

So ended an enquiry which might well not have been held. There was no specifically-stated charge against David Morris under the Navigation Acts. At this stage no gratuity could be paid to masters, surgeons or matrons on the satisfactory completion of migrant voyages (this system was introduced later) so there was no bonus which they could refrain from paying over to the master. The "City of Brisbane" had not been chartered by H.M. Emigration Commissioners, so this latter body was not in a position to refrain from engaging Morris as the master of one of its chartered vessels. The owners of the vessel might well have been informed of the Board's recommendation but it is to be hoped that, rather than act on this, they first of all took the trouble to institute an impartial enquiry.

1. Colonial Secretary's Office in-letter 1994 of 1862. COL/A31.

BOOK REVIEWS

Guide to the State Archives of New South Wales. Record Groups NBNE and NDSB. The Administration of Education under Two Boards, 1848-66: A Preliminary Inventory of the Records of the Board of National Education and the Denominational School School Board. Sydney, the Archives Authority of N.S.W., 1966.

The inventory itself should prove a useful guide for students wishing to study the earlier educational system in N.S.W. Not only does the Inventory make the files more easily accessible by providing a key to the description of the various records, but it also gives what appears to be a comprehensive account of the contents of the various files, which should act as an incentive, and an enormous time-saving device for the would-be student.

From experience, I would say that many students are uncertain as to what they wish to study; many others have definite ideas, but they are confronted by a lack of meaningful material. These predicaments are both discouraging and time-consuming. Because they now have a guide in such an historically interesting field as education, students will now be able to see just what records are available, whether the records are pertinent to the questions they have in mind, and how they should set about using them.

The inventory is preceded by a twenty-one page introductory account of the history of the two Boards. The emphasis is placed on the administrative initiative and creativity against a back-drop of a rather apathetic and not too generous society.

The Churches were our first educators. By 1838 there was a duplicate system of financial assistance on the part of the Government — one whereby the Government paid the master's salary, and a half-penny a day for each child whose parents could not afford to pay school fees — the other being a pound for pound subsidy system to the various churches. A Church had to have a minimum of £300 in hand before it could receive assistance for a school.

The result was that in the large towns there emerged separate denominational schools while in the sparsely settled country districts educational institutions remained non-existent. Governors Bourke and Gipps, and an 1844 Select Committee of the Legislative Council had all been in favour of a more comprehensive education scheme. Opposition to this dwindled in 1847 when Bishop Broughton (C. of E.) became willing to accept the establishment of Dual Boards in return for increased State Aid.

In 1848 the General Board of Education was formed. Schools were to be established in localities where populations were too small to allow the establishment of separate schools. The inspection of schools was to be facilitated. It became the Board of National Education, *able to form and make by-laws, rules and orders*. It became able to hold land in its own right, and to secure full legal title for the transfer of school sites and buildings. In 1849 two agents were sent to publicise the new "national" system. In 1850 a model school was opened, and by 1851 there was a branch model school. Candidate teachers received instruction in teaching method there for one month. There was a suggestion that the model school system should be introduced to country districts, but lack of funds militated against its implementation.

To a large extent, teachers were selected by local "patrons", and mostly from their own districts. By 1851 it became obvious that an improvement in teaching standards was necessary. By 1859 candidate teachers had to undergo a training period of three months at the model school. A pupil teaching system also evolved. Assistant teachers served a four-year apprenticeship in large schools.

An early inspecting scheme concerned itself only with the physical condition of the school and the attention of pupils. In 1854 Wilkins was sent to inspect schools in the Hunter Valley. He suggested the appointment of an inspector and the introduction of the inspectorial system. The Board appointed Wilkins to be Inspector and Superintendent of National Schools. Three aspects to be inspected were the material condition of the school, the discipline, and instruction. For a number of years Wilkins had only his own directions to follow. These instructions became a guide for additional inspectors. The non-professional inspectorship of local patrons had been largely inefficient.

Wilkins introduced a system of classifying teachers as an incentive to efficiency. Written and practical examinations were undertaken. Teachers who did not submit themselves were paid the lowest salaries. The leading principles Wilkins followed were those of the Irish National System but he was careful to mould his administration to the needs of local circumstances.

The history of the Board of National Education is concluded by a short biography of William Wilkins, in which something of the importance of this pioneer of Australian education is brought to light.

The Denominational School Board of 1848 drew up a code of regulations largely concerned with fiscal matters. Its structure consisted, in effect, of four separate administrative units, representing each of the four main denominations.

Teaching appointments and dismissals were in practice made by the clergymen superintending the schools.

Because of the structure of the Board the inspecting system remained an administrative shambles. The Local Patrons were expected to give half-yearly reports of inspections. The Board itself toured schools on unannounced visits

but this was almost entirely discontinued after 1852. The Church of England and Roman Catholic Schools introduced their own systems.

As to when exactly, and how many, model schools were introduced by the Denominational Board is not made clear but the Board's Annual Report for 1862 stated that there were two institutions for training teachers in connexion with the Board; the Church of England St. James' Model School and the Roman Catholic St. Mary's Model School.

In 1854 the Legislative Council appointed a Select Committee consisting of Wilkins, Turton and Lavinge to examine and report on the education system. The dual system had created much rivalry.

Commissioners visited almost every school in the Colony. Their final report found conditions in both the National and the Denominational schools deplorable. They criticised heavily the unsatisfactory school buildings. It seemed that many had mud floors, other schools were held in cellars. The Commissioners blamed the apathy of the Local Patrons for this sad state of affairs. They reported being grieved at the general mode of instruction.

The findings of the 1855 Commission attributed the condition of Colonial schools to dual control. The Denominational Board, being a compromise itself to the wishes of the churches, provided no acknowledged central control over all denominational schools.

In 1866 the Public Schools Act established a centralized administration under the Council of Education.

There seems to be a tendency to underestimate the part played by the executive side of government and its administrators. The point being made is that as far as policy is concerned administration is not always the passive and unconstructive figure that it is often painted. Histories and inventories as here presented should help correct the imbalance maintained by most political histories.

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Guide to the State Archives of New South Wales. Record Group NWCS. Workers' Compensation (Silicosis) Committee. Preliminary Inventory. The Archives Authority of New South Wales, Sydney, 1965.

As opposed to the inventories on Education files this by itself will probably not be of any great historical interest. However, as an area of inquiry into a self sufficient administrative body it is handily compact.

The Committee was formed in 1927. Prior to that from 1920 any Silicosis compensation had come under it appears direct Ministerial control. The records contain the compensation case files together with the Minutes of Committee meetings.

Unlike any other Compensation scheme all employees in susceptible industries such as stonemasons, quarrymen, and rock-choppers were medically examined. Later this extended to industries including glass-making, tile, pottery and ore milling in 1938. Compensation and expenses were paid out of a fund collected by the Committee from the wage bill of employers. They imposed originally a rate of 5% which they were actually able to reduce in 1929 to 3%.

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