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age of competency among the teachers themselves—and, simultaneously with the reduction of a too-prodigal scale of travelling allowances to scholars in general, the department will introduce the practice of charging limited fees to the parents of secondary school children who are able to pay. Those in poor financial circumstances will be exempt from the payment of these fees, which in no case will exceed £9 a year—approximately half the present actual cost of the education of an individual scholar in a State secondary school.

The extent of the intended economies is best discovered by a comparative study of the growth of education expenditure, in the gross, and in respect of each child taught. It is not necessary to go back to the years before the war, for a scale of expenditure which would now be thought niggardly, but which was then, not only in fact, but in the estimation of all competent authorities, wholly adequate to our needs. It was not until after 1919 that the education vote regularly exceeded half a million; but by 1926 it had been more than doubled. Between 1917 and 1927, the cost per child in average attendance at the primary schools rose progressively from £4 18/11 to £9 9/5; and, in the high schools, the increase was from £11 0/3 to £22 0/7. For subsequent years, the comparative figures are on a slightly different basis; but they show that by 1929 the cost per child in average attendance had reached, in the primary schools, £9 15/5; in the high and higher primary schools, £19 11/7; and in the technical high schools, £24 1/11. Since the peak year, there have been substantial decreases in the total education vote, which stood at £890,000 in 1931-32, the lowest figure since 1925-26. Compared with the cost involved only ten years ago, however, and having regard to the present diminished financial resources of the State, the expenditure is still so high as to make the Government's projected further economies imperatively necessary. The savings are to be effected, conformably to a Ministerial undertaking, without retrenchment, and without any impairment of the underlying ideal of the system, that lack of means shall be no bar to the highest academic attainments. Like all reductions of expenditure, these will not be popular; but the Ministry is not legitimately open to any graver charge than that, in the prevailing circumstances, it has attempted to do its obvious duty.

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WHEN the third annual conference of the South Australian regional group of the Institute of Public Administration opened in the Chamber of Manufactures Building today a special welcome was extended to Dr. Constance M. Davey, psychologist for the Education Department. Dr. Davey is the only woman member of the group.

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RAPID GROWTH OF CIVIL SERVICE

"Constitutional Revolution"

I.P.A. CONFERENCE

In an address to the third annual conference of the South Australian regional group of the Institute of Public Administration yesterday, Mr. Harry Thomson, K.C., described the civil service as the "fifth estate," possessing wide and partly undefined powers of legislation and jurisdiction. The extraordinary growth of the civil service in the past 50 years, he said, represented a constitutional revolution of the greatest importance. Although most people were under the impression that the Constitution could not be amended without a referendum, actually it had been stood on its head by the growth of departmental activity.

In the absence of the Premier (Mr. Butler), the Chief Secretary (Mr. Ritchie) opened the conference, which was held in the Chamber of Manufactures building. The chairman of the executive (Mr. G. E. Willson, Com-

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monwealth Public Service Inspector) presided. Illustrating the rapid growth of the civil service in the last half-century, Mr. Thomson pointed out that 50 years ago, in South Australia, there was no Federal or State land taxation and hence there were no departments to administer it; there was no succession duty, no estate duty. Customs duties were for revenue purposes only; and motor taxation, sales tax, primage and other imposts were undreamed of. There were no Federal Arbitration Courts, and not even a traffic court. Factory inspection was not in force, and there was no policing of awards, since there were no awards to police. Education was more easily administered. There were no high or technical schools, and the University was only about one-eighth of its present size, having only two faculties. Pensions had still to be thought of, the Harbors Board was only part of a department. Transport was less complex, and there were no such things as quotas, telephone and radio licences, the Government Produce Department and the many attributes of the State Bank to attend to.

Widespread Control

Today the State entered into almost everything, Mr. Thomson continued. The civil service had grown into a subordinate law-making institution, whose legislation was largely free of the safeguards stipulated by the Constitution in Parliamentary legislation. It possessed legislative and judicial power which formerly belonged only to Parliament and to the courts. Its power was almost terrifying. He wondered if public servants ever considered the principles on which their power was exercised. Apart from the report published last year of the Sankey Commission, he knew of no document or manual where any regulations were laid down governing the drafting of regulations and the manner of putting those regulations into practice.

The Sankey Commission, after a thorough survey of the question, had recognised that in the complexities of modern administration it was necessary to delegate law-making powers to members of the public service. It was impossible for Parliament to attend to every phase and every detail of administration. Its proper function was to lay down principles and leave them for experts to put into practice. There was, however, a necessity for defining more clearly the methods by which departmental regulations were put into operation.

Mr. V. E. R. Dumas (Registrar-General of Deeds), in proposing a vote of thanks to Mr. Thomson, said that the address would provide public servants with much food for thought. The institute existed to increase the measure of service which civil servants gave to the State, and Mr. Thomson had pointed one way in which it could work toward that end. Mr. Thomson himself, by his remarkable scholarship and the distinction which he had gained both at home and abroad, had set an example of service to the State which lent added importance to the suggestions which he had outlined.

"No Danger To Democracy"

The future of democracy would depend more on administrative than on legislative development, said Professor L. A. Mander in an address on "The Changing Bases of Law and Order." One of the greatest difficulties that had to be faced was that of making the public realise that the changed conditions of the times made it necessary to revise the functions of the various branches of government. Germany, the United States, Italy and Soviet Russia had carried through, or proposed to carry through, revolutionary changes in the form of government on the expert advice of administrators, and the tendency was almost to make the administrative departments the principal executive authority. There was not necessarily, however, any danger to democracy in that tendency. The basic principles of democracy remained the same. The difference was in the methods of execution.

The Parliamentary Draftsman (Mr. E. L. Bean), referring to the clash of State and Federal interests in several spheres of legislation, said that, although the powers of the State Parliament had been whittled down to some extent by the Federal Legislature, it still retained wide powers. Moreover, it was very careful to prevent its privileges from passing into the hands of administrative officers. There were not wanting citizens who, if they felt they had a grudge against some particular officer or department, got their representative to state their case in Parliament, and he did not believe that there was any danger of a bureaucratic tyranny. Public servants, however, were called upon to shoulder an enormous responsibility, requiring honesty, ability and justice. The farm relief measures were an example. Of 14,000 farmers in the State, 3,000 were controlled by a Government department. He issued a warning of the dangers of bestowing judicial powers on public servants. Government officers were not suitable for the making of judicial decisions. There should be a clear distinction between judiciary and ad-

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ministrative functions.

Value Of Institute

Mr. Ritchie, in opening the conference, paid a tribute to the work and ideals of the institute, which, he said, was of the greatest value to members of the State and Commonwealth public services in bringing them together and promoting the public interests for which they both worked.

Institute medals were presented to the Commissioner of Police (Brigadier-General R. L. Leane), for "signal service to the institute," and to the following winners of the Sir George Murray essay prize:—Members' section, Messrs. C. G. Lewis and C. E. Rosevear (equal); associates' section, Mr. H. Willoughby.

During the conference the State regional group held its fifth annual meeting. The report of the council drew attention to what it described as the need of a more developed administrative technique. "While the ultimate settlement of policy rests with the representative authority," the report stated "the official has his place in the scheme of things, although it is one of influence, not direct power—an influence indeed that the public is apt to exaggerate and to suspect as being of a hidden nature, democracy having a healthy distaste for all that is secret. Our system provides ample scope for the close co-operation of the representative and the official in the common service; indeed, this quality is one of its signal virtues."

Members of the council, and the auditors, Messrs. W. E. Rogers (Auditor-General) and J. W. Wainwright (assistant Auditor-General) were re-elected.

Civic Reception

Delegates to the conference were given a civic reception at the Town Hall by the acting Lord Mayor (Alderman Cain). In welcoming them, Alderman Cain said that South Australia was proud of its civil servants, both State and municipal.

Mr. Willson, responding, said that the importance and complexity of public administration had been amply recognised by the University in establishing a diploma course on public administration. The institute was held together by a

common desire to foster the highest ideals in all departments of Federal, State and municipal services.

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Improved Status Of Service

Speaking at the annual dinner of the Institute of Public Administration last night, the Director of Education (Mr. Adey) said that as a result of the creation of the Diploma of Public Administration at the Adelaide University, there would be no need for the State to send abroad for its leading Government officials.

Sir William Mitchell, Vice-Chancellor of the Adelaide University, congratulated members on having created a profession. It might be said that civil servants could carry on their work without the diploma, but an education which increased a man's knowledge and interest in his work was of great value. The University would look to the institute to say what the standard of its profession would be, and he hoped that in time it would be wealthy enough to provide its own building at the University.

The town clerk of Woodville (Mr. G. A. M. Ralph) said that they had to thank Sir William Mitchell and the University for the interest they had shown in the institute.

Mr. W. R. Bayly said he was pleased that the public service was aiming at a high standard of learning for its officials.

Professor J. McKellar Stewart, in proposing the health of the patron (Sir George Murray) said that, in judging the essays annually for the Sir George Murray prize, he was impressed with the quality of the work and the wide knowledge possessed by public servants.

FIFTY YEARS AGO

From "The Advertiser," September 11, 1883

IN place of the late Dr. Gosse, Mr. F. Chapple has been elected warden of the senate of the University of Adelaide.

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NEW CITY CORONER

Mr. Blackburn To Be Appointed

The new City Coroner will be appointed in Executive Council today. It was reliably stated last night that the Government had selected Mr. A. S. Blackburn, V.O.



Captain Blackburn

for the position, which will carry a salary of £300 a year, with the right of private practice. There were many applications. The Attorney-General (Mr. Jeffries) announced some time ago that Cabinet intended in future to appoint a solicitor as City Coroner because the duties now required legal, rather than medical knowledge.

Mr. Blackburn is a member of the legal firm of Blackburn and McCann, and is in his 41st year. He is a son of the late Canon Blackburn, and was educated at St. Peter's College and the Adelaide University, where he obtained his LL.B. degree. He was called to the bar in 1913.

Mr. Blackburn served in the Great War with the 10th Battalion, A.I.F., and was for two and a half years in Gallipoli, Egypt, and France, receiving the Victoria Cross for conspicuous gallantry at Pozieres in July, 1916. He sat in the Assembly for Sturt from 1918 to 1921.

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Education Economies

From "Protest"—The president of the Taxpayers' Association (Mr. G. Sunter) has stated that the imposition of high school fees will remind people of the time when education could be acquired only by thrift, industry, and ability. Perhaps it will, but some things are best forgotten. For it is not upon the child's own thrift that his chance of education will depend. Unless his parents are able and willing to pay half the cost of his secondary education, he is to be denied the opportunity of showing industry and ability. The proposed scheme reminds us, too, of the time when only the well-to-do could give their sons a college education, and prepare them for positions thereby reserved for the so-called upper classes. Even today only the comparatively wealthy man can send his children to the University, where (it may surprise some to learn) the fees paid amount to only one-third of the cost to the taxpayer; that is, less than the half which the Government proposes to charge for the high school education of the children of those struggling to live.

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TRANSFORMING JUBILEE OVAL

Plans For University Extensions

OLD BUILDINGS GO

Extensions of University buildings in recent years, and even recent months, have changed the face of what was once one of the best-known localities in Adelaide. Slowly they are spreading over the old show ground, and a vision of the whole block between Kintore avenue and Frome road devoted to University and other educational buildings, such as the Public Library, Museum, and Art Gallery, may be possible of realisation in the not very distant future.

Although the Bonython Hall completes the building programme which the University Council has in mind at present, some members have dreams—they are little more than that yet—of buildings which will enable the University to extend its scope, and which will transform the vacant land surrounding the Jubilee Oval. The buildings themselves are but problematical, and they will be erected only as the need for them arises, and the funds are available, but a general plan of arrangement has been devised. The Barr Smith Library