of the Act or the regulations, but no student teacher shall be employed in any school unless such school shall have been approved for this purpose by the Board.
VI.—SECONDARY TEACHERS.

1. Any person may be registered as a secondary teacher who, prior to the 1st January, 1910,

(i) Had been employed in the instruction of pupils in the subjects taught by such person up to the full standard entitling a school to be registered as a secondary school under the Act;

or

(ii) Having been employed in teaching, shall produce evidence satisfactory to the Board that such person is competent to teach in the subjects taught by such person up to the standard entitling a school to be registered as a secondary school under the Act.

2. Prior to 1st January, 1910, any person may be registered as a secondary teacher who shall produce evidence satisfactory to the Board that he is competent to teach in the subjects taught by such person up to the full standard entitling a school to be registered as a secondary school under the Act, such evidence to include proof of sufficient knowledge of the subjects to be taught and of competency to teach.

3. After the 1st January, 1910, any person applying for registration shall

(i) Hold a diploma of education from some University or other institution or authority approved for this purpose by the Board;

or

(ii) Hold a degree from some University approved for this purpose by the Board, and must produce evidence satisfactory to the Board of having passed, either during his course for a degree or at some other time, an approved course in the theory and practice of teaching such as is included in the course for the Diploma of Education of the University of Melbourne, and of having passed a satisfactory examination therein;

or

(iii) Must produce evidence satisfactory to the Board that he has passed through a course of liberal education determined by the Board to be of equivalent standard to that of the Diploma of Education of the University of Melbourne, and that he has received adequate training and is possessed of the necessary skill in school management and school method.

8th May.

FRANK TATE, President.

M. H. BOTTOMS, Registrar.

Approved by the Governor in Council.

the 9th May, 1910.

ROBERT S. ROGERS,

Clerk of the Executive Council.

SCHOOL LIBRARY.

SUGGESTIONS FOR THE ESTABLISHMENT AND CONDUCT OF SCHOOL LIBRARIES.

By F. Thomas, Continuation School, Melbourne.

During the last few years, many of our schools, especially those in country districts, have been enriched by the formation of a library. These have been formed in various ways. Sometimes books have been donated by some local philanthropists; sometimes they are, the result of diligent search among the useless books on the bookshelves of a district. In some places teachers have chosen their books after a long acquaintance with what is wholesome and beautiful in our literature, while in other places the shelves are filled with the volumes recommended by some enterprising bookseller. In most cases no definite principle of selection has been adopted and the result is not always satisfactory.

It is time, therefore, that earnest consideration should be given to the subject. The teachers of primary school have proved their usefulness in widening the horizon of their pupils, as well as in filling out the school work, and all that remains, is to set it on a definite footing.

There is no need to recount the advantages enjoyed by a school which owns a fine collection of books. The chief of these is the necessity of affording some principle of selection to be kept in view when purchasing the volumes.

What is the aim of the school library? Is it to be simply a collection of pleasant stories, and pictures of other lands, or can we make it an integral part of our school life? The answer to this question will suggest a working principle, which will condition our choice of books. Present-day ideals of education show us the value of co-ordinating all the various aspects of our school life, and experience teaches us the same lesson. We find that the library which exists apart from the common everyday school work becomes a mere side-show, interesting for a time, but soon dropping back into the limbo of forgotten things. Where the volumes are such as touch upon the actual, work done, they are an ever-present help. A paragraph from an historical novel rounds off a history lesson, and fixes it in a vivid picture all the necessary facts. Well-chosen volumes on nature-study give the increased knowledge which the school children are eager to obtain. In every branch of our school work, the library can assist and enrich our teaching, and thus extend to the child beyond the school hours, the greatest source of knowledge they desire further information, or are confronted with a difficulty.

Without further discussion, then, let us affirm that the aim of the school library is to assist and enrich the school work; (2) To foster the reading habit, and thus deepen the sympathies of our own pupils, and widen their outlook on life.

It is with this aim in view that the following list is submitted. It contains about 160 books. It does not claim to be the 160 best books for school purposes, but it does claim to be a list fulfilling the above conditions. Every volume listed has a reason for its inclusion. There may be others which are more valuable, and there are undoubtedly many that I have not met, which are of equal benefit. It was pointed out, in the April number of this paper, that this matter is one where two heads are better than one, and it will be a pleasure to include, in supplementary lists, other volumes found useful by teachers.

It will be noted that no book is included in the list, with the single exception of a dictionary, which costs more than half a crown.* Teachers want to get the best value for their money, so the cheaper books were preferred. Of course, we lose much by this, but till the community sees the value of the library, and contributes the necessary funds, we must be economical. The choice of publishers, too, depended largely on this factor. We have dipped into the treasure-house of each, and at that price but a taste of the dainties of the chapter books. One of the glories of the English-speaking race in its literature, and, in the very abundance of the material at hand, lies the task of our difficult period. Pick a book, and, seeing the first volume, often in its train memories of the happy hours spent in its company, and one longs to bring before other eyes the opportunities for similar joys. They are the next word as to the list in general, let us pass to the actual volumes.

In the historical section are, listed fifteen novels, arranged roughly in chronological order. All of these deal vividly with the phases of English history covered by our programme. Most of them indicate by their titles the period pictured in their pages, and the names of the authors vouch for the faithfulness of the picture. Perhaps Sir Walter Besant's story, For Faith and Freedom, hardly indicates by its title the stirring times it describes, and a word in this respect may not be amiss. It deals with the times of James II. and William of Orange, and gives a graphic description of the Battle of Sedgemoor, the sufferings of the rebels, the brutality, of Judge Jeffries, the West Indian slavery to which so many Englishmen were hurried, and the final triumph of the Plant of Union. Reading often in its train memories of the happy hours spent in its company, and one longs to bring before other eyes the opportunities for similar joys.

* It is intended to publish a list of books the price of which does not exceed 1/6.
Appendix J:
Letter from Carr to the Teachers and Schools Registration Board,
25 March 1907.
THE CHAIRMAN of the SCHOOLS' REGISTRATION BOARD

Dear Sir,

When I had the pleasure of appearing before your Board, I submitted a "Syllabus of a Course of Study and Training of Teachers for the Catholic Schools in the State of Victoria, to meet the requirements of the Victorian Registration Act 1905."

In accordance with the promise then made, I have since consulted the Catholic Bishops of the other dioceses in this State, and I now present, in my own name and theirs, a programme for the training and examination of Catholic teachers in primary and sub-primary schools, which I trust will meet with the approval of your Board.

In submitting this programme I desire to call attention to the position and claims of our Catholic primary and sub-primary schools.

I would point out the distinction which, I believe, should be observed between independent primary and sub-primary schools and those which are conducted in connection with secondary schools. The former are intended for children whose education their parents cannot afford to contribute fees, or adequate fees; the latter share in the financial advantages of the secondary schools to which they are attached.

Hence the great majority of our primary and sub-primary schools should be classed with the State Schools, and should be regulated in accordance with the policy and practice observed in regard to State Schools.

While therefore we are prepared to keep our primary schools up to the standard of the State Schools, the programme of which we have adopted, we claim that we should be allowed to make provision for the training of our teachers similar to what obtains in State Schools.
All teachers engaged in State Schools are not required to pass through a Training School.

All State Schools having an average daily attendance of upwards of 55 children have the privilege of receiving Junior Teachers whose tuition and training are entrusted to the Head Teacher.

The Pupil Teachers' System still obtains in the State. It has recently been in part supplemented by a Continuation School System which merely shortens the Pupil Teacher's Course, aims at giving a somewhat more extensive literary course, but curtails the opportunities for gaining practical skill in teaching. The Victorian Education Department does not require from the student desirous to enter on the teaching profession a Junior Public Certificate or any higher certificate of the Melbourne University, nor the Second Class Certificate; nor does the Department require the student to have spent a year or more in an approved school before being admitted as a Teacher.

Neither does the Department require students at their first entrance to have passed in the theory and practice of teaching up to the standard required for the Second Class -- Certificate or some higher certificate, of the Victorian Education Department - a test lesson of a very simple nature alone being necessary.

In our Syllabus we provide a four years' course of training for junior teachers, and at the end of the fourth year, before registration, we are prepared to have their competency both as to culture and practical skill in teaching, tested by the Officers of the Registration Board.

It will be within the recollection of your Board that we have applied more than once to the Government for the inspection and examination of our schools.

I may mention that all our schools are regularly inspected and examined by lay Inspectors skilled in the method and practice of teaching.
In conclusion while we ask for no special favour, still, in consideration of the number and success of our Schools, the expenditure on construction and maintenance, the devotedness of the Religious bodies who conduct the greater number of them; the conscientious desire of parents to have their children educated in religious schools, we expect that they shall be subjected to such changes only as may be requisite in the interests of progressive primary education.

I remain

very faithfully yours

+Thomas B. Carr

Archbishop of Melbourne

St. Patrick's Cathedral

March 25th, 1907.
Appendix K:
Letter from Archbishop Carr to Father Keating,
12 August 1907.
Aug. 92, 67

My dear T. Heritage,

I trust that at the next meeting of the Registration Board you will urge our claim to be allowed to accept as an alternative the programme of the State Education Department both as to the training and examination of our Primary and Training teachers.

Parochial schools are virtually free schools, and should be classed with State schools. It is no fault of ours that they do not form a department of the State school system.

All State school teachers are not, and will not be required to pass through a training college, nor are all State school teachers required to have the same literary attainments. Persons employed in State schools qualifying for this general
Certificates are engaged in teaching and receive salaries for their services; whereas
Candidates qualifying for Registration are not regarded as teachers, and are
obliged to pay for their training.

Whatever changes may be introduced
in regard to the training and examinations of
State School teachers we are prepared to
adapt.

Surely what is sufficient for the teachers and
pupils of the State Schools, taught as they are
by resources of the State, to which we contribute
no inconsiderable part, should be sufficient
for our teachers and pupils who have to depend
on voluntary effort.

We are in full sympathy with every movement
intended to improve education, but efficient
improvement is not synonymous with unnecessary
labour, expense and friction.

I would ask you, therefore, to put this reasonable
request before the Reparations Board, and
if it be refused, I believe that your
continued presence at the meetings
of the Board will have the effect
of pressuring attendance being missed
and misinterpreted as opposing
of measures unfair to our Primary
and Sub-Primary schools.

Sincerely

Rev. Dr. J. Bonar
Vicar General

Rev. T. D. Carr
Archbishop of Melbourne

The Very Rev. P. Keating
Rectory

Canon College
Kyns
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Author/s:
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Title:
Archbishop Carr and Catholic education: the attitude and response to the Registration of Teachers and Schools Act 1905

Date:
1993

Citation:

Publication Status:
Unpublished

Persistent Link:
http://hdl.handle.net/11343/39092

File Description:
Archbishop Carr and Catholic education : the attitude and response to the Registration of Teachers and Schools Act 1905

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