

(No. 11.)



1863.

[SECOND SESSION.]

TASMANIA.

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## REPORT OF THE ROYAL COMMISSION

APPOINTED TO INQUIRE INTO THE ACCOUNTS, AND THE DEPARTMENTS  
OF THE GOVERNMENT, SOUTHERN SIDE.

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Laid upon the Table by Mr. Colonial Treasurer, and ordered by the House to be  
printed, 24 June, 1863.

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LONDON, W.C. 2  
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*VICTORIA* by the Grace of God of the United Kingdom of Great Britain and Ireland Queen, Defender of the Faith.

To Our trusty and well-beloved the Honorable JAMES WHYTE, Esquire, the Honorable CHARLES MEREDITH, Esquire, the Honorable JAMES MILNE WILSON, Esquire, the Honorable WILLIAM CARTER, Esquire, ROBERT WALKER, Esquire, FRANCIS HARTWELL HENSLOWE, Esquire, CRAWFORD MAYNE MAXWELL, Esquire, and JOSEPH PENNY, Esquire.

GREETING :

WHEREAS We have thought it expedient for divers good causes and considerations Us thereunto moving that an Inquiry should forthwith be made into the mode and system of keeping and auditing the Public Accounts now observed in the Treasury and at all other Public Offices and Departments of Our Government, and whether any and what alterations and improvements can be made in the same with advantage to the Public Service, and also into the nature and amount of the business transacted in the several Departments of Our Government whose offices or places of business shall be and lie to the southward of the Town of Campbell Town in Our Colony of Tasmania, and whether any and what alterations can be made therein by which a reduction may be effected in the Expenditure without any diminution in the efficiency thereof; either by consolidation of offices or by reducing the number of persons employed in each or any Department: KNOW YE that we, reposing great trust and confidence in your fidelity, discretion, and integrity, have authorised and appointed, and do by these Presents authorise and appoint you the said JAMES WHYTE, CHARLES MEREDITH, JAMES MILNE WILSON, WILLIAM CARTER, ROBERT WALKER, FRANCIS HARTWELL HENSLOWE, CRAWFORD MAYNE MAXWELL, and JOSEPH PENNY, or any three or more of you, to make a diligent enquiry into the mode and system of keeping and auditing the Public Accounts now observed in the Treasury and at all other Public Offices and Departments of Our Government, and whether any and what alterations and improvements can be made in the same with advantage to the Public Service; and also into the nature and amount of the business transacted in the several Departments of Our Government, whose offices or places of business shall be and lie to the Southward of the Town of Campbell Town in Our Colony of Tasmania, and whether any and what alterations and arrangements can be made in the several Offices and Departments of Our Government in order to promote the efficiency and economy thereof: AND for the better discovery of the truth in the premises We do by these Presents give and grant to you or any three or more of you full power and authority to call before you or any three or more of you such and so many of the Officers and Clerks of the several Offices and Departments of Our said Government as aforesaid and other persons as you shall judge necessary by whom you may be better informed of the truth in the premises, and to enquire of the premises and of every part thereof by all other ways and means whatsoever: AND we do hereby give and grant unto you or any three or more of you full power and authority where the same shall appear to be requisite to administer an oath to any person whomsoever to be examined before you or any three or more of you touching or concerning the premises: AND we do also give and grant unto you or any three or more of you full power and authority to cause all and singular the Officers and Clerks of the several Departments of Our said Government as aforesaid or other persons as you shall judge necessary to bring and produce upon Oath before you or any three or more of you all and singular books, records, and papers, or other writings belonging to Our said Government, or the several Departments thereof as aforesaid or to any Officers within the same as such Officers: AND Our further will and pleasure is that you or any three or more of you upon due examination of the premises do propose and reduce into writing under your hands such regulations as you may think fit to recommend to be established respecting the premises, and do and shall within the space of Three Months after the date of this Our Commission, or sooner if the same can reasonably be, certify unto Us in Our Executive Council in Our said Colony in writing under your hands and seals respectively all and every of your several proceedings by force of these Presents together with what you shall find touching or concerning the premises upon such enquiry as aforesaid, and what regulations respecting such matters as aforesaid you shall think fit to recommend to be established: AND We further will and command and by these presents ordain that this Our Commission shall continue in full force and virtue, and that you Our said Commissioners or any three or more of you shall and may from time to time proceed in the execution thereof, and of every matter and thing therein contained, although the same be not continued from time to time by adjournment: AND we do hereby direct and appoint that you or any three or more of you may have liberty to certify your several proceedings from time to time to Us in our said Executive Council as the same shall be respectively completed and perfected: AND We hereby command all and singular Our Officers and Clerks and other persons as you shall judge necessary and all other Our loving subjects whomsoever within Our said Colony of Tasmania that they be assistant to you and each of you in the execution of these Presents: IN TESTIMONY whereof We have caused these Our Letters to be made Patent and the Public Seal of Our Colony of Tasmania to be hereunto affixed: WITNESS Our trusty and well-beloved Colonel THOMAS GORE BROWNE, Companion of the Most Honorable Order of the Bath, Our Captain-General and Governor-in-Chief of Tasmania and its Dependencies at Hobart Town in Tasmania aforesaid this twelfth day of February one thousand eight hundred and sixty-three.

T. GORE BROWNE,

By His Excellency's Command,  
JAMES WHYTE, Colonial Secretary.



*To His Excellency Colonel THOMAS GORE BROWNE, C.B., Captain-General  
and Governor-in-Chief of the Colony of Tasmania and its Dependencies.*

MAY IT PLEASE YOUR EXCELLENCY.

IN obedience to the commands contained in Her Majesty's Commission directed to us, and dated the 12th day of February last, we have made an Inquiry into—

- 1st. The mode and system of keeping and auditing the Public Accounts; and,
- 2nd. The nature and amount of the business transacted in the several Departments of the Government on the South side of this Colony, with a view to ascertain whether any, and what, alterations and improvements can be made therein by which a reduction may be effected in the Expenditure without any diminution in the efficiency thereof.

The task which was thus imposed upon us is one of no ordinary difficulty, and we entered upon the discharge of the duties which it involved with a due sense of its importance. It was found impracticable for us to assemble at an earlier date than the 17th day of February.

We have, however, in spite of some inevitable interruptions, devoted to the Inquiry which Your Excellency has been pleased to entrust to us all the time that could possibly be spared from duties connected with our public and private avocations; and we have now the honor to submit to Your Excellency our Report: but we are under the necessity of craving Your Excellency's consideration of the fact, that that time has proved altogether inadequate to the minute and searching investigation which such a Commission involves, and which necessarily embraces a very wide range.

It will be obvious to Your Excellency, that to become intimately acquainted with the machinery of each Department in all its details would demand a lengthened period of continuous and laborious examination, far beyond what it was in our power to devote to the Inquiry; and we have also been impressed with the consciousness, that to pull down an edifice is a far easier task than to build it up again. It would be easy, in reviewing each Department, to reduce an Officer here or disperse with a Clerk there; but we could not shut our eyes to the fact that any crude and ill-digested project of reduction, hastily acted upon in any branch of the Public Service, might occasion a disorganisation of that branch which would be found ultimately to involve additional expense as well as detriment.

Having, therefore, regard to these considerations, and to the limited time at our disposal for prosecuting the Inquiry demanded of us, we have deemed it our duty to proceed with extreme caution, and to refrain from submitting to Your Excellency any suggestions but such as we can confidently offer as being based upon principles of undoubted soundness, or of making any proposal

for remodelling any branch of the service except where we have been able to complete a satisfactory investigation of the same.

Having submitted these prefatory observations, we now proceed to lay before Your Excellency our Report, which divides itself into two branches; first, that which embraces our examination of the mode and system of keeping and auditing the Public Accounts, and which branch comprises an investigation of the Treasury and Audit Departments; and secondly, an examination into the several other Departments of the Government. The result of our deliberations upon this branch we propose to submit in the following order:—

1. The Colonial Secretary's Department.
2. The Customs.
3. The Post Office.
4. Public Works and Roads.
5. Charitable Institutions.
6. The Survey Department.
7. Education.
8. Judicial and Legal.
9. Police.
10. Immigration.
11. Sheriff's.
12. Stores.
13. Printing Office.

## I.

### TREASURY AND AUDIT DEPARTMENTS.

1. In prosecuting our investigation of the system by which the Public Accounts are kept and audited in the Treasury and Audit Office, we have enquired minutely into the details of the working of those Departments, and have made ourselves practically acquainted with their general arrangements, and the several duties allotted to the staff of Officers employed in these important branches of the Public Service.

#### TREASURY.

2. Every Officer was examined in this Department whose duty and experience qualified him to afford information on the mode in which the Public business of the Treasury is conducted.

3. The various Books kept in this Department were inspected, and the several items of Public Revenue traced through the Cash Books, Registers, and Ledgers; the various headings under which the separate Accounts are classified in the Ledger were examined; and the mode by which a check is sought to be imposed upon the Officers entrusted with the receipt and payment of Public Moneys was ascertained.

4. We have also had under our consideration the form in which the periodical Statements of Revenue and Expenditure are published in the *Gazette*, for presentation to Parliament, and for general information.

#### *Books and Accounts.*

5. As the result of these enquiries, we are of opinion that the Books and Accounts, with some exceptions to be specified hereinafter, are kept on correct principles, and in the main in accordance with the "Instructions of the Lords of the Treasury to Governors of Colonies regulating the mode of keeping the Accounts of Colonial Receipt and Expenditure."

6. In the Revenue Office we would suggest the following mode of affording additional checks upon Officers employed to receive payments:—

7. In addition to the immediate entries in the Butts of the Receipt Books of all moneys received at the window, and in the Register kept by the Assistant Treasurer of all moneys received by Post, an entry should be made at the time in a Cash Book kept for the purpose; and the Butts of the Receipt Books, and the Register of Moneys received by Post, should be compared by the Auditor at least every second day with the Cash Book.

8. That the Blank Receipt Books should be issued from the Audit Department,—each Receipt

to be numbered consecutively, with a corresponding number on the Butt; and that the numbers should be stamped by a copying-press before leaving the Audit Office, in which Office there should be kept a Register of the Receipt Books issued, specifying the series of numbers comprised in each Book, with, and by which, the Books should be ultimately compared and checked in the Audit Office; and that persons paying money into the Treasury at the window should be required to initial the entry made in the Cash Book.

9. The Suspense Book kept by the Assistant Treasurer should be examined by the Auditor not less than once a week; and the same should be compared with the entries in the Cash Book, and the balance checked at the same time with the amount in the Chest.

10. We recommend that all persons employed in the Treasury should be required to find security, proportioned in each case to the amount and extent of their responsibilities in the receipt and payment of Public Money.

11. We will now endeavour to explain the few cases referred to in Paragraph 5 as exceptions, in which cases we believe the mode of keeping the Books and Accounts may be simplified and improved.

When money is borrowed by the Government on Debentures, an Account is opened in the Ledger under the heading,—for example, "*Debentures, 24 Vict. No. 38,*"—to the credit of which is carried the amount raised. The amount is then transferred to another Account in the Ledger, either to a "*Loan Bill*" Account, or to "*General Revenue.*" The same amount is next carried to a third Account, headed "*Future General Revenue;*" and, finally, it is brought back to the credit of the original Account, "*Debentures, 24 Vict. No. 38,*" where it remains until it becomes due, and is either paid off or renewed.

12. We consider that this system involves much needless intricacy and complication in the Public Accounts, and renders them difficult of comprehension.

13. The object sought to be obtained by transferring Debentures to "*Loan Bill*" Account; viz.—to enable the Auditor to see that the amount voted for any Public Work is not exceeded—may be equally secured by writing with *Red Ink* in the margin the amount voted for each Public Work when the account in the Ledger is first opened.

14. There seems also no necessity for adhering to the present plan of transferring Debentures to "*Future General Revenue.*" The alleged object is, to keep an account in the Ledger showing all outstanding Debentures; but, as there are only four accounts at the present time for Debentures chargeable to General Revenue, the amount outstanding may be readily ascertained from those accounts; or a Memorandum might be entered in a separate book, and thus avoid keeping two accounts open in the Ledger for the same transaction.

15. We further consider that the headings of the accounts in the Ledger are, in some instances, not well chosen. For example, "*Future General Revenue*" is a very inaccurate and contradictory designation of the *Debt of the Colony*. And such an entry as "*Loans Bill, 24 Victoria, No. 38, £6008 8s. 11d.*" expresses, in a somewhat circumlocutory and inconvenient phrase, the idea that a certain sum of money voted by Parliament for a special purpose has not been all expended.

16. The alterations now suggested would obviate the necessity of adhering to the complex mode of indicating a simple fact; but, should these suggestions not be adopted as a whole, we would, under any circumstances, strongly recommend that, for the future, "*Money raised on Debentures*" should be substituted for the heading "*Future General Revenue;*" and "*Expenditure sanctioned by Loans Bill, Vict. No.*" should be substituted for the heading "*Loans Bill, &c.*"

17. We also notice that the account kept in the Ledger of the Revenue and Expenditure for each year is not closed finally on the 31st December, but is kept open during all the succeeding year. This produces complication in the Accounts, but appears inevitable so long as it is deemed indispensable to publish, for the information of Parliament, a statement of the Expenditure for the Service of the year compared with the amount voted under Estimates for the same period.

18. With reference to the form in which the Balance Sheet and Statement of Receipts and Expenditure of each year are periodically published for general information, we consider that although these documents, containing the total of the cash transactions of the year, and the balance of every account in the Ledger on the 31st December, are sufficient to enable those to whom the accounts have been explained to ascertain readily the debt of the Colony at that date, yet, that it is desirable that the Statement of the Yearly Balance should be presented to Parliament and the Public in a clearer and more intelligible form.

19. We conceive that this object might be attained by publishing the Balance Sheet in its

present shape, accompanied by a Statement in which the figures should be arranged in a more popular form as shown below.\*

20. The Yearly Balance Sheet, arranged in this form, would enable any one who has not access to the Books, or who has not the opportunity of having the various items explained to him, to form a sufficiently clear idea for all practical purposes of the financial position of the Colony at the end of the year. It will be observed that the Statement is framed for the purpose of showing—and it is alleged that it does show—the debt of the Colony on the 31st December, 1861. We, however,

\* A.

# TASMANIA.

## General Revenue.

*BALANCE SHEET showing the Debt of the Colony on 31 December, 1861.*

Dr.	LIABILITIES.			ASSETS.		
	£	s.	d.	£	s.	d.
Balance due to—						
Marine Board, Hobart Town.....	864	19	5			
Ditto Launceston .....	386	18	10			
Loans Bill, 21 Vict. No. 29.....	278	5	7			
Ditto, 22 Vict. No. 35 .....	186	7	6			
Ditto, 20 Vict. No. 20 .....	904	11	11			
Ditto, 23 Vict. No. 40 .....	6319	15	11			
Ditto, 24 Vict. No. 38 .....	6008	8	11			
Immigration Commissioners .....	1206	8	6			
Equity Causes .....	153	11	0			
Commercial and Van Diemen's Land Banks .....	19,241	13	10			
Debentures outstanding .....	93,400	0	0			
Cr.						
Balance owing by—						
Storekeeper, value of Stores .....	..			10,154	4	9
Agent-General .....	..			5141	16	5
Advances to Heads of Departments .....	..			2291	6	3
Ditto Police Clothing .....	..			248	9	4
Government of New South Wales .....	..			30	18	0
Commissariat .....	..			13	14	6
Government of Victoria .....	..			14	6	0
Municipal Council, Hobart Town .....	..			23	9	4
Ditto, Richmond .....	..			6	1	0
Ditto, Clarence .....	..			12	9	0
Balance, being the amount of Debt chargeable to the General Revenue, on 31 December, 1861.....	..			111,104	5	11
	129,041	0	6	129,041	0	6

A.

# TASMANIA.

## Land Fund.

*BALANCE SHEET showing the Debt of the Colony chargeable to the Land Fund on 31 December, 1861.*

Dr.	LIABILITIES.			ASSETS.		
	£	s.	d.	£	s.	d.
Balance due to—						
Loans Bill, 21 Vict. No. 30.....	1969	0	2			
Ditto, 22 Vict. No. 36 .....	2384	10	0			
Commissariat Chest .....	30,000	0	0			
Debentures outstanding .....	321,060	0	0			
Cr.						
Balance owing by—						
Loans Bill, 23 Vict. No. 41 .....	..			1695	11	7
Ditto, 23 Vict. No. 42 .....	..			2018	19	4
Ditto, 24 Vict. No. 39 .....	..			4992	2	11
Advances for Police Clothing .....	..			14	17	10
Advances to Heads of Departments .....	..			22	13	9
Cash on hand .....	..			10,021	0	6
Balance, being the Debt chargeable to Land Fund, on 31 December, 1861.....	..			336,648	4	3
	355,418	10	2	355,418	10	2

believe that it does not show this with exactness; and, moreover, we believe that, so long as the present system of keeping open what we conceive to be unnecessary accounts in the Ledger exists, it will be difficult, if not impossible, to compile from that Book any Statement of the financial position of the Colony which shall be easily understood, and at the same time be perfectly correct. This ought not to be.

21. We admit that we could not have clearly understood the Public Books and Accounts without the explanation which was given by the Accountant and other Clerks in the Treasury; and we believe that even those whose political position, either as Members of Parliament or of the Government, demands a constant and regular examination of the published accounts from year to year experience the same difficulty as that felt by ourselves. There can be no reason why this difficulty should not be removed if possible; and, in suggesting the alterations which we have done, we believe that we have, in some measure, paved the way for so desirable a result.

22. We are of opinion that no reduction of the Staff of Officers employed in the Treasury can be effected with advantage to the Public Service. It is essential to the economical administration of the Public Revenues that the present (or a very similar) system of keeping the Books in the Treasury, subject to the alterations recommended, should be maintained. It would be an injudicious and mistaken economy to impair the efficiency of the present system by reducing the numerical strength of the Staff by which it is carried out. Fewer Officers would prove insufficient for the work now required from this Department; and the Executive Government, as well as the Legislature, would speedily feel the inconvenience of any disturbance of the existing arrangement, which would have the effect of rendering the Public Accounts less intelligible, or less accessible to the Ministry of the day, to Parliament, and to the Public.

#### AUDIT DEPARTMENT.

23. We have also examined the Auditor, Clerks, and the Books of this Department, and have inquired into the method at present in force for the audit of the Public Accounts.

We are of opinion that this method of auditing the Accounts is entitled to our approval, and that no reduction can be made in the numerical strength of the Staff of the Audit Office without sacrificing the efficiency of this Department.

## II.

### 1. THE COLONIAL SECRETARY'S DEPARTMENT.

The duties of this Department comprise the conduct of an extensive correspondence, and to a certain extent the control and supervision of several other Departments, which may be considered as in some sort dependent upon it.

The duties of its Chief are now of a twofold character, Political and Executive; but this twofold character being of recent creation, its functions do not appear to have yet become sufficiently divided, and thus too much of the detail business belonging to the latter continues to devolve upon the Colonial Secretary himself, occupying much time, and entailing an amount of labour from which, considering the importance to the public of his political duties, that Officer ought to be relieved.

To obviate this inconvenience it would be desirable that in the conduct of the routine business of the Department a freer action should be entrusted to the Assistant Colonial Secretary, in whom should be vested certain discretionary powers to enable him to carry on much of the correspondence of Government independently, and without the additional labour and delay of applying to his Chief for instructions and signatures. In the event of such a change being made, it might be desirable to alter that Officer's denomination to that of Under Secretary by way of intimating the alteration.

At present the duties of the Assistant Colonial Secretary are, to conduct the correspondence under instructions from the Colonial Secretary, to manage the detail machinery of the Department, to receive applicants and visitors on official business, to prepare Executive Council Minutes for submission to the Council, and to act as Secretary to the Committee of Officers for the revision of Convict Expenditure. In addition to these functions, we learn that upon this Officer devolves the conduct of a voluminous and troublesome correspondence in reference to the working of the Volunteer System, of which it is desirable that he should be, in a great measure, relieved. By what machinery this is to be effected comes more appropriately within the scope of the Inquiry which has been instituted into the Volunteer Establishment, and we therefore refrain from offering any suggestion here.

It may be objected that, the duties of the Assistant Colonial Secretary being already of so laborious a character, frequently requiring his prolonged attention and presence beyond the ordinary office hours, the suggestion we have made that he should relieve the Colonial Secretary of all routine business is unreasonable; but we deem it so important that the Chief Political Officer should be at all times free to devote his time and energies to the higher functions of his office, and also so desirable to ensure a system which shall obviate any check or interruption to the machinery of Government which might arise from the want of a recognised Head during the intervals occasioned by changes of Ministry, that it appears incumbent upon us to dwell upon this point. The office of Under Secretary we consider to be one of a very responsible and important character. He should be the *Alter Ego* of the Colonial Secretary, one upon whom that Officer might always rely for advice and information; and as it is indispensable that this office should at all times be filled by a man of superior ability, judgment, and experience, we submit that it is highly desirable that a liberal salary should be attached to the office.

The Assistant Colonial Secretary has under his direction a staff of Three Clerks for the general business of the Department, and One for business connected with Police Matters, Charitable Institutions, and Claims of the Imperial Government against the Colony, and Claims of the Colony against the Imperial Government.

All these gentlemen are fully and laboriously employed; and taking into consideration the great increase which has taken place in official correspondence since the development of Popular Institutions, the tendency and effect of which is considerably to enlarge the circle of those who are directly or indirectly connected with or interested in the action of the Central Government, we have arrived at the conclusion that no reduction in the numerical strength of this Department can be attempted. Indeed, we are inclined to think that, were it not for the long experience of the gentlemen who now compose this staff (their tenure of office dating from 20, 22, 27, and 29 years respectively), and the cheerfulness with which, upon emergencies, they devote extra time to their duties, it would be difficult to maintain the Office in efficiency upon so narrow a scale. Without analysing the successful efforts which have, from time to time, been made to reduce its permanent staff, it may suffice to notice that, in 1843, instead of the Three Clerks among whom is now divided the ordinary business of the Department, the staff consisted of no less than Eight—Three Senior and Five Junior Clerks. The fourth Clerk, now attached to the Colonial Secretary's Office, represents a branch of a Department now abolished.

## 2. CUSTOMS.

The examination of the Customs Department has occupied much of the time and attention of the Commission. The Department is an important one, involving the collection of a large amount of Revenue, the careful examination of all shipping transactions, and the necessity of affording facilities to the mercantile community in the conducting of all business connected with the Customs.

The numerical staff of the Department is necessarily large, consisting at present of a Collector, Landing Surveyor, three Clerks, two Landing Waiters and an assistant Landing Waiter, Warehouse Keeper, Tide Surveyor, five Weighers, one Messenger, one Cooper, and one Valuator. Before entering into the necessity of keeping up the present Staff or otherwise, the Commission think it necessary to mention that they have taken a careful view of the books kept in the Department, and have come to the conclusion that the books called the Inward and Outward Quarter Books, and the Landing Surveyor's Book, may be dispensed with. The two first-named books are copies of the Warrants, of which latter there are three issued, one being sent to the Warehouse Keeper, one retained in the Custom House, and one forwarded to the Auditor to enable him to check the Accounts. The Quarter Books, being mere copies of these Warrants, are scarcely ever referred to except by the Auditor; and, as it has never been the practice to ascertain the correctness of this copy by checking it with the original Warrants, it is more likely to mislead and to create error and confusion than to be of any real service, the Auditor having a much better mode of reference in the original Warrant deposited with him than in books so imperfectly kept and so little to be depended upon. The Landing Surveyor's Book has latterly been kept by the Collector himself, more as a convenient summary of the transactions at the Custom House for his own guidance than for any purpose of general usefulness, the information contained in it being readily obtainable from other sources immediately at hand. We are also of opinion that the book used as the Register of Red Books is unnecessary,—the details required being easily copied, and more conveniently placed in a blank column in the Inward Shipping Book.

The in-door duties of the Officers will be much lightened by these alterations; and if they be carried out, we are of opinion that a proportionate reduction in the staff of that portion of the establishment may be practicable.

After carefully considering the respective duties of the Collector and Landing Surveyor, we have formed the opinion, which is fully borne out by the evidence before them, that these two offices may be consolidated and the duties efficiently performed by one person,—that of the Landing Sur-

very being exceedingly light, and that of the Collector much lessened by the discontinuance of the Landing Surveyor's Book. The duties of the Chief Clerk and Second Clerk are onerous and important; and we are of opinion that the salary of the Second Clerk (£160 per annum) is insufficient as compared with that of other Officers of the Government, and considering the amount of work expected from him.

It has been gathered by the evidence before the Commission that the five Weighers are usually not fully occupied, and that three permanent Weighers, with occasional assistance at any time of extraordinary pressure of business, which very seldom occurs, are a sufficient number for the ordinary performance of the work. We have no hesitation in recommending that these suggestions be carried out; and we believe that, in that case, the Staff of the Customs Department will be placed on as economical a footing as is consistent with its efficient working and the convenience of the mercantile community. Our opinion as to the practicability of these reductions has been much strengthened by the fact, that the weight of the evidence before us serves to show that the general work of the Department will be much lessened by the contemplated abolition of *ad Valorem* Duties.

### 3. POSTAL DEPARTMENT.

Having taken such evidence as we considered necessary to furnish sufficient information for our guidance in reporting upon the Postal Department, our attention has been called to the cost of the Department, the present state of the Staff, the conveyance of Mails, and the management of Postage Stamps.

The total cost of the Department for the year 1862 was about £16,000; the exact amount not being ascertainable in consequence of two items of expenditure not being closed. The Salaries and Contingencies for the year amounted to £5582 4s. 3d.; the conveyance of Inland Mails, £5279 18s. 1d.; amounting together to £10,862 2s. 4d.; while the amount received from the sale of Postage Stamps and other minor sources was £10,796 11s. 6d.,—the Inland portion of the establishment being thus nearly self-supporting, the remaining part of the cost arising from postal communication with Great Britain, Gratuities for conveyance of Ship Letters, British Postage, and French Transit Rate, about £5400.

With reference to the first amount of Salaries and Contingencies, we find from details placed before us by the Secretary to the Post Office, that during the past six or seven years the services of a Chief Clerk at £400 per annum have been dispensed with, and other reductions have been made in the Department during that time, effecting a saving of £1200 per annum. The staff consists at present of the Secretary, who is virtually the head of the Department, two second class, one third class Clerk, one junior Clerk, Office Keeper, and six Letter Carriers and Sorters. Having a due regard to the importance of the Department, and the nature and amount of the business transacted, we do not feel ourselves in a position to recommend any reduction in the present staff, which we believe to be sufficient, but not more than sufficient, for its efficient working.

Of the sum before mentioned (£5279 18s. 1d.) as the cost for the conveyance of Mails, £2450 is absorbed by the contract from Hobart Town to Launceston and the Main Line of Road, and £2829 18s. 1d. by the different contracts for the Branch Mails to the Country Districts. A question has arisen, and been discussed in the Commission, as to the cost of conveyance of newspapers as affecting this large portion of the expenditure, and the advisability of their being made to contribute to the revenue, as is the case more or less in all the other Colonies. In the year 1862, 606,174 newspapers passed through the Post Offices of Hobart Town and Launceston. A stamp of 1d. upon each would produce £2525 14s. 6d.; but, as the imposition of such a tax would of necessity considerably reduce the number, not more than £1500 could be calculated upon from this source to assist this branch of the revenue. We content ourselves with stating these facts, considering the adoption or otherwise of such an impost as a portion of the general financial policy of the Government, rather than as coming within the limits of the particular objects for which this inquiry was instituted.

The attention of the Commission has also been particularly directed to the manufacture, custody, issue, and sale of Postage Stamps. The paper used for the printing of Postage Stamps is of a peculiar kind; and, according to the evidence before the Commission, similar paper is not to be obtained in the Colonies, it is specially ordered to be sent from England by the Agent-General, and on its arrival is placed under the charge of the Accountant of Stores. When a requisition is made for issue to the Department for the purpose of printing, the cases are opened in the presence of the Storekeeper and the Secretary to the Post Office, the quantity required delivered to the latter Officer, and the cases again closed and sealed. The paper and the plates from which the Stamps are struck off are then placed in charge of another officer of the Department, whose duty it is to watch and superintend the printing, after the completion of which, and the necessary drying and gumming, they are transferred by the Head of the Department to the Assistant Colonial Treasurer, the number of sheets being checked in rotation by each officer in charge during the process, the

plates being at all other times in the custody of the Assistant Colonial Treasurer. They are finally issued and charged in the quantity required to the Secretary of the Post Office, who makes a return monthly to the Auditor of the number disposed of and the number remaining on hand, such return being certified to by the Assistant Colonial Treasurer.

Having carefully considered the manner in which this important part of the duty of the Department is managed, we are of opinion that an efficient check is maintained, and that the Revenue is sufficiently protected by the care taken to prevent accidental or wilful errors. The printing of the Stamps is executed by contract at an expense of about £100 per annum. We have had under consideration the possibility of this work being done at the Government Printing Establishment; but as the present contract system has hitherto worked satisfactorily, and having regard to the small amount of expenditure incurred, as well as the uncertainty of retaining the necessary skilled labour in the Establishment, we do not consider it desirable to recommend any change.

#### 4. DEPARTMENT OF PUBLIC WORKS AND TELEGRAPHS.

We have examined the Director of Public Works and Telegraphs and Director-General of Roads, and have carefully considered the Returns and Statements of the nature and extent of the various duties of his Department, furnished by that Officer in reply to a Circular from the Government.

So long as the Government continues to undertake the erection and construction and repair of Public Buildings, Bridges, Roads, &c., a Department of Works must be maintained; and whether these Works are actually executed by that Department, or by Contractors, it will still be indispensable to provide professional supervision; and there seems to be no more effectual way of securing this essential requisite than by retaining the services of an Officer such as the present Director, with professional knowledge and practical experience of the several descriptions of Works undertaken and executed by the Government. In no other way would it be possible to secure the honest fulfilment of Contracts undertaken by parties who have no other interest in, or connection with, the Public Service.

The Public Buildings, Bridges, Roads, &c. are also constantly requiring repairs; and, on the same considerations, the professional supervision afforded by the Public Works Department is equally necessary and advantageous to the Government.

The duty of this Department also comprises the supplying Government with original Plans and Specifications for new Public Works of all kinds. This duty would only be satisfactorily performed by a fixed Department of this kind, with a professional head on whose capacity and ability the Government can rely with confidence.

The Main Line of Road, from its great extent and excessive wear and tear, necessarily requires constant supervision (a duty performed by the Director of Works and Roads). We have no reason to believe that this duty would be more effectually or economically executed under any other system than that at present in force. But the great annual cost of keeping this important means of communication between the Northern and Southern divisions of the Colony in proper repair has induced us to consider whether any share of this heavy burden—estimated by the Director at from £8000 to £10,000 a year—could not be legitimately borne by the various Road Districts through which it passes. These Districts enjoy all the advantages of this fine Road for the conveyance of their produce and supplies to and from the markets and ports of the Colony without in any way directly contributing to its construction or repair: for the Toll-gates at the entrances to Hobart Town and Launceston return but a very trifling sum,—and this is derived mainly from the traffic between those capitals and the immediate suburban localities.

It cannot be denied that the Road Districts through which the Main Line of Road passes must necessarily derive more advantage from its existence than those Districts which have to construct and keep in repair their own approaches to the principal towns and ports. Yet, under the present system of maintaining the Main Line of Road entirely out of the General Revenue, these latter Districts are made to contribute to the cost of this Road in the same proportion with the Districts through which it passes, and by which it is constantly used. For instance, the Districts of Devon, Glamorgan, Richmond, Franklin, Kingborough, Queenborough, Sorell, George Town, Port Sorell, and others are compelled to maintain their own Roads, and to contribute, in taxation, to the maintenance of the Main Line for which they have comparatively little or no use.

We would therefore suggest that the burden of maintaining the Main Line of Road in a state of proper repair should be borne, to the extent of one-half, by the Road Districts through which it passes, or in such other proportion as may hereafter be found upon enquiry to be an equitable contribution towards the cost. This would entail upon them no more outlay than would be occasioned by the maintenance of a Cross and Bye Road of the same extent, which, but

for the existence of the Main Road, would be required to be constructed and maintained to keep open their communications with the ports and markets for produce.

This change of system would require Legislative sanction; and we conceive it to be the province of the Government to determine upon the details of the plan to be submitted to Parliament, whether the money requisite for this purpose should be raised by a compulsory Road Rate levied by the Government, or the work performed and overlooked in each District by the local agencies and authorities at present employed in making and repairing Cross and Bye Roads.

But the general importance of this Road to the whole Colony, and the fact that under the system now proposed *one-half of the cost of its maintenance* would still fall upon the General Revenue, seem to require that the Government should retain in its own hands the control and supervision of the whole line as at present.

But should it be thought desirable to leave the District to raise funds and execute the necessary repairs by the agency of their own Officers and Contractors, we would recommend that the Director of Roads should be invested by statute with powers for the supervision and maintenance of the Main Road, analogous to those now vested for Police purposes in the Inspector of Police with reference to all the Municipalities throughout the Colony. By such an enactment the Government would secure the means of providing for the efficient performance of the work thrown upon and undertaken by the several Road Districts.

It is, perhaps, possible that the management and supervision, to a certain extent, of the Main Road by Local Trustees elected by their rate-paying neighbors, might produce a somewhat cheaper and more economical administration of the expenses incidental to its maintenance and repair; and the services and salary of one Overseer (£250), now chargeable to the Public Works Department, might be dispensed with.

The Director of Public Works is also the Head of the Telegraph Department, which is maintained at an annual loss to the Government of about £700. There seems no reason to expect any increase in the number of Messages transmitted by Telegraph. The Tariff of charges has been recently reduced without producing any corresponding accession of business. A comparison of the Messages and Receipts for three months under the former and present Tariff shows an increase in the number of Messages from 2355 to 2441, while the Receipts for the same period decreased from £184 2s. 7d. to £143 6s. 5d. Under these circumstances it is worth considering whether the higher rate of charges might not be advantageously resumed. We see no reason to doubt the accuracy of the Director's conclusion, that there is no likelihood of any private parties renting the Telegraph with a prospect of profit. The existing land line cannot be expected to prove remunerative while it remains unconnected by Sub-marine Telegraphic link of communication with the Continental Colonies. The re-establishment of the Cable between Low Head and Cape Otway may produce a very different result upon the receipts of this Office.

It is necessary to mention that, while the Office is said to be maintained at a loss to the public, the value of the Free Messages sent by Government is stated to be upwards of £2000 annually. If this sum were added to last year's receipts, the Office would show a balance of income over cost as follows:—

	£	s.	d.
Cost of Staff and repairs to Line for 1862 .....	1553	10	1
Receipts .....	£ 723	10	1
Government Messages .....	2111	2	4
	<u>2834</u>	<u>12</u>	<u>5</u>
Balance .....	<u>£1281</u>	<u>2</u>	<u>4</u>

We are not prepared to recommend any reduction in the numerical Staff, or the salaries of Officers employed in the Telegraphic Branch of the Public Works Department.

We desire to express our satisfaction at the condition and general efficiency of this Department, as detailed in the statements of the Director of Works and Roads. We are not prepared to recommend any deviation from the system which has been in force since 1858, under the sanction of the Legislature, by which the Votes on account of each Work are taken to cover the cost of official supervision. Under this system the Departmental Establishment is maintained at a permanent Staff of the Director and one Chief Clerk, — Draughtsmen, and extra Clerical aid, by day or week, being provided as occasion requires at the discretion of the Director.

## 5. CHARITABLE INSTITUTIONS.

The great change which has taken place in the administration of the affairs of this Colony consequent upon the cessation of Transportation, the introduction of Responsible Government, and the transfer to the Local Government of those Establishments which until recently were entirely under the management of Imperial Authorities, has necessarily thrown upon the people of this Colony a heavy charge (previously borne in a very large proportion by Imperial Funds) for the maintenance of Charitable Institutions. Whereas in 1852 the contribution made from the Revenue of the Colony for this purpose was only £5440; the annual cost of these Establishments now amounts to £40,500, from which may be deducted about £8000 to be recovered from Imperial Funds, leaving a balance of upwards of £32,000.

For this Commission to attempt, within the very limited period allowed for a general inquiry into all the Departments of the Government, a minute investigation of these Institutions, and an elaborate Report upon their present condition (an inquiry which would involve professional examination and research, and much statistical information not readily procurable), would be impossible; nor could it serve any good purpose to make the attempt, inasmuch as, entertaining a strong opinion adverse to the *principle* of Board Management for State Charities, we have deemed it our duty in another portion of this Report to submit our views upon this point and to recommend its abolition.

We have, however, inspected the Queen's Asylum, the General Hospital, and Invalid Depôt, and the Hospital for the Insane at New Norfolk, and proceed to offer such observations thereon as may, we trust, be found useful as a guide to further and more searching inquiries.

1. The Queen's Asylum occupies an Estate of 130 to 140 acres of land, in a very eligible situation.

The original edifice consisted of two extensive wings, one apportioned to the Male and the other to the Female Department, separated by a spacious Chapel, which occupies the centre of this range of Buildings.

To this has recently been added, in the rear, a second very extensive range of Buildings consisting of four wings, at a very heavy cost. We have been unable to ascertain the exact sum; but we find by a Return (which is annexed), that, up to the 14th August, 1862, the amount expended was £9288 5s. 8d. The estimate was £12,000.

The number of children maintained in the Establishment is 486, at an average cost, we are informed, of £23 per head: but as this average is exclusive of the expenditure upon the Buildings, it may probably serve, as a fair test of the cost of this Institution, to append the amount per head charged by the Imperial Government against the Local Government, and *vice versa*. This we learn was as follows:—

### *Under Imperial Management.*

	£	s.	d.
1856 .....	25	3	0
1857 .....	23	12	6
1858 .....	22	2	10
1859 .....	20	19	5

### *Under Local Management.*

	£	s.	d.
1860 .....	28	6	3
1861 .....	39	9	11½
1862 .....			

The Staff of Officers and servants comprises 37 individuals.

A portion of the Estate (about 60 or 70 acres) is worked as a farm; and, if the Statement of the Farming operations for last year is to be relied upon, they have been carried on at a profit of £950. The chief item in the calculations which give this result is the supply of Milk, an article of the utmost importance in such an Institution, though the daily allowance of one pint and of three quarters of a pint, respectively, to children of various ages appears somewhat extravagant. Upon this point we cannot too strongly urge that, while every care and attention should be bestowed upon

the health of the children, it is due to the community at large which contributes to their support that the strictest economy should be observed.\*

Taking the fact just stated in reference to the supply of Milk, the average cost per head, and the statement of the Superintendent that the children are in many instances better fed and clothed in the Queen's Asylum than they would be supposing that their parents were living, and were steady industrious people, we feel called upon to express a doubt whether the requisite economy is observed in the Management of this Institution.

It will be seen that, besides the large allowance of Milk noticed, the children receive, according to their age, 56, 42, and 28 ounces of meat per week. In the District Schools in London the allowance is as follows:—South Metropolitan, 17 ounces; and in the North Surrey no child consumes more than 12 ounces per week.

To revert to the question of the profit in connection with the Farm, we observe that the calculations of the Account Current are based upon the assumption that the value of the Milk is 3d. a pint; and this estimate cannot be considered extravagant, inasmuch as that is the present market price (it has frequently been much higher); and we are informed that, although there is a Contract at present at 1½d., yet up to the end of last year the Contract price was 3½d.; and if the Farm were abolished, the Management would probably find it difficult to obtain the large supply required at so low a price. But even assuming that that estimate is too high, and deducting one third from the amount, a profit of upwards of £500 would still appear; and if this were not the case we see cogent reasons for persevering in the working of the Farm. The object of such an Institution as the Queen's Asylum is not alone to educate the Orphans in book-learning; it is first to afford them shelter and maintenance during their natural period of helplessness; and, secondly, to train them in such a manner as to enable them, as soon as possible, to relieve the State of the burden of their maintenance, by earning their own living honestly, and in such a line of life as they would have followed had they not been deprived of their parents. With this view it is obviously desirable that industrial habits should be cultivated in the children from the earliest period; and this is a principle invariably carried out in all the best Institutions of a similar character. As, therefore, opportunities are wisely afforded within this Establishment for learning the elements of various trades, so we deem it essential that measures should be adopted for employing as many of the boys as possible in procdial occupations—digging, weeding, milking cows, &c. For these reasons we deem it advisable to continue the cultivation of the Farm; but recommend that it should be entrusted to the sole management of one competent individual, under the general supervision of the Governing Body. At present it is managed by a Committee, a system condemned by at least one of its own Members as being "unsatisfactory, from a want of combination and of regular meetings for business."

With respect to the Buildings, it appeared to us on our cursory inspection, that from defective construction, drainage, and ventilation the old Buildings were not turned to the best advantage; and we regret to observe that, although the new Buildings have been erected at so heavy a cost, due provision has not been made for drainage and ventilation; and the site chosen for the cesspool, in the very centre of the Buildings, appears to us ill-chosen, and calculated to prove injurious to the health of the inmates.

These are evils which it is absolutely necessary should be remedied as soon as possible.

2. The General Hospital occupies two valuable sites extending from Bathurst-street to Collins-street, admirably adapted for the purpose as being centrally and conveniently situated, and at the same time affording ample means for drainage and ventilation; but it is destitute of many of the necessary conveniences which such an Institution ought to possess, such as an operating room, baths,

\* NOTE.—We append a Schedule of the Scale of Diets allowed for the Servants, and the Children of different ages:—

ARTICLES.	SERVANTS.	CHILDREN.		
		A.	B.	C.
Bread .....	1 lb.	1 lb.	1 lb.	4 ozs.
Flour .....	¼ lb.			
Meat .....	¾ lb.	½ lb.	6 ozs.	4 ozs.
Vegetables .....	¾ lb.	½ lb.	½ lb.	6 ozs.
Tea .....	¾ oz.	2 drams.	2 drams.	2 drams.
Sugar .....	4½ ozs.	1 oz.	1 oz.	¾ oz.
Salt .....	½ oz.	½ oz.	½ oz.	
Milk .....	½ pint.	¾ pint.	¾ pint.	1 pint.
Butter .....	1½ oz.	..	..	½ oz.

Rice on two days. Currants, Suet, and Flour on Sundays

(hot and cold), apartments for the treatment of delirious patients, water-closets, &c.: these wants should be supplied without delay.

The average number of Patients in the Hospital during the year 1860 was 192; in 1861, 165, of whom 64 were Invalids; and in 1862, 184, of whom 65 appear to have been Invalids.

The number of Out-patients averages 3000, and the expense of their treatment is estimated at £100.

The Staff of Officers appears to have been reduced to the narrowest possible compass.

The Medical duties are efficiently discharged by one House Surgeon, and four honorary Medical Officers.

Since the 1st January, 1860, this Institution has been under the management of a Board of Gentlemen, who have been unremitting in the gratuitous discharge of their onerous duties.

The Report of the Board for 1861 shows an expenditure for that year of £8000, for an average of 165 Patients, or £48 9s. 8½d. as the cost of each Patient; but, in order to afford fuller means of arriving at an accurate judgment upon the cost of this Institution, we append a statement similar to that furnished in the case of the Queen's Asylum:—

	£	s.	d.
Under Imperial management, 1852.....	18	6	0
Ditto, 1857.....	32	0	6
Ditto, 1858.....	30	2	6
Ditto, 1859.....	30	10	0
Under Local management, 1860.....	54	0	7
Ditto, 1861.....	61	11	10½*

Although we are quite aware that a variety of circumstances tend to make it impracticable to draw a strict comparison between an Hospital in this Colony and those of the Mother Country, it may nevertheless be useful to show what the cost of the maintenance of patients is found to be in some of the British Hospitals. Taking a few cases from among the Hospitals in Ireland, and selecting those which in point of numbers are most nearly assimilated to our own, (for it must be borne in mind that the larger an establishment is, the smaller the cost per head,) we find that in the Irish Infirmaries the cost per head for 1860 was as follows:—

	£	s.	d.
In an Infirmary averaging 89 Patients, cost per head ....	15	13	5½
Ditto, 73 ditto, ditto.....	18	15	7
Ditto, 62 ditto, ditto.....	20	16	8
Ditto, 50 ditto, ditto.....	23	18	8
Ditto, 42 ditto, ditto.....	20	6	2½
Ditto, 34 ditto, ditto.....	28	18	6½
Ditto, 22 ditto, ditto.....	47	6	4½

\* 1. The cost of the Colonial Hospital cannot be ascertained for the years 1852 to 1859, inasmuch as the cost of the Hospital at Port Arthur is included, and the Commissariat are unable to separate the Accounts.

	£	s.	d.	
2. Cost per head at the Colonial Hospital, for 1852.....	18	6	0	per annum.
Ditto, 1857 .....	32	0	6	"
Ditto, 1858 .....	32	0	6	"
Ditto, 1859.....	30	10	0	"
3. The mortality for 1853 .....				169
Ditto 1854.....				132
Ditto 1855.....				119
Ditto 1856 .....				120
Ditto 1857 .....				115
Ditto 1858 .....				115
Ditto 1859 .....				98
Ditto 1860.....				158
Ditto 1861 .....				135
Ditto 1862.....				143
4. Amount received from the Imperial Government, 1860.....	1256	5	0	
The rate per head per annum, 1860 .....	54	0	7	
Amount received from ditto, 1861 .....	843	6	6	
The rate per head per annum, 1861.....	61	11	10½	
The accounts for 1862 have not been yet adjusted.				

5. The Dietary Scales at Hospital and Invalid Depot attached.

B. TRAVERS SOLLY.

We may add, that the House Surgeon estimates the cost of each Hospital Patient at 2s. 4d. per diem; and of every Invalid at 1s. 2d. per diem; and we gather from his evidence that many of the Patients ought rather to be classed as Invalids. He estimates the average number of *bonâ fide* Patients at 50. That gentleman estimates that a saving of £800 per annum might be effected by combining the two establishments for Male and Female Patients; but upon this point we deem it needless for us, under the circumstances, to offer an opinion.

The Invalid Dépôt at the Brickfields forms a branch of the General Hospital, and is under the Medical charge of the House Surgeon attached to the latter establishment, who attends the Dépôt as Visiting Medical Officer. This arrangement appears to have worked satisfactorily, and we see no reason to recommend its discontinuance.

The duties of the Superintendent are onerous, and are represented to us as being insufficiently remunerated.

The Dépôt is under the supervision of a Committee of the Board of Management of the General Hospital. It is capable of containing 224 inmates, and on our visit of inspection we found it to be quite full; nor does it appear probable, from the evidence adduced before us, that the number will diminish for some years to come. It was, in the year 1861, maintained at a cost to the Public of £2973 8s. 11d., and the average number of Invalids during that year was 160; which gives, for the cost per head, £19 16s. 4½d.

Several important points suggest themselves in connection with this Institution demanding careful consideration.

On the one hand, while the Medical Officer seems to be of opinion that the Hospital might be relieved of many Patients who are mere Invalids, were the Dépôt capacious enough to receive them,—and the Chairman of the Committee gave us to understand that Invalids were frequently sent in to the Dépôt requiring active treatment, and therefore fit patients for the Hospital,—on the other, we could not fail, on our visit of inspection, to be struck by the sleek and vigorous appearance of some of the inmates, naturally suggesting the query whether this Establishment was not, in point of fact, rather fulfilling the conditions of a Workhouse than of an Invalid Dépôt; a conjecture which was strengthened when, upon inquiry, we learned that it was not uncommon for the Inmates to obtain their discharge, disappear for a time, and then return to their comfortable quarters and ample dietary in the Dépôt.

We were informed by the Chairman of the Committee that freedom of egress was found to be productive of insubordination, yet that means of coercion were wanting; that, as a rule, Invalids once dismissed came back to the Dépôt; and that when Inmates were permitted to go out, they generally returned in a state of intoxication. That gentleman also expressed an opinion that, "if the demand for labour were to be rendered abundant, as by the discovery of a Gold-field," then many of the Invalids would probably find employment in "light work," and so relieve the Public of the burden of their maintenance. But although we do not presume to enter upon the question whether these men ought in general to be looked upon in the light of Invalids, or simply of Paupers,—a question which must undoubtedly be left to professional discrimination,—yet the appearance of the men, the observations of the Chairman, and the fact that beggars in Hobart Town have been known to refuse employment at a lower rate of remuneration than four shillings per diem, coupled with the high rate at which able labour is remunerated, leaving, as it does, a wide margin within which the infirm might still find means to contribute to their own subsistence, we deem it our duty to suggest that the admission of Invalids to the Dépôt ought to be submitted to the most rigid scrutiny.\*

\* *COMPARATIVE STATEMENT of the Scale of Dietary allowed the Pauper at the Brickfields Dépôt and the Soldier in the British Army:—*

	<i>Pauper.</i>	<i>Soldier.</i>
Bread .....	16 oz.	20 oz.
Meat .....	16 oz.	16 oz.
Vegetables .....	16 oz.	..
Tea .....	¼ oz.	½ oz.
Sugar .....	1½ oz.	2 oz.
Barley .....	¼ oz.	..
Milk .....	2½ oz.	..
Salt .....	¼ oz.	½ oz.
Tobacco .....	¼ oz.	—
Coffee .....	—	½ oz.

The Chairman informs us that the cost of maintaining these Invalids, which is now, as above stated, under £20 per head, was formerly £27 and £28. We infer, therefore, that judicious exertions have been made to reduce the cost of the Establishment. Upon this point it may not be undesirable to subjoin a statement of the cost of Workhouses in Ireland.

We find that, in the Province of Ulster during the year 1861, the average daily number of Paupers maintained within Workhouses (44 Unions) was 8986; and the cost of their maintenance was £94,374 17s. 2d., which would give as the cost per head, £10 10s. 0½d.\* (a)

In Munster (50 Unions) 16,785 Paupers were maintained at an expense of £185,340. Cost per head, £11 0s. 1d. (b)

In Leinster (40 Unions) 14,605 Paupers were maintained at an expense of £117,317. Cost per head, £11 14s. 9½d. (c)

In Connaught (29 Unions) 4695 Paupers were maintained at an expense of £56,063. Cost per head, £11 18s. 10½d. (d)

Taking, now, one or two individual Workhouses, we find that, in the Ballinsloe Workhouse, 182 Paupers were maintained at an expense of £2195. Cost per head, £12 1s. 2½d.† (e)

In the Balrotheray Workhouse 171 Paupers were maintained at an expense of £2557 7s. 6½d. Cost per head, £14 19s. 0½d. (b)

In the Tulla Workhouse 224 Paupers were maintained at an expense of £2370. Cost per head £10 11s. 7½d. (c)

These data suggest the desirability of a more searching inquiry into the working of this Establishment than we are now able to institute; and we propose to conclude this portion of our Report with a few general observations, which may, we trust, prove useful in elucidating the principles upon which these Institutions should be administered: but it is necessary first to submit a short Report of our inspection of the Hospital for the Insane at New Norfolk. We were accompanied by Dr. Huston, the Medical Officer in charge, who pointed out to us various improvements suggested in the last Report of the Commissioners. Upon a careful examination we arrived at the conclusion that the Institution is admirably managed, and that the suggested alterations and additions would make it a very complete Establishment: but we are bound to state, at the same time, that we do not consider them absolutely necessary at the present time, with the exception of additional Path accommodation, and increased room for the reception and distribution of stores. In these necessary conveniences for such an Institution the Asylum is sadly deficient. The number of inmates, it appears from the Report, is decreasing rather than increasing; and there is every reason to believe that in the course of a few years the numbers must be very considerably reduced. Under these circumstances we cannot recommend the expenditure at present of £5000 as suggested in the Report: we think it wiser to wait for a year or two, to see what effect time will have upon the number of Patients requiring admission to this Institution.

We now proceed to offer some general observations upon these Institutions collectively.

Although not prepared to submit any detailed scheme for the improvement of the system upon which they are administered, we yet venture to draw Your Excellency's attention to some points which we deem of importance:—

First. The fundamental duty of so ordering State Charities, that while the dictates of humanity are listened to, the people shall not be oppressed by undue exactions, that the industrious poor may not be pinched in order to maintain idleness, and in a higher state of ease and comfort than themselves,

	£	s.	d.		£	s.	d.		£	s.	d.		£	s.	d.
* (a) Maintenance .....	55,443	14	4	(b) 124,859	11	6½	(c) 114,640	4	10½	(d) 33,026	19	4			
Salaries, &c. ....	21,422	16	10	30,693	18	6½	29,630	14	8	12,795	11	11½			
Other Expenses ..	17,508	6	0	29,885	14	8½	27,046	1	2½	10,240	9	11½			
	£94,374	17	2		185,339	4	9½		171,317	0	9½		56,063	1	3½
† (a) Maintenance .....	1255	7	3	(b) 1528	17	5	(c) 1673	10	1						
Salaries .....	538	7	2½	497	14	2½	372	8	7						
Other expenses .....	402	0	3½	530	15	11	324	6	6						
	£2195	14	9½		2557	7	6½		2370	5	2				

the destitute, whether that destitution be the result of sickness, old age, or vice. This is no light or easy task; and yet its failure is not more injurious to the taxpayer than to the recipients of charity themselves, in whom an injudicious and indiscriminate administration of it tends to destroy that spirit of independence and self-reliance so essential to the prosperity of every community.

Secondly. The importance of discriminating between the characters of the various establishments to be kept up,—between the destitute sick who may be the legitimate subjects for admission into such a costly establishment as a Hospital, and those who merely require the shelter of a Poor-house.

Thirdly. The advisability of simplifying the present complex and confused system, by maintaining three distinct Institutions, each to be kept strictly to its own speciality; viz.—

(1.) A General Hospital to be kept exclusively for the admission of cases requiring active treatment whether medical or surgical, male and female; and as the average number of *bonâ fide* Hospital Patients does not, according to the evidence of the House Surgeon, exceed 50, the present Colonial Hospital appears to contain ample accommodation for this purpose.

(2.) An Hospital for the Insane, for the reception of curable Insane Patients requiring active treatment; and,

(3.) A Poor-house for the reception of the destitute (healthy and sick), the infirm, and the incurably insane.

To estimate the paramount importance of exercising the discrimination here recommended, we must recollect that in this Colony the State undertakes to do what in England has been provided by individual charity; and we must bear in mind the broad distinction between an endowed Hospital and a State Hospital. In the former, the Trustees or Governing Body have a certain income to expend in the treatment and maintenance of Patients. If they administer the funds at their disposal in an extravagant or injudicious manner, the injury and injustice to the public is of a vague and negative character: it simply amounts to this,—that whereas the funds humanely provided might, if judiciously administered, have relieved 12, 15, or 20 sufferers, they have by mismanagement been confined to the relief of ten. But in the case of the State Hospital, to which each member of the community is compelled to contribute, every shilling carelessly or needlessly spent is so much money unjustly and oppressively taken from the taxpayer.

In support of the view which we have submitted as to the line of demarcation to be drawn between the Hospital and the Invalid Establishment, it may not be irrelevant to quote some observations made by Dr. Guy in a paper on the mortality in London Hospitals:—

“We, in England, make provision for the destitute portion of our population—the destitute, (healthy and sick) the infirm, and the insane IN OUR UNIONS AND WORKHOUSES, or through their agency. Into those Institutions the hopelessly incapable, the deformed in body, the stunted in intellect, the unsound of mind, sooner or later find their way. The majority are retained; a small number only are forwarded under medical certificate to the Lunatic Asylums. Of the destitute sick, no inconsiderable portion is always under treatment in the sick wards and Infirmarys of our Workhouses and Unions. But though the destitute part of the London population is provided for in sickness in our Unions and Workhouses, a *certain small fraction* of that very poor population gains admission into our London Hospitals. . . . . Probably about one in fifteen of the inmates of London Hospitals belong to that destitute class for which our Workhouses are intended. The remaining fourteen consist chiefly of poor persons, to whom the term “destitute” could not be properly applied, and of respectable working men and artisans, with a small number of tradesmen, and a few of better station.” (*Medico-Chirurgical Review*, Jan. 1863, p. 200.)

Again, the same fact is incidentally stated by Dr. Turle, in the Transactions of the Social Science Association, 1862, in the following words:—

“The poor receive gratuitous medical treatment at Workhouses, Infirmarys, Dispensaries, and Hospitals. The Infirmarys attached to Workhouses are chiefly intended and used for the reception of sick paupers; that is, for those *sick persons who, from old age or other causes, would be incapable of supporting themselves when restored to a state of comparative health; and, therefore, persons whose speedy recovery is of less consequence to Society than that of the individual who, when well, is the support not only of himself, but of others. It is for THESE chiefly that PRIVATE CHARITY provides our Dispensaries and HOSPITALS.*”

Having recorded our sense of the value of the services of those gentlemen who have, for the last three years, so zealously carried on the management of the Charitable Institutions in Hobart Town, we now proceed to set forth our reasons for believing the principle of Board Management for such Institutions to be unsound and inadmissible.

The Orphan Schools, General Hospital, and Invalid Depot are maintained at an average annual expense of about £22,000.

It is impossible to consider the working of Institutions so costly, as compared with the very limited population of this Colony, without being impressed with grave doubts whether the system under which they are managed is the most economical and efficient.

That management has, since the 1st January, 1860, been entrusted to Boards composed of independent gentlemen appointed by the Government, not under the sanction of any law, but in accordance with a Resolution of the House of Assembly upon which the Legislative Council "declined to express a definite opinion."

It is a novel experiment to depute to a body of individuals the administration of Public Funds, the raising of which involves them in no responsibility; an experiment, the success of which can hardly be tested except in a series of years, in which the people may eventually be found to have had an undue burden imposed upon them without any means of redress. Nor must this principle of Board Management be confounded with the popular development of self-government, to fulfil the conditions of which would demand the election and responsibility of such Boards, their powers and duties being defined by law: whereas the Boards, as now constituted, can scarcely be held responsible to any authority. Nor do they appear to act as counsels of advice, but to claim and exercise executive functions.

It is not attempted to question that the disinterested persons who have undertaken the duties in question have brought to bear upon them a great amount of zeal and energy; but the evils of divided responsibility have been pointed out to us by one of these very gentlemen, who expressed an opinion that, in the comparatively unimportant management of the small Farm attached to the Queen's Asylum, the same beneficial results could not be expected from the control exercised by a Committee of three, which would be attained by the undivided superintendence of one competent individual.

How much greater must be the risk of failure in such an experiment when the question at issue is the expenditure of thousands, and the administration of Institutions so materially affecting the interests of a large portion of the community, and where the responsibility (such as it is) is divided among so many persons!

It has been urged as an argument in favour of Board Management, that their meetings being held in public, the people at large have a greater check upon the operations of a Board than they could have upon those of an Executive Officer; but it may be questioned whether the publicity given to the debates of the Boards does practically produce this effect. Does the Public, in fact, exercise any check upon either the expenditure or the administration? Is not the effect of publicity rather to draw attention to the more exciting topics of differences of opinion between the various Members of the Boards, or between the Boards and the Executive, or the disputes which can scarcely fail to arise occasionally between the Officers of a large Establishment? And does not this publicity tend to encourage individuals to indulge in oratorical displays, rather than to devote their energies to dry details and practical efforts for the good of the Institutions?

With regard to the subject of Expense, it may well be questioned whether the Executive Government of a small State is justified in delegating to an irresponsible body the administration of so large a portion of the people's burdens. The Executive, upon whom rests the responsibility of raising, as well as of distributing, the funds of Government, would, if they retained in their own hands the undivided management of Charitable Institutions, watch over their expenditure with a jealous eye, dispassionately considering this item as one of the many which make up the total of their administrative responsibility. They would take care to select Officers thoroughly competent to carry on their machinery, and from them they would require a strict account of their administration. Can they demand the same strict account from unpaid Members of a Board? Can they expect in them the same intimate acquaintance with the duties to be performed, and the details to be carried out? On the other hand, can the same degree of prudence and caution be expected from gentlemen who have their own affairs to attend to, but who find time to lend to the public their gratuitous services, in sharing with the Executive such onerous duties? If they are zealous, as in general they may be assumed to be, they will have a tendency to exaggerate the importance of their particular work, to make a hobby of it, and to consider a lavish expenditure upon this special object to be justifiable, if not indispensable; whereas, had they a share in the responsibility of apportioning the General Expenditure of the Public Funds, and of raising them as well, they would find that a similar liberality exercised in other branches would, in the aggregate, amount to extravagance. As an illustration of this danger may be quoted the costly edifice recently erected (and upon a very unsatisfactory plan as it appears to us) in connection with the Queen's Asylum. It is very doubtful whether the Executive, upon its own undivided responsibility, would have ventured to incur so large an outlay; while it is natural to suppose that, inasmuch as the experiment of the Board

System was in its infancy, a delicacy would have been felt, in controlling the Board in an expenditure which they deemed necessary. (See Extract below.)\*

Again, uniformity of design and system cannot be expected under Board management; each member will have his own ideas to work out; and as it is probably impracticable for the full Board to assemble at every meeting, the danger is obvious that, whereas one quorum may on one day strike out a particular course, another quorum on a subsequent day may, without absolutely contradicting or opposing the previous decision, so modify it in minor particulars as to neutralise its operations. There is a more serious evil still to be apprehended; namely, that the subordinate Officers of an Institution, working under divided and indefinite control, may, in the perplexity occasioned by conflicting directions, lose the interest they would feel in carrying out the uniform system directed by one individual head, or else strive to escape from their difficulties by taking advantage of differences of opinion arising between the Members.

However pure and united the actions of these Boards may now be in practice, it cannot be doubted that the system contains inherent within itself the seeds of disunion and intrigue.

However zealous and talented may be the individuals selected to form them, it is unreasonable in a community so devoid as this is of men of leisure, where each individual is busily occupied in professional or commercial pursuits, to expect men gratuitously to devote their time and attention to duties involving such large interests.

For these reasons it is unwise to delegate to Boards composed of unpaid individuals the dispensation of State Charities, which forms one of the most delicate duties of a Responsible Executive, and which, in justice to the tax-paying public, ought to be conducted with the most rigid economy; and it is also inconsistent with the spirit of Responsible Government that the Executive should thus practically divest itself of a portion of its responsibility in so important a branch of the Administration.

## 6. SURVEY DEPARTMENT.

We have carefully inquired into the cost and working of the Survey Department, and have examined (as witnesses) the Surveyor-General, the Deputy Commissioners of Crown Lands, the Inspecting Surveyor, and the Hon. J. H. Wedge, M.L.C.

We have also derived considerable information and assistance in the conduct of our inquiry into this important branch of the Public Service from a great variety of Returns furnished by the Surveyor-General.

### *The Office and Field Staff.*

We find that the Staff of the Survey Department consists of the following Officers:—

1. Surveyor-General, to whom is entrusted the general supervision of the Department. Salary £600.
2. Inspecting Surveyor, employed in inspecting the Survey operations of 16 District Surveyors throughout the settled portions of the Colony, and making all the Surveys requiring excessive exactness, superintending the general system of Roads and survey of Tramroads lately laid out under Parliamentary Vote, writing Reports on Country, &c. Salary, £400; Field expenses, £362. Value of services, as stated before a Parliamentary Committee in 1861 by Surveyor-General, £1000 per annum.
3. Chief Clerk and Deputy Commissioner of Crown Lands, entrusted with the conduct of the general correspondence of the Office, of which this Officer takes charge at all times during the of absence the Surveyor-General. Salary, £420.

### *\* EXTRACT from the Report of the Orphan School Board for the year 1860.*

"The new buildings required to relieve the overcrowded state of the establishment \* \* \* \* were embodied in a Mem., dated 14 August, 1860, and signed by all the eleven Members of the Board. \* \* \* the probable cost is estimated at £12,000. By the Loans Bill (No. 54) £4000 only was asked for this purpose, and granted by Parliament. It was supplemented by £2000 more by the Governor in Council. The expenditure of these Grants did not commence during the year under review.

### *EXTRACT from Report for 1861.*

"The new buildings for the Infants, for which Parliament so liberally provided, are now approaching completion."

4. First Class Clerk. Duties—describing from Surveyor's diagrams Allotments and Lots for Sale and affixing upset prices thereto; preparing minute descriptions from Surveyors' diagrams of Lots purchased for Grant Deeds, for Claims advertised of Lots taken under 19th and 18th Sections Waste Lands Act, and of Pre-emptive Right Purchasers; recording applications for Grants, indexing Claims; preparing Certificates for passing Titles before the Judges, Grant Returns, Notices for Board of Works; indexing and registering all Correspondence, Papers, &c.; keeping Records connected with issue of Grants; preparing Sale Advertisements and *Gazette* and other Newspaper Notices; and checking Advertising and Auctioneers' Accounts. Salary, £300.

5. Second Class Clerk. Duties—Collection of Monies receivable at the Survey Office, and issue of Receipts (about £20,000 per annum); entering Applications to purchase Land under the 19th Section; keeping Records connected with purchases under the Credit Clauses; writing Orders for Surveys; preparing Notices for payment of Survey Fees, Deposits, and Instalments; auditing Surveyors' Accounts; making out Agreements; preparing Returns relative to disposal of Land; and attending Land Sales in Hobart Town to receive Deposits. Salary, £210.

6. Third Class Clerk. Duties—Making out monthly List of Fees and Salary Abstracts Notices to pay Rent, Sale Lists for Auctioneers, Returns of Lands sold, and Accounts for Repayments; keeping Records connected with leasing of Crown Lands; classifying Old Grants, and copying descriptions from same in New Register. Salary, £140.

7. Junior Clerk. Employed in making duplicates of Leases and Returns relative to same, and entering the same; keeping Record of Proceedings of Board of Works, and checking Accounts connected therewith; preparing and entering Time-book Returns. Salary, £80.

*Note.*—Both these last-mentioned Clerks are also employed in entering and indexing a variety of Correspondence with Surveyors, applications to rent and purchase; keeping Record of Instructions to survey, receipt of Diagrams; making out Timber Licences; keeping Record of Land Gazettes issued; copying descriptions; copying out and entering Accounts, Abstracts, Requisitions, Estimates, &c.; and addressing, sealing, and dispatching Letters of all kinds.

8. Chief Draftsman. Duties—General direction, superintendence, and examination of work of the Drafting-room; enquiring into and answering all references on Land matters; attending the public to exhibit Charts; directing Applicants, &c.; auditing the Surveyors' Accounts (and, according to the Surveyor-General's Return, saving the Government £500 a year); attending the public relative to Land, &c. Salary, £320. (First Class.)

9. Second Class Draftsman. Duties—Examining and preparing all work with reference to Claims for Grants of Land; preparing Land Sales; recording on charts Purchasers' Names, Transfers, and other appropriations of Lands; attending public to exhibit Charts; directing Applicants, &c. Salary, £220.

10. Second Class Draftsman. Duties—Constructing County Maps and other Plans; preparing Transfers of same; lithographing and finally examining all Surveys. Salary, £200.

11—15. Three Third Class Draftsmen and Two Junior Draftsmen, at Salaries of £180, £140, £140, £60 and £60 respectively, employed in drawing Sale Plans for transfer to stone, entering District and other Plans, making out annual lists of lessees, &c., in various Road and other Districts, making tracings for Inspecting Surveyor's guidance, entering on charts all grants and enrolments, entering up-county plans for office use, making Municipal, Police, and other Plans; miscellaneous Tracings, Reductions, Compilations, Plottings; examining Areas, adjoining Boundaries; making mounted tracings of Road and other District Plans; mounting and colouring Plans; reducing Surveys to general Plans; calculating areas of Surveyors' work; making transfers of Sale Plans for stone, &c.

16. Lithographer (Second-class Draftsman), employed in lithographing County Maps, Sale Plans, Diagrams, sheets for the Office, and headings on parchment for Recorder of Titles. Salary, £200.

17. Assistant to Lithographer. Salary, £30.

18. Office Keeper and Messenger. Salary, £100.

19. Messenger. Salary, £80.

20. Inspector of Timber Licences, employed in the issue of Timber Licences in the Huon District and inspecting the operations of sawyers and splitters for the protection of public interests, and reporting on the land and timber generally in the District. The Revenue from this branch has been raised from £161, when collected by Police, to £476. Salary, £125, with a forage allowance of £50.

Northern Division.—Deputy Commissioner of Crown Lands, in charge of Branch Office in Launceston, collecting and transmitting to Treasury moneys receivable at the Branch Office, furnishing information to intending settlers and purchasers, acts as Chairman of Northern sub-Board

of Works, and as such advertises for tenders to open up roads and make bridges to reach Crown Lands, and passes all accounts for same. Salary, £300.

2. Third Class Clerk and Draftsman, employed under the Deputy Commissioner, making up Plans and Land Sales, making Tracings, and miscellaneous work. Salary, £130.

We also learned from the evidence of the Surveyor-General that three Draftsmen have been lately dispensed with whose aggregate salaries amounted to £460 to meet the exigencies of the Revenue; but the Surveyor-General states his belief that there is only a temporary lull in the demand for land, and that, on the revival of that demand, the Drafting Establishment must be reinforced. He further states that the Survey Department is "now worked with a smaller staff than would conduce to the efficiency of the work required were it not that there are four volunteers in the Office learning their profession, but without salary."

We conceive that the inquiry with which we are charged is limited to an investigation of the actual working of the Survey Department under the existing system, and the Laws that now regulate the occupation and sale of Crown Lands,—that our province is to inquire how far the present Establishment adequately performs the duties required of it under that system; and whether any amendment can be proposed in the mode in which the present system is worked out, both as regards efficiency and economy. The Commissioners, under this view of their obligations, have not extended their enquiries so as to include any suggestions or speculations which would involve the intervention of the Legislature for the alteration of existing enactments.

After a careful consideration and examination of the *viva voce* and written statements, and very elaborate and comprehensive Tabular Returns of the Surveyor-General, we are not prepared to suggest any alteration in the system pursued in the Survey Department as detailed by Mr. Calder. A very large amount of public business is transacted, a large amount of Revenue collected, and a considerable quantity of Land annually surveyed, offered for sale, and disposed of, by auction, private contract, or selection; a variety of useful and valuable charts and other Records constructed, and preserved in the Survey Office, at what may be deemed a reasonably moderate cost to the public.

We are of opinion that to diminish this cost by a further reduction of the fixed establishment would tend to impair its efficiency as a Public Institution; and that the salaries now paid to the various Officers of the Department amount to no more than a fair remuneration for the services performed.

In support of this conclusion we would refer to a Comparative Statement of the area of Land surveyed in two periods of Five years immediately preceding, and Five years immediately subsequent to, the passing of the present "Waste Lands Act," (marked A. and appended to this Report).

From this Statement it appears that in the Five years immediately preceding the enactment of that statute there were surveyed 446,341 acres of Land, at an average annual cost for fixed establishment and Contract Surveyors of £14,165; and at a cost per acre surveyed, on an average of the period, of 2s. 10½d. During the same period 121,990 acres were sold and granted, averaging 24,398 acres in each year. The average annual quantity of Land surveyed during this period was 89,268 acres; the average cost of fixed establishment £12,262; and the amount of Survey Fees repaid to Government for the Five years, £9513, or an average of £1902 a year.

From the 1st January, 1858, to the close of 1862, during which period the existing "Waste Lands Act" has been in force, there were surveyed 650,359 acres, at an average annual cost for fixed establishment and Contract Surveyors of £12,659; and at a cost per acre surveyed, on an average of the period, of 1s. 2½d. In the same period 358,259 acres were sold and granted, averaging 71,651 acres in each year. The average annual quantity of Land surveyed in this period was 130,071 acres; the average annual cost for fixed establishment, exclusive of Contract Surveys, was £7884; and the amount of Survey Fees repaid to Government for the Five years was £23,875, or an average of £4775 per annum.

These figures demonstrate beyond dispute that the system now in operation produces larger results at a cheaper cost than that which preceded the passing of the "Waste Lands Act." A larger quantity of Land is now annually surveyed and sold than previously to 1858; a larger amount of money is annually repaid to Government in the shape of Survey Fees; the cost of the Department, estimated with or without Contract Surveys, is shown to be considerably less than formerly; while the cost of the Department, per acre surveyed, shows a reduction since the passing of "The Waste Lands Act" from 2s. 10½d. to 1s. 2½d.

We have also been supplied with another Return, (appended to this Report and marked B.), which institutes a similar comparison between the former and present strength and cost of the clerical

and draughting branches of the Survey Office. There have been more draughtsmen employed in the Five years since 1858; but the total Office Staff for the later period, and the cost for Salaries, are shown to be less than previously to 1858 by £712 per annum.

Our attention has also been drawn to the comparative cost of surveying and alienating the Waste Lands of the Crown in this Colony and in the Colonies of Victoria and New South Wales. The comparison is considerably in favour of Tasmania. In Victoria in 1858, 255,792 acres of Land were alienated, with a Survey Department costing £67,231, or at the rate per acre "granted and sold" of 5s. 3d. In New South Wales in 1858, the cost of the Survey Department was £65,148; the Land alienated 161,841 acres; and the cost of survey per acre "granted and sold," 7s. 6d. In Tasmania for the same year, the cost of the Survey Department, including Contract Surveys, was £9687; the Fees paid on account of Surveys of Land sold by auction and selected amounted to £5712; and the quantity of Land alienated to 43,145 acres, at a cost per acre "granted and sold" of 1s. 10d.

In 1860 there were alienated in Victoria 492,274 acres, at a total cost of £57,707, or at the rate of 2s. 4d. per acre "granted and sold; in New South Wales there were alienated 109,409 acres, at a total cost of £68,674, or at the rate of 12s. 7½d. per acre; and in Tasmania 88,211 acres were alienated, at a cost of £9944, or at the rate per acre "granted and sold" of 2s. 2½d. In 1861 there were alienated in this Colony 101,022 acres of Land, at a cost per acre "granted and sold" of 2s. 1½d.; while the cost of Survey in New South Wales for the same year was 12s. per acre alienated.

At this stage of our inquiry we were induced to consider whether it was possible to make any further reduction in the cost of the Survey Department by diminishing the sum now annually expended in actual Surveys. It has been suggested that this could be accomplished by abrogating the system of Contract Surveys; proceeding no further with Surveys of Waste Lands except in cases of application for Lots, when the Land should be surveyed on the Survey Fee, or cost of Survey, being paid to the Government by the applicant in advance.

We felt that the consideration of this question must involve us in the discussion of matters of policy beyond the legitimate scope of our inquiry,—matter that would more appropriately occupy the attention of the Executive Government, and form the subject of Parliamentary debate. The change suggested by this proposal would affect the whole system of administering the Waste Lands of the Crown in Tasmania,—a subject too wide for the consideration of a Commission on the efficiency and economy of Departments.

We have, however, thought it right to institute some inquiries as to the nature and extent of the effects likely to result from such an alteration of the existing system, which are now briefly stated.

It may be necessary, however, to recapitulate some details of the present state of the Waste Lands of the Colony.

It appears from the Survey Office Returns, that the area of Land "surveyed but not yet sold" is,—Agricultural, 45,560 acres, and Pastoral, 278,560 acres; exclusive in both cases of the Lands marked off under the Pre-emptive Right Regulations of 1851.

The area of Land "surveyed but not sold" during the year 1862 is stated to be 79,975 acres. In the same period there were "applied for to go to auction" 19,295 acres; and 40,176 acres were "sold and granted."

The proposal to reduce the Vote for Contract Surveys from £6000 to £3000, as was suggested last year in the House of Assembly, at once raises two questions,—First, whether there is now surveyed ready for sale a sufficient quantity of Land to meet the legitimate demand for purchase and settlement? And, second, whether the settlement of the Country would be promoted or impeded by imposing on intending Settlers the trouble and cost of examining unsurveyed Land, and paying Survey Fees in advance on Lots for which they might possibly be out-bid at auction? And a further question arises,—whether the establishment of the altered system would be compatible with the present plan of exposing Land in the first instance for sale by public auction?

These are all questions of policy rather than of administration or departmental detail, but they spring naturally from a consideration of the change suggested.

To the first of these questions it may be answered, that the figures just detailed seemed to require a reply in the negative. The area of Crown Lands applied for during 1862 "to go to auction" amounted to within a fraction of one half (19,295 acres) of the total area "sold and

granted" (40,176 acres) in the same year. It is true that there appears to be a total area of 324,120 acres at this moment "surveyed but not yet sold;" but of this area no more than 45,560 acres are returned as "Agricultural," the far larger remainder of 278,560 acres is described as "Pastoral" Land.

To put an immediate stop, under these circumstances, to the further survey of Crown Lands *in anticipation of public demand*, would be to incur the risk of allowing that demand to out-run the supply at no very distant date. The available surveyed Land disposed of, the obstacles interposed to the acquisition of Land by the necessity of previous inspection of new country, and the payment of Survey Fees in advance, would scarcely fail to cause intending Settlers to turn their attention to other Colonies, where greater facilities of acquisition rendered the possession of a freehold—the Settler's earliest ambition—a less difficult, and perhaps a less costly, proceeding.

And this view of the matter furnishes, at the same time, an answer to the second question. The indispensable preliminaries to the occupation by Settlers of Land purchased from the Crown could by no process of reasoning be shown to be calculated to promote the alienation of the public property to the same extent as a system which keeps the required commodity constantly on hand, in excess of the demand of it, and in parcels suited to every class of purchasers and of Settlers.

If, however, the suggested system were to be brought, notwithstanding these objections, into actual operation, it would seem to be impossible to retain the present plan of selling the Waste Lands by public auction. If, to the cost and inconvenience of discovering, and paying for the Survey in advance of, the Land required by the Settler, there were added the risk of finding his outlay and trouble frustrated altogether by competition at a Land Sale with wealthier purchasers, it seems almost superfluous to argue, that very few persons indeed would be found ready to incur so much expense and loss of time, with the possibility, if not certainty, of such an undesirable result.

The condition of depositing the Survey Fee in advance seems alone sufficient to justify the demand that, on the completion of the survey, the applicant should be at once entitled to complete his purchase, by paying the price affixed by Government to the selected lot.

Nor is it so clear that the reduction of the vote for Contract Surveys would diminish the actual cost of the Department. Salaried Surveyors must be appointed to be in readiness to survey selected lots. The present staff of Contract or District Surveyors would, in all probability, be speedily broken up, to seek employment in other countries for that professional knowledge, the demand for which would be materially diminished by the abrogation of the present system. Few, probably, of the sixteen District Surveyors would be in a position, independently of their present employment, to maintain their Survey parties and equipments, in the expectation of a possible requisition, at rare intervals, for their services.

We feel that considerable weight must justly attach to the statements on this question of the Surveyor-General. That Officer's opinion has been strongly expressed in opposition to the proposed change of system. He declares that its adoption would "much increase the cost of the Department, and not half so much work would be done by salaried men as by Contract Surveyors." The evidence of the Deputy Commissioner of Crown Lands, Mr. Boothman, who has experienced the effect upon the demand for Land of both the present and the proposed system, was given with equal decision against the suggested alteration. The Honorable Mr. Wedge himself, formerly a professional Surveyor, and a colonist of long experience, condemned the abrogation of the present plan. Mr. Tully, the Inspecting Surveyor, expressed himself unapprehensive of loss to the revenue, or diminution in the number of applicants, by dispensing with the Contract Surveyors; but stated his opinion, from actual experience, that "the work now done in the field is much superior to that formerly executed by salaried officers," and "that it admits of closer inspection."

On a comprehensive review of the whole bearings of this question, we have embodied our conclusions on the various points raised by the subject under consideration in the following Resolutions:—

*First.*—The Commissioners are of opinion that, if the present system of surveying Lands were changed and none were surveyed but those applied for, and the Survey Fee paid in advance by the applicant, the cost of the Department might be reduced; but it would have the effect of very materially reducing the number of acres that would be sold during the year, and consequently would seriously reduce the Land Fund Revenue arising from that source.

*Secondly.*—The Commissioners are also of opinion, that such a change as that referred to would have the effect of breaking up the present Staff of Field Surveyors; and it may be doubtful if their places could be readily supplied in the event of its becoming necessary hereafter to revert to the system of surveying Lands in advance, and offering them for sale as at present.

RETURN showing the Area of Land surveyed, the Cost of the Fixed Establishment including Contract Surveyors, the Area of Land sold and granted, the Cost of Survey per Acre on Land surveyed, the Survey Fees repaid, and the Actual Cost of the Fixed Establishment deducting the Survey Fees repaid, during the Ten Years ending 31st December, 1862.

YEAR.	Column 1.	Column 2.	Column 3.	Column 4.	Column 5.	Column 6.	REMARKS.
	Area of Land surveyed in each year.	Cost of Fixed Establishment, including Contract Surveyors.	Survey Fees repaid to the Government.	Actual Cost of Fixed Establishment.	Cost of Survey per Acre on Land surveyed, including Cost of Fixed Establishment.	Area of Land sold and granted.	
	A. R. P.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	A. R. P.	
FIRST PERIOD.							
1853.....	55,777 0 0	12,588 4 7	2599 10 8	9988 13 11	0 3 6½	36,296 2 27	In calculating the average price per acre on Land surveyed, I have taken the actual Salaries and Allowances of the Fixed Establishment of the Department, viz., the Office and Field branches; in doing which I have followed the practice of all the other Australian Colonies.
1854.....	76,488 0 0	16,574 10 10	2024 16 0	14,549 14 10	0 3 9½	35,934 0 25½	
1855.....	136,076 0 0	17,213 13 8	2015 18 0	15,197 15 8	0 2 2½	26,677 2 23	
1856.....	108,000 0 0	14,950 12 6	1698 3 6	13,252 9 0	0 2 5½	14,104 3 25½	
1857.....	70,000 0 0	9497 18 8	1174 18 9	8322 19 11	0 2 4½	9047 2 15½	
TOTAL.....	446,841 0 0	70,825 0 8	9513 6 11	61,311 13 4	0 14 4½	121,990 3 36½	I may observe, that the cost of connecting lines and roads has not been taken into consideration, otherwise the cost of Survey per acre would be much less.
Average.....	89,268 0 0	14,165 0 0	1902 13 5	12,262 6 8	0 2 10½	24,398 0 31	
SECOND PERIOD.							
1858.....	72,000 0 0	9687 1 5	5712 18 0	3974 3 5	0 1 1	47,138 2 14½	The sum set down for payment of the Contract Surveyors, which appears in the Land Fund Estimates under the head of Contingencies, ought not in fairness to appear as an <i>Expenditure</i> of this Department, inasmuch as the greater part of it is recovered. I find I am borne out in this opinion by the Colonial Auditor, as expressed in his Report of 21st July, 1862, laid on the Table of the House of Assembly.
1859.....	112,800 0 0	12,704 17 11	5441 3 9	7263 14 2	0 1 3½	76,442 1 1	
1860.....	161,760 0 0	15,495 19 0	5551 15 0	9944 4 0	0 1 2½	89,670 3 22	
1861.....	186,787 0 0	15,467 10 4	4740 15 0	10,726 15 4	0 1 1½	104,752 3 3	
1862.....	117,512 0 0	9944 6 8	2428 16 0	7515 10 8	0 1 3½	40,252 2 28	
TOTAL.....	650,359 0 0	63,299 15 4	23,875 7 9	39,424 7 7	0 6 0½	358,257 0 28½	
Average.....	130,071 3 8	12,659 19 0	4775 1 6	7884 17 6	0 1 2½	71,651 1 29	

J. E. CALDER, Surveyor-General.

*RETURN showing the Strength and Cost of the Clerical and Drafting Branches of the Survey Department during the Five Years ending 31st December, 1857, and the Five Years ending 31st December, 1862; with a Comparative Statement of the Correspondence only performed during the Periods in question.*

YEAR.	Number of Clerks, including Deputy Commissioner of Crown Lands, Southern Side.	Average.	Number of Draftsmen.	Average.	Officers in Charge.	Cost of Clerks and Draftsmen.	Average.	Correspondence, including Letters and Papers.	REMARKS.
FIRST PERIOD.									
1853.....	8	—	7	—	{ 1 Surveyor-General..	4039 0 0	—	15,060 letters written, and afterwards entered.  Average, 3012.	Although this comparison applies equally to all the work of the Office, it would be next to impossible to institute it with reference to the work generally, and therefore only the Correspondence has been taken; which, I may observe, does not represent a third of the clerical work, nor does it show any of the work performed by the Draftsmen.  I have inserted the strength for 1863. It will be seen, on comparing the proposed Estimates for that year with those of 1862, that the reductions suggested by me greatly exceed those of any other Department,—I believe in proportion of more than 4-to-1; the real saving proposed, and which may be effected, being £759 2s. Three Draftsmen have been actually dispensed with, and the Deputy Commissioner at Lancaster may be.
1854.....	7	—	7	—	1 Deputy ditto.....	4081 0 0	—		
1855.....	7	—	7	—	Ditto.....	2722 0 0	—		
1856.....	6	—	8	—	Ditto.....	4085 0 0	—		
1857.....	4	—	7	—	Ditto.....	3193 0 0	—		
	32	6½	36	7½		19,120 0 0	3824 0 0		
SECOND PERIOD.									
1858.....	4	The average number of Clerks is now much less than during the first period shown in this Table.	7	The average number of Draftsmen is more, but both branches is somewhat less, although the work has very considerably increased.	1 Surveyor-General..	2840 0 0	—	24,996 letters written, and afterwards entered.  Average, 4999.	
1859.....	4		7		Ditto.....	2860 0 0	—		
1860.....	4		7		Ditto.....	3030 0 0	—		
1861.....	5		11		Ditto.....	3870 0 0	—		
1862.....	5		11		Ditto.....	3460 0 0	—		
	22	4½	43	8½		15,560 0 0	3112 0 0		
1863.....	5	—	8						

Although this comparison applies equally to all the work of the Office, it would be next to impossible to institute it with reference to the work generally, and therefore only the Correspondence has been taken; which, I may observe, does not represent a third of the clerical work, nor does it show any of the work performed by the Draftsmen.

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J. E. CALDER, Surveyor-General.

*Thirdly.*—The evidence produced before the Commission proves that the cost per acre of surveying Land in Tasmania is less than in any other of the Australian Colonies.

*Fourth.*—It is also proved by evidence, which the Commissioners have every reason to believe is the best that could be produced, that Surveyed Lands, being once properly marked, the lines will remain easily traceable for a great number of years; some of the witnesses most competent to speak on such a subject stating that they will hold good for 30 or 40 years.

*Fifth.*—The Commissioners are also of opinion that the Contract System of surveying Lands, as at present carried out, is superior to the old system of having the work done by Officers receiving yearly salaries; ensuring as it does a strict inspection of the work by Inspecting Surveyors. They are also of opinion that it is the cheapest mode of getting the Public Lands surveyed for sale.

## 7. EDUCATION.

The amount expended upon Education in the year 1862 was £13,774, or three shillings contributed by each member of the community. Of this sum £614 was for Superior Education, and the remaining £13,160 for maintaining a system of Primary Schools. Independently of the large outlay involved, the *principles* upon which State Education should be carried on (if undertaken at all) open up so wide a field of inquiry that it would probably be unwise to attempt an investigation which would necessarily demand so much time, and lead to such careful and elaborate discussions, as would have the effect of delaying the Report which we are desirous of laying before Your Excellency at the earliest possible moment.

That it is the duty and interest of every State to *encourage* the dissemination of learning, is an axiom which cannot be disputed; but whether it is wise in any State to undertake the gratuitous teaching of any beyond the most elementary branches of learning,—whether it is sound policy to afford in *Primary Schools* gratuitous instruction in History, Geography, Latin, Mathematics, Chemistry, and Modern Languages, is a question demanding very grave consideration.

In this Colony the Primary Schools comprise a very large establishment; and as it would be impossible for us, in a short space of time, to enter fully into its examination, and as, moreover, the conclusions at which we might arrive would inevitably trench upon questions of principle and policy, the legitimate province of the Executive, we trust we are exercising a wise discretion in refraining from entering upon this subject.

## 8. LAW DEPARTMENT.

The suggestion having frequently been made that all the Crown Law business of this Colony might be transacted by one Officer (the Attorney-General), and that the office of Solicitor-General might be dispensed with, we have endeavoured to make ourselves acquainted with the nature of the duties of the Crown Law Officers, with an especial view to consolidation if practicable.

Valuable aid and information have been received from four gentlemen, three of whom have in their turn discharged the functions both of Attorney and Solicitor General, and the fourth has held the office of Attorney-General; as also from the Commissioner of Insolvency and Court of Requests.

The result of these inquiries has been to ascertain, that upon the Attorney-General, who also takes his share of the political labours and responsibilities of the Ministry, are imposed, in addition to the ordinary functions belonging to the Chief Legal Adviser and Agent of the Crown, the arduous duties of Grand Jury, Minister of Justice, Public Prosecutor, and Parliamentary Draughtsman,—an office which is of itself considered elsewhere sufficiently laborious and important to demand the attention of a separate well-paid Officer.

The duties of the Solicitor-General have been, in general, to assist the Attorney-General,—cases for opinion being, in the first instance, submitted to him; and at one time that Officer shared, for several years, with the Attorney-General the duty of investigating preliminary cases as Grand Jury.

The duties of the Clerk of the Peace are to conduct the Correspondence with the Deputy Clerks of the Peace and Returning Officers, to attend all the Courts of General and Special Sessions in Hobart Town, and keep full records of their proceedings; to prepare Writs of *Certiorari*; to attend Licensing Meetings and make out Certificates, to receive Fees thereon; to pay Witnesses' expenses; to record Convictions, Recognizances, &c., to prepare Jury Precept, &c.; also various duties under the Electoral Act.

In addition to these Officers there existed, until of late years, an office of Crown Solicitor, which, however, has been dispensed with.

It is obviously impossible for the Attorney-General to attend in his place in Parliament for the purpose of carrying through its various stages the necessary Legislation of the Session, and at the same time attend the Court for the prosecution of Criminals; and it must be equally obvious that the preparation of Bills, previous to the meeting of Parliament, must occupy a large portion of his time: nor must the fact be lost sight of, that as, during the Criminal Sessions, both Judges preside in different Courts at the same time, the presence of two Crown Prosecutors is indispensable. It may be objected on the one hand that the Attorney-General need not necessarily be a member of the Government; and on the other, that temporary assistance might be obtained for the conduct of Criminal business in Court. Yet the advantage to the public of adhering to the practice of entrusting to a Responsible Officer of the Government the duty of watching and of leading the Legislative action of Parliament is manifest; while the expedient of retaining, from time to time, the services of a Barrister to assist the Public Prosecutor, and to render any other temporary aid which the Government might need, appears to us to be one of very doubtful economy.

Inasmuch then as, upon the consideration of the facts set forth, it appears impossible for the Attorney-General to discharge the various duties enumerated, without the assistance of some other well qualified Officer,—an opinion which is abundantly supported by the evidence adduced before the Commission,—we have no hesitation in recommending the maintenance of the office of Solicitor-General.

It remains to be considered how this office can best be made available to relieve the Attorney-General of those labours which press too heavily upon him, and at the same time to increase the efficiency and reduce the expenditure of the Service.

Herein, the first subject that demands our attention is that of the Grand Jury. An opinion has frequently been expressed that the onerous and responsible duties of the Grand Jury, which are in the Mother Country divided between Twenty-four Freeholders, chosen from among the "Gentlemen of the best figure in the County," ought not to be entrusted to one man; and more especially that such a trust ought not to be reposed in a Political Officer. Without stopping to discuss the question whether any real danger to the liberty of the Subject, or the Administration of Justice, is reasonably to be apprehended from a system which has been in operation in this Colony for so many years, it is only necessary to report the result to which the deliberations of the Commission led.

It may not, however, be undesirable to mention a suggestion which was discussed, and which proposed a middle course between the principle of undivided responsibility imposed upon one paid Servant of the Crown, and the more antiquated custom which still prevails in England; namely,—that the functions of Grand Jury should be discharged jointly by the Attorney and Solicitor General associated with a third individual, chosen upon the principle (as far as might be) which guides the selection of Grand Jurors in England.

This expedient, although calculated to meet the objections raised against the supposed danger of undivided responsibility, might in practice prove cumbersome and dilatory; while it must be borne in mind that in England the opinion appears to be gaining ground that the present system of Grand Juries is defective and unsatisfactory.

Upon the whole it appears to us most advisable that the duties of Grand Jury should be entrusted to the Solicitor-General,—that Officer holding his office *quamdiu se bene gesserit*, and not by political tenure.

We next come to a suggestion made by the present Attorney-General; namely,—that the Solicitor-General should also be charged with jurisdiction in Insolvency, and for the recovery of Small Debts (under £30), an arrangement which would obviously effect a considerable saving to the public. With regard to the first portion of this proposal, we entirely concur in the expediency of the arrangement; and being fortified by competent evidence in support of its practicability, we recommend its adoption. With regard to the Small Debts jurisdiction, although the weight of evidence seemed to be in favour of such a consolidation, yet fearful of imposing too many duties upon one Officer, we discussed the propriety of giving to the Municipality of Hobart Town jurisdiction for the Recovery of Debts to the amount of £20, abolishing the Court of Requests by the simple process adopted in 1854, when that Court, as to its higher jurisdiction, was abolished by the 205th clause of the *Common Law Procedure Act*, and leaving creditors for larger sums to their ordinary remedy in the Supreme Court.

To this plan it was objected, that the Mayor and Aldermen cannot be expected to possess the requisite amount of legal knowledge and experience to qualify them to dispose of questions

likely to arise in such suits. But when it is remembered that the Mayor and Aldermen in their capacity of Justices of the Peace are frequently called upon to decide upon questions involving much larger interests, affecting both the property and the liberty of the citizens; that Country Magistrates have for years disposed of plaints for the recovery of all debts below £10; and that at the present time the Recovery of Small Debts is in the country entrusted to Courts of General Sessions without any professional President or Adviser, it does appear that in Hobart Town, where the Members of the Corporation have always professional assistance at hand, such a duty might safely be entrusted to them; and by enacting that the Court should be constituted by the Mayor and not less than *four* Aldermen, the advantage of a Jury would still be retained without imposing that task upon the citizens. We venture further to submit, that as the principle of self-government develops itself, it is expedient that the interests of the citizens should be more and more fully entrusted to those whom they themselves elect; and, as such elections are annual, it is but fair to infer that in exercising their franchise the citizens will always have a due regard to their own interests, and elect those men who are most competent to protect them.

But as, in the opinion of the professional witnesses who favored us with their opinions, the time has not yet arrived for such an experiment, we must at present confine ourselves to the recommendation that the jurisdiction of the Court of Requests for Hobart Town should be confided to the Solicitor-General, as well as that in Insolvency.

Another question of some importance in reference to this Office has engaged our attention; namely, whether the Solicitor-General should be debarred from private practice? And inasmuch as the danger that an Officer of such standing would permit his private practice to impede his public efficiency is small in comparison with the benefits which the public at large derive from having the power of availing themselves of the *best* legal advice, we are of opinion that it is not desirable to debar the Solicitor-General from undertaking such private practice as his public duties might admit of.

#### 9. POLICE.

Having inquired into the working of this Department, we do not feel ourselves in a position to recommend at present any alteration in its constitution, or reduction in the number of the Force. Great reductions have already taken place in this Department, principally arising from the Municipal action taken in many Districts; and the number and cost of the general and detective Police Force will be gradually still further reduced as the period arrives when Municipal Institutions may be expected to become general.

It appears by the evidence before us that the establishment of a Police Station for the supervision and protection of the Lake Country has been strongly urged upon the Government by landholders and occupiers of Crown Land; and as a continuance of the extensive depredations that have been committed upon the flocks there appears likely to tend to the serious detriment of the Land Revenue, by compelling many of the present occupiers to throw up their leases, the Commissioners consider it desirable that provision be made for carrying out this object.

The attention of the Commission has been directed towards the prospective state of this Department, when all the Districts in the Colony shall have taken Municipal action. We are of opinion that the management of the Police, so far as regards the suppression of crime, may be effectually carried out by the different Municipal Bodies, if due care is exercised in the appointment of efficient persons as Superintendents of Police. The continuance of central supervision in the person of the Inspector of Police will at all times be essential; and the Commission recommend the adoption of a suggestion that has been made to them, that power should be given to the Inspector of Police, by legislative enactment, to concentrate the force of different Municipal Districts on one point, if necessary, in case of emergency.

When the time above alluded to arrives, it does not appear that any official staff will then be required, and the duty can be carried on by the Inspector of Police with occasional clerical assistance.

#### 10. IMMIGRATION DEPARTMENT.

This Department is placed under the management of a Board appointed by Your Excellency, consisting of five gentlemen, of whom the Colonial Secretary is Chairman.

The functions of the Board, as defined by the *Immigration Act*, 19 Vict. No. 18, are:—

“To take cognisance of all matters respecting Immigration, such as making Rules and Regulations, issuing of Bounty Tickets, appointing the Officers necessary for carrying on the work of the Department, and the issuing of Debentures for raising the necessary funds, and as a Board of Arbitration for the settlement of all disputes arising from any source whatever connected with the Department.”

The Officers in the Department are, an Immigration Agent at Hobart Town with a salary of £250 per annum, an Agent at Launceston with a salary of £100, and a Secretary at Hobart Town with £50 per annum.

The duties of the Immigration Agent at Hobart Town are as follows:—

To issue Bounty Tickets sanctioned by the Board of Immigration; to assist Immigrants on their arrival in obtaining employment, or to aid them in reaching their friends; to grant certificates for payment of passage money; to collect debts due to the Board, and to prevent, when possible, the departure from the Colony of Immigrants who may be indebted to the Board.

So long as a large number of Immigrants were brought to the Colony at the expense of the Government every year, the duties of the Immigration Agent were sufficient to occupy the whole of his time. The Government having, however, stopped the issue of Bounty Tickets, the influx of Immigrants of the class referred to, which has already been greatly reduced, must cease altogether as soon as those Immigrants, about 150 in number, for whom tickets have been sent home arrive in the Colony. The majority, if not the whole, of these Immigrants are expected here during the current year; and by the end of the year the duties of the Immigration Agent must of necessity be reduced to a very narrow compass.

We are, therefore, of opinion that the office of Immigration Agent in Hobart Town may be abolished at the beginning of next year without detriment to the Public Service; and that the duties, which will then be trifling, be devolved upon the Secretary of the Immigration Board, or upon some other Officer who may have more time at his disposal.

## 11. SHERIFF'S DEPARTMENT.

We have examined into the nature and extent of the duties performed by the various Officers attached to this Department; and we have also had the benefit of information afforded to us by the Sheriff.

We find that the Staff of the Sheriff's Office consists of:—

An Under-Sheriff with a Salary of .....	£ 450
whose duties embrace the General Management of the Department, and attendance upon the Courts.	
A Chief Clerk with a Salary of .....	280
who conducts the Correspondence of the Office, enters Writs, makes out Returns, Warrants, Accounts, &c., and attends the Courts as occasion may require.	
A Junior Clerk at 5s. per diem .....	91
A Bailiff at a Salary of .....	150
A Messenger receiving a Salary of .....	80
	<hr/>
	£1051
	<hr/>

The principal Officers employed in this Department are very old Public Servants, and we are unable to make any suggestions which would have the effect of securing any present improvement in the mode of conducting the business of this Department. But whenever circumstances may render a remodelling of the Department practicable, we believe that the following Office Staff would be found adequate to the duties required:—

An Under-Sheriff at a Salary of .....	£ 300
One Clerk .....	100
One Bailiff .....	150
One Messenger .....	80
	<hr/>
	£630
	<hr/>

whereby a saving of £420 would be effected.

## 12. OFFICE OF STORES.

We have examined into this Department, and see no reason to recommend any alteration of the existing arrangements.

## 13. GOVERNMENT PRINTING OFFICE.

1. Inasmuch as the working of the Government necessarily involves the printing of innumerable documents, many of which must be executed with great rapidity, it appears incontestable that, to secure that rapidity with the accuracy which is equally essential, the printing of public documents must be executed under the immediate supervision and control of the Government,—an object which cannot be attained at a private and independent printing office.

2. The *economy* of maintaining a Government Printing Office is placed beyond all doubt by the evidence adduced before the Commission,—if evidence upon such a point were necessary. The average annual cost of the Printing at the Government Office may be taken at about £4000; whereas it appears, from reliable testimony, that the same amount of Printing, if executed by Contract, would cost the Public at least £5000 or £6000 *more*. It is also worthy of consideration, that the Government is in possession of materials necessary for maintaining a Printing Office, which has been brought to a condition of great efficiency by the Officers who have been employed in it since its original establishment,—a period of twenty-four years. It is admitted on all hands that the manner in which the Printing has there been executed is highly satisfactory, both in point of accuracy and despatch; indeed, the style of the work is of a character which reflects the greatest credit on the Officers.

3. Although it is clear that the Printing at this Office is executed at a cost considerably below that which the contract system (if that system were practicable) would entail, yet it appears that some reduction can be effected in the present cost of the Establishment.

The Government Printer now receives—

	£
Salary .....	500
House Allowance .....	100
Rent of Office .....	150

750

The Overseer receives a Salary of ..... 400

Total.....£1150

The payment of £150 annually as rent for the wretched premises hitherto occupied as a Printing Office is an abuse which was noticed by the Commissioners of 1857, and which demands immediate correction: these premises are so confined as to preclude the possibility of the Compositors being supplied with those appliances which are necessary to the economical and expeditious execution of their work, while the light admitted is insufficient, and the atmosphere calculated to prove injurious to their health. It is believed that, at a much lower rental, premises could be procured affording such accommodation as would materially facilitate the operations to be carried on, thereby effecting a further saving of time, labour, and money.

4. The evidence adduced before the Commission leads to the conclusion that, for an efficient Printer and Overseer, whose time and attention should be devoted exclusively to the duties of the Printing Office, fair salaries would be £400 and £250 respectively; and as the emoluments now enjoyed by those two Officers amount to £1000, a saving of £350 per annum would thus be effected.

5. It appears that a further saving might be effected by the employment of Apprentices.

6. We are therefore of opinion,—

(1). That a Government Printing Office should be maintained as a subordinate branch of the Colonial Secretary's or the Colonial Treasurer's Department.

(2.) That suitable premises for the Printing Office should be procured without delay, either by building, purchase, or payment of a fair rental.

(3.) That, upon any remodelling of the Printing Establishment, the Salaries of the Printer and Overseer should be £400 and £250 respectively.

(4.) That the system of employing Apprentices should, if practicable, be adopted.

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Having thus examined each Department in detail, we proceed to offer some general observations upon the Civil Service as now constituted.

It needs no argument to show that in order to carry on the Government of any community, however small, some Administrative Establishment is indispensable; and that one of the principal duties of the Executive is to construct and maintain that Establishment upon the most effective footing, and, at the same time, at the smallest cost consistent with efficiency. But cheapness is not always economy: real economy in maintaining a Civil Service consists not in smallness of salaries, but in smallness of numbers.

The aim should be to secure the services of the best men—men whose integrity and industry, as well as their ability, may be relied upon. These qualities will enable the Government to maintain its Departments with the smallest number of Officers, and, consequently, at the smallest cost; but these qualities can only be secured by offering in exchange equivalent advantages to those who may devote themselves to the Service. In new countries especially there are so many fields open for the exercise of industry with fairer prospects of profit than can be offered in a Civil Service, which, while it occupies the whole time of its members, is necessarily conducted upon the most economical scale; that, in order to secure a Staff of able and trustworthy Officers, it is indispensable that some inducements should be offered sufficient to weigh against the greater and more rapid gains of the Professions or Commercial and other speculative pursuits. These may be looked for in the importance of the Civil Service, its fixity of tenure, and the provision which it has always been the policy of wise Governments to make for its old and superannuated Servants.

So far as our limited time would admit, we have inquired into the state of the Public Service with an earnest desire to devise any possible improvements in the existing Establishments which might assist the Government in attaining the two great objects of efficiency and economy. Whether or not these Establishments have been framed upon the soundest principles is a question which may admit of discussion, and to which we will presently revert; but we are enabled to report that the Heads of Departments appear to have aimed at keeping each within the narrowest limits compatible with efficiency, and results seem to show that their efforts have not been unsuccessful. We found this opinion upon the following facts:—

It is a self-evident axiom that to maintain the necessary Departments of Government for a small community is much more expensive in relation to Population and Revenue than in a large country; for instance, the new Colony of Queensland, with a population of about 30,000 inhabitants, expends in the various branches of the Public Service an annual sum of no less than £308,000, or £10 5s. 6d. for each member of the community.

Victoria, with a population of 540,000 inhabitants, expends for the same purpose an annual sum of nearly Three millions and a quarter, or very close upon £6 for each inhabitant; and New South Wales, with a population of 358,278 inhabitants, expends very nearly Two millions, or £5 10s. 2d. per head. It is no valid objection to urge that those wealthy Colonies can afford this large expenditure. Such an argument only implies a charge of mal-administration: for the Revenue of a State differs from the income of an individual in this particular, that whereas the individual enjoys the proceeds of his industry or capital without restriction or responsibility, the Government of a State is merely the Trustee for the assessment and expenditure of individual contributions; and so soon as the Revenue exceeds the amount absolutely required for carrying on the machinery of Government, it becomes the duty of such Trustee to reduce the scale of those contributions, or, in other words, to lighten the burdens of the people.

We are, therefore, fairly entitled to compare with the elements just cited the Public Expenditure of this Colony; and we find that comparison very favorable to us,—for, with so small a population as 90,000, the Government of this Colony is carried on more economically than that of any of the Australian Colonies.

The expenditure for the year 1862 is estimated at £280,000, which amounts to no more than £3 2s. 2½d. for each inhabitant, considerably less in proportion than even that of South Australia, whose establishments are admitted to have been maintained upon an extremely economical footing: for we find that the population of that Colony is 126,000, and its expenditure amounts to £482,950, or £3 16s. 5d. per head.

Again, in comparing the present Staff with that maintained nine or ten years back, we find evident indications of the efforts made to reduce the number of *employés*. Thus, taking the first Departments which appear on the list, in the Houses of Parliament, although the business of the Legislature has greatly increased, there has been a reduction of four Officers, with a corresponding saving of £700 or £800 per annum, with a further prospective reduction of £300 per annum. In the Colonial Secretary's Department the Staff has been reduced since 1854 from nine to six, and the expenditure in fixed salaries from £2690 to £2180. In the Customs, Hobart Town, the Staff has been diminished from twenty-seven to seventeen, and the expenditure in fixed salaries from £4465 to £3480; and so on. And here it may be permitted to notice the cost of Collecting the

Revenue. We find from a Parliamentary Return, recently published, that the Revenue derived from Customs in the United Kingdom amounts to £23,278,250, which is collected at a cost of £4 6s. 3d. per cent. The Customs Revenue of Tasmania amounted last year to £130,820, which was collected at a cost of £5 15s. 10½d.\*

That there has, nevertheless, been a considerable increase in the total expenditure of Government during the last 15 years, cannot be denied. But the important changes which have taken place during that period, and the radical reform of our Institutions, afford a very intelligible explanation of that increase. Thus, we find that in 1848, with a population of 70,000, the Colonial expenditure amounted to no more than £147,360 or £2 2s. per head. But at that period a large Imperial establishment was kept up in the Colony, at an expense of upwards of a quarter of a Million, which relieved the Local Government, in most of its Departments, to a very considerable extent.

In 1851 commenced the reduction of the Imperial establishments consequent on the cessation of Transportation, and the Local expenditure, as a necessary consequence, commenced immediately to increase. Accordingly, in 1852 we find the expenditure amounted to £172,688, or £2 9s 2d. per head; and in the following year, when the influence of the gold discoveries was beginning to be felt, the expenditure had already risen to £227,361, or £3 4s. 10d. per head; and finally, in 1856, it reached the large amount of £440,687, or £5 1s. 2d. per head.

From that period steady efforts appear to have been made for reduction, with the success which we have indicated; and although the total expenditure is still larger then it was under the old system, a cursory glance at the items which swell this amount will explain why the reduction has not been more sensibly felt in the general results. Since 1852 there is an increase in the expenditure for—

	£
Charitable Institutions, of.....	27,000
Education .....	9,076
Convict Discipline.....	11,500
Conveyance of Mails.....	9,570
Enlargement of Postal Communication.....	1,340
Surveys of Land .....	5,000
Printing.....	4,000
Transfer from Imperial to Colonial Funds of one moiety of the Governor's salary .....	2,000
A second Legislative Chamber.....	1,840
<b>TOTAL.....</b>	<b>£61,326</b>
To which may be added the cost of a new Department, the Lands' Titles.....	1,481
	<b>£62,807†</b>

		Tasmania.
* NOTE.—Population of United Kingdom for 1860 and 1861.....	29,840,252 .....	90,000
Revenue.....	£70,569,998 .....	£280,000
Individual contribution.....	£2 8s. 1½d. ....	£3 2s. 2½d.
Cost of collection .....	£6 10s. per cent.	

† NOTE.—The amount paid in Salaries is as follows :—

	£
The Legislature.....	3,611
Colonial Secretary's Department.....	2,855
Colonial Treasurer's Department.....	2,910
Audit Department .....	1,970
Customs.....	6,440
Post Office .....	5,216
Stores Department .....	470
Registry of Births, &c. ....	280
Public Works Department.....	800
Telegraph Department.....	980
Health Officer .....	200
The Judges.....	2,700
Supreme Court.....	1,800
Law Officers.....	2,090
Registry of Deeds.....	400
Sheriff's Department.....	1,752
Insolvent and Court of Requests.....	2,110
Survey Department.....	5,004
<b>TOTAL.....</b>	<b>£42,568</b>

In the Appendix will be found full explanations of the details which give rise to increase in some of the Departments. On the other hand, in the Judicial and Legal Departments there appears a decrease of £2026.

With regard, however, to the bulk of the Civil Service, an "Adjustment of Salaries" was made in 1856, the prudence of which may be questioned. It appears to have had the effect of raising the total Fixed Expenditure beyond the level which was absolutely necessary. To comprehend the working of that "Adjustment," it must be premised that, in 1851, a scheme of Classification was prepared and adopted which divided the subordinate Officers of the Civil Service into Four Classes, with the following Scale of Salaries:—First, £200, increasing to £260; Second, £150, increasing to £180; Third, £100, increasing to £140; Fourth, from £50 to £100. This Scheme also included a system of periodical additions, which, however, was not adopted in practice.

When the Gold discoveries were found to produce so material a depreciation in the value of money, the salaries of all Public Officers were supplemented by an allowance, varying in a certain inverse proportion to the annual fixed amount of salary: thus, while a salary of £1000 a year was increased to £1430, those of £500 were increased to £755, and those of £100 were increased to £200.

But in 1856, when the value of money was assumed to have again approached its normal level, those allowances were withdrawn, and the "Adjustment" to which we have adverted was promulgated. The principle upon which this adjustment was made was to leave all salaries at and above £400 at the amount at which they stood before the Gold derangement, and to fix smaller salaries at a much higher rate than before. Thus the Four Classes of Clerks and subordinate Officers were fixed upon the following scale:—First, £280, increasing to £400; Second, £180, increasing to £280; Third, £120, increasing to £180; Fourth, £100.

Such an adjustment was calculated to disturb the equilibrium of the Service; for while the Superior Officers, those upon whom rested the responsibility of conducting the business of the Government, and of controlling the labours of the subordinate Officers, were reduced to the original scale, and in some cases even below it, the subordinates were, in some cases, left in the full enjoyment of the Gold allowance, and in all remunerated at a rate which was considerably higher than the original scale. For instance, in the three Departments which have been referred to in illustration—the salary of the Colonial Secretary was formerly £1200, whereas it is now £900; but the second and third Clerks, who formerly received £180 and £170 respectively, are now rated at £280 each.

The fixed salary of the Collector of Customs was £800,—it is now reduced to £600; but the salaries of the Landing Waiters, which were formerly £220, £200, £175, and £150, are now fixed in the Estimates at £400, £400, and £350.

Such an adjustment, while in reference to the Revenue it appears to have been costly, could scarcely fail to produce an effect detrimental to the internal working of each Department affected. Accordingly we find one Officer who has been examined before the Commission (the Government Printer) expressing his opinion that, in the case of his immediate subordinate, a valuable and efficient public servant, the salary being unnecessarily advanced had the effect of impairing the relations which should subsist between the chief and his subordinate. The salary in question (Overseer) had been originally fixed at £200, and by length of service had, in 1856, risen to £240,—but the "Adjustment" suddenly and arbitrarily fixed the salary at £400.

Classification is undoubtedly a wise and useful principle, inasmuch as it affords a ready mode of adjusting the staff of each Department, and it presents to *employés* an incentive to continued exertion. But this principle must be carried out according to judicious and uniform rules; no advancement or increase of Salary being granted except on the Certificate of the Head of the Department.

While, however, making these observations, we desire, most emphatically, to express our recognition of the importance of stability and certainty in the Civil Service. Nothing is more detrimental to that Service, or tends more to impair the usefulness of its Members, than the annual dread of change, prompting to those solicitations to Members of the Legislature which must be as irksome to the latter as they are degrading to the Civil Servants. For this reason, the mode of submitting the Estimates in the House of Commons appears to us preferable to that adopted in the Legislature of this Colony; namely, to submit a gross amount for each Department, leaving it for individual Members to move special Amendments upon Notice previously given.

This practice would relieve Ministers of some of the unnecessary labour of discussing in Parliament each detail of official machinery, which cannot fail to encourage debates of an individual and personal character, when the decision of Parliament should be arrived at on broad and general principles; and it would tend to obviate that state of annual excitement and uncertainty among the Civil Servants so detrimental to the free and steady discharge of their duties.

When once a Department has been constituted upon a judicious basis, it is to the interest of the public that each Officer, satisfied as to the fixity of his tenure of office, and as to his prospect of advancement according to certain fixed rules, and in proportion to his own merits and exertions, should be permitted freely to devote his energies to the discharge of his duties, undisturbed by the annual dread of change according to the fluctuations of any particular branch of the Revenue. By liberality, justice, and stability alone can the Executive expect to attract into the Public Service the best men; and to maintain, as is most desirable, a body of permanent Officers, not only competent to discharge the duties of mere routine required of them, but possessing sufficient independence, character, ability, and experience, to be able to render useful advice and aid to those who may be set over them, and ready to undertake the higher and more responsible offices as vacancies occur.

On the subject of Office-hours we are not prepared to recommend any change; because we believe that where a zealous Officer finds the usual period allotted to the duties of his office insufficient, he will not restrict himself to the precise limit indicated by the clock, and this belief is supported by the evidence we have received; whereas, to one of indolent habits, indifferent to the interests committed to him, the imposition of additional hours will be looked upon as a grievance to be resisted or evaded.

We have the honor to be,

Your Excellency's most obedient humble Servants,

JAMES WHYTE, *Chairman.*

CHARLES MEREDITH.

JAMES MILNE WILSON.

WM. CARTER.

ROBERT WALKER.

FR. HARTWELL HENSLOWE.

C. M. MAXWELL.

JOS. PENNY.

I do not agree, in some important points, with the Report on Charitable Institutions.

The Queen's Asylum, the Hospital, and the Invalid Depôt are stated to cost the Colony £22,000 per annum; and the Report further states, that "it is a novel experiment to depute to a body of individuals the administration of Public Funds the raising of which involves them in no responsibility." If it is meant by this remark that the Boards, which ostensibly manage the Institutions above named, have had the control of the money voted annually by Parliament for the support of these Establishments, then I believe the remark is not founded on fact, at least so far as relates to the Boards of the Hospital and Invalid Depôt. Since these Boards were first appointed in 1860, the Government has not only "watched over the Expenditure with a jealous eye," but has kept the control of all Expenditure entirely in its own hands.

With regard to the cost of the Hospital in 1860 and 1861, stated to be respectively £54 0s. 7d. and £60 11s. 10d. for each patient, I apprehend there must be some mistake, because the Hospital Board in their Annual Report give the cost per head for 1861 as £48 9s. 8½d. Perhaps the discrepancy can be explained.

I also object to the comparison drawn between the cost of maintaining Paupers in Ireland and the cost of Invalids at the Brickfield Depôt, as well as to the conclusion arrived at, that this comparison "suggests the desirability of a more searching enquiry into the working of this Establishment." I think it would have been more reasonable to contrast the cost of Invalids at the Depôt with that of Invalids in similar Institutions in the neighbouring Colonies; and, if that had been done, the comparison would not have been unfavorable to this Colony. For example, last year each Invalid at the Depôt cost £18 8s. 0d., while the cost was in—

	£	s.	d.
Melbourne .....	21	16	1
Castlemaine .....	23	14	5
Ballaarat .....	29	3	8
Sandhurst .....	32	0	0

I, however, so far agree with the Report as to say that, unless the Boards referred to are established by law, their powers and duties clearly defined, it would be better to abolish them altogether, than to continue them as at present constituted.

C. M. MAXWELL.