

1909.  
NEW ZEALAND.

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EDUCATION:  
SPECIAL SCHOOLS, AND INFANT LIFE PROTECTION.

[In continuation of E.-3 and E.-4, 1908.]

*Presented to both Houses of the General Assembly by Command of His Excellency.*

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EXTRACT FROM THE THIRTY-SECOND ANNUAL REPORT OF THE  
MINISTER OF EDUCATION.

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SPECIAL SCHOOLS : AFFLICTED AND DEPENDENT CHILDREN.

The Education Act requires that deaf, blind, feeble-minded, and epileptic children between the ages of seven and sixteen years shall be under efficient and suitable instruction. The institutions in New Zealand that exist for the purpose of educating children so afflicted are the School for the Deaf at Sumner, the Special School for mentally backward boys at Otekaike, North Otago—both of which are maintained by the Government—and the Jubilee Institute for the Blind at Auckland, which is administered by a Board of nine Trustees, four of whom are nominated by the Government, and five by the subscribers to the funds of the Institute. The Trustees are required by law to admit children of the compulsory school age who are nominated by the Minister of Education, payment from Government funds being at the rate of £25 per annum for each child. The Government also pays for the tuition of certain adults at the rate of £15 for the first year and £10 for the second, but in these cases makes no allowance for their maintenance.

At the end of the year the total number under training in these three institutions was 119, and the net sum expended out of Government funds during the year in connection with them was £18,194 7s. 3d.; but of this amount £12,560 12s. 2d. represents non-recurring expenditure, £9,401 16s. being accounted for in the purchase of land, buildings, equipment, and other inaugural expenses in connection with the Special School for Boys at Otekaike; also a grant of £3,000 was made towards new buildings for the Jubilee Institute for the Blind; and to complete the contract for laying out the grounds of the School for the Deaf at Sumner a sum of £158 16s. 2d. was paid.

It is a matter for satisfaction that the training given in these three schools follows closely the lines upon which the most modern systems in European and American schools are being developed.

A question for serious consideration is whether it would not be advisable to extend the period of instruction for these afflicted young people, making it begin at six years and continue to twenty-one years, unless satisfactory evidence were forthcoming either that the pupil was physically or mentally unfit to pursue the course of instruction, or that he had reached such a standard of efficiency in some art, handicraft, or calling as to enable him to maintain himself without further assistance.

*School for the Deaf.*

Roll number when work was resumed after the summer vacation	..	..	82
Pupils admitted later in the year	..	..	4
Number who left the institution	..	..	2
Deaths	..	..	2

Thus the number at the close of the year was 82, of whom 23 had entered during the year. The teaching staff, including the Director, numbers 10, there being 4 female teachers. Another male teacher has been appointed as from the commencement of the school year now current. This staff, as compared with that of an ordinary school, seems very large; but it must be remembered that it is only by the closest individual attention that deaf pupils can receive efficient tuition—in fact, there should, if possible, be not more than six or eight pupils allotted to each teacher.

The school work of the latter part of the year was interfered with by a widespread epidemic of measles, and in two cases pneumonia supervened, one of these terminating in the death of a boy. The other death was that of a little Maori girl from the far North, who was not in good health when admitted, and who died very soon after from a tumour on the brain.

The school course has followed on the lines of previous years, the articulation method being used solely. Besides the strictly scholastic work, the boys have had regular training in elementary woodwork and gardening; and the older boys have learned to milk. The girls who were old enough received regular practical domestic training, including cooking, laundry-work, dressmaking, and sewing. For the younger children kindergarten methods are employed. The Department cordially acknowledges the enthusiasm of the Director and his staff, professional and domestic, in their exacting task of training and caring for the children; their success is apparent when it is known that the number of former pupils who are not occupying honourable and useful positions in the community is very small. Had such an education not been given them nearly all these former pupils who are now useful members of society would have been dependent either upon their friends or upon charitable funds for their subsistence. Undoubtedly the expense incurred by the country in the education of the deaf results in a material gain.

In connection with the subject of providing suitable occupations for the deaf, the following extract from the report of the Inspector-General of Schools upon his investigation of schemes of education in Europe and America is valuable:—

“In Ontario, Canada, through the sympathetic co-operation of the Postmaster-General, a new sphere of employment has been found for the deaf. A certain number of deaf persons, trained in oral speech, have been during the last two or three years engaged as sorters or otherwise in the General Post Office, and they have given such satisfaction to the authorities that the latter have asked for more persons so trained. Perhaps something might be done in this way in New Zealand, especially for deaf persons not suited for farm life.”

The gross cost of the school for the year was £4,908 8s. 3d., made up as follows:—

	£	s.	d.
Salaries of Director and teachers	1,858	8	8
„ Matron and servants	953	14	0
Housekeeping	1,101	19	1
Travelling-expenses (including transit of pupils)	190	9	0
School material	4	11	8
Clothing	40	11	1
Medical attendance and medicines	100	12	9
Water-supply	63	5	0
Boarding-out of pupils	23	0	0
General maintenance of buildings and furniture	291	11	10
Laying-out of grounds	158	16	2
Sundries	121	9	0
Amount collected from parents by way of maintenance contributions	694	9	8
Sundry other recoveries	24	8	10
Net expenditure on the institution	4,189	9	9

During the year a careful review was made of these parental contributions, and the result was an increase of 30 per cent. in the rates of payment, as against an increase of 13 per cent. in the number of pupils. The Department availed itself of

the assistance of several Stipendiary Magistrates in determining what rates should be fixed, and it is felt that, while the cost of the institution is thus reduced, no undue hardship has been laid upon the children's relatives. The Department acknowledges its obligation to the Magistrates for the trouble taken by them in this respect.

#### *Jubilee Institute for the Blind.*

Although this is not a Government institution, it yet forms an integral section of the educational system of New Zealand, and it is therefore fitting that some account of its work should be given annually in the general report on the state of education in the Dominion.

The new buildings and outdoor equipment are now complete, and they are excellently adapted to the training of the blind according to modern methods. There is every indication that the school is pursuing a course that will lead to most satisfactory results.

At the end of 1907 the Government was paying for

18 pupils between the ages of seven and sixteen years,

7

"

sixteen and twenty-one years,

and also for the tuition of 3 adults.

At the close of last year the numbers were—

21 pupils between the ages of seven and sixteen years,

8

"

sixteen and twenty-one years,

and for the tuition of 4 adults.

Total paid for, 33.

The expenditure by the Government in way of fees for pupils at the school amounted to £648 5s. 9d for the year 1907. For 1908 it was £705 5s. 5d. The amount of parental contributions was £154 17s. 3d., an increase of £10 17s. In addition to this expenditure by the Education Department it is to be noted that a sum of £1,388 12s. 5d. was paid during the year by the Department of Charitable Aid as subsidies at the rate of 24s. in the pound on voluntary contributions towards the funds of the Institute.

Details of the administration of the Jubilee Institute are given in the annual report of the Trustees for the year ending 31st March, 1909.

#### *Special School for Boys, Otekaike.*

This school has now been established. Its mission is to educate and train boys who, while unable, owing to mental feebleness, to derive due benefit from the ordinary school course, are yet capable of improvement by special education—sufficient in some cases to enable them to earn their living independently; in others, with assistance, to maintain themselves by following some occupation in the outside world in circumstances where due allowance will be made for their infirmity, or at the school in work that will be reproductive enough to cover, or partly cover, the cost of their maintenance.

The Principal, Mr. George Benstead, was selected in London for the position by the High Commissioner for the Dominion, the Inspector-General of Schools, who was then at Home, and Dr. Shuttleworth, a distinguished specialist in mental diseases.

Mr. Benstead took up his residence at Otekaike in April, 1908, and immediately entered upon the work of organizing the institution. For several reasons it was thought advisable, however, not to admit any pupils until spring was well advanced; and then, following the example of other countries, to take only a very few to begin with. Thus, at the end of the year there were only 4 boys in residence.

The present arrangements will not permit of the accommodation of more than about twenty-two; but the completion of the cottage home for special cases and other buildings now in course of construction will provide for nearly seventy. It is evident that the number of cases where training of this kind is necessary is large, for, although no systematic canvass has yet been made, there are many applications for admission. For the time being it has been decided to give preference to applicants of the compulsory school age—between seven and sixteen years.

*Children under State Guardianship.*

In accordance with a recent decision, the schools which, under the provisions of the Industrial Schools Act, deal with neglected and delinquent children, are regarded as "special schools."

The system dealing with this class of children is divided into two sections, "Government schools," which are wholly maintained by funds appropriated by Parliament, and "private schools," which are supported partly by private funds and partly by capitation paid either by the Government, or by Charitable Aid Boards in the case of those children who are admitted by reason of destitution. These latter are Roman Catholic institutions. It is the policy, as far as children under the control of the Government schools are concerned, to avoid congregating them in institutions; and therefore, whenever the age, temperament, and other conditions will allow, all children are placed in foster-homes. This system, which is the best attainable substitute for a child's true home and natural parents, is coming more and more into favour. An evidence of this is to be found in the "Letter to the President of the United States embodying the Conclusions of the Conference on the Care of Dependent Children held by Invitation of the President in Washington" in January of the present year. In this report the principle of boarding out is stated thus:—

"As to the children who, for sufficient reasons, must be removed from their own homes, or who have no homes, it is desirable that, if normal in mind and body, and not requiring special training, they should be cared for in families whenever practicable. The carefully selected foster-home is for the normal child the best substitute for the natural home. Such homes should be selected by a most careful process of investigation, carried on by skilled agents, through personal investigation, and with due regard to the religious faith of the child. After children are placed in homes, adequate visitation, with careful consideration of the physical, mental, moral, and spiritual training and development of each child, on the part of the responsible home-finding agency, is essential." This "letter," as far as it touches the operations of the New Zealand system, expresses very exactly the principles which guide the Education Department in its administration. It has therefore been thought advisable to reprint it for general information.

The boarding-out system has its limitations, however, and unless these are clearly recognised, and provision made otherwise for young people who need special handling, much harm may be done not only to the children themselves through lack of the expert care and training suited to their needs, but also to those with whom they associate at the ordinary elementary schools or elsewhere. Therefore, the selection of the child, as well as the selection of the foster-home, is a matter of the utmost importance.

In consequence of an adverse representation made by a society for the promotion of the welfare of children, the Department invited its officers, who are or who have been concerned with the boarding-out of children, to give candid expression to their views as to whether this system is right in principle, and, if so, in what directions its administration can be improved on. Their views constitute a weighty argument in favour both of the principle and of its operation.

The private industrial schools, except for infants belonging to one school, have not yet seen their way to adopt the boarding-out system; and, though the Department is convinced that the "institution plan" does not give opportunities for the natural development of children to the same extent as boarding out, yet there is very strong evidence of the tender and efficient care given to the children by the Sisters who administer these schools.

Of the three Government schools which have in residence children who, although not of vicious tendencies, yet need control of a kind that the foster-home does not as a rule afford, two are for girls, and have on the average about 30 in residence, and one, the Boys' Training Farm, has about 160 boys, of whom about 80 of those who are suitable are provided for in a group of four cottage homes.

At both the girls' and boys' reformatories—Burnham and Te Oranga Home—the classification is being further extended by the erection of buildings specially designed for the training of older inmates, whose characteristics are such as to make it necessary to segregate them completely from those of better disposition. Here

these special cases will receive the individual treatment that their abnormal tendencies call for ; and it is hoped gradually to evolve methods which, while kindly, and recognising moral infirmities, will go in the direction of making the inmates regard themselves as clearly responsible for their actions, and of teaching them that upon their efforts to improve themselves their opportunities of promotion to a higher grade will depend. Any course that would lead to their regarding themselves as “ patients ” whose sickness was beyond their own power to heal would be fatal to reform.

As the law stands at present, control of industrial-school inmates may be retained until they arrive at twenty-one years of age. In the great majority of cases it is found unnecessary to exercise supervision for so long, but unfortunately there are a few who even at that age are quite unfit to take their place in society with any reasonable hope of their succeeding in life or, in some cases, of their refraining from committing crime. The problem of providing effectively and humanely for such cases is one of great difficulty ; but, in view of the far-reaching consequences of their going into the world without restraint, as at present, it is necessary to attempt to find some practical means of dealing with them. Therefore it is suggested that a Magistrate, on the application of the Manager of the school in which such an inmate is detained, should be empowered, after the appointment of counsel for the inmate at the expense of the Crown, to hear evidence, and, on being satisfied that the case is not one to which the ordinary provisions as to termination of control at twenty-one years should apply, to make an order extending the period of detention to twenty-five years of age ; and, if necessary at the termination of that period, a further extension could be obtained by similar procedure. The power of the Governor to discharge an inmate at any time, and of the Minister to place him out from the school on probation, should apply in the same way as in the case of an ordinary inmate of an industrial school who is under twenty-one years.

During 1908 the numbers under the control of all the industrial schools rose from 2,151 to 2,263. Of the latter number, 420 were in residence at Government schools, and 372 in the private (Roman Catholic) schools. The remaining 1,471 were non-resident, 731 being boarded out with foster-parents, and 740 being at service, with friends on probation, &c.

TABLE H.—INMATES, 1907 AND 1908.

	Boarded out.				In Residence.				At Service, &c.				Totals.			
	Dec., 1907.	Increase.	Decrease.	Dec., 1908.	Dec., 1907.	Increase.	Decrease.	Dec., 1908.	Dec., 1907.	Increase.	Decrease.	Dec., 1908.	Dec., 1907.	Increase.	Decrease.	Dec., 1908.
Government Schools—																
Auckland (Mount Albert)	74	8	..	82	29	4	..	33	55	9	..	64	158	21	..	179
Boys' Training Farm, Wairarapa	15	..	6	9	148	11	..	159	124	..	6	118	287	..	1	286
Receiving Home, Wellington	247	28	..	275	11	..	5	6	56	7	..	63	314	30	..	344
Te Oranga Home, Christchurch	..	..	..	..	55	..	1	54	31	..	3	28	86	..	4	82
Receiving Home, Christchurch	174	15	..	189	14	..	6	8	91	..	9	82	279	..	..	279
Burnham .. ..	5	..	2	3	107	17	..	124	114	2	..	116	226	17	..	243
Caversham .. ..	171	..	5	166	28	8	..	36	83	11	..	94	282	14	..	296
Private Schools—																
St. Mary's, Auckland ..	..	..	..	..	106	19	..	125	41	8	..	49	147	27	..	174
St. Joseph's, Wellington ..	..	..	..	..	23	14	..	37	26	..	6	20	49	8	..	57
St. Mary's, Nelson ..	1	..	1	..	158	8	..	166	103	..	11	92	262	..	4	258
St. Vincent de Paul's, Dunedin	8	..	1	7	42	2	..	44	11	3	..	14	61	4	..	65
Totals .. ..	695	51	15	731	721	83	12	792	735	40	35	740	2,151	121	9	2,263

Number of children on the books at the end of the year whose maintenance

was a charge against the public funds	..	..	..	..	1,557
Increase on the total for the preceding year	..	..	..	..	116
Boarded out from Government schools	..	..	..	..	718
Boarded out from private schools	..	..	..	..	7
Number resident at schools	..	..	..	..	792

The balance of the number maintained was accounted for as follows:—

Girls in various corrective institutions..	9
In orphanages (1 boy and 3 girls)	4
In Costley Training Institution, Auckland (boys)	11
In hospital (2 boys and 1 girl)	3
In mental hospitals (2 girls and 9 boys)	11
At the School for the Deaf	1
At the Special School for Feeble-minded Boys, Otekaieke	1
Amount of parental contributions	£5,604 6 7
Rate per head of parental contributions for the 1,557 maintained (approximate)	3 12 0

This rate is very satisfactory when it is compared with the results attained in other countries.

The total net expenditure by the Government in connection with all schools for the year was	£33,655 8 10
Increase on the cost for 1907	1,103 1 1
Amount paid for new buildings and works	6,328 2 2
Net outlay for maintenance of Government establishments, including cost of boarding out	24,534 14 0
Government expenditure on account of private schools	2,516 8 1
For special cases provided for at institutions not under the Industrial Schools Act	276 4 7
Total recoveries from all sources amounted to	14,737 19 4
Payments by Charitable Aid Boards for maintenance of children who came into schools owing to indigence (included in the total sum recovered)	8,376 7 8
Number of children at the end of the year belonging to Government schools who were so paid for	542
The number maintained at the expense of Charitable Aid Boards at private industrial schools was	152
The amount paid by the Charitable Aid Boards on account of children sent to the private schools as indigent is not stated here, as the managers of these schools make their claims upon the Boards without reference to the Education Department.	

TABLE H1.—EXPENDITURE ON GOVERNMENT SCHOOLS, 1908.

Government Schools.	Cost of School, including Buildings and other Works.	Boarding out. (Included in first column.)	Salaries. (Included in first column.)	New Buildings and other Works. (Included in first column.)	Recoveries.	Net Cost.
	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Auckland ..	2,831 19 1	1,418 13 3	486 18 3	..	1,128 9 0	1,703 10 1
Boys' Training Farm, Weraroa	8,671 12 10	216 4 11	2,072 5 5	810 1 3	1,926 6 6	6,745 6 4
Receiving Home, Wellington	6,742 3 7	4,659 2 5	621 12 6	145 4 0	3,919 5 11	2,822 17 8
Te Oranga Home ..	5,883 4 1	..	818 11 8	4,100 12 10	298 14 2	5,584 9 11
Receiving Home, Christchurch	5,059 1 6	3,448 18 11	553 2 5	..	2,237 12 6	2,821 9 0
Burnham ..	8,088 17 11	100 19 3	2,287 11 2	1,272 4 1	874 9 3	7,214 8 8
Caversham ..	5,579 17 10	3,157 13 7	772 17 1	..	3,572 9 4	2,007 8 6
Totals ..	42,856 16 10	13,001 12 4	7,612 18 6	6,328 2 2	13,957 6 8	..
Salaries, travelling-allowances, and expenses of departmental officers (Inspectors, visiting officers, &c.) ..						1,545 1 5
Payments to inmates of their earnings held in trust ..						44 12 6
Commission expenses, inquiry held at Te Oranga Home ..						278 4 0
Grant to Postal Department in connection with payments for children boarded out ..						50 0 0
Contingencies ..						45 8 1
Total net cost						30,862 16 2

TABLE H2.—GOVERNMENT EXPENDITURE ON PRIVATE (ROMAN CATHOLIC) SCHOOLS, 1908.

Name of School.	Gross Cost.	Recoveries.	Net Cost.
	£ s. d.	£ s. d.	£ s. d.
St. Mary's, Auckland ..	1,850 13 0	431 14 4	1,418 18 8
St. Joseph's, Wellington	212 18 9	59 11 2	153 7 7
St. Mary's, Nelson ..	1,097 0 0	253 18 10	843 1 2
St. Vincent de Paul's, Dunedin	136 9 0	35 8 4	101 0 8
Totals ..	3,297 0 9	780 12 8	2,516 8 1

TABLE H3.—SUMMARY OF EXPENDITURE ON SPECIAL CASES AT OTHER INSTITUTIONS, 1908.

	Government Schools.			Total.
	Auckland.	Te Oranga.	Caversham.	
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Auckland—				
Costley Training Institution .. ..	173 8 0	..	..	173 8 0
“Door of Hope” Institution .. ..	3 18 0	..	..	3 18 0
Salvation Army Maternity Home .. ..	5 2 0	..	..	5 2 0
Christchurch—				
Mount Magdala .. ..	..	84 17 10	..	84 17 10
Dunedin—				
Salvation Army Maternity Home .. ..	..	..	8 18 9	8 18 9
Totals .. ..	182 8 0	84 17 10	8 18 9	276 4 7

Moneys earned by young people under the control of industrial schools are by law payable to the managers of the several schools, who deposit them in the Post-Office Savings-Bank in the individual names of the earners. Withdrawals from the accounts may be made on the authority of the Minister of Education, who may according to his own absolute discretion direct that payment be made either to the young person concerned or into the Consolidated Fund of the Dominion. In practice only a very small proportion of the aggregate sum so deposited is paid to the Consolidated Fund; as a rule the earner receives the amount with interest on producing satisfactory evidence of his good character after termination of the State control, and also that the use for which the money is applied is one that seems likely to be for his lasting benefit. On the other hand, if a former inmate shows by his conduct after the control of the school has ceased that he is unworthy of the privilege of receiving the amount standing in his name, it may be forfeited, and paid into the Public Account. This system has been in operation for over twenty-five years, and it is found to work thoroughly well. The uses to which the money is put are, of course, very varied, but each case is carefully inquired into and decided on its merits, and to a large extent many a former inmate owes his present comfortable position in life to the beginning made by means of these savings; while to him who is inclined to fall into bad habits the fear of forfeiture of his bank-money—often a substantial sum—acts as a strong deterrent.

The total amount in the Post-Office Savings-Bank to the credit of the earnings accounts of young people now under the control of industrial schools, or who formerly belonged to them (at 31st December, 1908) was .. ..	£23,723 9 1
Amount held on account of Government schools .. ..	18,368 13 9
“ “ private schools .. ..	5,354 15 4
Sum withdrawn during the year—Government schools .. ..	2,827 14 10
“ “ private schools .. ..	355 2 11

#### INFANT LIFE PROTECTION.

In the session of 1907 the Infant Life Protection Act was remodelled, and its administration transferred from the Police to the Education Department. The purpose of this Act is to provide supervision and protection for infants boarded out by their parents or guardians in circumstances that might lead to their neglect or ill treatment. It enacts that, unless licensed to act as a foster-parent, no person, in consideration of any payment or reward, may receive or take charge of an infant for the purpose of nursing or maintaining it apart from its parents or guardians for a longer period than seven consecutive days. “Infant” means a child under the age of six years, and officers appointed under the Act may enter foster-homes at any time. Payment of a premium on the adoption of an infant brings the case within the provisions of the Act. The number of infants dealt with during the year was 1,017.

## SCHOOL FOR THE DEAF.

## REPORT OF THE DIRECTOR.

SIR,—

School for the Deaf, 28th April, 1909.

I have the honour to lay before you my report for the year, 1908.

The number of pupils who have been under instruction during the year is shown in the following tabulated statement :—

	Boys.	Girls.	Total.
Pupils of the previous year who returned to school .. .. .	36	27	63
Admitted at or near the commencement of the year .. .. .	11	8	19
Admitted later .. .. .	2	2	4
Total number to be accounted for .. .. .	49	37	86
Deaths .. .. .	1	1	2
Left at the end of the school year .. .. .	2	0	2
Pupils expected to return in 1909 .. .. .	46	36	82

Of the 86 pupils, 24 came from the Auckland District, 3 from Taranaki, 1 from Hawke's Bay, 19 from Wellington, 1 from Marlborough, 19 from Canterbury, 2 from Westland, and 17 from Otago.

It will be seen from the above table that the unusually large number of twenty-three new pupils was admitted during the year, being seven in excess of the number previously recorded in any one year. Of the four cases admitted towards the middle of the year, two were sent here to learn lip-reading. One of these was a boy of ten and the other a girl of eighteen years of age, both of whom had recently become deaf. The former was soon able to take his place in the lower division of the pupils admitted in the previous year. In the case of the latter, as she had already received a public-school education, it was not necessary for her to go through the whole course of instruction, two hours' instruction in lip-reading per day being sufficient. At the close of the year, though somewhat short-sighted, she had made remarkable progress in the art. Another late admission was that of a boy of thirteen, who had previously been a pupil here, having been admitted in 1902, but subsequently removed owing to ill health. It was gratifying to find that this boy had retained much of the language acquired by him during the fifteen months of his previous residence at the school. He was soon able to take his place in the upper division of the pupils who were admitted in 1907.

The fourth late admission was that of a girl of nearly seventeen years of age, who, though mentally bright and physically robust, had, through the mistaken tenderness of her relatives, been kept at home until this advanced age. It is to be hoped that as the work of the school becomes more familiar to the general public, cases such as this will become impossibilities. By the end of the year this girl was able to overtake the upper division of the pupils admitted at the beginning of the year.

Two of the nineteen pupils admitted then belonged to the class of dull hearers. One of these was a girl of nearly thirteen, who should have been sent here years ago; the other was a bright little Maori boy of seven. By the end of the year these two children were able to take their places among the pupils admitted in 1906.

A very interesting case amongst the new admissions was that of a very intelligent little girl of ten, a recent immigrant from Scotland, where she had been taught for four years on the combined system. On her arrival she expressed herself almost entirely by means of signs. It is pleasing to note that she has now discarded their use, and that she relies altogether on speech and lip-reading.

With two exceptions the other new-comers were able to master the course of work prescribed for the first year, and six turned out to be of more than ordinary ability.

The results of the school-work taken as a whole were very satisfactory, and the general progress of the pupils up to the expectations of the Director. In the case only of a comparatively small number of pupils of less than average mental ability was the rate of progress less than normal. Better results would be obtained if it were possible to educate these dull children separately.

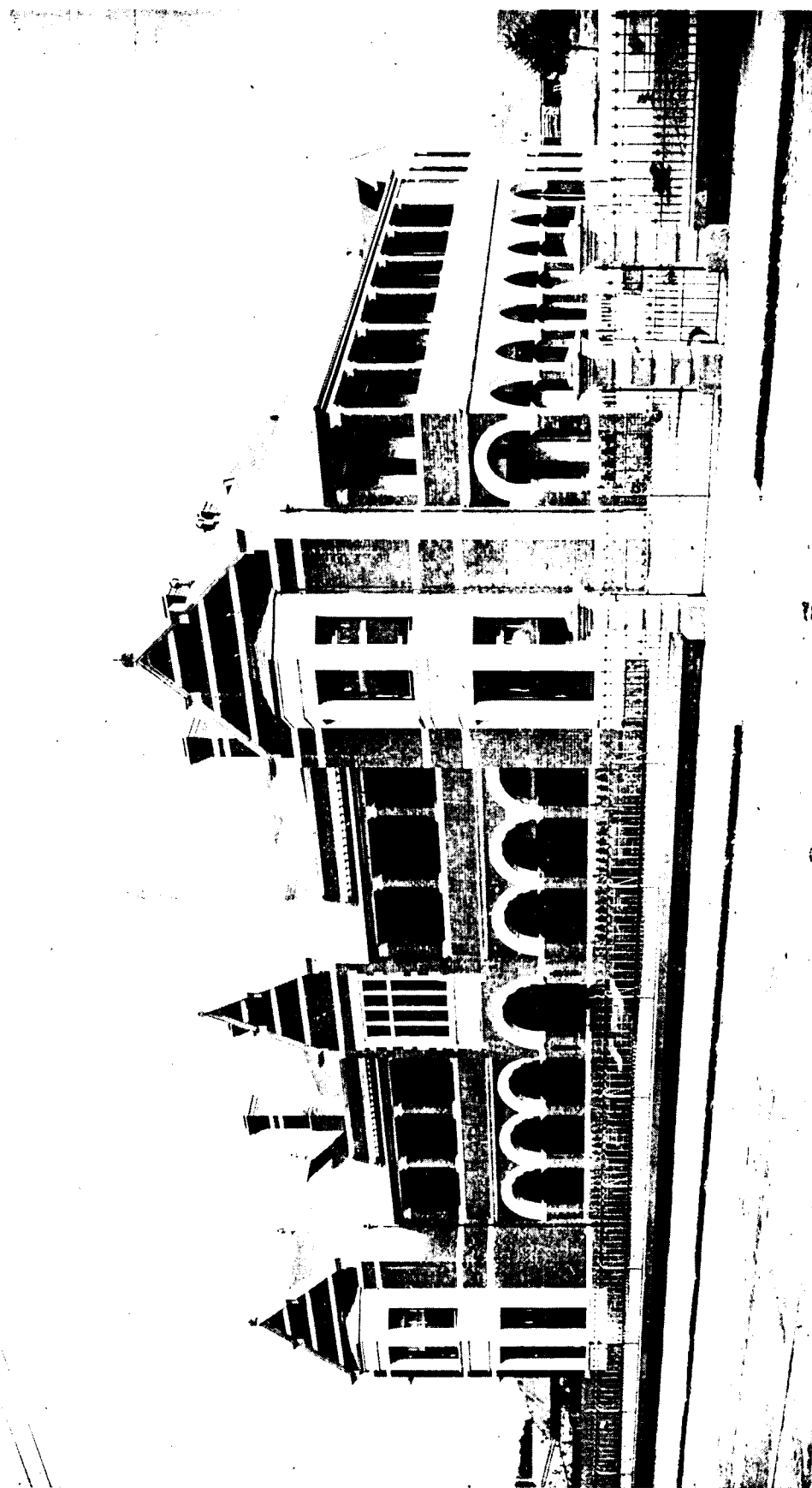
The progress of the semi-blind girl referred to in my last annual report, though of course unequal to that of pupils not handicapped by a double affliction, was greater than had been expected. She is now able to articulate and to write short easy sentences, and her mental horizon is consequently much enlarged.

Only two pupils left at the end of the year. One of these is now employed on his father's farm; the other was a boy who had been admitted in 1906 to be educated by means of lip-reading. The same illness that had robbed him of his hearing had also affected his eyesight. The boy made, considering his affliction, excellent progress in lip-reading, but, his eyesight continuing to deteriorate, it was considered advisable to have him removed from the school with a view to his being sent to the School for the Blind.

A very sad occurrence in connection with the opening of the school in February was the death of a little Maori girl, a newcomer from Hokianga. On her arrival at the school she was found to be suffering from an acute brain-disorder caused by a tumour. She was removed to the Christchurch Hospital, where she died a few days after her admission.

The health of the pupils was not so good as in the previous year, and the work of the school suffered considerably in consequence. There were several cases of pneumonia in the autumn, and one





JUBILEE INSTITUTE FOR THE BLIND, AUCKLAND.  
New Building.



BOYS AT DRILL.



GIRLS AT DRILL.

JUBILEE INSTITUTE FOR THE BLIND, AUCKLAND



WHAT THE BLIND CAN DO.

1. Shorthand and typewriting. By means of specially constructed machines the pupil encloses shorthand characters on a tape. He then reads these with the aid of the fingers, and uses the typewriter in the ordinary way. 2. Piano repairing and tuning. 3 and 4. Basket-making and chair-caning.



little girl was so seriously ill that, after being some weeks in the Hospital, she had to be sent home for the rest of the year. She has, however, made a perfect recovery. In October the school was attacked by a severe epidemic of measles, about forty of the pupils taking the infection more or less seriously. In two cases pneumonia of a very severe type supervened, with a fatal termination in one case—that of a boy of nine, whose death a few days before the Christmas holidays cast a heavy gloom over the school. The annual picnic and the breaking-up festivities were consequently abandoned. Miss Craig, the Matron, whose powers had been overtaxed by attending to the sick children, also fell a victim to pneumonia, and was seriously ill for some weeks, but has now made a good recovery. The services of the honorary nurse, Mrs. Crawford, were of great value during the epidemic, and thanks are also due to Miss Craig, Miss Gibson, and Miss Fitzgerald for their assiduous attentions to the invalids.

In order to cope with the large number of new pupils, two additional teachers, Miss M. J. Miller and Miss H. B. Anthony, were appointed in February. Both have made good progress in the art of teaching the deaf. The two teachers appointed in 1907, Mr. J. S. Hilson and Miss A. C. Gemming, have also made considerable advancement in their knowledge of the art, and are now in a position to second the efforts of the more experienced members of the staff, on whom the main burden of the work of instruction naturally falls. Mr. L. P. Longuet, in July, after five years' training, qualified for a certificate of proficiency as an oral teacher of the deaf. In September Miss M. A. Bell, who had been appointed in 1906, resigned from the staff, and a new teacher to take her place was advertised for at the end of the year.

Besides the usual branches of school-work, classes have been taught in the following subjects: Kindergarten work for the younger children; sewing, dressmaking, cooking, and laundry-work for the girls; and elementary woodwork and gardening for the boys. The older girls have also been trained in general housework, and the older boys have learned to milk.

The thanks of the Director are due to the members of the staff for the loyal and conscientious manner in which they have carried out their duties during the year, both in and out of the school. The continued growth of the school makes the successful carrying-on of the work more than ever dependent on the intelligent and sympathetic co-operation of the individual members of the staff. It is by cordially seconding each other's efforts, and by subordinating personal considerations to those connected with the common cause, that permanent results of value can be obtained. In the actual striving after these results and in the gratification obtained from their complete or partial attainment will the teacher find his principal reward.

The undesirability of crowding the deaf together in large communities, and the danger of forming a separate class of deaf-mutes in society, have been frequently alluded to by me. Any scheme of education having a tendency in this direction is to be regarded as faulty. The harmful effects of this segregation of the deaf from the hearing, it should not be forgotten, are not limited to the period of school life, but are continued afterwards, and are particularly noticeable in large towns in England and America among the deaf who have been educated in large overgrown institutions. The bringing of the deaf into association with their hearing brothers as fully as possible should be constantly aimed at; and this cannot be achieved in a large institution, however lavishly it may be equipped and however fully it may be staffed. There is every indication that the number of our pupils will shortly reach 100, a number that, in my opinion, is larger than in a single institution is desirable. The time appears to me to be ripe for the commencement of a system having in view the subdivision of the school and the classification of the pupils. The system in operation in Denmark and in the majority of the German States appears to me to be in many respects an admirable one. The former country had in 1905 the large number of 334 deaf pupils of school age to deal with, and could therefore go in for a more elaborate system of classification than would be necessary here under present conditions. The children are sent, to begin with, to a preparatory school at Fredericia, where they remain from one to two years, according to the rate of their progress. They are then graded, according to their mental and auditory powers, into four other schools. Of these four secondary schools, two are at Fredericia, one at Nyborg, and one at Copenhagen. One of the secondary schools at Fredericia is in conjunction with the preparatory school (a disadvantage to my mind), the other is at a considerable distance. In 1905 the children were distributed as follows: Preparatory school at Fredericia, 70 pupils (unclassified); A school at Fredericia, 50 pupils, bright and totally deaf; B school at Fredericia, 66 pupils, dull and semi-deaf; school at Nyborg, 73 pupils, bright and semi-deaf; school at Copenhagen, 75 pupils, dull and totally deaf. In the case of our smaller population, it would probably be best to commence by the establishment of a preparatory school, so as to keep the number of pupils at the main school at about seventy or seventy-five.

I have, &c.,

J. E. STEVENS, Director.

The Secretary for Education, Wellington.

## JUBILEE INSTITUTE FOR THE BLIND, AUCKLAND.

This institution is administered by a Board of Trustees, of whom four are appointed by the Government and five elected by the voluntary contributors.

## SPECIAL SCHOOL FOR BOYS, OTEKAIKE, OAMARU.

## REPORT OF THE PRINCIPAL.

SIR,—

Otekaike, 1st May, 1909.

I have the honour to submit to you,—

- (1.) A general report on the establishment of the special school at Otekaike, together with an outline of the methods I propose to adopt in the training of the mentally feeble children of New Zealand.
- (2.) My first annual report for the year ending 31st March, 1909.

In all countries, both old and new, there are unfortunately children who, by reason of congenital or developmental defect, are unable to derive any benefit from the ordinary educational methods adopted in the schools for normal children.

We find that in most of the older countries of the world systematic efforts to improve the mental condition of the mentally feeble children were delayed for centuries, and it is only during the past sixty-odd years that a really serious start has been made in Europe to deal with the subject in a scientific manner. New Zealand, however, though but a young country, has resolved to tackle this important question, and the Education Department has initiated and inaugurated a scheme the object of which is to set on foot a rational and scientific system of education for the unfortunate class already referred to.

The first question to be considered was the important one of finding a suitable site for an institution where feeble-minded children could be successfully treated. Mentally feeble children are commonly also physically defective or feeble (tubercular diathesis), hence the necessity of selecting a spot specially suitable for combating this predisposition. After considerable prospecting, the Government eventually selected a portion of the Otekaike Estate, in North Otago, and the handsome edifice known as Otekaike House, with about 352 acres of land, was purchased. At a height of about 800 ft. above sea-level, with a clear and bracing atmosphere and well-wooded grounds, it is difficult to imagine a more health-giving spot. Here, with the invigorating air of the North Otago uplands, ample sunshine, and good dry soil, the mentally feeble children of New Zealand with scrofulous or rickety tendencies should thrive; here the building-up of their health by judicious feeding and the placing of them under the best hygienic conditions possible should tone up their bodies to satisfactorily perform their functions. Considerable alterations are being carried out with the view to converting the magnificent homestead into a "Special School for Boys." This is the name by which the latest institution under control of the Education Department is to be known.

The institution has now been open for some months, and at present there are about a dozen children in residence. Though but in its infancy, there are indications which are more than hopeful as to the ultimate success which may be achieved in the noble work of helping these afflicted young persons.

Before going into the general question of the treatment of mentally feeble children and the methods we hope to adopt at Otekaike, it would be well to set forth the definition of Dr. E. Séguin, of the Bicêtre Hospital, Paris—one of the pioneers on the Continent in the education and training of the feeble-minded. In his book entitled "*Traitement moral, Hygiène, et Éducation des Idiots et des autres Enfants Arriérés*" he defined congenital defect as "an infirmity of the nervous system, which has for its effect the abstraction of the whole or part of the organs and the faculties of the child from the normal action of the will." He defined his treatment as "physiological education," an "adaptation of the principles of physiology, through physiological means and instruments, to the development of the dynamic, perceptive, reflective, and spontaneous functions of youth." Accepting the self-evident truth "that the education of the senses must precede the education of the mind," he goes on to show that the true physiological method of dealing with the education of children who come under the category of those classed as of "imperfect development of the nervous system" is,—

- (1.) To exercise the imperfect organs so as to develop their functions;
- (2.) To train the functions so as to develop the imperfect organs.

It would be well here to preface these remarks on the treatment of mentally feeble children with a quotation from a report on the State Asylum at Syracuse, U.S.A. In enumerating the possibilities of the success of the establishment, we find the following statements which are worthy of being marked, learned, and inwardly digested by all who have feeble-minded children, and wish them to be treated at Otekaike: "We do not propose to create or supply faculties absolutely wanting, nor to bring all grades of feeble-minded to the same standard of development and discipline, nor to make them all capable of sustaining creditably all the relations of a social and moral life; but rather to give dormant faculties the greatest possible development, and to apply these awakened faculties to a useful purpose under the control of an aroused and disciplined will. At the base of all our efforts lies the principle that, as a rule, none of the faculties are absolutely wanting, but dormant, undeveloped, and imperfect."

Now, with regard to the general treatment of the cases which we shall have to deal with in our Special School at Otekaike: In the first place, as I have mentioned before, the site of the Special School is an ideal one. This health-giving spot, with its pure, dry, invigorating air, abundant sunshine and shelter, crisp, frosty, winter mornings, and necessary altitude above sea-level, is assured, as the Government has permanently reserved the place for educational purposes. The children will be placed under the best hygienic conditions possible, as the Government and Education Department are now carrying out alterations to the drainage and water-supply, building new baths and lavatories, and securing proper ventilation of all dormitories, &c.

The children's dietary, which will be ample, will be on the same lines as that which has been found to be beneficial in similar institutions in England and elsewhere. The ground is being utilised, and already a plentiful supply of vegetables and fruit is available. Milk, butter, and much of the meat are produced on the estate, and in time we hope to be able to bake our own bread.

The hygiene of the skin is of importance, and frequent baths are beneficial in promoting cutaneous exhalation. The promotion of cleanly habits will receive careful attention, and the clothing of the children will require careful consideration. This should be warm, yet light, and woollen undergarments will be worn in winter with proper gradations as to warmth in summer. With regard to the clothing, it will be made to conform to the ordinary fashion, and care will be taken that no uniform or distinguishing style of dress will be introduced. Feeble-minded children often take a pride in their appearance, and this, carefully cultivated, may be used in the formation of good habits.

I will now pass on to the educational training of the children.

The normal baby has no innate notions or ideas, but comes into the world ignorant of everything. The organs of sense are not themselves sentient—i.e., the eye does not see, nor the ear hear. You notice the normal baby commence to explore his surroundings: probably his first impression comes to him through the sense of sight, as when a bright light is brought near him, or a highly coloured ball. He will amuse himself for hours by his sense of touch, experiencing various sensations, as hardness or softness, roughness or smoothness, heat or cold, roundness or extension, from the objects brought to him. He will, unconsciously at first, make comparisons of these various forms of contact, and note later the differences, and, in the end, may make some very simple reasonings or deductions. The impressions he receives, in the first instance through the sense of touch, are gradually amplified by the sense of sight, and, eventually, some very slight knowledge of his immediate surroundings is gained by the co-operation of his remaining senses. Thus we see that, in the normal child, with the evolution of its senses and perceptions its intelligence is constantly growing.

This normal development does not take place with the mentally deficient child. We find, even quite late in the child's life, that it has gained very little such knowledge as does the ordinary child. Naturally, we can only assume that some obstruction or hindrance, either serious or superficial, is causing this delay in development. We must approach the brain through the organs of sense, and, as Séguin puts it, "as the organs of sensation are within our reach, and those of thought are out of it, the former are the first we can set in action"; and, further, that "the physiological education of the senses must precede the psychical education of the mind."

These points we shall bear in mind at Otekaïke, so that the physiological education of the senses will be taken early in hand. All kinds of suitable exercises will be taken in this connection, always bearing in mind, as Dr. Shuttleworth reminds us in his able work, that "the training of the muscular system by suitable exercises to ready response—i.e., the co-ordination of muscular movement, which is merely an extension of the training of the senses—paves the way to the more purely intellectual training." We shall endeavour to increase the intelligence of the children by directing their attention to their own surroundings, and interesting them in every-day occupations. Feeble-minded children live a very isolated kind of existence until they are made to appreciate their own surroundings.

Nowhere is the maxim of Pestalozzi truer than in the training of feeble-minded children—"Neither art nor book, but life itself, is the groundwork of education and teaching." The teaching of feeble-minded children must proceed on similar lines to those adopted in our infant schools—the instruction will always be presented to the children in a concrete form, and many of the kindergarten occupations and games will be made use of.

With regard to the teaching of speech, we shall use every available method to accomplish this end. All parents are anxious that their children should be able to speak, and often a father or mother will say to me, "Yes, my boy understands all you say to him, but he cannot speak. Can you give me something which will make him talk?" It is difficult at first to definitely diagnose as to whether a child lacks language because he lacks ideas, whether it is a loss of power to co-ordinate the complex muscular movements necessary for speech, or whether the inability arises from disease or imperfect development of the speech-producing part of the brain. Sometimes one finds that a child has a difficulty in keeping his lips closed, which frequently is concomitant with slaverling. In these cases we resort to simple exercises to improve this condition. Movements of the tongue and jaw in certain directions are often found serviceable. An analysis of the vocal sound is made, and these pupils are taught the sounds in the order by which they can be most easily acquired. We generally endeavour to make the speaking lessons as attractive as possible, as in the kindergarten exercises. In fact, these lessons often take the form of play, in which, frequently, music forms a valuable adjunct.

Regular and systematical physical exercises will form an important feature in the training of the children at Otekaïke. We hope to form a cadet corps in course of time, and if our efforts in this direction happily prove as beneficial to the children at Otekaïke as it has done at the Western Counties Training Institution at Star Cross, in Devonshire, England, and at the Royal Albert Asylum, Lancaster, England, we shall be more than amply repaid. At the Star Cross Institution they have a thoroughly well-equipped and up-to-date gymnasium; and, in my conversation with the Superintendent last year, he attributed no little of his success to the judicious and regular training which his boys received in the gymnasium. I saw the boys at Star Cross go through a gymnastic display when I was there, and, after seeing many of the normal school-children go through similar exercises, I could not but help thinking that, in a competition, the ordinary school-boys would have to be content with something less than the premier position.

The importance of drill and open-air exercises cannot be exaggerated as a means of correcting spasmodic motions, of strengthening the body, and of helping the child to obtain more control over his muscles. Drill may be made one of the first steps towards educational work, as it calls forth the faculty

of attention in the child. The provision of a fully equipped gymnasium at Otekaike will be one of the additions which I shall ask the Minister to authorise as soon as we are ready to proceed in this direction.

In dealing with the education and training of feeble-minded children in England we have found that the formation of a school band has been productive of much good to the boys. The following is a newspaper extract which shows how beneficial this course has proved in England :—

“ At the Witham House School, Essex, England, the Metropolitan Asylums Board has a place for the treatment of a certain number of boys, classed as feeble-minded, who are between the ages of twelve and twenty-one, the object being to train as many of them as possible to become self-supporting. For this purpose various trades are taught, but the progress made was very slow, and the signs of success fell until it was decided to start a brass band among the patients. The result has been really extraordinary, for not only has the band advanced rapidly in musical proficiency, but the members of it, once their interest was awakened in the playing, have made ever-increasing strides towards complete sanity. To a newspaper representative, the Superintendent of the Home stated some short time back that the progress made by the players since the formation of the band had been marvellous, and the band-boys had become distinctly in advance of the other inmates in mental qualities. There had been several astonishing instances where the individual boys, whose cases at one time appeared hopeless, had made such marked progress since playing in the band that they would shortly be discharged as mentally fit. The music, he added, has had a charmed effect on the patients, who have advanced under its influences by leaps and bounds. I have great faith in the future treatment of the class of boys we receive here. As a result of the success which has been attained, it has been decided to provide the boys with special uniforms.”

The Witham Home, in Essex, now has, I believe, a whole-time regimental bandmaster on the staff, who imparts the musical instruction. I am hoping at no distant date to have our own brass band at Otekaike.

For those children who are unable to dress themselves properly, “ dressing-lessons ” will be given, as well as special exercises, such as lacing, buttoning, &c., for those whose fingers lack precision and the power of fine adjustment. Object-lessons on the common subjects, such as the furniture of the room, the laying of the table, of articles of clothing, the seasonable vegetables, fruits, and flowers, &c., will be largely made use of, and in this connection drawing, colouring, painting, paper-folding, modelling, wood-carving, &c., will be treated as correlated subjects.

As an example of a series of lessons, I herewith append a specimen of a Nature programme and its connections :—

Apples,—

- (1.) Nature lesson—apples.
- (2.) Story—“ The Apple-tree’s Story.”
- (3.) Game—“ Autumn.”

Expression lessons,—

- (a.) Modelling—an apple.
- (b.) Drawing—an apple and sections.
- (c.) Cutting—farmer’s ladder and basket.
- (d.) Brushwork—an apple.

This, practically, is what is known as an “ environment programme.” If with a normal child it is necessary to show the connection between the essential elements of a child’s environment and his own life, it is doubly so with a feeble-minded child.

Again, to enlist the children’s sympathy, awaken their intelligence, and promote their observing-powers, I propose to commence a series of “ nature walks and talks,” which will constitute a programme for one year’s field-work.

With regard to the teaching of “ number,” I may say that this is one of the most difficult subjects, as calculation so often proves a stumbling-block to the mentally feeble child. This subject has to be presented in its most attractive form, but there are many ingenious contrivances now to be had, and the old “ shop lesson,” which is really a more glorified form of the old childish nursery game, is a great help, as the articles—such as groceries, cardboard money, weights and scales, &c.—are always in evidence, and the children actually assume the position of buyer and seller, and are taught to view the thing as a matter of some importance. Interest is sustained, the intellectual faculties are aroused, and the tension or strain of an ordinary dry-boned arithmetical lesson is not felt ; whereas, a further inducement to the child to do his best is the thought that, at the conclusion of the business part, there is the more pleasant function of participating in the eating of those portions of the products of the sale, such as sugar, &c., which, as a rule, is not a displeasing operation for a child.

Healthy outdoor occupation in the cultivation of the farm and garden and in tending the stock will form a useful part of the children’s work at Otekaike. On the farm, kindness to animals will be inculcated and fostered.

It will be part of my plan for the children to spend half the day at school and the other half at some manual work. In most cases it is found that healthy outdoor exercise is the best for promoting both physical and mental development. I have seen children who made little or no progress in the usual school-work take a great pride in watching some seedlings grow in their own patch of garden, and often some of the boys are quite keen when prizes are offered for the best-kept patch.

Other manual occupations will not be lost sight of, such as woodwork and wood-carving, for those who show a special aptitude. Basket-making, cane-weaving, coir-mat making, sash-line plaiting, &c., will be found useful for those who are physically unable to perform more laborious work. Macramé work is excellent for those children who are suffering from athetosis. These children frequently possess a considerable amount of artistic ability. I have seen children who appear to possess no idea of number





PART OF THE GROUND.



THE MAIN BUILDING.

SPECIAL SCHOOL FOR BOYS, OTEKAIKE, OAMARU.



Boys at Play.



Boys at Work.

making a most artistic piece of macramé work to a certain pattern, where one would think that only by careful calculation could one adhere to the pattern. Girls, also, who are athetotic, often become very proficient with the needle, under training, which shows that much can be done for this class of patient. Boys, also, of this class often take kindly to wood-carving and woodwork.

Feeble-minded children are very indolent, as a rule, and work must be made a habit before it comes agreeable in any way to them. Once they have fairly learned to work, many dreary hours in their lives may be filled up, and they may become useful to others.

Remembering the old adage that "All work and no play makes Jack a dull boy," I intend to make suitable provision for recreation for the children at Otekaike. Children who are mentally feeble have no idea of combination, even for games. Games of ball, rounders, cricket, football, trundling hoops, skipping, playing horses, battledore and shuttlecock, will all have their place at Otekaike. Indoor recreations will not be lost sight of. Entertainments and concerts are eagerly looked forward to by these children, and often it is quite sufficient punishment for a boy to tell him that he will be debarred from the weekly entertainment. In connection with our entertainments, we shall always welcome outside talent. I hope, also, to make considerable use of the magic lantern, educationally, as a pictorial aid in descriptions of things one cannot actually obtain. Much fun can always be obtained also from a lantern entertainment. Many of the indoor games are useful in one way or another, and are good for wet days and winter evenings. Bagatelle and dominoes give ideas of numbers, and "musical chairs" induces alertness and intelligence and the anticipating of another's movements. We shall also not forget the "children's hour," for if normal children sleep the better for a romp before going to bed, it should also be beneficial for the Otekaike children.

Mentally deficient children are usually lacking in will-power, and are easily led, hence the necessity of a good moral training—a bad example is easily followed.

With regard to the results we hope to achieve at Otekaike, one cannot look into the future and forecast. At the Royal Albert Training Institution, Lancaster, England, Dr. Shuttleworth, who is recognised as one of the leading authorities in England on the treatment of feeble-minded persons, states that, with regard to the after-career of pupils discharged from that institution,—

- (1.) 10 per cent. were or had been earning wages.
- (2.) 5 per cent. were remuneratively employed at home.
- (3.) 3·5 per cent., in addition, were capable of earning wages if suitable situations could be found for them.
- (4.) 22 per cent. were reported to be more or less useful to friends at home.
- (5.) 22 per cent. were said to be of little or no use.
- (6.) 29 per cent. gravitated to workhouses or lunatic asylums.
- (7.) 8·5 per cent. had died at the time of report.

Again, Dr. Kerlin, of the Pennsylvania Institution, states that about 17 per cent. of his cases were capable of earning their own support, "under the influences of favourable protection." This "favourable protection" is thus defined by Dr. Kerlin: "It is certain that, of those sent out from institutions of this kind as 'self-supporting,' there are few individuals who will not *always* need judicious and considerate guardianship. They lack that judgment and forecast which anticipates and provides for the future; they possess little or no insight of character; they are either irritable and suspicious or weakly credulous, lacking that combativeness which is self-protection, and gives equality amongst fellows: hence without the guardianship of merciful relatives or friends, who are considerate of their defects, they fail of success, are bitterly imposed upon, or may become the easy dupes and facile tools of rascals and knaves." Time, however, will prove what can be done; everything that can be done for the amelioration of the affliction of these children *will* be done.

By Act of Parliament, the education of mentally defective and epileptic children is compulsory to the age of sixteen years. Powers of detention, without certification as lunatics, should be granted after this age, so that all those young people who are unfit to take their place in the world, or who have no friends to take them, should be allowed to remain indefinitely at Otekaike, or some kindred Government custodial institution, where they can, by their work, contribute somewhat towards their maintenance. Unless deterioration and degeneration take place later, a mental hospital is not the proper place for them. Provision should also be made at present for those improvable cases who are over the compulsory age. It should be borne in mind that many of the young children here are of delicate constitution, and are not able to do much in the nature of work.

A certain number of older cases would, when we have the necessary buildings to place them in, be a distinct advantage from an institutional point of view. This plan is adopted in all kindred institutions at Home.

Accommodation, likewise, must be provided for the mentally feeble girls, who require this provision even more than the boys. In teaching them to be useful in laundry-work, needlework, and cooking, one again lessens the cost of administration. We have plenty of space for buildings for a girls' school, and I would recommend to you that this step should be taken in hand in the near future.

Educable epileptic children who are unsuitable for the ordinary elementary day-schools also should be provided for. The numbers would not be great, and it would be an excellent thing to make a start in this direction also, as the necessary buildings would not be very costly.

In concluding this portion of my general report on feeble-minded children, and the outline of a scheme on which I propose to work, I cannot do better than quote a few more words of Séguin, who, in speaking of the children under his care, says, "All of those poor children may be taught to love by being loved. We may bring skill, even genius, to our task, we may speak with the tongues of men and of angels, and if we have not love it will profit us nothing."

I will now pass on to that portion of my report which will be mainly statistical and descriptive of the actual work attempted during our initial stages.

Up to the 31st March I have admitted nine boys. Of these, five were under the age of fourteen years, three were between the ages of fifteen and twenty years, and one case was over twenty years.

Of the above cases, two are probably the output from dissolute progenitors, two are of the "Mongolian" type, one case may be attributed to meningitis, one case to shock to mother prior to birth, one of phthisical family history, one of consanguinity of parents, and one case of which no family history could be obtained.

There have been no discharges or deaths during the year. On the whole the health of the children has been remarkably good, and there has been no epidemic disease of any kind.

The greatest part of the year has been devoted to the initial equipment of the institution. The whole of the furniture and necessities for the boys and staff have been purchased, as well as the equipment of the farm. As we have had to commence *de novo* in every department, only those who have had a similar experience in commencing an institution can appreciate the difficulties which arise on every hand when undertaking such a task.

A private residence, however well adapted for ordinary domestic purposes, cannot be converted into an ideal institution. Rooms set apart for dormitories, dining-rooms, day-rooms, schoolrooms, &c., are not usually to be found in private houses, of suitable sizes for institution requirements. Difficulties as to provision for proper supervision of the boys at night, bath and lavatory accommodation, escape in case of fire, proper ventilation, arrangements for cooking, store and office accommodation, drainage, and water-supply have to be overcome.

During the year we have erected fire-escapes, so as to provide means of egress from the boys' dormitories and staff rooms. A new large cooking-range, with the additional provision for the supply of hot water, new sinks in scullery, new baths and lavatories for the children and staff, have been provided. The erection of a new laundry has been taken in hand, also W.C.s and lavatories for the children. The provision of these new buildings has entailed an enormous amount of work, inasmuch as all the ground on which the buildings are to be erected has had to be cleared and stumped.

It is very questionable whether the building of suitable premises for the accommodation of the children, and the retention of the present buildings as an administrative block, would not have been the wiser course to pursue, according to the plans I submitted in the first instance.

The accommodation of the necessary staff (other than the Principal and his family) is a question which should be attended to at once. Neither the male nor female staff at present have any sitting-room. As soon as our laundry is completed I can arrange for a female-staff sitting-room by utilising the present room where we wash the clothes. This will be satisfactory, as it is adjoining the kitchen. The only room which will be available as a male sitting-room is the one I am using as an office.

In an institution of this sort it is essential that every inducement should be held out to the members of the staff to remain in the service. Again, as we are some nine or ten miles from a village, it can be easily seen that the staff, when off duty, have to find their own recreation either in the building itself or about the grounds. In the summer, the need of a comfortable sitting-room is not so keenly felt, inasmuch as the staff generally prefer, when off duty, to be out of doors. During the winter, however, in this isolated spot, it is imperative that a sitting-room, equipped with games, newspapers, and books, should be provided, both from the point of view of keeping the male staff contented and from a disciplinary point of view. I would therefore suggest that offices be built for the clerical work of the establishment, so that the existing offices may be utilised as a male-staff sitting-room. The sleeping-accommodation for the teachers will also have to be provided, as we have no spare rooms at our disposal.

The initial outlay for horses, implements, &c., with which to work our farm land, has of necessity been somewhat heavy; but, on the whole, I can congratulate the farm and garden staff on a satisfactory year's work. This outdoor work has afforded a useful, healthy, and pleasurable occupation for the boys.

The whole of the milk, vegetables, and fruit, and most of the mutton, we use have been supplied from the garden and farm.

The following is an approximate list of the principal articles of consumption supplied to the Institution from the farm and garden during the year: Oats, 1,822 bushels; wheat, 165 bushels; hay, 75-100 tons; potatoes, 50 tons; turnips, 60 tons; mangolds, 100 tons; chaff, 1,000 bags; butter, 250 lb.; eggs, 1,500; milk, 1,250 gallons. The estimated value of farm and garden produce for the year is between £1,100 and £1,200. In addition to the above, the farm hands perform the carting of coal and goods from the railway-siding (three miles distant), as well as much of the carting in connection with building-works.

The necessity for classification in an institution of this kind presents itself from the very outset. Provision on the cottage or villa principle should be at once made for that class of children who are addicted to pernicious habits, and given to self-abuse. These children are a continual source of danger to all the other children in the institution. In a school of normal children one sees the baneful influence of a few lads of this type. Will-power and self-control are always weak among feeble-minded children, and it is surprising the amount of harm which can be accomplished by a few boys of this type, who often, by reason of their deficiency, have not the sense of shame sufficiently developed to prompt them to secrecy when indulging in these vicious practices.

Again, the younger children should be accommodated separately; and those lads of fairly robust health and habits, who generally find useful work on the farm and garden, should also be located in buildings apart from the smaller children. I would advise, then, that the younger children make use of the present building, and that separate villas be erected for the other two classes referred to above. In making any further provision, it should be borne in mind that a central dining-hall, with kitchen and stores attached, is the most economical and satisfactory arrangement for meals.

It is satisfactory to be able to report that in almost every case a decided improvement, both physically and mentally, is shown by the boys. Most of the children, on admission, showed very little

aptitude for any kind of work, and it requires a great amount of patience and careful handling to cultivate a desire to become in any sense useful. Yet I am glad to say that every boy now has been taught to be useful in some way, though in most cases the stimulus has to come constantly from without. To illustrate the improvement made by some of the boys since admission, I will give details of the most promising cases :—

*Case 1.*—Age about 11 years. His chief occupation prior to admission appeared to have been sitting out of doors and imitating the cries of all the domestic animals and birds. If set to do any kind of work, would immediately, if left for a minute, revert to his own favourite pastime. This boy is now a most useful worker, and has quite dropped his hobby of mimicry. Owing to his pernicious habits, however, he should be separated from the other boys.

*Case 2.*—Boy of seventeen. This lad had been for years leading an aimless sort of life prior to admission. A confirmed masturbator, without any sense of shame. This had so weakened his will-power that he was unable to initiate any effort of mind or body, or to exert himself to do anything. This lad has been kept under constant supervision, and never left. He has improved wonderfully, both physically and mentally, and will now work well under supervision. He should be treated in a separate cottage with others of his class.

*Case 3.*—Boy of ten. This lad was practically unable to utter any intelligible sounds on admission, and was extremely nervous. He is now quite a bright little chap, and can say a great number of words.

I have received letters from several parents expressing their gratitude for the care which has been bestowed on their children. I herewith append a letter received by me on the 3rd March, 1909 :—

“ To Mr. Benstead.—Thank you so much for the splendid report of my dear boy. It gives me great comfort, and now that I am obliged to lie for a week, I need not worry about him. I know that he is well looked after. I have given myself a nasty twist, and suffer a good deal when on my feet, so the doctor has ordered me to keep lying down for a week. I just lie and think of your comforting letter, and when the pain is bad it cheers me up greatly.—Yours, &c.”

One reason for referring to this subject is to indicate to parents and responsible relatives that it is by placing their children under our care early in life that they gain the special advantage afforded by this institution ; as it is only by taking them at a suitable age that one has a chance of educating and training their intellectual faculties and of moulding their characters.

Another reason is that I know of several cases where children, ranging from sixteen to twenty-five and over, are living at home, a prey to themselves and a constant worry and anxiety to their parents, who have never received any expert training, and who are totally unsuitable cases for the mental hospitals. Some of these, doubtless, could be made useful, though not self-supporting, and would in course of time be able to help materially in the necessary institution-work. Could we not make some special provision for these cases, and so relieve the anxiety of the parents, and at the same time render their lives somewhat more useful and interesting to themselves ?

The number of feeble-minded males is everywhere greater than that of females, in the proportion of three to two. This being so, the institution necessary to accommodate girls would not be so large as that for boys. In England most of the training institutions for the feeble-minded cater for both sexes.

We have sufficient ground at Otekaike for a girls' institution, and the two sexes could be trained on the same lines as two branches of the one establishment. The girls could be employed in household, kitchen, and laundry work, as well as sewing, knitting, chair-caning, basketmaking, &c. At Home in similar institutions, with the aid of knitting-machines, the girls knit the stockings, also jerseys for the boys.

In closing my report I should like to draw your attention to some of the findings and recommendations of the Royal Commission on the Care and Control of the Feeble-minded in England, which was appointed in 1904, and reported to the King about last August.

#### *A. The Classification of Mentally Deficient Persons.*

The actual definitions recommended by the Commission are as follows :—

(1.) “ Persons of unsound mind ”—*i.e.*, persons who require care and control owing to disorder of the mind, and are consequently incapable of managing themselves or their affairs, and are not included in classes (2), (3), (4), (5), (6), (7), (8), and (9) below.

(2.) “ Persons mentally infirm ”—*i.e.*, persons who, through mental infirmity, arising from age or from the decay of their faculties, are incapable of managing themselves or their affairs.

(3.) “ Idiots ”—*i.e.*, persons so deeply defective in mind from birth or from an early age that they are unable to guard themselves from common physical dangers, such as in the case of young children would prevent their parents from leaving them alone.

(4.) “ Imbeciles ”—*i.e.*, persons who are capable of guarding themselves against common physical dangers, but who are incapable of earning their own living by reason of mental defect existing from birth or from an early age.

(5.) “ Feeble-minded ”—*i.e.*, persons who may be capable of earning a living under favourable circumstances, but are incapable from mental defect existing from birth or from an early age (a) of competing on equal terms with their normal fellows, or (b) of managing themselves and their affairs with ordinary prudence.

(6.) “ Moral imbeciles ”—*i.e.*, persons who from an early age display some mental defect, coupled with strong vicious or criminal propensities, on which punishment has little or no deterrent effect.

(7.) “ Epileptics ”—*i.e.*, persons who, being epileptic, are also mentally defective.

(8.) “ Inebriates ”—*i.e.*, persons who, being inebriates, are also mentally defective.

(9.) “ Deaf-and-dumb ” or “ blind ”—*i.e.*, persons who, being deaf-and-dumb or blind, are also mentally defective.

B. *Epileptics.*

With regard to epileptics, the Commissioners are of opinion that “ the relation between epilepsy and mental defect is so close that it is not possible to make provision for sane epilepsy separately and under a separate authority.”

C. “ *Heredity* ” and *Mental Defect.*

The Commissioners sum up the general effect of the evidence as to the relationship between “ heredity ” and mental defect as follows :—

- (1.) That, both on the grounds of fact and of theory, there is the highest degree of probability that “ feeble-mindedness ” is usually spontaneous in origin—that is, not due to influences acting on the parent—and tends strongly to be inherited.
- (2.) That, especially in view of the evidence concerning fertility, the prevention of mentally defective persons from becoming parents would tend largely to diminish the numbers of such persons in the population.
- (3.) That the evidence for these conclusions strongly supports measures, which on no other grounds are of pressing importance, for placing mentally defective persons, men and women, who are living at large and uncontrolled, in institutions where they will be employed and detained, and in this and in other ways kept under effectual supervision as long as may be necessary.

The Secretary for Education, Wellington. I have, &c.,  
GEORGE BENSTEAD, Principal.

INDUSTRIAL SCHOOLS.

ADDITIONAL STATISTICS.

Number on the books of all the industrial schools at 31st December, 1908 .. .. .	2,263
Increase on number for the preceding year .. .. .	112
On books of Government industrial schools at 31st December, 1908 .. .. .	1,709
Increase on number for the preceding year .. .. .	77
On books of private (Roman Catholic) industrial schools at 31st December, 1908 .. .. .	554
Increase on number for the preceding year .. .. .	35

The following table shows the status of all the inmates at the close of the year :—

TABLE H4.—INMATES, 31ST DECEMBER, 1908.

Inmates.	Government Schools.										Private Schools.					All Schools.											
	Auckland.		Boys' Training Farm, Weraoa.		Receiving Home, Wellington.		Te Oranga Home.		Receiving Home, Christchurch.		Burnham.		Caversham.		St. Mary's, Auckland.		St. Joseph's, Wellington.		St. Mary's, Nelson.		St. Vincent de Paul's, Dunedin.		Boys.	Girls.	Total.	Protestant.	Catholic.
	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.							
In the schools ..	33	159	3	3	54	1	7	124	3	33	66	59	37	124	42	44	480	312	792	399	393						
Boarded out ..	44	38	9	153	122	..	103	86	3	98	68	..	..	..	..	7	410	321	731	644	87						
With friends ..	8	5	35	16	11	2	8	10	29	8	21	5	1	4	14	5	123	68	191	131	60						
At service ..	7	22	59	20	8	15	31	26	52	19	40	12	28	16	42	19	242	179	421	283	138						
Training-ship ..	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..	..	1	..	1	1	..						
In hospitals, convalescent homes, &c. ..	..	..	1	1	1	1	..	..	..	..	..	1	..	..	2	..	5	2	7	3	4						
In mental hospitals ..	..	..	..	1	..	1	2	..	4	2	1	..	..	..	..	..	9	2	11	10	1						
At Costley Training Institution ..	14	..	..	..	..	..	..	1	..	..	..	..	..	..	..	..	15	..	15	15	..						
At School for the Deaf ..	1	..	..	..	..	..	..	..	..	..	1	..	..	..	..	..	1	1	2	2	..						
At Special School for Mentally Backward Boys ..	..	..	..	..	..	..	..	..	1	..	..	..	..	..	..	..	1	..	1	1	..						
Under control of refuges or cognate institutions ..	1	3	..	..	..	8	..	1	..	..	..	..	..	..	..	..	1	12	13	7	6						
Under control of orphanage, cottage home, &c. ..	1	2	..	..	5	..	..	..	..	..	..	..	..	..	..	..	1	7	8	8	..						
In gaol ..	..	..	1	..	..	..	..	..	5	..	..	..	..	..	..	..	6	..	6	6	..						
Absent without leave, or whereabouts unknown ..	..	..	22	..	..	1	3	..	25	1	..	1	1	..	10	..	62	2	64	48	16						
Totals ..	76	103	286	194	150	82	149	130	243	132	164	85	89	57	192	66	65	1,357	906	2,263	1,558	705					

The admissions to the schools during the year are classified according to the two following tables :—

TABLE H5.—ADMISSIONS IN 1908, CLASSIFIED ACCORDING TO CAUSE OF ADMISSION.

Admitted as	Government Schools.												Private Schools.						All Schools						
	Auckland.		Boys' Training Farm, Weraoa.		Receiving Home, Wellington.		Te Oranga Home.		Receiving Home, Christchurch.		Burnham.		Caversham.		St. Mary's, Auckland.		St. Joseph's, Wellington.		St. Mary's, Nelson.		St. Vincent de Paul's, Dunedin.		Boys.	Girls.	Total.
	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.					
Destitute ..	5	9	4	19	22	..	7	4	1	17	13	1	..	9	23	2	3	77	62	139					
Vagrant..	1	1	2	..	1	2	..	1	..	..	1	5	4	1	4	..	2	12	13	25					
Associating with disreputable persons	4	8	..	..	4	1	8	5	..	..	..	3	8	8	4	..	1	19	35	54					
Uncontrollable ..	..	1	8	..	1	..	..	3	3	..	..	4	5	..	..	..	..	15	10	25					
Accused or guilty of punishable offences	4	2	17	1	..	2	..	..	38	..	..	7	..	..	2	..	..	69	4	73					
By arrangement ..	..	1	2	..	1	..	1	..	..	1	1	..	..	..	..	..	..	4	3	7					
Transferred from gaol	..	1	..	..	..	2	..	..	7	..	1	..	..	..	..	..	..	7	4	11					
Totals ..	14	23	33	20	29	7	16	13	49	18	16	20	17	18	33	2	6	203	131	334					
	37		49		29		31		37		35														

TABLE H6.—ADMISSIONS IN 1908, CLASSIFIED ACCORDING TO PARENTS' CIRCUMSTANCES AND CHARACTER.

Fathers described as		Mothers described as		Precedent Condition of Children admitted in 1908.						Total.
				Destitute.	Vagrant.	Associating with Disreputable Persons.	Uncontrollable.	Accused or Guilty of Punishable Offences.	By Arrangement.	
Dead	..	Dead	..	1	1	1	..	2	..	5
"	..	Good	..	5	2	..	3	10	..	20
"	..	Questionable	..	13	..	1	..	1	..	15
"	..	Bad	..	1	..	5	..	..	..	6
Physically unfit	..	Physically unfit	..	2	..	..	..	..	..	2
"	..	Good	..	3	..	..	..	..	..	3
Mentally unfit	..	Mentally unfit	..	..	..	..	1	..	..	1
Good	..	Dead	..	1	4	..	5	9	..	19
"	..	Mentally unfit	..	3	..	..	..	..	..	3
"	..	Good	..	12	1	1	8	36	2	60
"	..	Questionable	..	4	..	9	1	2	..	16
"	..	Bad	..	4	..	1	..	..	..	5
"	..	Deserter	..	..	..	..	4	..	..	4
Questionable	..	Dead	..	7	4	2	..	1	..	14
"	..	Good	..	5	1	2	..	3	..	11
"	..	Questionable	..	7	2	6	..	1	..	16
"	..	Bad	..	5	4	3	1	1	..	14
"	..	Deserter	..	..	..	2	1	..	..	3
"	..	Unknown	..	1	..	..	..	..	..	1
Bad	..	Dead	..	5	..	2	..	..	..	7
"	..	Mentally unfit	..	..	..	1	..	..	..	1
"	..	Good	..	9	..	..	..	5	..	14
"	..	Questionable	..	3	..	..	..	1	..	4
"	..	Bad	..	1	3	9	..	1	..	14
Deserter	..	Dead	..	..	..	..	..	3	..	3
"	..	Good	..	10	..	..	..	3	..	13
"	..	Questionable	..	8	..	..	1	..	..	9
"	..	Bad	..	..	..	3	..	..	1	4
"	..	Deserter	..	4	..	..	..	..	..	4
Unknown	..	Dead	..	3	..	..	..	..	..	3
"	..	Mentally unfit	..	5	..	..	..	..	..	5
"	..	Good	..	6	1	..	..	..	1	8
"	..	Questionable	..	6	1	1	..	1	1	10
"	..	Bad	..	2	1	5	..	1	1	10
"	..	Deserter	..	3	..	..	..	..	..	3
"	..	Unknown	..	..	..	..	..	3	1	4
Totals				189	25	54	25	84	7	334

The admissions for the year showed an increase of 44 on the number for the previous year. From the four chief centres of population 242 of these children were admitted. In no case were more than 8 children sent from any of the smaller towns. The records show that of the total number received 33·7 per cent. were illegitimate.

When children are before the Courts the Magistrates, after hearing evidence, direct in what religious denomination they are to be brought up. The orders made in 1908 show the denominations to be as follows : Church of England, 148 ; Roman Catholic, 117 ; Presbyterian, 43 ; Methodist, 17 ; Baptist, 5 ; Salvation Army, 2 ; Lutheran, 1 ; Church of Christ, 1.

The number of inmates over whom the control of the schools terminated during the year was 222. Of this number, 135 were of good character, 24 were fair, 6 bad, 4 were of weak mind, 16 were discharged under the age of fifteen years (11 of whom were legally adopted), and there were 11 deaths (8 under and 3 over fifteen years).

The number of deaths (11) shows a decrease of 5 on the number for the previous year. Four boarded-out children aged 2 years 5 months, 6 months, 1 year 4 months, and 6 weeks died, 1 of convulsions, 1 of broncho-pneumonia and enteritis, 1 of tubercular meningitis, 1 of bronchitis and heart-failure. Four resident inmates aged 11 months, 1 month, 3 months, and 6 months died, 2 of bronchitis and exhaustion, 1 of gastro-enteritis and exbaustion, and 1 infant committed to a receiving home died six days after its admission of meningitis and exhaustion. One inmate aged 14 years 11 months died in hospital of pulmonary phthisis and exhaustion, 1 boy of seventeen years committed suicide at sea, and 1 girl aged 16 years 11 months, residing with friends, died of consumption.

TABLE H7.—DISCHARGES, 1908.

Cause of Dis-charge.	Government Schools.										Private Schools.							All Schools.		
	Auckland.		Boys' Training Farm, Wairaroa.	Receiving Home, Wellington.		Te Oranga Home.	Receiving Home, Christ church		Burnham.	Caver-sham.		St. Mary's, Auckland.		St. Joseph's, Wellington.	St. Mary's, Nelson.		St. Vincent de Paul's, Dunedin.	Boys.	Girls.	Total.
	B.	G.	B.	B.	G.	G.	B.	G.	B.	B.	G.	G.	G.	B.	G.	G.				
Warrant of discharge	3	4	29	6	2	6	10	2	40	..	4	3	2	8	20	2	..	111	30	141
Death ..	..	..	1	3	1	1	..	..	1	1	..	..	..	..	3	..	..	9	2	11
Reached age of 21 years	..	1	2	..	3	8	1	8	9	..	14	..	4	2	7	2	2	19	44	63
Marriage ..	..	2	..	..	..	..	..	2	..	..	3	..	..	..	..	..	..	7	7	
Totals	3	7	32	9	6	15	11	12	50	1	21	3	6	10	30	4	2	139	83	222
	10			15			23			22		9			34					

TABLE H8.—INMATES : NUMBERS OF 1907 AND 1908 COMPARED.

Inmates.	At End of Year		Increase or Decrease.
	1907.	1908.	
In the schools .. .. .	721	792	+ 71
Boarded out .. .. .	695	731	+ 36
With friends .. .. .	171	191	+ 20
At service .. .. .	420	421	+ 1
In hospitals, convalescent homes, &c. .. .. .	9	7	- 2
In mental hospitals .. .. .	8	11	+ 3
School for the deaf .. .. .	..	2	+ 2
At Special School for Mentally Backward Boys .. .. .	..	1	+ 1
At Costley Training Institution .. .. .	19	15	- 4
Under control of refuges or cognate institutions .. .. .	19	13	- 6
Under control of orphanage, cottage home, &c. .. .. .	2	8	+ 6
In gaol .. .. .	6	6	..
Absent without leave, or whereabouts unknown .. .. .	80	64	- 16
Training-ship .. .. .	1	1	..
Totals .. .. .	2,151	2,263	+ 112

REPORTS OF MEDICAL OFFICERS.

AUCKLAND INDUSTRIAL SCHOOL.

SIR,—

Auckland, 12th May, 1909.

I have the honour to report that the health of the children at Mount Albert School has been on the whole excellent. We have had one case of severe glandular affection in one child, and she is still very ill. Otherwise, what sickness there has been has been of short duration.

There has been considerable inconvenience caused to the management owing to insufficient pressure of gas ; but we hope that will soon be remedied.

I have, &c.,

A. CHALLINOR PURCHAS, M.B., C.M., M.R.C.S. Eng.,  
The Secretary for Education, Wellington, Medical Officer.



## ST. MARY'S INDUSTRIAL SCHOOL, AUCKLAND: BOYS' BRANCH, TAKAPUNA.

SIR,—

Auckland, 1st May, 1909.

Visit was made to the orphanage for the purpose of inspecting, and I have much pleasure in stating that I found everything in perfect order—the sleeping-accommodation clean and airy, though at times rather overcrowded; the outdoor arrangements in good order; and kitchen, cooking, and dairy up to date. The children are all well and healthy, and have had practically no sickness during the past year.

I have, &amp;c.,

W. GRATTAN GUINNESS, M.D.,

Medical Officer.

The Secretary for Education, Wellington.

## ST. MARY'S INDUSTRIAL SCHOOL, AUCKLAND: GIRLS' BRANCH, PONSONBY.

SIR,—

Auckland, 14th May, 1909.

I have the greatest pleasure in reporting on the above institution.

I have gone most carefully over every department connected with the above establishment, and find each quite up to date. The dormitories are well ventilated, lavatories scrupulously clean, with a plentiful supply of water, drainage good, &c. The children are well clad and all healthy-looking. The food is very good, with plenty of variety. I must say the institution is a great credit to the Sisters of Mercy, and splendidly conducted under the Superioress Sister Mary Francis.

I have, &amp;c.,

W. J. DARBY, Hon. Physician.

The Secretary for Education, Wellington.

## BOYS' TRAINING-FARM, WERAROA.

SIR,—

4th May, 1909.

For the year ending 31st March, 1909, I have to report that during the year there have been no cases of a very grave nature, and that the general health of the inmates—about a hundred and fifty—is good. There have been some cases of bowel-trouble, and I would again draw the attention of the Department to the unsatisfactory state of the water-supply. The filter-beds put in are not working satisfactorily.

I have from time to time examined the food and living-rooms, and have at all times found things satisfactory.

I would suggest that the erection of a swimming-bath would be of great use to the inmates of this institution, not only from the health standpoint, which would be considerable, but also on account of the fact that every boy should learn to swim, and there is no facility here for teaching swimming.

The Manager and his staff have rendered me every assistance, and continue the same active and kindly interest in the lads.

I have, &amp;c.,

H. D. MACKENZIE, M.D., Medical Officer.

The Secretary for Education, Wellington.

## ST. JOSEPH'S INDUSTRIAL SCHOOL (GIRLS), WELLINGTON.

SIR,—

Wellington, 6th May, 1909.

I have the honour to submit the annual report on St. Joseph's Industrial School, Wellington.

During the past year I have visited the school frequently, and have always found it in excellent order as regards ventilation and general sanitary arrangements. The dormitories and the various class, dining, and work rooms are kept at all times scrupulously clean; and the children appear, as in former years, happy, well clad, and well nourished.

The health of the children has been on the whole exceedingly good. There has been no epidemic disease. I have, however, to report two deaths from tubercular meningitis. One girl, L. D., aged seventeen years, after having been in domestic service for some months, returned to the school on the 30th November, 1908, and from that time until the beginning of January suffered from general listlessness and apathy, with persistent constipation and occasional sickness and vomiting. She was kept under constant medical supervision, and received careful and attentive nursing; but as her symptoms became gradually more severe, I sent her on the 5th January, 1909, into the Wellington Hospital, and she died there on the 19th January of tubercular meningitis. The second case was of a girl, I. F., of similar age, who was out at service, and returned to the school ill on the 4th April, 1909, on which day I saw her. As her condition was from the start very serious, I sent her, on the 6th April, into hospital, where she died on the 16th April of tubercular meningitis. These are the only cases of serious illness that have occurred throughout the year, and I consider it to be merely a coincidence that both should have been cases of tubercular meningitis.

The present school building has been in use now for many years, and has become gradually hemmed in by the expansion of the city; but I understand that the sisters are contemplating the erection, at no distant date, of a new school in more modern style and with more up-to-date equipment in the suburbs of the city. I need hardly say that this scheme receives my heartiest consent and support, as from a medical point of view a new institution in the country, with all the benefits accruing from increased accommodation, fresh air, and greater facilities for outdoor recreation, would be incomparably better than the present school, both for the children themselves and for the sisters who carry on the work of this school with such thoroughness and devotion.

I have, &amp;c.,

P. MACKIN, M.D., F.R.C.S.,

Medical Officer.

The Secretary for Education, Wellington.

## WELLINGTON RECEIVING HOME.

SIR,—

Wellington, 17th May, 1909.

I have the honour to report that during the past year I have visited [and inspected the Wellington Receiving Home at regular intervals, and attended the children there as well as those at the foster-homes in the district.

Since my last report there have been two deaths in the Home. One was a case of marasmus, the child being *in extremis* when admitted to the Home; the other was a case of tubercular meningitis.

The condition of the Home from a medical point of view is quite satisfactory.

I have, &amp;c.,

DONALD MCGAVIN, M.D. Lond., F.R.C.S., Eng.,

Medical Officer.

The Secretary for Education, Wellington.

## ST. MARY'S INDUSTRIAL SCHOOL, NELSON: BOYS' BRANCH, STOKE.

SIR,—

Nelson, 14th July, 1909.

During the year ended 31st March, 1909, there has been very little illness among the boys at the Stoke Orphanage.

On the occasions of my visits the condition of the dormitories and lavatories has been satisfactory.

None of the boys punished suffered in health therefrom.

The management of the whole institution appears satisfactory.

I have, &amp;c.,

P. A. BETT, M.B., M.R.C.S.,

Medical Officer.

The Secretary for Education, Wellington.

## TE ORANGA HOME, CHRISTCHURCH.

SIR,—

Christchurch, 14th May, 1909.

I have the honour to present my report on Te Oranga Home.

Since my appointment on the 15th February of this year I have paid five visits on various dates, and have always found good order and cleanliness conspicuous there.

The sanitary arrangements work well.

I have inspected the new building, and consider that its use will afford valuable help in forwarding the objects of the institution.

There have been no cases of illness during the three months. Two fresh committals have been examined, and directions given calculated to bring their health up to standard.

The atmosphere of the institution is cheerful, and energy and self-control are cultivated amongst the inmates.

I have, &amp;c.,

JESSIE C. MADDISON, M.B., L.R.C.P.I.,

Medical Officer.

The Secretary for Education, Wellington.

## CHRISTCHURCH RECEIVING HOME.

SIR,—

Christchurch, 21st May, 1909.

I beg to submit my report on the Christchurch Receiving Home.

My first inspection of this Home was made on the 16th February, when I found the drainage and all other arrangements in good order.

The drainage has always been efficient, except on the 31st March, when a heavy deluge of rain flooded the low-lying parts of Christchurch, and the Drainage Board were unable to cope with the water. Consequently, on this occasion there was backflow through the sumps at the Receiving Home, and the footpaths round the houses were sprinkled with sewage. Prompt disinfection prevented any unfavourable consequences, but it is very desirable that the Home should be situated in a higher and drier part of the town.

Several children have been committed to the Home during the three months, most of them deficient in physique in one direction or another. Two adenoid operations and a few circumcisions were necessary.

The only case of serious illness was one of scarlet fever in a girl who had been working in Akaroa, and had come to the Home for a few days. She was at once handed over to the Hospital authorities, and is still in their hands.

Amongst the boarded-out children only minor ailments have occurred.

I notice a striking difference between the cheerful and healthy aspect of children who have been for a considerable time in the charge of their foster-parents, and the miserable development of those newly committed to the Home. I propose to incorporate in my next report some data on this subject.

I have, &amp;c.,

JESSIE C. MADDISON, M.B., Ch.B., L.R.C.P.I.,

Medical Officer.

The Secretary for Education, Wellington.

## CAVERSHAM INDUSTRIAL SCHOOL.

SIR,—

Dunedin, 5th May, 1909.

In presenting the annual report of the above school I have pleasure in stating that the general health of the inmates has been excellent. At the time that measles was prevalent throughout Dunedin last spring, four cases occurred in the school. Owing to the fact that there was unavoidable delay in getting the first patient isolated, her attendant and two others took the disease, but after immediate isolation of these no further cases developed.

There was one case of pneumonia, several cases of tonsilitis and post-nasals, swollen cervical glands and anæmia, one chronic case of tubercular osteitis in the hip, and one of chronic effusion in the knee.

I have, &c.,

EMILY H. SEIDEBERG, M.B., L.R.C.P.I.,  
Medical Officer.

The Secretary for Education, Wellington.

ST. VINCENT DE PAUL'S (GIRLS') INDUSTRIAL SCHOOL, DUNEDIN.

SIR,—

Dunedin, 15th May, 1909.

I beg to submit my annual report on the St. Vincent de Paul Orphanage, South Dunedin.

The health of the inmates continues to be in a satisfactory condition, no cases of serious illness and no deaths having occurred during the year.

The Reverend Mother and sisters manifest the greatest interest in their young charges, and are fully alive to the importance of good food, clothing, and abundance of fresh air in the management of such an institution, a remark which applies equally to the sanitary arrangements of the Home.

I have, &c.,

EUGENE J. O'NEILL, M.B., F.R.C.S.E.,  
Medical Officer.

The Secretary for Education, Wellington.

CONFERENCE ON THE CARE OF DEPENDENT CHILDREN,

HELD AT WASHINGTON, U.S.A., IN JANUARY, 1909.

The following letter to the President of the United States is reprinted here for the reason that, as far as it touches the operations of the Education Department, it expresses very exactly the principles upon which the Department deals with dependent children under its control :—

LETTER TO THE PRESIDENT OF THE UNITED STATES, EMBODYING THE CONCLUSIONS OF THE CONFERENCE ON THE CARE OF DEPENDENT CHILDREN, HELD BY INVITATION OF THE PRESIDENT IN WASHINGTON, D.C., 25TH AND 26TH JANUARY, 1909.

*Syllabi of Conference Resolutions.*

1. HOME CARE.—Children of worthy parents or deserving mothers should, as a rule, be kept with their parents at home.
2. PREVENTIVE WORK.—Society should endeavour to eradicate causes of dependency like disease, and to substitute compensation and insurance for relief.
3. HOME-FINDING.—Homeless and neglected children, if normal, should be cared for in families when practicable.
4. COTTAGE SYSTEM.—Institutions should be on the cottage plan, with small units, as far as possible.
5. INCORPORATION.—Agencies caring for dependent children should be incorporated, on approval of a suitable State Board.
6. STATE INSPECTION.—The State should inspect the work of all agencies which care for dependent children.
7. INSPECTION OF EDUCATIONAL WORK.—Educational work of institutions and agencies caring for dependent children should be supervised by State educational authorities.
8. FACTS AND RECORDS.—Complete histories of dependent children and their parents should be recorded for guidance of child-caring agencies.
9. PHYSICAL CARE.—Every needy child should receive the best medical and surgical attention, and be instructed in health and hygiene.
10. CO-OPERATION.—Local child-caring agencies should co-operate and establish joint bureaux of information.
11. UNDESIRABLE LEGISLATION.—Prohibitive legislation against transfer of dependent children between States should be repealed.
12. PERMANENT ORGANIZATION.—A permanent organization for work along the lines of these resolutions is desirable.
13. FEDERAL CHILDREN'S BUREAU.—Establishment of a Federal Children's Bureau is desirable, and enactment of pending Bill is earnestly recommended.
14. Suggest special message to Congress favouring Federal Children's Bureau and other legislation applying above principles to District of Columbia and other Federal territory.

Honourable Theodore Roosevelt, President of the United States.

SIR,—Having been invited by you to participate in a Conference on the Care of Dependent Children, held at Washington, D.C., January 25–26, 1909, and having considered at the sessions of such Conference the various phases of the subject as stated in the memorandum accompanying your letter of invitation, and such others as have been brought before us by the Executive Committee, we desire to express the very great satisfaction felt by each member of this Conference in the deep interest you have taken in the well-being of dependent children. The proper care of destitute children has indeed an important bearing upon the welfare of the nation. We now know so little about them as not even to know their number, but we know that there are in institutions about 93,000, and that many additional thousands are in foster or boarding homes. As a step, therefore, in the conservation of the productive capacity of the people, and the preservation of high standards of citizenship, and also because each of these

children is entitled to receive humane treatment, adequate care, and proper education, your action in calling this Conference, and your participation in its opening and closing sessions, will have, we believe, a profound effect upon the well-being of many thousands of children, and upon the nation as a whole.

Concerning the particular objects to which you called attention in the invitation to this Conference, and the additional subjects brought before us by the Executive Committee, our conclusions are as follows :—

#### *Home Care.*

1. Home life is the highest and finest product of civilisation. It is the great moulding force of mind and of character. Children should not be deprived of it except for urgent and compelling reasons. Children of parents of worthy character suffering from temporary misfortune, and children of reasonably efficient and deserving mothers who are without the support of the normal breadwinner, should, as a rule, be kept with their parents, such aid being given as may be necessary to maintain suitable homes for the rearing of the children. This aid should be given by such methods and from such sources as may be determined by the general relief policy of each community, preferably in the form of private charity rather than of public relief. Except in unusual circumstances, the home should not be broken up for reasons of poverty, but only for considerations of inefficiency or immorality.

#### *Preventive Work.*

2. The most important and valuable philanthropic work is not the curative, but the preventive : to check dependency by a thorough study of its causes, and by effectively remedying or eradicating them, should be the constant aim of society. Along these lines we urge upon all friends of children the promotion of effective measures, including legislation, to prevent blindness, to check tuberculosis and other diseases in dwellings and work-places, and injuries in hazardous occupations, to secure compensation or insurance so as to provide a family income in case of sickness, accident, death, or invalidism of the breadwinner ; to promote child-labour reforms, and generally to improve the conditions surrounding child-life. To secure these ends we urge efficient co-operation with all other agencies for social betterment.

#### *Home-finding.*

3. As to the children who for sufficient reasons must be removed from their own homes, or who have no homes, it is desirable that, if normal in mind and body and not requiring special training, they should be cared for in families whenever practicable. The carefully selected foster-home is for the normal child the best substitute for the natural home. Such homes should be selected by a most careful process of investigation, carried on by skilled agents, through personal investigation, and with due regard to the religious faith of the child. After children are placed in homes, adequate visitation, with careful consideration of the physical, mental, moral, and spiritual training and development of each child, on the part of the responsible home-finding agency, is essential.

It is recognised that for many children foster-homes without payment for board are not practicable immediately after the children become dependent, and that, for children requiring temporary care only, the free home is not available. For the temporary or more or less permanent care of such children different methods are in use, notably the plan of placing them in families ; paying for their board ; and the plan of institutional care. Contact with family life is preferable for these children as well as for other normal children. It is necessary, however, that a large number of carefully selected boarding homes be found, if these children are to be cared for in families. The extent to which such families can be found should be ascertained by careful inquiry and experiment in each locality. Unless and until such homes are found, the use of institutions is necessary.

#### *Cottage System.*

4. So far as it may be found necessary temporarily or permanently to care for certain classes of children in institutions, these institutions should be conducted on the cottage plan, in order that routine and impersonal care may not unduly suppress individuality and initiative. The cottage unit should not be larger than will permit effective personal relations between the adult caretaker or caretakers of each cottage and each child therein. Twenty-five is suggested as a desirable cottage unit, subject to revision in the light of further experience in the management of cottage institutions. The cottage plan is probably somewhat more expensive, both in construction and in maintenance, than the congregate system. It is so, however, only because it secures for the children a larger degree of association with adults and a nearer approach to the conditions of family life, which are required for the proper moulding of childhood. These results more than justify the increased outlay, and are truly economical. Child-caring agencies, whether supported by public or private funds, should by all legitimate means press for adequate financial support. Inferior methods should never be accepted by reason of lack of funds without continuing protest. Cheap care of children is ultimately enormously expensive, and is unworthy of a strong community. Existing congregate institutions should so classify their inmates and segregate them into groups as to secure as many of the benefits of the cottage system as possible, and should look forward to the adoption of the cottage type when new buildings are constructed.

The sending of children of any age or class to almshouses is an unqualified evil, and should be forbidden everywhere by law, with suitable penalty for its violation.

#### *Incorporation.*

5. To engage in the work of caring for needy children is to assume a most serious responsibility, and should therefore be permitted only to those who are definitely organized for the purpose, who are

of suitable character, and possess, or have reasonable assurance of securing, the funds needed for their support. The only practicable plan of securing this end is to require the approval by a State Board of Charities or other body exercising similar powers, of the incorporation of all child-caring agencies, including the approval of any amendments of the charter of a benevolent corporation, if it is to include child-caring work; and by forbidding other than duly incorporated agencies to engage in the care of needy children.

*State Inspection.*

6. The proper training of destitute children being essential to the well-being of the State, it is a sound public policy that the State, through its duly authorised representative, should inspect the work of all agencies which care for dependent children, whether by institutional or by home-finding methods, and whether supported by public or private funds. Such inspection should be made by trained agents, should be thorough, and the results thereof should be reported to the responsible authorities of the institution or agency concerned. The information so secured should be confidential, not to be disclosed except by competent authority.

*Inspection of Educational Work.*

7. Destitute children at best labour under many disadvantages, and are deprived in greater or less degree of the assistance and guidance which parents afford their own children. It is important, therefore, that such children be given an education which will fit them for self-support and for the duties of citizenship, and the State should provide therefor. In order that this education may be equal to that afforded by the schools attended by the other children of the community, it is desirable that the education of children in orphan asylums and other similar institutions, or placed in families, should be under the supervision of the educational authorities of the State.

*Facts and Records.*

8. The proper care of a child in the custody of a child-caring agency, as well as the wise decision as to the period of his retention and ultimate disposition to be made of him, involve a knowledge of the character and circumstances of his parents, or surviving parent, and near relatives, both before and at the time the child becomes dependent and subsequently. One unfortunate feature of child-caring work hitherto is the scanty information available as to the actual careers of children who have been reared under the care of charitable agencies. This applies both to institutions, which too frequently lose sight of the children soon after they leave their doors, and home-finding agencies, which too frequently have failed to exercise supervision adequate to enable them to judge of the real results of their work. It is extremely desirable that, taking all precautions to prevent injury or embarrassment to those who have been the subjects of charitable care, the agencies which have been responsible for the care of children should know to what station in life they attain, and what sort of citizens they become. Only in this manner can they form a correct judgment of the results of their efforts.

We believe, therefore, that every child-caring agency should—

- (a.) Secure full information concerning the character and circumstances of the parents and near relatives of each child in whose behalf application is made, through personal investigation by its own representative, unless adequate information is supplied by some other reliable agency :
- (b.) Inform itself by personal investigation at least once each year of the circumstances of the parents of children in its charge, unless the parents have been legally deprived of guardianship, and unless this information is supplied by some other responsible agency :
- (c.) Exercise supervision over children under their care until such children are legally adopted, are returned to their parents, attain their majority, or are clearly beyond the need of further supervision :
- (d.) Make a permanent record of all information thus secured.

*Physical Care.*

9. The physical condition of children who become the subjects of charitable care has received inadequate consideration. Each child received into the care of such an agency should be carefully examined by a competent physician, especially for the purpose of ascertaining whether such peculiarities, if any, as the child presents may be due to any defect of the sense organs or to other physical defect. Both institutions and placing-out agencies should take every precaution to secure proper medical and surgical care of their children, and should see that suitable instruction is given them in matters of health and hygiene.

*Co-operation.*

10. Great benefit can be derived from a close co-operation between the various child-caring agencies, institutional and otherwise, in each locality. It is especially desirable that harmonious relations be established in regard to the classes of children to be received by each agency; the relations of such agencies to the parents of children received; and the subsequent oversight of children passing from the custody of child-caring agencies. The establishment of a joint bureau of investigation and information by all the child-caring agencies of each locality is highly commended, in the absence of any other suitable central agency through which they may all co-operate.

*Undesirable Legislation.*

11. We greatly deprecate the tendency of legislation in some States to place unnecessary obstacles in the way of placing children in family homes in such States by agencies whose headquarters are else-

where, in view of the fact that we favour the care of destitute children, normal in mind and body, in families whenever practicable.

We recognise the right of each State to protect itself from vicious, diseased, or defective children from other States by the enactment of reasonable protective legislation; but experience proves that the reception of healthy normal children is not only an act of philanthropy, but also secures a valuable increment to the population of the community and an ultimate increase of its wealth.

The people of the more prosperous and less congested districts owe a debt of hospitality to the older communities from which many of them came.

We earnestly protest, therefore, against such legislation as is prohibitive in form or in effect, and urge that, where it exists, it be repealed.

#### *Permanent Organization.*

12. The care of dependent children is a subject about which nearly every session of the Legislature of every State in the Union concerns itself; it is a work in which State and local authorities in many States are engaged, and in which private agencies are active in every State; important decisions are being made constantly by associations, institutions, and public authorities, affecting questions of policy, the type of buildings to be constructed, the establishment of an adequate system of investigating homes and visiting children placed in homes, and scores of important matters affecting the well-being of needy children. Each of these decisions should be made with full knowledge of the experience of other States and agencies, and of the trend of opinion among those most actively engaged in the care of children, and able to speak from wide experience and careful observation. One effective means of securing this result would be the establishment of a permanent organization to undertake, in this field, work comparable to that carried on by the National Playground Association, the National Association for the Study and Prevention of Tuberculosis, the National Child-labour Committee, and other similar organizations in their respective fields. It is our judgment that the establishment of such a permanent voluntary organization, under auspices which would insure a careful consideration of all points of view, broad-mindedness, and tolerance, would be desirable and helpful, if reasonably assured of adequate financial support.

#### *Federal Children's Bureau.*

13. A Bill is pending in Congress for the establishment of a Federal Children's Bureau to collect and disseminate information affecting the welfare of children. In our judgment the establishment of such a bureau is desirable, and we earnestly recommend the enactment of the pending measure.

#### *Summary.*

14. The preceding suggestions may be almost completely summarised in this—that the particular condition and needs of each destitute child should be carefully studied, and that he should receive that care and treatment which his individual needs require, and which should be as nearly as possible like the life of the other children of the community.

15. We respectfully recommend that you send to Congress a message urging favourable action upon the Bill for a Federal Children's Bureau, and the enactment of such legislation as will bring the laws and the public administration of the District of Columbia and other Federal territory into harmony with the principles and conclusions herein stated; and we further recommend that you cause to be transmitted to the Governor of each State of the Union a copy of the proceedings of this Conference for the information of the State Board of Charities or other body exercising similar powers.

Yours very respectfully,

By order of the Conference,

HASTINGS H. HART,  
EDMOND J. BUTLER,  
JULIAN W. MACK,  
HOMER FOLKS,  
JAMES E. WEST,

Committee on Resolutions.

The above letter, embodying the conclusions of the Conference on the Care of Dependent Children, was unanimously adopted at the close of the afternoon session on Tuesday, the 26th January, 1909.

HOMER FOLKS, Vice-Chairman.  
JAMES E. WEST, Secretary.

### BOARDING-OUT OF CHILDREN.

#### OPINIONS AND SUGGESTIONS OF OFFICERS WHO HAVE HAD EXPERIENCE OF ITS ADMINISTRATION.

Education Department, Wellington, 4th November, 1908.

#### *Memorandum for Officers respecting the Boarding-out System.*

It has been represented to the Government that the boarding-out system is defective for the following reasons:—

- (a.) The difficulty of obtaining suitable homes;
- (b.) The impossibility of classification;

- (c.) The difficulty of thorough inspection ;
- (d.) The probable effect of the introduction of the children of depraved parents into the homes of the poor ;
- (e.) The ignorance on the part of the average foster-mother as to scientific methods of dealing with children suffering from hereditary taint and specially bad environment.

And the cottage-home system is recommended as a substitute, its advantages, as stated, being—

- (a.) Suitable homes ;
- (b.) Classification ;
- (c.) Thorough inspection ;
- (d.) Separation ;
- (e.) Scientific training and education.

Will you kindly give this subject your most careful and impartial consideration, and then let me have a full and candid expression of your views concerning it, giving at the same time a statement of your experience of what has been done under the boarding-out system, and making suggestions for its improvement, or for its replacement by some other method.

The question whether our present system is on good lines or not vitally affects the whole attitude of the State in its attempt to mould the future lives of these children so that they will become a gain morally and industrially instead of a burden to the country ; I have therefore to ask you to approach the subject from the purely judicial standpoint.

E. O. GIBBES, Secretary.

SIR,—

Receiving Home, Wellington, 2nd June, 1909.

As instructed by the Department, I forward my report on the boarding-out system, its advantages and disadvantages, as they have come under my observation.

(a.) I find no difficulty in obtaining homes. Even with the large number of children belonging to my school, the number of homes offered in which to place them is always in excess of the number of children to be boarded out ; but when the regulations are to be obeyed and the child's character and history taken into account, it is often very difficult to find a suitable home. The good, gentle little child is easily dealt with, but a boy unruly and untamed, with more love of mischief than anything else, and a profound disbelief in every one who attempts to control him, learned from the foolish ways of his father and mother—it is difficult to find a home for him. However, the work is well worth doing, and when a suitable home is found with a good foster-mother, kind and firm, where he shares the natural family life, and has a fair amount of work to do out of school hours, I am certain that the boy has a better chance of developing all his natural powers and becoming a good citizen than if he were reared in a cottage home, which, however good, is still an institution, not a home. Letters and interviews from and with women applying for children are amusing. One writes, " I want a dark-eyed, curly-haired little girl " ; another, " A child with a long nose and a nice open face " ; another, " A fair-haired little girl, but not red-headed ; I could not love a red-headed child," and so on. At first one laughs ; but, looking deeper, one sees that a childless woman has shown her heart's longing for the kind of child she has never had. In time one is found to satisfy her, and she is happy, and so is the child. Surely that home is better and more full of love—which is the best thing we can get for our children—than a cottage home among twenty-four or thirty other children.

The Department's regulation that families are not to be separated is no doubt wise and humane, but it is no light task to find a home to receive four, five, and even seven children. Even that can be done : I lately found a woman courageous enough to undertake seven, and brothers and sisters are growing up together ; in most cottage homes they would have been separated. When I hear people running down the boarding-out system I think of the past and present surroundings of many a little child—in the past wanted by nobody, now safe in the arms and the heart of a good woman—and memories come to me of what I have seen of the marvellous devotion by foster-mothers to the children—weeks and months of nursing the little suffering creatures, nights of broken rest and anxious days—in one case the child so diseased and the care needed so great, yet given cheerfully by the foster-mother, that I was amazed, and said to her one day, " You are a good woman : I could not do what you are doing." She said quite simply, " Oh ! I love the poor darling, and must take care of him when he is so ill." She would not allow me to ask the Department for higher maintenance-payment for the child. When he died she mourned for him, although I believe she would have been very ill herself if the poor little one had lived much longer. If women like that can be found, surely their homes are fit for our children ; and I can testify that there are many such in my district. I know of homes where the foster-parents, both father and mother, have shown the most extraordinary patience and untiring effort to cure boys and girls of bad habits. The foster-fathers are wonderfully good and kind to the children.

(b.) I do not see that, in boarding-out, classification is an impossibility—at least, in the wider sense of the word. Children with certain faults and tendencies must be placed in carefully chosen homes, with a woman who understands the faults to be corrected, and watches that other children are not injured by the boarded-out children. In case of a child considered too young for one of our institutions, and of doubtful character, I always try to get a foster-home without other children. I explain the case to the foster-mother and speak to the school-teacher about the child. I think the people who so strongly oppose the boarding-out system are not aware of the fact that children showing themselves of bad character, and consequently a danger to others, are always withdrawn from board and sent to one of the schools where they can be kept in residence. Children of known bad character are never boarded-out.

(c.) Surely the inspection required by the Department is sufficient—monthly by Local Visitor, quarterly reports by school-teacher, yearly by Visiting Officer, at least six-monthly by Manager, and, in the case of delicate or troublesome children, constant communication with the Manager.

More inspection than that would be surely unnecessary and unwise. Of course, the inspection of the homes must be thorough until one really knows the foster-parents. I do not find that they object to this inspection. I believe that one great advantage of the boarding-out system is that in a foster-home children learn to be far more independent than they could in an institution where they would know that everything was provided for them. I am certain that in many of our homes the boys and girls never realise that they are paid for. They obey "father" and "mother," and are proud of "our place" and "our horses, dogs, and cows," just as the sons and daughters of the family are.

In considering where to board a child I always think of the home that the child was born into. If the parents had acted rightly or been more fortunate, its circumstances would have been such-and-such. I try to find a home corresponding to such circumstances, then I feel that the child is getting something of the chance that was its birthright. If it has that, and a good foster mother and father, the less it is inspected the better.

The reports from school-teachers who see the children daily are very valuable. If the report shows poor attendance, the certainty of inquiries from the Department, and, worse still, the Truant Officer, make the Manager's remarks to the foster-parents pretty decided if the absence has been caused by "Ethel" or "Stanley" being "kept at home to help."

The work done by the Local Visitors deserves warm thanks from the Department. Many of them are busy women, and still, year after year, without remuneration, they every month visit a number of homes, report about the children, and take a most kindly interest in them. The children are generally very fond of the Local Visitor, whom they look upon as a friend calling to see them; they have no idea that their home is being inspected.

(d.) I firmly believe that environment is stronger than heredity. If the children are removed from depraved parents while young and reared in good homes, they as a rule turn out well. I think the magnificent work of the Barnardo, Quarrier, and Müller Homes has proved this. Surely the success that has attended our New Zealand boarding-out system shows that the homes in which our children have been placed have not suffered by receiving them. While the children are carefully watched, and removed if they show that they would contaminate others, I think the danger from this source is small, and as I go round I often hear of homes where I could not place our children because the children belonging to these homes would be a source of danger to my charges.

(e.) Here we have to remember that, after all, Nature is the great mother. Our children are generally placed in country homes, where the average foster-mother may not know much of scientific methods; but when she is aided in her care of such children by fresh air and sunshine, the wide space and peace of the country, her charges generally do pretty well. She may often need the advice and guidance of the children's guardian, and she can always have that. Letters stating that an anxious foster-mother wants to "see you about Tom" or wants you to "come and speak to her about Gladys," and so on, may not be welcome, as they frequently entail a long journey into the country, but I do not think they go unheeded by the Manager.

I have one child under my care, certainly of depraved parentage, who was puny, bad-tempered and extraordinarily irritable and nervous, boarded away in the country with a woman who is too simple to know anything of "scientific methods" or "hereditary taint," but under her care the child has grown into a rosy happy little maiden. It is a usually accepted idea that the industrial-school children all come of depraved parents and are suffering from hereditary taint: as a matter of fact it is not so. On the other hand, many children morally and physically tainted are to be found in the wealthiest homes in the Empire, and the boarding-schools and colleges are open to them; I think they do quite as much harm as our industrial-school children, but there is no outcry against them.

(a.) *Suitable Homes.*—The cottage home has, in my opinion, no advantage over a good foster-home. While the good woman at the head of it, who mothers the children, remains at her post, well and good; but when she leaves, twenty or thirty children are orphans, and have to learn to love a new mother, in this way breaking one of the strongest influences in moulding the children's characters, and loosening the bond that would have been the best help in holding them from wrongdoing in the years to come. What cottage home is so fortunate as to keep its Matron for even fifteen years?

(b.) I think the classification carried out by the Department, with its homes and residential institutions, is sufficient. No doubt the question will receive more and more attention in these institutions, but I cannot see why it should be considered in reference to doing away with the boarding-out system as being the best way of dealing with the better class of industrial-school children.

(c.) I always feel intensely sorry for the children I see in the cottage homes, however happy the little ones look. I think of what they will feel as they grow older, under the inspection that is considered necessary.

(d.) I suppose by this is meant keeping children of low type from mixing with others. The need of this is not overlooked as the boarding-out system is at present conducted; but I think there ought to be a Home for girls, such as the Otekaike Home for boys, where weak-minded and defective girls need not be boarded out at all, and no doubt they do better under the care of trained workers.

(e.) When I think of all the Home babies and little toddling children, I do not want to get for them "scientific training and education"; I just want to find mothers for them. The institution of the family is divine; in family life and home love is developed the best character. If the children committed to the State have lost their natural parents, I am sure that the best the State can do for them is to find good foster-parents. As the children grow older the State schools supply the necessary "scientific training and education."

Of course, mistakes are made in some of the homes chosen, caused by an error of judgment or too hasty work on the part of the Manager. As time goes on, the children are moved from such a home. I also find that the children have to be moved even from a good woman, because the foster-parent has not taken to them, or because she is too gentle to manage an unruly boy; but in the end they



generally settle down with a suitable foster-mother. I think the Department has cause to be grateful to the foster-parents for the work they do—they watch over and train the children as if they were their own.

As to suggestions for the improvement of the boarding-out system, I should like to see the rate of payment increased to 10s. per week until a child is two years old. I think reducing the payment to 7s. when a child is in the middle of teething troubles, and getting into more mischief than when it was six months old, is very hard on the foster-mothers. I think 8s. a week should be paid for girls until they are fourteen. Girls at school all day do not do very much work for the foster-mother, and from twelve to fourteen years their clothing is more expensive than it has ever been. The women grumble very much at receiving 6s.

The longer I have to do with placing girls of fourteen at service the more I am impressed with the fact that they are too young to leave their foster-homes and go among strangers. Many of them have had no advantage either physically or mentally until they entered the school—they are backward in every way; and even girls who have been in good homes and have attended school regularly for years are only children when fourteen, and physically as well as in character unfit for service, or, rather, I should say they would have a better chance of being strong capable women in after-life if left at board until fifteen years of age. I would like to see a change in this direction.

I think 8s. should be paid for boys until they are fourteen, unless they are placed on farms and assist with the milking, when I think 5s. would be sufficient to pay for them. Lately the foster-parents have complained bitterly of the low payment while the cost of living has been so high.

Another thing that caused a good deal of friction is the supply of school-books. I sincerely wish the Department would pay for them. Could not the teacher provide books for the industrial-school children, and the children be answerable to him for the books, and be punished by him if the books were lost or destroyed through carelessness? I know of good foster-homes closed to our children on account of what people have called "the unreasonableness of expecting foster-parents to supply school material."

I am a firm believer in the boarding-out system, and should be very sorry to see it superseded by the cottage home. For one thing, the expense of the cottage home would be enormous, and I do not believe that our boys and girls would in them have the training which they get in the more natural life of the foster-homes.

I have, &c.,

The Secretary for Education, Wellington.

ELLA S. DICK, Manager.

SIR,—

Industrial School, Burnham, 11th February, 1909.

I regret the delay in my reply to your circular memorandum of the 4th November, 1908, relating to the boarding-out system. I beg to submit the following remarks:—

(a.) My experience leads me to believe that the difficulty in obtaining suitable homes is more apparent than real. When I look back on what has been done since I had to do with industrial-school children in New Zealand, I am amazed and thankful to know what a large number of suitable homes have been found. There is no doubt that a number of people simply take children for the payment offered. Such homes are undesirable. I do not think that I am overstating the case when I declare that a large proportion of our foster-parents take the children because they like to have them. In such homes the children are in bright and happy surroundings, and are brought up as members of the family. So far is this carried that it is quite common for children when grown up to address their foster-parents, in letters, as "Dear Mother." Such homes are a blessing to humanity. There are many people who would be glad to take children, but they consider the payment to be inadequate.

(b.) As far as I know, this difficulty does not arise. The greatest care has always been taken to classify the children. Very few families are without an indifferent child among them. How, then, can it be expected that all children in a foster-home shall turn out to be equally well-behaved? No known case of imbecility or moral depravity is to be found in our homes among normal children.

(c.) In my opinion our system provides for the most thorough inspection—too thorough, in the opinion of some of our foster-parents.

(d.) Are the children of depraved parents in themselves depraved? Experience refuses to dictate dogmatically on this point. In cases where such children turn out ill, they are soon located under our systematic inspection, and removed without delay.

(e.) There are not many children in our system who suffer from hereditary taint, as far as my memory serves. This is part of a big question, and one of ways and means. If the Government of New Zealand can find the money, the Education Department will have no difficulty in securing scientific treatment for the children of the State.

#### *Cottage-home System.*

This system is admirably conducted at Home, and I beg to enumerate its advantages:—

(a.) These Homes are well built, well fitted, nicely furnished, and with good environment. The managers and staff are selected by reason of their special training for the care of young children.

(b.) In my opinion, where classification is needed, it can more efficiently be carried out under this system than under the boarded-out system. The children are under the immediate supervision of certain members of the staff, each of whom has special work in the Home. Homes should be provided for (1) children of good dispositions, and free from moral blemish; (2) children of depraved habits; (3) children of weak intellect. Homes 2 and 3 should be subdivided so as to deal with the more serious cases. These Homes being under State control, the children could without magisterial proceedings be transferred to Homes suitable for them, or to industrial schools and reformatories.

(c.) I do not think that a more thorough inspection could be made under this system than obtains under our boarded-out system. Visits should be made at any hour, and the managers and staff should welcome the visitors and look upon them as co-workers.

(d.) Separation in all its branches is carefully looked after under our system. Up to the ages of eight or nine years I see no objection to normal boys and girls being inmates of a cottage home, or up to ten years of brother and sister; but in New Zealand from ten years and upwards the sexes should be separated.

(e.) There is, in my opinion, no comparison as to the advantages of the cottage-home system over the boarded-out system in respect to scientific training and education. In the cottage-home system a daily routine of domestic work, meals, instruction, and recreation is provided for, and overlooked by trained persons. Children are taught habits of punctuality, cleanliness, and method. They are taught to assist in domestic work, the preparation of food and cooking; also to sew, wash, darn, and mend. All this daily systematic routine leads to an ordered and sure efficiency which becomes a second nature, and is invaluable when the children go out into the world. Then, again, the day commences and ends with prayer, and religious instruction is given daily.

I have enumerated the advantages of the cottage-home system; but I must, on the other hand, point out that under the boarded-out system the children live a more normal every-day life, and are less likely to be pointed out in after-life as "children of the State." Moreover, I do not consider that the cottage-home system comes within the range of practical politics. We have no means of meeting the enormous cost of establishing these homes and of their upkeep.

I feel bound to urge that a larger weekly payment should be offered to foster-parents. I am convinced that we should in this way have an abundant reward in the higher class of persons we should secure for our young children.

The Secretary for Education, Wellington.

I have, &c.,

T. ARCHEY, Manager.

SIR,—

Receiving Home, Christchurch, 23rd January, 1909.

In reply to the Department's memorandum of the 4th November last, respecting the boarding-out-system, I have to say,—

- (a.) That the difficulty of obtaining suitable homes is not so great as to make the system defective;
- (b.) That classification is possible to a large extent;
- (c.) That thorough inspection can be carried out without much difficulty;
- (d.) That there is a certain amount of risk run by the foster-parents in taking the children of depraved parents into their homes; but is there not the same risk in sending children to the State schools, which are attended by all classes of children?
- (e.) The foster-parents who take children suffering from hereditary taint and specially bad environment can be warned, and given instructions by doctors as to treatment of such cases, and care can be taken to place them with reliable foster-parents.

After sixteen years' experience of the Education Department's boarding-out system, I maintain that it is very successful in bringing up neglected and destitute children to be a gain, instead of a burden, to the country. I judge from results, and could give instances where boarded-out children (many the children of depraved parents) have turned out respectable members of the community, and, passing out of Government control at or before the age of twenty-one years, are doing well in their various situations, or are married and in comfortable homes of their own.

I believe that service-girls sent out from the Government industrial schools are superior to the general run of domestic servants, and I am sure that most of the employers will bear me out in this opinion.

The chief drawback to cottage homes, and a very serious one, I think, is that they are merely institutions on a small scale, and therefore boys and girls brought up in them can have no real family life, and no homes to return to periodically when they go out into the world to earn their own living; whereas my experience is that foster-parents and boarded-out children become greatly attached to each other, and the latter look on their foster-homes as their own, the foster-parents keeping in touch with them, and encouraging them to return for holidays and when out of situations.

Transferring the guardianship of a boy or girl from the Manager of a school to the foster-parent has been found to answer extremely well. In connection with this I may mention an instance of a foster-parent who takes over the guardianship of the boys boarded out with her as they reach the age of fourteen years, places them in good situations in her own district, looks after their clothing, and sees that they put away a good part of their wages in the Post-Office Savings-Bank. These boys all look on her as their mother, and on her house as their home.

There are some improvements with regard to rates paid for board which might be made with advantage to both children and foster-parents. I would respectfully suggest that a higher rate should be paid for inmates between the ages of twelve and fourteen years, as it seems unjust to reduce the payment to 6s. a week when it costs more to provide food, clothing, and school-books. Therefore I think that the rate of 7s. a week should be continued until the inmates reach the age of fourteen years.

With reference to the rate of payment for infants, I do not consider that 7s. a week is sufficient for the board and care of inmates under two years of age.

I beg to draw attention to the fact that religious denomination frequently causes some difficulty in boarding out, it being contrary to the regulations to place children of one denomination with foster-parents of another, even though the homes may be suitable in every other respect. For instance, a family of five children belonging to the Anglican Church may be admitted to an industrial school, and, though no foster-parent of that denomination can be found able and willing to take them, there may be several very suitable foster-parents belonging to the Presbyterian and Methodist denominations who are anxious to take charge of boarded-out children, and could easily accommodate the large number.

With regard to defective inmates, I do not think they should be placed in foster-homes; a special institution for such cases is most urgently needed.

I have, &c.,

ANNA B. COX, Manager.

SIR,—

Boy's Training Farm, Weraroa, 30th December, 1908.

It would perhaps be advisable, in considering the subject-matter of your circular of the 4th November, to begin by stating my views regarding the boarding-out system of the Department.

I was appointed to the charge of the Caversham Industrial School in 1892—nine years after the boarding-out system had been introduced. Previous to that date children of all ages, from three weeks old upwards, were kept in residence in the institution, with most unsatisfactory results as regards the young children. From 1892 till my transfer to my present position in October, 1905, I had on my roll at Caversham an average, I believe, of 220 boys and girls boarded out, and the ages ranged from three weeks to the limit, fourteen years, the children being placed in some eighty homes. The system provided for the general oversight and care of the children by the Manager, who had the assistance of a lady Official Correspondent, the visiting of boarded-out children by the Manager, Official Correspondent, and at least once a month by Local Visitors and the Department's Visiting Officers; and this worked very well. The Official Correspondent in my case certainly was a most valuable officer, and an indispensable link in the chain; the homes were well and carefully chosen, children were placed in localities likely to suit them best, the foster-parents were mostly people who carried out their duties from principle, and generally the feeling between foster-parent and child grew to affection. I have no hesitation whatever, with years of experience and a knowledge of most of the foster-parents who had children from Caversham, in saying that the principle of boarding children out is a sound one—the nearest to the natural family tie, and certainly the nearest approach to family life. I can call to mind cases where young women have been married from the homes they were brought up in, cases where young men are now helping their aged foster-parents as though they were their natural parents.

It goes without saying that occasionally a home has proved unsuitable—that at times a home has not been all that could be desired; yet, admitting all to be said against it, the boarding-out system stands out eminently well, judged by its results.

There were times when it was difficult to get good homes, yet they came to us, and the children were kept at the institution, specially cared for, during the time they were inmates. Owing to the enhanced cost of living, it may be more difficult to get homes now, but, by giving an equivalent, good homes will not be found scarce.

It would not be possible for children in a foster-home to be neglected for any length of time, for the system of visiting was so thorough—first the Local Visitors had to make at least one visit a month, then the day-school teacher reported quarterly, the Manager visited any doubtful home, and the Visiting Officer made twice a year a thorough inspection of the home and surroundings.

In discussing the merits and demerits of the so-called “cottage-home” system, I am very much at a loss, since the term is vague, and usually the people who talk of cottage homes are unable to define what they mean. I suppose what is meant is a building provided by the authority dealing with the children, with a woman in charge of a number of children. But how many children would be placed in such a home? What would be the limit of age? Would both sexes be placed in one home? Would a number of cottage homes be grouped, or would they be scattered over the country? If more than six or eight children are placed in a cottage it becomes practically a small institution, the family life is lost. It may be said that there are families numbering up to twenty. Yes, there are; but it must be remembered that in such cases there is the natural tie, and, coming one by one, each drops into its place naturally and expectedly. In a cottage home the natures are more diverse, there is no common feeling; being nearly of an age, the inmates are more difficult to manage, and absolutely need a man's care, and when you have a number in one home there is a loss of individuality and home-life. If not more than eight children were placed in a home the expense would be prohibitive, and the result not so good as if they were boarded out. It would be, I am sure, more difficult to find suitable persons for cottage homes than to find good foster-parents, and it would be more costly.

Some years ago Dr. Barnardo gave up the cottage-home system in favour of boarding out, except the cottage-home colony for young women at Ilford, which is still kept up, is self-supporting, and each home is under the care of a lady—in nearly all cases, of means—who gives her services voluntarily.

In the cottage-home system on this farm the children do not get the advantages of either the institution as regards discipline and oversight, or the advantages of a foster-home as regards home and family life.

In no spirit of boastfulness do I say that, if the people at Home or here who lay so much stress on the value of cottage homes could see and examine our system of boarding out, I firmly believe they would become converts to boarding out, which has for over fifty years been the established and approved mode of dealing with pauper children in Scotland.

All that is claimed for the cottage home is obtained at Weraroa.

Having expressed my views on the two systems, I reply to the statement that the boarding-out system is defective,—

(a.) On account of the difficulty of obtaining suitable homes: If the monetary payment is made sufficient, good homes will *not* be wanting. Many people will not take children to board because they do not think the pay is sufficient to enable them to keep the children as they could wish and get a return for their services.

(b.) On account of the impossibility of classification: Now, if there is one point on which there can be no doubt, it is the absolute possibility of classification in boarding out children. This is abundantly evident, for homes are *chosen* for the children, as I have already shown.

(c.) On account of the difficulty of thorough inspection: Whether the inspection of the homes is thorough or not is dependent on the officer who has the duty to carry out. The Department's Visiting Officers are surely to be relied on.

(d.) On account of the probable effect of the introduction of the children of depraved parents into the homes of the poor : It is seldom that children of an age to be boarded out are depraved ; when they are, the remedy is to place them with a couple without any family. There are two factors in criminal heredity—the element of innate disposition and the element of contagion from social environment. One element, as a rule, is not sufficient to determine a child in the direction of crime. When the child of depraved parents is placed in a boarded-out home the healthy environment checks the tendency to depravity. This could be proved by the records of children who have been boarded out.

(e.) On account of the ignorance on the part of the average foster-parent as to scientific methods of dealing with children suffering from hereditary taint and especially bad environment : (In passing I should much like to know what the scientific methods are.) Our foster-homes usually possess the qualities that those who have had practical experience in the training of the morally deformed value through having proved so successful in turning out good boys and girls—healthy moral and social environment ; the training by good, sensible, God-fearing people—people with a sense of their responsibilities and a capacity for carrying them out. It is a pleasure, while writing this report, to look back and recall the really good women I have had as foster-parents, and the deep sympathetic feeling they had for their charges : witness Mrs. M. and J. C., the idiot ; Mrs. E. and the poor boy with the broken spine ; Mrs. R., who did so much for F. D., who ultimately died of hip-disease ; Mrs. C.'s devotion to the sad case she had ; and many others.

Now as to the reputed advantages of the cottage-home system :—

(a.) Suitability of homes : Possibly there might be no trouble about buildings and equipment, but it would be far more difficult to find a suitable person to take charge of a cottage home than to get half a dozen good foster-parents. Every Manager knows how hard it is to get suitable attendants, and how very seldom a woman could be got who would fill such a position.

(b.) Classification cannot be so well carried out as in foster-homes, for the simple reason that in foster-homes one, two, or more children can be placed out—it is even possible to specialise ; and this cannot be done so well in cottage homes unless they are multiplied to a ridiculous number, and become practically foster-homes.

(c.) Thorough inspection : As inspection depends more on the individual than the system, I cannot see how or why inspection of a cottage home should be more thorough than that of a foster-home.

(d.) Separation : I fail to understand what is meant by “ separation.” If it means separation of sexes, then I should say it will be a pity, for families would be divided, instead of being brought up together in a foster-home.

(e.) Scientific training and education : Advantageous, no doubt ; but for our young children can there be anything better than a good home ? What scientific training can be as good or better than the daily training in habits of industry, carefulness, duty, thrift, truthfulness, honesty, to be obtained in a good Christian home—and there are many such among our foster-homes.

I have endeavoured to view the subject impartially, and to express my views honestly, duly recognising my responsibility, on re-reading the paragraph in your circular. A cottage home of over ten becomes a small institution ; under that it becomes a foster-home : it has neither the home-life of the one nor the advantages of the other.

As regards improvement in the boarding-out system : I believe it would be advisable for the success of the boarding-out system to return to the plan of having “ Official Correspondents.” Personally, I do not believe it is possible for a Manager to do justice to an institution, to the inmates at service, visit at times the boarded-out children, and at the same time attend to all the details of interviewing actual and prospective foster-parents, visit proposed homes in town and suburbs, see to making out licenses and preparation of monthly money-orders, deal with reports of Local Visitors, and generally attend to the business connected with the system. An Official Correspondent is a very great help to a Manager, and practically takes off her hands all details, leaving the Manager free to visit and do her other duties.

I would also suggest the appointment of a male Visiting Officer—a man of tact, keen, discriminating, absolutely reliable, who would appreciate the difficulties of Managers, make a thorough inspection of every home in the Dominion once a year at least, and if he report adversely on a home the inmates should be moved. The foster-homes should also be visited once a year by a female Visiting Officer. The Local Visitors would visit at least monthly, and the Manager of the school could either visit all the homes or the one she was doubtful of.

I feel assured that some such system is absolutely necessary to safeguard the interests of the children and of the Department.

The Secretary for Education, Wellington.

I have, &c.,

G. M. BURLINSON, Manager.

SIR,—

Christchurch, 24th November, 1908.

(a.) The difficulty of finding good homes fulfilling necessary conditions is said to be greater than heretofore, though some districts have as yet been scarcely tested for this purpose.

(b.) Touching on classification, I have usually found the children suitably placed in homes which supplied their special needs : puny, delicate children placed in plentiful homes in the country ; delicate babies within easy reach of medical advice, and of the Managers, and where also the milk-supply was on the premises. Sturdy boys with healthy appetites are generally placed in the homes of small farmers, who teach them to be useful.

(c.) The foster-parents, with few and temporary exceptions, have assisted and even invited thorough inspection—even examination of their homes. Thus, I have seen the same children at school, in bed, at meals ; have examined their clothing in wear and in stock ; and have made minute inquiry both at home and at school into their habits, disposition, and treatment. With few exceptions a visit of inspection is not regarded as an intrusion, and I know that money could not discharge the obligation incurred for the care of their charges.

For children of ordinary health and ability I should be sorry if the boarding-out system were superseded—first, because the respectable working-man's home is the right place for rearing forlorn children. Foster-parents in country districts are usually thrifty people, industrious and economical too, who make full use of time and opportunity. There is always a garden, and generally a dairy and some poultry. The children share the duties and pleasures too; they have before them a good practical standard of life and of conduct, and have also learned the value of money. They have probably learned, too, the necessity of considering other people as well as themselves.

At fourteen, when sent out to earn a living, the boarded-out child has intimate friends in the foster-parents and their connections, and the child's conduct is regarded as creditable or the reverse to them, and in their warm interest he almost forgets his real origin, and certainly is by no means a waif. Many of the boys and girls spend their holidays with foster-parents, who frequently show presents, affectionate letters, and photographs from young men and women who have been thus reared.

#### *Cottage Homes.*

The development of the child nurtured in even a small institution is on different and less natural lines. The institution child is more sedate, probably better clad and more tidy in appearance; but on leaving is a mere infant in readiness of comprehension and of alertness, and has no knowledge of money-values. All actual wants are supplied without effort on the part of the recipients. They have no knowledge of the struggle for daily bread, nor yet of the self-denial and strenuous effort to make both ends meet that prevails in decent homes of working-people. The training has been theoretical more than practical. The institution child on going out in the world meets only strangers; he does not know their ways, and longs to get back to the familiar environment of the institution. To this fact in part was due the establishment of the boarding-out system in Scotland during the early seventies. In this connection I may say that in England I have been aware of four generations of a family dwelling in the same union workhouse at the same time. The place had no terrors for them, and was, in fact, their abode.

I have seen the cottage homes instituted by a union of parishes in the north of England, and under Government control. There were three homes for boys and three for girls, each house having about thirty children. These children had nothing like the health, capacity, and initiative of our boarded-out children.

In another grade of life I have also seen the children of St. Anne's, Brixton, London; the Infant Orphan Asylum; and the London Orphan Asylum: all providing for children of persons once in prosperity. The educational advantages were good, but there was the same helplessness on leaving the school.

On the other hand, I should welcome the establishment of cottage homes for the reception of (1) children tainted or deficient mentally; (2) for those suffering from physical defects; (3) for those children for whom severity is considered to be at times necessary. These unattractive children obtain less loving interest, and in cottage homes would receive skilled care, with just and equal treatment, and also be better controlled.

I have, &c.,

The Secretary for Education, Wellington.

C. F. SCALE, Lady Visiting Officer.

SIR,—

Industrial School, Auckland, 13th November, 1908.

I gather from your letter of the 4th instant you desire that, besides comparing the boarding-out system with the cottage-home system, I should give you my views respecting child-saving, and the training of children committed to the care of the State. I will begin with the general question before touching the particular. In considering this, one has to remember that, in regard at least to the larger number of children dealt with, the work is remedial as well as educational. Poor heredity has perverted the normal type, and has produced a growth whose natural tendencies must be recognised. The first consideration, therefore, is remedial work, and this can only be systematically done by educationalists with special knowledge, special gifts, and special training. The object to be attained is the conversion of the abnormal as far as possible to the normal, in order that the individual may be able to adjust himself to the ordinary circumstances and environment of life as we find it to-day, and that inherited tendencies may be modified before being transmitted to a future generation. The general educational aim being to develop and to foster in children those powers of mind and body which they possess, and which will best fit them to hold their own in the struggle for existence, and to do their part to promote the social well-being of the State, it follows that the work of training the children dependent upon the State is twofold. In every question, therefore, respecting these young lives, these two aims must be kept in view, the conversion of the abnormal to the normal, and the fitting of the individual for the place which he should occupy in after-life.

For the very young the boarding-out system is ideal. It follows the Divine plan of the child in the environment of home and family. For the well-being of the State it is essential that the idea of the family should be fostered. It is fundamentally right, and, being a natural law, may only, I believe, be disregarded at our peril.

A hospital for defective and delicate infants might be of great use, but anything like a foundling hospital is, I firmly believe, fundamentally wrong. It is essential to a child's normal moral development that the instinct of love be awakened. In an institution where nurses take their turn in attendance it is the general rule to refrain from fostering in the child any personal predilections. A child's earliest impressions are the strongest, and unless we wish to create an abnormal type, the child must be placed where the impressions it is to receive will be of life in its normal aspect.

(a.) The difficulty of obtaining suitable homes is a very real one, but let it be remembered that the homes in which we each and all of us grew up might not be considered by the unprejudiced as absolutely ideal, yet who of us would say that anything better could have been provided for us?

(b.) The second objection, as to the impossibility of classification, is easily disposed of, as the only class required for very young children is that the defective child be isolated in hospital or Home.

(c.) The difficulty of thorough inspection appears to have been solved by the Department. Supervision by Local Visitors, by the Manager of the school, by an officer of the Department, ought to secure adequate inspection, especially if, wherever any doubt as to the suitability of a home arises, the child be given the benefit of the doubt.

(d.) No child in whom evil tendencies develop should be allowed to remain in a foster-home, and no child in whom evil tendencies are apparent should be placed in a foster-home.

(e.) I have already said that children suffering from hereditary taint ought not to be boarded out. The ignorance and incompetence of the foster-mother to properly train children intrusted to her care points to a growing canker in the social life of New Zealand—the failure of family life and the lessening of the sense of parental responsibility, arising probably from a general weakening of the sense of moral responsibility.

For delinquent, wayward, and defective children, the institution, or, I might call it, the school, is in my opinion undoubtedly the best training-ground. In a growing country like New Zealand classification could be complete.

- (1.) Schools for mentally defective ;
- (2.) For the training of normal older children who are simply dependent through circumstances outside their own control ;
- (3.) For the younger children suffering from hereditary taint ;
- (4.) For the older who are morally defective ; and, last of all,
- (5.) For the apparently incorrigible.

Cottage homes appear to me to manifest the disadvantages of both the boarding-out and institution systems, with the advantages of neither.

- (a.) It is not a home. A well-designed institution building need be no less suitable and comfortable.
- (b.) Classification further destroys all likeness to the home.
- (c.) The inspection of the foster-home and school may be just as thorough.
- (d.) Separation would be difficult to carry out : the children in cottage homes would meet in the day-school.
- (e.) Scientific training and education consist in the best method of adapting children to their future life, and this could be secured in foster-homes and in the school.

Cottage homes would not admit of the freedom and intimacy of the home, and would lack the advantages derived from a corporate life, the public opinion of the school, the *esprit de corps*, the spirit of emulation. Those under whose immediate influence and guardianship the children would find themselves would not be persons of education or of special training. There would be frequent changes. The cottage would not give the child friends, would exert no influence upon his after-life.

If the difficulty of finding suitable foster-homes becomes insuperable, cottage homes for the younger children, under the management of single women or widows, would be preferable to institution-life ; but these homes should be entirely dissociated from the institution, and situated in country districts where the children would attend the ordinary district school.

My experience of what has been done under the boarding-out system has been favourable ; but I recognise, now that a new population is taking the place of the old colonists with their higher sense of moral responsibility, the “suitable homes” will be increasingly difficult to find. I think, however, it would be most unwise to abandon a system which is based upon such sound principles. Wherever it is possible to find a good home, the child should be placed there ; when it becomes impossible, a cottage home should be provided.

For boys over eight years and for girls over ten committed for delinquency the institution is the most suitable habitat.

The charges brought against institution life, I think, are—its unnatural conditions ; the monotony of existence ; the administration, which provides mechanical contrivances for doing the work instead of training the inmates in the use of the ordinary appliances of small homes, farms, and workshops ; and the failure to provide a training in thrift and economy. The charge first named cannot be combated. In a letter to Miss Wordsworth, the Headmaster of Wellington College, afterwards Archbishop Benson, writes, “I seem to see Wellington College four hundred years hence, with a happy party spelling out the E and the B and the M. . . gister of an old stone in the days when parents, having recognised their own duties to their children, marvel that ever they could have been sent to herd in the masses of a public school.” What the late Archbishop felt in relation to a great public school must be felt in regard to every school and similar institution : the life is an unnatural one. The other charges which I named have only to be recognised to be provided against.

Practically, in New Zealand I think it will be found necessary to enlarge this institution, to establish an institution in Christchurch and Wellington, and no doubt to provide an institution for boys in the South Island.

The Secretary for Education, Wellington.

I have, &c.,

SARAH E. JACKSON, Manager.

SIR,—

Industrial School, Caversham, 10th November, 1908.

In reference to your circular memorandum of the 4th instant, I beg to make the following remarks. I might sum the whole matter up in one sentence, and that is, to continue on the same broad lines as at present, and to make such improvement from time to time as is justified by future needs.

In answer to,—

(a.) There has been some difficulty in placing young infants, but in every case, after a little delay, perhaps, very suitable homes have been found ; and I am sure there will be less difficulty in this respect on account of new districts being opened up. There are any amount of homes of a kind ; but it is

only in well-chosen, comfortable homes that children are placed. The matter of religion causes some delay in the placing of children.

(b.) I fail to see what classification is required or necessary. The children boarded out are normal children, and are placed with foster-parents who have probably had a good deal of experience in the bringing-up of children, and are quite capable of giving them the treatment that ordinary children require. What is needed is for people to realise that the majority of inmates of industrial schools are not so very different from their own children; and the boarding-out system will bring this about better than anything. There are, naturally, cases where constant supervision and special treatment are required; and schools are provided for the reception of these, and the results which ensue are very satisfactory indeed.

(c.) With regard to inspection, I again fail to see what more is required. A foster-parent never knows the time that either an Official Visiting Officer or a Manager may pop in. To my knowledge visits are sometimes made as early as 7 a.m. and as late as 10 or 11 p.m., and thus it is known what a home is like under all conditions. I should be quite willing to have any one accompany me on my rounds. As a Manager, I can safely say I have not one home that is not satisfactory, and it would do disbelievers good to see for themselves. They would be convinced of the affection that exists between foster-parents and children. Inspection in Otago consists of Departmental Visitors as often as the Department thinks proper to send them; the Manager, who goes round at odd times and as often as possible, the foster-parent never knowing when to expect her; also, the Visiting Nurse under the infant-life-protection system, when in the different districts, is instructed to call in at certain homes. The Local Visitors report monthly, and the school-teachers quarterly.

(d.) If children at the time of admission are old enough to remember the things they may have seen, they are not placed in a home where there are other children—that is, if they are placed out at all; but, as a rule, they are kept in residence until by observation their proper place in the classification is determined. If children of depraved parents were to be treated as depraved and sent to special institutions, a stigma would be upon them when they had to go out into the world to earn their living. I am well assured a child coming to the years of reasoning would feel most bitterly the inhuman slur thus placed upon him for the faults of his parents. There are many who would not try to battle against the handicap that would attach itself to those who had been known to have been brought up in a "Home for the Children of Depraved Parents," and would be embittered by being ever conscious of the fact throughout their lives. I know of no cases myself where the introduction of industrial-school children into the home has resulted in the family suffering in any way. As I have mentioned before, provision has been made for children likely to bring about a result of this kind. If children are placed in well selected homes, there is a distinct gain to the State, as there will be a very small percentage who will go wrong when under good influences. One has only to go through the records of past inmates to prove this. I could name many young men and women who have applied personally for their bank-money—all highly respectable workers; and their history as infants—what was it? Taken out of brothels and placed in good homes—the result, a highly respectable young man or woman. The most sorrowful thing, I think, that I have had to do was when a decent and well-dressed young man asked me if I could tell him anything about his people. I looked at the particulars of his admission. He came an infant to the school, but the history of the parents was so bad I could tell him nothing, yet with good environment this young man had grown up a thrifty and respectable citizen. Shortly after coming to this work I was profoundly astonished at the results of past efforts, and it was a revelation to me on learning of the humane treatment meted out to the children under the Government care. If children are to be stigmatized by being put into Homes for children of depraved parents, what of the dozens who legally adopt children of this class? Does one hear of evil results from their doing so?

(e.) Special care is taken in selecting homes for children suffering from hereditary taint if they are placed out. Very often it is considered advisable to keep them in the institutions provided for that purpose. Most of the homes chosen are with people of mature age who have brought up families of their own, and more often than not are in comfortable circumstances. The children of the State are thus the distinct gainers through their having the benefit of the foster-parents' experience. I find that the majority of the foster-parents can deal very intelligently with the special characteristics of their charges, and such cases as are beyond the management of foster-parents are taken into the schools.

(a.) The cottage-home system is carried on in England extensively. There is no other way to cope with the numbers, as it would be impossible to board and care individually for each child as is done in the Dominion; but I certainly do not think that in New Zealand the cottage-home system would be an improvement on the boarding-out system. You get twenty homes, say, of ten children in each; they are built a few yards apart; the children go to the same day-school: what can it be, after all, but institution life? Even then the home-keepers may prove unsuitable and incapable, and may not carry out their work any better or as well as the foster-parents under the boarding-out system, besides depriving the children of experiencing the happiness of real home-life, which there is no doubt whatever they enjoy at board. Why should they be brought up differently from other children unless they have shown that they require special treatment? During the time that I have been in the work I have seen such good results of the boarding-out system that I honestly feel that the home influence given to these children is the very best thing that could happen to them. Many of the children are adopted by the foster-parents, and in other cases the treatment received from the foster-parent is such that when the children attain adult age they go back to their old foster-homes and there always find a welcome. There are also cases where the children do not know that they belong to the school, and look on the foster-parents as their real parents, and there have been others where the foster-parents have left their all to the children under their care. The children brought up in careful homes have quite a different stamp from those brought up in an institution, and, no



matter how homely an institution is made, the difference cannot be got over. My idea is to disperse the children, and not to concentrate them. I feel sure that to place them in cottage homes would be a retrograde step; it would not advance the object it is wished to attain. The present system is by far the most humane one. The children now have splendid opportunities of making lifelong friends, and, by mixing with others in a natural way, are less likely to give rise to the idea that they are in some way or another different from other people. If this impression is fostered under the institutional system there is more likelihood of the children becoming isolated, as it were, and realising more fully their friendless condition. As a rule they are very sensitive about their position as "institution children," and it is nice to know that they look on their foster-parents as *real parents*, and have the advantages of a real *home life*.

I certainly think that girls ought to be brought into residence at the schools at the age of twelve or thirteen years for a special training in housework, and not placed at service until fifteen. It is young enough then for them. They could attend the day-school until fourteen, and have a year after that for domestic work only. In cases where the domestic training in the foster-home is thoroughly good, and the foster-parent wishes to continue to take a lively interest in the child, the present arrangements might continue. If a thorough course of training were given in this way, and the children received certificates of proficiency, there would be some guarantee to mistresses, and at the same time the girls' services would command higher wages. It would, however, be advisable to keep girls of this class separate from troublesome girls in residence who had failed at service.

The cottage-home system might answer well in connection with children who, for special reasons, require to be kept in residence, but I certainly do not think that it would give anything like the satisfactory results of the boarding-out system if adopted in place of the latter.

It would give me great pleasure to submit a list of past inmates who have called at the school since I became Manager here, and who, in my opinion, are a great credit to the institution.

I have, &c.,

The Secretary for Education, Wellington.

HARRIETT PETREMANT, Manager.

The following is a letter from the Rev. R. L. Gwynne, who is actively engaged in rescue and preventive work amongst boys in England, and who on a recent visit to New Zealand made inquiry as to the methods adopted here in connection with such work:—

DEAR SIR,—

Palmerston North, N.Z., 26th June, 1909.

May I send you my cordial thanks for enabling me to visit your Boys' Farm near Levin. I took some time to go over the shops, examined the lads in the school, and went through the farm to some extent, and ended by giving the lads a short talk on "sport and service."

I congratulate the Government on the whole conception and character of the farm. The able master is thoroughly at home with the lads, who seem to be an enlargement of his family. There are many who are mentally deficient, or incapable of continuous control or labour.

We are trying in England a gymnasium as a means of reformation. Each prison is supplied with good physical instructors, who teach the poor weakened mind and will through the body-culture. With many cases, this has been a most wonderful success. To your other progressive plans I sincerely trust you will soon be able to add the moral and mental apparatus of a good physical laboratory, for such is the new body-culture in reality.

The whole tone, order, and discipline are excellent—not ironbound, but of willing minds. Not a face did I see darkened with morose and despondent features, but all seemed gay and boyish.

With renewed thanks and best wishes.

Yours, &c.,

R. L. GWYNNE.

The Hon. G. Fowlds, Minister of Education.



## INFANT LIFE PROTECTION.

Education Department, Wellington, 31st May, 1909.

The Hon. the Minister of Education.

I SUBMIT the following memorandum on the work of the Department in respect of infant life protection during the year 1908.

In 1880 the administration of the industrial schools was given to the Education Department, which early adopted the boarding-out system. During the past quarter of a century, therefore, it has not only acquired and formulated an extensive theoretical knowledge of the best methods of dealing with young dependent children, but has also secured a staff of experienced women—foster-parents, Local Visitors, lady Managers, and inspecting officers—in whose hands the immediate care of the children is placed. Consequently, when, in 1907, it was decided to remove from the control of the Police Department the administration of the law relating to infant-life protection, the Education Department was naturally selected to carry on the work.

In connection with industrial schools the boarding-out system has, in New Zealand, had an adequate and a very satisfactory trial. The following is an extract from the Education Report for the year 1906 :—

“As time goes on it becomes more evident that the system of boarding out children in foster-homes is the most beneficent method of providing for them. Boarding-out was inaugurated in New Zealand in 1883, and the many hundreds of cases where the success of the system has been quite beyond question provide an ample answer to those who, through want of full acquaintance with the effects of it, are prone to condemn it when one of its failures occurs. During these twenty-four years the average number of children boarded out has been 454, the numbers rising from 209 in 1883 to 690 in 1906. In that time the number of deaths has been 51, of whom 32 were under four years of age, the average annual death-rate being 0.46 per cent. Such a result is very satisfactory, especially when the circumstances of the bulk of industrial-school children prior to their admission, and the fact that many of them are exceedingly delicate infants, are taken into consideration.”

The leading provisions of the Infant Life Protection Act are as follows: Unless licensed to act as a foster-parent, no person, in consideration of any payment or reward, may receive or take charge of an infant for the purpose of nursing or maintaining it apart from its parents or guardians for a longer period than seven consecutive days. “Infant” means a child under the age of six years. In certain cases the Minister may grant exemption. Officers appointed under the Act may enter foster-homes at any time, or any premises in which they have reason to believe that infants are being maintained contrary to the Act; they may be accompanied by a medical practitioner, and in cases of emergency may remove any infant from any foster-home or other premises as aforesaid. No other person may remove a child from a foster-home without the consent of an official appointed under the Act. Within twenty-four hours of the death of an infant the foster-parent is to give notice to the constable in charge of the nearest police-station, who is forthwith to report to the Coroner. If the Coroner deems an inquest necessary, he may inquire not only into the immediate cause of death, but also into all the circumstances relating to the treatment and condition of the infant during life which in his opinion should be inquired into in the public interest. No payment is to be made to or received by a foster-parent in respect of any infant except in pursuance of an agreement approved by an official under the Act. If the payment is in the nature of a premium, the whole sum is to be deposited with an authorised official to be paid to the foster-parent by way of weekly payments. This provision applies to premiums paid on the adoption of children. If default is made in payment of any sum payable under an agreement as aforesaid, the amount or part of it may be paid out of moneys appropriated for the purposes of the Act, and in such case is recoverable from the near relatives of the infant.

Under the consolidation of the law which took place last year a number of enactments dealing with infants in the purely legal acceptance of the term were brought together, rather unfortunately it would seem, with those in which the word is used simply in the popular sense, so that with the new title of “The Infants Act, 1908,” the significant phrase “infant life protection” has disappeared. It has, however, been considered advisable to retain this expression for the special work which brings the Education Department into relation with the Act. The Industrial Schools Act has not been taken into The Infants Act, although it, of course, deals with legal infants too.

The Infant Life Protection Act was passed on the 20th November, 1907, and came into operation on the 1st January, 1908, by which date the Department's arrangements for its administration were complete. The lady managers of the industrial schools at Auckland, Wellington, Christchurch, and Dunedin were appointed District Agents, and to each of them was assigned, as assistant and visiting nurse, a lady experienced in the care of young children. Sub-agents were also appointed in the more important of the smaller centres. All the homes were in due course visited by these ladies, and the provisions of the Act explained to the foster-parents. During the year a great deal of difficult and trying work has been very successfully carried out by the District Agents and their assistants, and the Department gratefully acknowledges their services.

NUMBERS.

The number of infants that have been dealt with in one way or another during the year is 1,017, and at the end of the year there were 648 on the books, being 173 more than there were at the beginning of the year. This increase is partly the effect of the extension of the Act to children of six years instead of four years, and partly, no doubt, because of the publicity given to the subject during the passage of the Bill through the Legislature. The following table summarises the transactions of the year :—

Particulars of Admissions to and Removals from Licensed Foster-homes during 1908.

	Under 6 Months.	Between 6 Months and 1 Year.	Between 1 and 2 Years.	Between 2 and 3 Years.	Between 3 and 4 Years.	Between 4 and 5 Years.	Between 5 and 6 Years.	Over 6 Years, and still in Foster-homes.	Total.
<i>Entered on the Books.</i>									
On the books at the beginning of the year	46	62	124	104	68	50	20	1	475
Placed in licensed homes during the year	244	90	90	40	30	12	14	..	520
Adopted with premium (exclusive of those already on the books)	17	2	1	2	..	..	..	..	22
Total .. ..	..	..	..	..	..	..	..	..	1,017
<i>Withdrawn from and remaining on the Books.</i>									
Removed from foster-homes by parents or guardians	30	47	67	40	32	11	10	2	239
Deaths .. ..	17	5	4	..	..	..	..	..	26
Adoptions from licensed homes without premiums	3	8	11	7	1	1	2	..	33
In homes to which exemption was granted ..	2	4	2	6	7	3	11	..	35
Brought under operation of the Industrial Schools Act	3	3	6	5	5	..	..	..	22
Written off the books for various causes	2	..	4	3	2	1	..	2	14
On the books at 31st December, 1908	97	103	149	103	78	66	36	16	648
Total .. ..	..	..	..	..	..	..	..	..	1,017

Considering the number of children born out of wedlock, and the certainty that there must be many others of legitimate birth who by force of circumstances have to be placed in the care of strangers, it is not to be supposed that the figures here given represent all the children who are legally subject to the provisions of the Act. But people do not like supervision and subjection to rules, even those with the best possible intention towards the children, and, for this as well as for other reasons, it is to be feared that many risk the penalties imposed by the Act upon those who place children in unlicensed homes equally with the keepers of them.

FOSTER-HOMES.

The 648 infants on the books at the end of the year were in foster-homes as follows :—

In 347 homes each having one .. ..	347
In 87 homes each having two .. ..	174
In 25 homes each having three .. ..	75
In 9 homes each having four .. ..	36
In 2 homes each having five .. ..	10
In 1 home having six .. ..	6

471

648

Eighteen of the homes were those in which children under six were boarded out by Charitable Aid Boards

The total number of licensed homes was 615, so that at the end of the year there were 144 licensed homes in which, for the time, no infants were boarded.

Although as a general rule it is recognised that, as regards the number of infants in one home, the fewer the better, it has not been found necessary, in view of the varying conditions of the homes, to prescribe any absolute limitation. Every home is, of course, limited to a stated number, but whether that number is one or more depends upon the circumstances. In every case in which the license is for more than one infant care is taken, if the limitation appears necessary, to prescribe how many of the number may be under the age of twelve months,

During the year there were 180 transfers of infants from one home to another. This compares very unfavourably with the percentage of transfers of children boarded out from the industrial schools, and is much larger than is desirable or at all necessary. Every change of home is accompanied by a certain amount of discomfort, at least, and sometimes of danger, to the infant. In industrial-school work the matter is in the hands of one person, the manager of the school to which the children belong; with the children now in question every one is subject to the moods and, unfortunately, to the financial necessities of its parents—generally of its mother—and too often the change is dictated by the relations between the mother and the foster-parent, rather than those between the foster-parent and the infant.

The care given to the infants by the foster-parents is as a rule not at all to be measured by the payments made to them. Happily a great many of these good women are so constituted that a friendless or ailing infant appeals irresistibly to their compassion, and a very great deal of patient self-sacrifice is given to their charges. The Department's long experience of the boarding-out system justifies it in claiming for the great majority of these foster-parents the utmost respect and esteem.

Following the system that has been so successful in connection with the boarding-out of children from the industrial schools, honorary local visitors are appointed whenever it is practicable to do so. The industrial schools have the benefit of the services of a large number of these ladies, many of whom have for years gratuitously and unobtrusively devoted much time and interest to this unselfish and benevolent work.

The directions issued to foster-parents are annexed hereto.

#### RATES OF PAYMENT TO FOSTER-PARENTS.

The Act provides that no payment shall be made to or received by a foster-parent except in pursuance of an agreement approved of by a person appointed under the Act. In this matter the Department has proposed nothing more than to satisfy itself in every case of the adequacy of the payment, and its intervention on no occasion has been required. In 574 agreements that have received approval the rates of payment to the foster-parents are as follows:—

22 at the rate of 5s. per week.	297 at the rate of 10s. per week.
16 „ 6s. „	2 „ 10s. 6d. „
2 „ 6s. 6d. „	3 „ 11s. „
29 „ 7s. „	28 „ 12s. „
75 „ 7s. 6d. „	36 „ 12s. 6d. „
40 „ 8s. „	1 „ 14s. „
4 „ 8s. 6d. „	2 „ 15s. „
16 „ 9s. „	1 „ 20s. „

Generally the relations of the infant provide clothing in addition.

The Department has been unable to give effect to one of the most important provisions of the Act—namely, that which empowers it to pay foster-parents for the maintenance of infants on default of the parents to meet their obligations. It is provided by the Act that for any such payments the near relatives of the infant shall be liable, and the term “near relative” has been given a very wide interpretation. But the prescribed method of recovery is by action at the suit of the Secretary for Education on behalf of the Crown (the debt being declared to be a debt due to the Crown), and there appears to be no method by which such a procedure can be expeditiously and economically brought into operation. In no case has the Department seen its way to undertake proceedings by the prescribed method, and therefore it has not appeared justifiable to commit the Government to the large expenditure involved in the one proposal without the compensating advantage implied in the other.

#### EXEMPTIONS.

The Minister may exempt from the provisions of the Act—

- (a.) Any institution that is supported wholly or in part by moneys of the Crown or by public subscription;
- (b.) Any near relative of an infant;
- (c.) Any person as to whom the Minister is satisfied that the Act should not apply;

and under this authority exemption has been granted to the institutions and homes set forth in the following list. The conditions of the exemption are that the home is to be open at all times to persons appointed under the Act, and that no infant is to be removed from it without official consent. The last-named condition arose from a case that came to the knowledge of the Department, which showed that the persons in charge of these homes are not always in a position to undertake inquiry into applications for infants, and, as a matter of fact, do not always realise how great is the necessity for the most careful investigation. In the case referred to, the infant was taken from the home under the pretence of adoption. It was not adopted, however; it was used to extort money from the parents, and was finally abandoned.

*List of Exempted Institutions.*

Name of Institution.						Number of Children under 6 Years of Age in these Institutions at the End of 1908.
St. Stephen's Orphan Home, Papatoitai, Auckland	..	..	..	..	..	3
St. Mary's Maternity Home, Otahuhu, Auckland	..	..	..	..	..	13
"The Door of Hope," Auckland	..	..	..	..	..	10
Salvation Army Maternity Home, Auckland	..	..	..	..	..	8
St. Mary's Orphanage, Auckland	..	..	..	..	..	8
Children's Home, Remuera, Auckland	..	..	..	..	..	14
Children's Home, Ayr Street, Parnell, Auckland	..	..	..	..	..	15
Wanganui Orphanage, Wanganui	..	..	..	..	..	3
Children's Home, Palmerston North	..	..	..	..	..	10
St. Joseph's Orphanage, Wellington	..	..	..	..	..	4
Salvation Army Children's Home, Wellington	..	..	..	..	..	..
The Levin Memorial Home, Wellington	..	..	..	..	..	3
Home of Compassion, Wellington	..	..	..	..	..	16
St. Mary's Orphanage, Nelson	..	..	..	..	..	12
Sacred Heart Orphanage, Mount Magdala, Christchurch	..	..	..	..	..	12
Children's Convalescent Cottage, New Brighton, Christchurch	..	..	..	..	..	2
Salvation Army Maternity Home, Christchurch	..	..	..	..	..	8
St. Mary's Orphanage, Dunedin	..	..	..	..	..	5
St. Vincent de Paul's Orphanage, Dunedin	..	..	..	..	..	14
Karitane Home, Dunedin	..	..	..	..	..	11
Presbyterian Orphanage, Dunedin	..	..	..	..	..	11
Salvation Army Maternity Home, Dunedin	..	..	..	..	..	7
Victoria Memorial Home (Maternity), Invercargill	..	..	..	..	..	7
Total	..	..	..	..	..	196

One Home that received exemption failed to comply with the Department's requirements for the accommodation of the inmates, and, in order to settle the difficulty, adopted the expedient of ceasing to admit children under six, thereby removing itself from the provisions of the Act.

Private individuals to the number of fifteen also received exemption. These were either adopting parents or near relatives or friends of the infants concerned.

**DEATHS.**

Out of the 1,017 infants under six years of age that were at one time or another on the books during 1908, 26 died—that is, 2.56 per cent. Of these, 21 died in foster-homes, and 5 in hospitals or nursing-homes. Seventeen were under six months old, 5 between six and twelve months, and 4 between one and two years. Every death was, of course, reported to the Coroner, and in six cases inquests were held.

*Deaths during 1908.*

Locality.	Date.	Sex.	Age at Death.	Legal Status.	Time in Foster-home.	Cause of Death.	Remarks.
	1908.		y. m.				
Onehunga	Jan. 3	F	0 3	Illegitimate	2 months	Dietetic	No inquest.
Auckland	.. 12	M	10 days	..	7 days	..	..
..	Feb. 1	M	0 10	..	9 ..	Diarrhoeal	Inquest.
..	.. 8	M	0 7	..	3 months	..	No inquest.
Petone	.. 10	F	0 5	..	2 ..	..	..
Dunedin	.. 11	M	0 3	..	1 ..	Dietetic	..
Wellington	.. 24	F	0 2	Legitimate	5 weeks	..	..
..	.. 25	M	0 2	Illegitimate	2 months	Diarrhoeal	Inquest.
..	March 6	F	0 4	..	3 ..	Respiratory	No inquest.
Dunedin	.. 11	M	0 5	..	10 days	Dietetic	..
Auckland	.. 12	M	0 2	..	17 ..	Diarrhoeal	..
Onehunga	.. 12	M	0 3	..	6 weeks	Dietetic	..
Auckland	.. 15	M	0 3	..	11 ..	Diarrhoeal	..
..	April 12	M	0 2	Legitimate	11 days	Respiratory	..
..	.. 17	F	0 9	Illegitimate	7 months	Tuberculosis	..
New Brighton	.. 25	M	0 2	..	6 weeks	Diarrhoeal	..
Christchurch	May 6	F	1 6	Legitimate	7 ..	Tuberculosis	Inquest.
Otahuhu	.. 21	M	0 3	..	11 ..	Cardiac	No inquest.
Christchurch	June 25	M	1 0	Illegitimate	6 months	Accidental	Inquest.
Onehunga	Aug. 5	M	0 4	..	11 weeks	Tuberculosis	No inquest.
Wellington	.. 8	M	1 1	..	2 months	..	..
Napier	Sept. 4	M	6 weeks	..	3 weeks	..	..
Nelson	.. 11	M	2 0	Legitimate	1 year 1 month	Dietetic	Inquest.
Christchurch	Nov. 12	M	0 3	Illegitimate	2 weeks	Respiratory	..
..	Dec. 14	F	0 8	..	4 months	..	No inquest.
Reefton	.. 22	M	0 8	..	8 ..	..	..

In considering the death-rate of infants of this class it is of the first importance to remember that they are nearly all illegitimate, and that the death-rate of illegitimate children is very much higher than that of children born in wedlock. Comparative statistics of the respective death-rates in New Zealand are not available, but the following extracts from the statistics of New South Wales and Victoria show how the case stands.

*Extract from the Official Year-book of New South Wales, 1905-6, p. 238.*—"The table appended gives, for 1905, and for the five years preceding 1905, the death-rates of illegitimate children under one and under five years of age, as compared with legitimate children of like ages:—

Age.	Legitimate.		Illegitimate.	
	Deaths.	Rate per 1,000 Living.	Deaths.	Rate per 1,000 Living.
Under 1 year,—				
1900-4 .. .. .	15,712	90.04	3,361	258.90
1905 .. .. .	2,648	72.37	534	183.38
Under 5 years,—				
1900-4 .. .. .	21,473	28.35	3,809	85.40
1905 .. .. .	3,537	22.69	606	62.73

"It will be seen how unfavourable is the position, and how small is the chance of living of the illegitimate child as compared with the legitimate. At each age the death-rate of the illegitimate is nearly three times that of the legitimate. Even in 1905, which was a year of extremely low mortality, one-fifth of the illegitimate children born did not live through the first year."

*Extract from the Victorian Year-book, 1907-8, p. 399.*—"On the average of the past five years, slightly over 1 in every 5 illegitimate infants died within a year, as against 1 in every 13 legitimate children. It is thus seen that the chance of an illegitimate child dying before the age of one year is nearly three times that of the legitimate infant. . . . To ascertain the chief reasons for the marked disproportion in the mortality-rates between the two classes, the subsequent table has been constructed, showing the deaths from certain causes per 1,000 legitimate and illegitimate births on the average of the years 1903-7:—

Cause of Death.	Deaths under 1 Year per 1,000 Births.	
	Legitimate.	Illegitimate.
Diarrhoeal diseases .. .. .	21.1	75.2
Prematurity, congenital defects, marasmus, &c. .. .. .	31.1	58.3
Bronchitis, broncho-pneumonia, pneumonia .. .. .	7.5	21.4
Other causes .. .. .	19.0	62.5
Total, all causes .. .. .	78.7	217.4

"The rates for 1903-7 show that of every 1,000 children born out of wedlock, 75.2 died from diarrhoeal diseases within a year, as compared with 21.1 deaths per 1,000 legitimate infants from the same cause. Owing to the larger proportion of the former deprived of breast food a higher mortality might be expected among them than legitimate infants from these diseases, but the striking difference in death-rates from this cause and from the chief respiratory diseases would indicate considerable neglect in rearing illegitimate infants."

Statistics do not always give exactly the information that one wants. What is now under consideration is the period of age from birth up to six years, and in statistical volumes the age-periods are divided differently. The foregoing extract shows that in New South Wales the rates for children under five years are—legitimate, 2.5 per cent.; illegitimate, 7.4 per cent. In New Zealand the death-rate of all children, legitimate and illegitimate, under six years of age is about 1.8 per cent. It would seem, therefore, that the death of 26 infants out of 1,017 is above the ordinary rate in New Zealand, but below what might be expected to occur amongst those of the particular class dealt with.

#### ADOPTIONS.

Seeing that the effect of the Act is to bring under supervision any infant for whose adoption a sum of money is paid, the Department has made arrangements to obtain returns of all orders of adoption, and is thus enabled to furnish information upon a subject that has not hitherto been dealt with in statistical form.

During the year 219 orders of adoption were made, and one order cancelling an adoption order; 32 of the adoption orders provided for premiums, and 187 were without monetary consideration. The following shows the ages of the adopted children :—

Under 6 months,	21 with premium,	56 without premium.
Between 6 and 12 months,	1	18
„ 1 and 2 years	3	29
„ 2 and 3 „	2	21
„ 3 and 4 „	..	13
„ 4 and 5 „	..	15
„ 5 and 6 „	1	12
„ 6 and 7 „	1	1
„ 7 and 8 „	..	9
„ 8 and 9 „	..	1
„ 9 and 10 „	..	5
„ 10 and 11 „	..	2
„ 11 and 12 „	..	2
„ 12 and 13 „	..	1
„ 14 and 15 „	..	2
	32	187

The adopting persons were,—

Husband and wife jointly	..	..	..	..	204
Wife alone	..	..	..	..	8
Unmarried man	..	..	..	..	5
Spinster	..	..	..	..	2

The amount of the premiums ranged from £10 to £100.

There is much reason to believe that monetary transactions arising out of agreements for adoption are not always disclosed to the Court, and that in consequence the protection contemplated by the Act is not always extended to the infants for whose benefit it was intended, for the Department has no status in respect of any adoption unless the payment of a sum of money forms part of the agreement. It is much to be desired that all adoptions should either be preceded by a probationary term—such, for instance, as would be afforded if there were preliminary and final orders separated by a period of, say, twelve months—or (what would amount to the same thing) that every adopted child were to be under official supervision for, say, twelve months from the date of the order. According to the terms of the Act, a Magistrate making an order of adoption has to be satisfied “that the person proposing to adopt the child is of good repute and a fit and proper person to have the care and custody thereof, and of sufficient ability to bring up, maintain, and educate the child, and that the welfare and interests of the child will be promoted by the adoption.” Nevertheless, out of the small number of adoptions that have come under the observation of this Department no less than eight have for one reason or another been the subject of more or less serious concern. The following is an outline of these cases :—

1. A child boarded out with foster-parents. Reports respecting these foster-parents were so unsatisfactory that steps were being taken to cancel the license and remove the child. In the meantime the foster-mother obtained an order of adoption.

2. Child adopted, with premium, by a labourer with a wife and five children. The District Agent reports that the house is small and overcrowded, and that had it been an ordinary application for license the application would undoubtedly have been refused.

3. A woman to whom a license as a foster-parent was refused, on the ground partly of character and partly of having an extremely unsuitable home, obtained an order for adoption.

4. A woman who, on account of her age, was refused a license as a foster-parent obtained an order to adopt an infant aged four months.

5. Child adopted from foster-home, and five months later transferred to another home by a second adoption. In the interval child suffered much neglect.

6. Child adopted, with premium, was shortly afterwards found at the point of death from neglect. Later the adopting father was imprisoned for some offence, and the child had to be sent to a Home. But for the unremitting supervision that was given to this case the child would undoubtedly have died.

7. Child adopted, with premium. Three months later the family fell into straitened circumstances, and it appeared that the child ran a risk of dying of starvation.

8. Child adopted ostensibly without premium. Some months later the adopting mother was brought before the Court for neglecting it; the order of adoption was cancelled, and the child sent to a Home.

The Act, of course, provides that any Magistrate may cancel an order of adoption, but it is obvious that much suffering may be endured by an adopted child before any neglect or ill-treatment to which it may be subjected becomes so patent as to call for public interference.

#### ILLEGITIMACY.

This matter may be referred to as being more or less directly connected with the operations of the Act. The number of illegitimate births registered in the Dominion during 1908 was 1,105. There is a wide difference between this number and the number (343) below the age of twelve months that were placed in foster-homes under the Act during the same period, and, in connection with what has been

said with regard to the probable existence of a considerable amount of evasion of the Act, the point will be of interest. The following table shows the statistics according to the several provincial districts :—

Provincial Districts.							Illegitimate Births registered during 1908.	Number of Children aged 12 Months or less brought under the Act during 1908.
Auckland ..	..	..	..	..	..	..	286	63
Taranaki ..	..	..	..	..	..	..	40	5
Hawke's Bay ..	..	..	..	..	..	..	50	20
Wellington ..	..	..	..	..	..	..	311	116
Marlborough ..	..	..	..	..	..	..	14	1
Nelson ..	..	..	..	..	..	..	29	4
Westland ..	..	..	..	..	..	..	11	..
Canterbury ..	..	..	..	..	..	..	192	89
Otago ..	..	..	..	..	..	..	172	45
Totals ..	..	..	..	..	..	..	1,105	343

The District Agent at Auckland, writing with regard to the small proportion of illegitimate children appearing in foster-homes, expresses the opinion that the fact "is very little likely to bear the favourable construction which it would appear to bear to the uninitiated." The District Agent at Dunedin says, "I cannot too strongly recommend the supervision of *all* illegitimate children, as, in my opinion, such children at home with parents or friends are more in need of looking after than those in foster-homes, the foster-parent knowing that at any moment she may be visited."

During the year 119 registrations were effected under the Legitimation Act.

E. O. GIBBES,  
Secretary for Education.

#### EDUCATION DEPARTMENT.—INFANT-LIFE PROTECTION.

##### DIRECTIONS TO FOSTER-PARENTS.

(The license should be kept in this book.)

1. FOSTER-PARENTS are urged in their own interests to make themselves thoroughly familiar with the Act, the regulations, and these directions. The District Agents will be pleased to give all necessary information to foster-parents.

2. If any child under six years of age is received for the purpose of being maintained for payment or reward apart from its parents, the person who takes care of the child must apply to the District Agent *at once* for a license unless she has the written authority of the Minister of Education to maintain it without a license.

3. The license remains in force until it is cancelled.

4. No greater number of infants than the license allows may be maintained in the home at any one time for payment or reward, and any condition entered on the license as to the ages of the children to be maintained must be strictly complied with.

5. Whenever a licensed foster-parent receives a child into her home she must at once give notice to the District Agent, using the form headed "Particulars of an Infant received into a Foster-home."

6. The record-book and account-book must be carefully and accurately kept.

7. In every case an agreement, *approved by the Secretary for Education*, for the maintenance of the infant in the foster-home must be entered into between the foster-parent and the person who places the infant with her. It is most important for the foster-parent to have this agreement signed and completed *before she takes charge of the child*. The agreement should state clearly whether the foster-parent or the person who places the child with her is to provide necessary clothing.

8. If the agreement provides for a foster-parent to receive one or more *lump sums* to cover the cost of maintaining a child, instead of smaller payments at short intervals, these lump sums *must on no account be kept by the foster-parent*, but must be paid over by her to the District Agent, and regular monthly payments may be made to the foster-parent from this sum.

9. If at any time payment is not made by the parents or friends of the infant as agreed upon, the foster-parent should at once make application for payment to the person who made the agreement with her, and the District Agent should be informed immediately.

10. Any officer appointed under the Act may at any time enter and inspect a foster-home and the infants maintained in it, and refer to the record-book. He or she may be accompanied by a medical practitioner, and may remove any infant without any notice whatever if it appears necessary to do so. Such an officer must not be hindered or obstructed in the performance of his or her duties. No one except a Government officer, a lady Local Visitor, or some one who holds authority from the Education Department or the District Agent, is authorised to visit, enter, or inspect a foster-home or examine the foster-parent's books,

11. Foster-parents must comply with the directions given by the District Agent or her representative.

12. No child, whether under or over six years of age, may be removed from a foster-home without the authority of some person appointed under the Act, and the foster-parent must not permit any such child to be removed without obtaining authority. The person removing a child must sign the foster-parent's record-book, giving the date of removal and stating the condition of the child at that time.

13. A foster-parent may not remove a child from one place of residence to another without obtaining consent beforehand from the District Agent.

14. If an infant require medical attendance the foster-parent shall, if possible, communicate with the parent or guardian immediately, but, if the matter be urgent, she must, upon her own responsibility, obtain medical aid. The occurrence of illness must at once be reported to the District Agent.

15. If an infant dies the foster-parent must, within twenty-four hours, give notice to the District Agent and to the constable in charge of the nearest police-station, and must not permit the body to be buried without the authority of the Coroner.

16. It is most important that no information received by a foster-parent concerning a child or its relatives be repeated to any one but the District Agent or her authorised representative.

17. Heavy penalties are provided by law for breaches of the Act; for most breaches the fine may be as high as £50. or the offender may be sentenced to imprisonment for six months.

The District Agents and their addresses are as follows:—

Auckland and Taranaki Districts: Miss S. E. Jackson, Industrial School, Mount Albert, Auckland.

Hawke's Bay, Wellington, Marlborough, and Nelson Districts: Mrs. E. S. Dick, 117 Tinakori Road, Wellington.

Canterbury and Westland Districts: Miss A. B. Cox, 39 Fitzgerald Avenue, Christchurch.

Otago and Southland Districts: Miss H. Petremant, Caversham Industrial School, Dunedin.

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