

1909.
NEW ZEALAND.

EDUCATION:
REFORMATORY WORK IN ENGLAND, GERMANY, AND
AMERICA

(REPORT ON), BY WILLIAM REECE, OF CHRISTCHURCH, AN OFFICIAL VISITOR UNDER THE
NEW ZEALAND INDUSTRIAL SCHOOLS ACT.

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

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America.—Mr. C. Nankivel, New York; Mr. T. M. Osborne, Auburn; Mr. W. R. George, Freeville.

REPORT.

SIR,—

Christchurch, N.Z., 15th October, 1909.

When leaving for England in October last, I informed you that, being an official visitor and interested in the work of the industrial schools of the Dominion, I should be glad to make what inquiries the time at my disposal would permit into the conduct of similar institutions elsewhere, and advise you of my impressions upon my return.

I have now the honour to report as follows:—

The general scheme of the numerous well-known institutions in Great Britain of which I suppose Dr. Barnardo's may be considered one of the most important is fairly well known; but it was my aim to get, if possible, the private views of those engaged in the work on the many points that are so baffling to those desirous of obtaining the best results. I found considerable difficulty in many instances, and then only succeeded by assenting to omit references to any special institution.

In the course of my investigations I visited institutions in England, Germany, and America, the last-named being generally considered more advanced in reform methods,

GENERAL.

Great efforts are being made to prevent young boys or girls who may have, without any really criminal intent, committed some breach of the law from becoming associated with confirmed wrongdoers; and the movement appears worldwide to protect the child from the effects of bad surroundings, to take care of its physical and mental health, and watch over its growth until able to fight its own battles in the world; and the results are truly marvellous, showing very clearly that environment and proper training counteract in many cases the tendencies which may have been inherited or acquired in infancy.

It is essential that power be given to Magistrates to commit children—

First, to reformatory institutions until they are capable of standing alone; and

Second, if it is found in certain cases that they are still likely to be a source of contamination to others, and incapable of self-control, they should be removed from the reformatories to other institutions, to be detained as long as may be necessary.

One of the most important efforts must be considered the Children's Courts, which aim at preventing a child from commencing a career of crime, and, if necessary, consign it to the care of an institution where it will be taught some means of obtaining a livelihood and becoming a useful citizen. The most notable of the Children's Courts is that presided over by Judge Lindsey, of Detroit, who says on the subject, "The State is making magnificent efforts to provide for the intellectual welfare of its children, but it can never hope to get the best results from its labour unless this be supplemented by equal efforts for their moral welfare. The church and the school have a tremendous work; but when these and the home fail, the State is called in—and, after all, the State is above the parent. It is its duty to see that the child is well cared for. It can and does send the child to school or keep it from work, whether the parent consents or not. It does not ask the consent of the parent. The parent merely has the consent of the State to the custody of the child so long as it is to the child's best interest; and, because of natural affection, it is simply assumed that it is till the contrary be shown. The State respects and encourages these natural ties, but parents have not owned their children since the days of Roman slavery, and when the parents shirk or fail and their influence degrades the child, their right to its care and custody may be forfeited to the State. Then the State must compel the parents to do their duty: in many cases it must assist; and, purely in the interests of the child, it must often properly and necessarily assume (not usurp) these functions. In doing this let it discharge its duty as nearly as possible as a wise and loving parent should—with patience, with justice, with charity, with love, and yet with firmness and with strength."

I am aware that New Zealand is following a forward policy both in its Children's Courts and Probation Act; but I think that in both cases the ideas might be carried still further than at present obtains. The Children's Court might be held right away from the Police Court and its associations, under the presidency of some person specially appointed to deal with such cases, and no publicity be given to the proceedings. With regard to the Probation Act, some of the ideas conveyed in the following article might apply:

FIRST OFFENDERS.

(By Frederick Kohler, Chief of Police of the City of Cleveland, Ohio.)

"For many years I have given considerable study and observation to numerous arrests made for minor offences. I cannot see that these wholesale arrests did any good. The number of them did not diminish; it increased. And I found that the arrests not only did not produce good results: they did harm. They brought disgrace, humiliation, and suffering to countless innocent persons in no way responsible for the acts of a thoughtless, careless, mischievous, or even, if you will, a malicious first offender. Think a moment, and you will see out of your own experience how true this is. Certainly it was borne upon me that something was wrong.

"I found daily at the stations relatives and friends in tears seeking the release of some prisoner, who, when I inquired, proved to be not so very, very bad. In Police Court the next day I saw old and feeble parents, weeping wives with crying babies in their arms and very often other children clinging at their sides—all there to witness the degradation of those they loved. And what was the result? A hasty trial, and, since the offence was usually trivial, the prisoner was discharged. Good! But all that suffering was in vain. Sometimes a friend interceded in the prisoner's behalf, and he was released. Perhaps a lesson in 'pull.' Perhaps the prisoner and his friends perjured themselves—you know how often that happens—and a greater crime was committed. Again, sometimes the offender was fined. That was a "result"; but who paid? The weeping mother and children—they were robbed of the necessities of life; and the only gain was a few paltry dollars paid into the City Treasury. Was there one particle of real good accomplished by this process? Watching it all, as I did, day after day, I answer, No; and I say now emphatically, No.

"Now, questioning these unfortunates, it struck me that most of them did what they did through thoughtlessness, natural passion, or in a spirit of frolic or mischief. It seemed to me that this should be understood. It didn't seem at first to be the policeman's duty to study the cases and to use discretion. That was the Judge's part. But, following the cases from the time the persons were thrown into prison to their arraignment before a Police Magistrate, I noticed that

as a rule the Bench showed little sense of the character, and less knowledge of the habits and environment, of the offender. The Judge had not, of course, seen the offence committed, and he couldn't comprehend the exact situation or the conditions. Or perhaps the offender was a politician: in that case the arresting policeman was the person put on trial, censured, and insulted. There was a misunderstanding all around. And misunderstanding is often injustice.

"The 'very best result' achieved in all this process was that the offender, who may previously have been of good character and reputation, was given a Police Court record. He was discouraged, and his family and relatives mortified and disgraced.

"Then I remembered that all persons are not arrested who commit minor offences and even larceny. Many escape detection, and are not exposed. Their escape did not hurt them or society: it was an advantage.

"I know, and you know, men who have erred thus in youth, and yet later have become good citizens; yes, some of them are the leading business men of the country. Some of them are Chiefs of Police. As we all know, with some, crime is a disease; with others it is a lack of proper education, training, and healthy environment; and with yet others it is a weakness—inability to resist temptation. Now, I finally concluded that it was our duty not to help these unfortunates on their downward course, but to save them. It seemed to me it was up to the police to learn to know the difference between a thief and a mischievous man or boy. And why not? Of all men, who is so able to judge whether an arrest is necessary as a policeman, if given the opportunity, who knows the neighbourhood, who is first on the scene, who has all the facts and circumstances at first hand before there has been time to destroy or make up evidence. Upon these observations and thoughts my policy was formed. Firm in the belief that some remedy was necessary I decided to experiment. I determined to have my policemen use their best human instincts. I proposed that my men should exercise that discretion which the Judges did not always bring to bear.

"To insure the successful operation of the plan it was necessary, of course, that every member of the Force should understand it. They must be made aware of the principle involved, and the benefits to be derived from the policy. To that end I personally met with every division of the officers and men, and in an informal discussion considered with them every detail. Every misdemeanour and crime was carefully dissected, and we decided together just how far the policy was to be applied.

"First, juveniles were never to be placed in city prisons. They were to be taken home, or the parents sent for and the child turned over to them with a warning for parental correction.

"Second, intoxicated persons were to be taken or sent home, unless it seemed necessary, for the protection of their lives or their property, to confine them until sober. And in that case they were allowed to plead guilty, and, after signing a waiver of trial, were let go without appearing in Court. And for your information I might add that under this system of so-called Sunrise Court, during the year 1907 there were 7,738 persons released by signing such a waiver without any further punishment.

"Third, juvenile and intoxicated persons are cited only because they appear to be in the majority, but apparent offenders on any misdemeanour charges are warned, and released after simply taking their names and addresses, unless it can be shown that the offence was committed with malice and forethought, with the intention to injure the person or property of another. And I might add that this policy has also been applied even where it seemed apparent that felonies had been committed.

"The Force was shown how, by conscientiously carrying out this policy, they would save many hours' duty in Court—a matter of grave importance to the officers on night duty, and to the public when officers are on day duty. They would save to the city thousands of dollars in witness fees; much work for the Police Judges, Police Clerks, and Court attachés; wear-and-tear of all police apparatus. And they would cut politicians and shyster lawyers out of their source of revenue and drive them back to good honest work—maybe. The Force became thoroughly interested, and, though there were a few mistakes to correct at first, the policy has proved a success during the five months of severe trial which we have given it.

"To show this I quote from our reports the number of arrests for the first five months of 1907 and 1908:—

1907.			1908.		
January	...	2,158	January	...	911
February	...	2,257	February	...	829
March	...	2,711	March	...	939
April	...	2,434	April	...	907
May	...	2,731	May	...	888

"Those figures show that arrests have decreased 68 per cent. Reports and complaints have diminished at a corresponding rate. Officers, detectives, and patrolmen are able to devote more time to the pursuit of the habitual criminal and crimes of a serious nature—to suspicious persons, and to those whose livelihood depends upon the swindling and robbing of the honest citizen. This in turn has resulted in driving from our city practically all these vultures, and those that remain are under such close surveillance that it is almost impossible for them to operate successfully. I think I can truthfully say that Cleveland is well pleased with the result.

"I believe in my policy. I believe that if it is properly and generally carried into effect it will put the American policeman in the position he should occupy. He will learn that the people he has to deal with are human beings, not machines; liable to have mistakes and failures, but not therefore lost souls. And I believe that the patrolman should be the friend and parole officer of these laggards. I believe that the best policeman is he who manages all offenders against the law with the least show of authority, with the least personal pride, with the greatest sense of human justice.

"We also have a plan of 'police repression' which consists in warning would-be criminals. The purposes of it are to prevent violations of the law, instead of waiting for them to occur. That plan, in connection with this 'golden-rule policy' has really made Cleveland a good city to live in.

"And, to take a broad view, I submit that we police can help to make the world a better place to live in. It has been said, and you detectives, with your long experience in police business, know, that the police, unwillingly and unwittingly perhaps, but nevertheless hastily, have been instrumental in making as many criminals as any other agency—poverty, heritage, and association excepted. This we have done by making these numerous arrests of first offenders, by exposing and branding them with Police Court and prison records.

"We have discouraged men. We have driven young and weak men to the haunts and association of habitual and expert criminals, who have taught them the ideals and practices of crime. We have punished; we have not prevented crime. The time has come to change all this, and I believe we in Cleveland have found the way to do it. For a great many years in Cleveland the police had done as the police do everywhere with drunks and disorderly persons, petty thieves, bad boys, and small offenders generally—we ran them in. It was the custom in Cleveland—it is still the custom of practically the whole police world; and customs, ground as they are into the very fibre of men's minds, are hard to break. But we have broken the custom of the world and the ages in Cleveland. We are treating men as men even when they are drunk, even when they disturb the peace, even when they insult the dignity of a policeman. We often make arrests, but even then we deal with our prisoners as citizens, as human beings. And we all like the change—not only the offenders, but the police. It works. Humanity pays. The results of our so-called 'golden-rule policy' are good."

RESPONSIBILITY OF PARENTAGE.

It must be noted that the view is rapidly growing that the time has arrived when, if the elevation of the race is seriously desired, the freedom now allowed to degenerates and confirmed criminals to become parents must be ended forthwith. Many go further, and insist upon the absolute good health of those wishing to contract marriage. A law to this effect has been enacted in the State of Washington, U.S.A., and came into operation a few months ago: it will probably be repealed, as one State can scarcely enforce such a stringent law alone.

The crucial question appears to be, What is all effort, both by charitable persons and the State, leading to; and what can be done to check irresponsible parentage? An idea which appeals to me is that of Mr. H. G. Wells, who thinks that parents who are incapable of rearing their children in a healthy or moral manner, and parents of illegitimate children, should pay the State for the cost of their upbringing, and, if they fail to do so, should be put into celibate labour establishments to work off the debt, and remain there until it is fully discharged.

I think Mr. Davenport, Dean of the University of Illinois, puts the question in a peculiarly lucid and reasonable way, as affecting a certain class, when he says,—

"The question for the Courts to determine is, therefore, whether the man is by heredity a criminal; and, if so, then he should be separated and segregated from society, not temporarily, but, like the dangerously insane, for ever, because, like the leopard, he will not change his spots. He cannot.

"When this once comes to be followed, then the race will rapidly rise, and we shall reduce, though we shall never be able to obliterate, the degenerate. When that time comes we shall have fewer in our prisons, and we shall cease making criminals out of normal, average men by reason of enforced evil associations and lost hope. If we segregate and prevent the reproduction of the degenerate on the one hand, and depend upon the educated and preferential mating upon the other, the human race should rapidly and indefinitely improve.

"To conclude: I cannot approve of the oft-proposed interference with the marriage relations of normal people. Any mistakes they make will be blotted out mechanically, and will not permanently weaken the race, or greatly hamper it at any given moment. But I would deal differently with the criminal class, and I would take every opportunity to eliminate them from the possibility of reproducing their kind when once adjudged to be degenerates. In other words, I would not tamper with the normal men and women in their marriage relations, but I would deal differently with our degenerates, by inquiring more deeply and sharply into the real nature of the criminal; and I would adjudge him upon that nature, as determined upon evidence before a competent Court, rather than judge him by a single act which may or may not indicate his hereditary nature. In a word, I would begin the improvement of the human race by the elimination of the degenerate in every possible way."

ORGANIZATION.

I do not think the methods adopted at Dr. Barnardo's Home, Barkingside Home for Girls, the huge organization at Bielefeld conducted by Pastor Bodel Schwing, and many others, can be improved upon—viz., that, instead of occupying large buildings, the inmates are placed in separate small houses in groups of about ten, under the immediate charge of—in the case of girls—a young woman, who is practically the mother, and who imparts a knowledge of domestic and other duties to her charges, and generally trains them to become good housewives and capable of going out into the world.

It is superfluous to observe that much depends upon the adaptability to their work of those in authority, as it is not given to many to have sufficient faith in human nature to see that in almost every one, however far they may have fallen, there is still some remnant of good, and, more than all, to show in their dealings with their charges that they do not despise them.

PUNISHMENT AND REWARD.

The above may be considered together. It was the opinion of many of those with whom I discussed this side of the work that no system had yet been devised which would maintain discipline and appeal to certain temperaments without severe punishment, which in the case of males must be corporal. They say, "If you selected your inmates, driving the worst cases elsewhere or leaving them at large, you might possibly dispense with severe punishment; but it is apparent that in institutions some of whose inmates possess the worst possible attributes strict order must be maintained." The moving spirit of one institution was given me as follows: "God is good to us, but if we persist in wrongdoing He punishes us."

On the other hand, I found that in most modern institutions it has become general to dispense with the old methods, "punishment" meaning the curtailment of liberty, the loss of some pleasure or privilege, absolute silence when in the company of other inmates, or reduction in grade. Any or all of these, with the proper firm control and influence of the right kind, are found sufficient to maintain discipline, except in very isolated cases, which it may be found necessary to make special provision for, and whose lack of control—possibly owing to weak mental capacity—makes them impossible in an ordinary reformatory.

BOARDING OUT.

This system is much practised in Great Britain and on the Continent, as also in New Zealand, the chief point being the individual attention each child received if placed in proper hands, and the removal from the towns into a healthier atmosphere.

It is customary in some places to have committees of ladies and gentlemen in each district who assist the inspector in supervising the houses and details generally.

The results of the boarding-out system are spoken of very highly—in fact, in England it is difficult to find sufficient houses suitable for the purpose, and the system is extended to the emigration of children to Canada, where they are carefully looked after and placed with people likely to bring them up properly.

CHILDREN'S BUREAU.

A unanimous plea of the Press and the people has been presented to the United States House of Representatives that the cause of the child should be upheld by the provision of a Children's Bureau, having experts in such questions as the causes and treatment of illegitimacy, juvenile delinquency, infant mortality, child-labour, physical degeneracy, and diseases of children. It would be the duty of the Bureau to gather and disseminate information easily understood by all, and provide statistics regarding the matters within its scope of work.

It appears to me that it is impossible for the officers of existing departments in New Zealand to add the work suggested by the Bureau to their present duties; but it is a question worthy of the fullest consideration whether an officer should not be appointed who would take charge of the work and be in constant touch with the latest developments in other parts of the world.

NEW YORK SCHOOL OF PHILANTHROPY.

This most interesting institution has for its object the training of men and women who wish to become proficient in the best methods, and learn the latest ideas, regarding social and philanthropic questions. The Year-book for 1908-9 herewith contains full particulars of the work of this school.

In 1908 a similar school was opened in Berlin, closely modelled on the lines of the American schools.

THE BORSTAL SYSTEM.

It is now generally recognised that the commitment to ordinary prisons of young wrongdoers for short terms is a mistake, and power has been given in most countries to the Courts to commit for long periods to the care of the State those either commencing or becoming hardened in a career of crime.

The Borstal system in England is working wonders amongst young men. It received its great impetus from the strong conviction in the minds of those keenly interested in the subject that the old system, whereby lads of sixteen and over had mixed with the ordinary adult prison population, was radically wrong.

The chief features of the system comprise grading, physical drill, trade instruction, religious and moral training, and, most of all, a real effort is made to obtain employment for those leaving the institution, as it has been shown conclusively that over 80 per cent. of those committed were out of work when they got into trouble. And it is generally conceded that all most of the offenders require to learn is that the love of idleness, impatience of discipline, and thriftlessness are the causes of their downfall.

The rules under the Borstal system will be found on page 103 in report of the Commissioner of Prisons herewith.

ELMIKA AND NAPANOCK REFORMATORIES, NEW YORK STATE.

I include with other books the reports for 1907 and 1908. There is much of interest in the progress of these reformatories, as showing the great advance which has been made in treating criminals and the good results derived from the methods there adopted.

The usual systems of grading and treatment of offenders without corporal punishment are here to be noted.

BIELEFELD.

I had heard so much in Germany of the great results achieved by Pastor Von Bodel Schwing and his numerous assistants that I paid a special visit to Bielefeld, near Hanover, having to get a German friend who could speak English to accompany me.

I found the organization of such vast proportions that time did not permit my doing justice to it.

There are about five thousand inmates of the various houses under the control of the institution, of whom a considerable number are epileptics, who come from all parts of the world for the treatment and discipline they may obtain at Bielefeld.

The religious element enters largely into the methods used here, and this, with ample employment of various kinds, combined with the cottage system of close contact with strong minds, appears to be the reason for the great success which is reported to be achieved.

The illustrated pamphlet herewith shows the various buildings and the magnitude of the organization.

JUVENILE SELF-GOVERNING COMMUNITIES.

The institution of the above type which is perhaps best known is the George Junior Republic, situated at Freeville, New York State. I had heard so much of it that I determined to pay it a visit. I first went to Albany to see Mr. Osborne, one of the Governors and a noted philanthropist, and proceeded later to the Republic. I was fortunate in meeting Mr. George, who, feeling now that the parent institution has been thoroughly established and is a proved success, is often away lecturing and generally spreading the self-governing idea. Mr. George is an exceptionally fine character, from whose countenance beams forth goodwill and charity to all, and whom one can easily understand having extraordinary magnetism over his fellow-creatures. He was most kind, and I had a difficulty in condensing into one day all he had to show and tell me.

Mr. George was very anxious that his ideas should be carried out in New Zealand, and kindly offered to fully instruct one or more young men if sent over by the Government.

The following is condensed from an article on the juvenile governing idea generally, by J. F. B. Tinling, and fully bears out my own views on the subject:—

"The greatest of American discoveries is the discovery of the child—in his self-governing capacity. The world has always been familiar with the child's will and power to govern others, from his mother downward and outward; but this fact, although perennially and progressively in evidence, has not encouraged much expectation of self-government by the tyrants of the nursery or the exacting roosterers of the school.

"Yet it appears from many demonstrations that good citizens may be made out of almost any sane human stuff that competent teachers will take in hand. Failure can no longer be referred to heredity. The latest word of science on this subject seems to be that nature gives the great majority a chance. School Inspector Eichholz declares that 90 per cent. come into the world in normal conditions, in spite of all disadvantages, and become what parents and society make them. Dr. Barnardo's representatives claim that 98 per cent. of children sent to Canada from the streets or the worst of homes turn out well. Miss Edith Sellers justifies a similar conclusion respecting the children cared for in peasant homes by the municipalities of Berlin and Budapest. This can only mean that the failure of children is much less their own fault than that of society which has neglected them.

"The mere cutting-off of special temptations makes an enormous difference in the amount of juvenile crime.

"The George Junior Republic is the earliest and most noted of the juvenile self-governing communities. A young business man of New York—Mr. William R. George—was an earnest student of social conditions, specially in relation to children. For five years he had taken from 200 to 250 boys and girls every summer to a farm near Ithaca, in New York State. Under the

influence of his promiscuous liberality in clothes and maintenance they were developing the pauper characteristics of dependence and expectancy, and at the same time becoming a nuisance by trespass and depredations. Two thoughts flashed into the mind of the embarrassed philanthropist: the first was 'nothing without labour'; the second, 'trial by jury, and police service furnished by the boys themselves.' The improvement realised in the summer of 1895 was so marked that the plan was made permanent, and the manifest importance of continuity decided Mr. George two years later to discontinue the holiday work in favour of a permanent institution embodying the ideas of a Junior Republic.

"The property in question consists of 350 acres of land and a village of some twenty-five buildings, of which ten are the cottage homes of the young citizens. There is a body of trustees, the members of which are found in New York, Boston, and other cities, and, by a peculiarity not obviously desirable, the list is completely changed every year. The government on the spot is at once serious business, practical education, and varied entertainment.

"The slum boys of New York changed promptly into the citizens of Freeville, and each one shouldered the burden of office to which the votes of his fellow-citizens called him. The boy judge searching for precedents or authorities in the library, in view of a serious case, and the little jailer keeping guard over a couple of hulking offenders, either of whom could have made short work with him in the Bowery of New York, strikingly illustrate the new order, though in connection with the failure which more or less attaches to all things human; while the risk of hasty legislation is impressively taught by the experience of the Republic when it passed a law in favour of an eight-hours day, and then, finding that the girls had in consequence prepared no supper, promptly rescinded the unworkable ordinance.

"The president and three members of his cabinet are elected annually by the citizens, and the president then appoints the girl judge, the boy judge, the girl district attorney, the boy district attorney, police officers, and prison warders. A meeting for legislation by the citizens is held each month, the local ordinances, such as the prohibition of smoking, being added to the laws of the State of New York. A session of court is held every Tuesday, when all offences of the previous week are tried before the judge and a jury (usually of four). The convicted offender must serve a term in jail, working for the Government instead of himself, and getting nothing but prison fare. The free citizen is paid for all he does in cheques on the 'Citizens' National Bank,' and pays for all he gets in the same currency. 'Nothing without labour' was the formative idea of the Republic, as it has ever since been its motto, cutting at the root evil of laziness and fostering independence and efficiency.

"The home-life is secured by grouping ten or twelve boys or girls in a cottage, under a house father and mother, or the latter only; yet the accommodation is graded according to the value of work, and each young citizen makes his own arrangement, according to his ability, with the managers of cottage, store, or farm, and becomes responsible for the payment of board and lodging, clothes, laundry, poll-tax, and other expenses. The average wage is 10 cents an hour, but half of the ten working-hours of the day are spent by most in school, and for these, of course, there is no payment. There is a corps of seven teachers, and the curriculum includes a college preparatory course. It is claimed that nearly all the children of the little Republic have turned out well, a few of them being now in the learned professions, but the bulk in respectable trades. The celebrated Judge Lindsey, of the Denver Juvenile Court, after two visits to Freeville, has written this year, 'I simply cannot say too much for the plan. I do wish some Carnegie or Rockefeller would endow a work like that of Mr. George's. My dream and hope is to see such a republic established in connection with every large city.'

"The State of Maryland supports a similar work near Baltimore, under the ambitious designation of 'The American Junior Republic.' This is still in its infancy. It has most of the features of the G.J.R., with, perhaps, a little more of the reformatory element and government dictation.

"But by far the most important of these juvenile communities is the School City, which was founded by Mr. Wilson Gill in 1897, and of which the prospective sphere is as wide as the system of national education. Mr. Gill had himself learned much in the school of Pestalozzi and Froebel, as a pupil of the earliest kindergarten in America. After extensive study in social and political economy, and some years of successful business, he conceived the idea of teaching children the ethics of citizenship through the experience of responsibility. His first experiment was daring and decisive. He took in hand a school of 1,000 children in one of the lowest parts of New York, in which an accomplished disciplinarian was in despair, and policemen were in constant charge of playgrounds. A charter of self-government was given to the uncontrollable, the duties of office were explained, an election of representatives was held under expert guidance, and then a miniature municipality was started. Within a week the school was a model of order, the whole of the discipline being maintained by the children themselves; by-laws were passed and observed, and occasional transgressions were reasonably punished.

"The plan is adapted to schools of every kind above those for infants, and is susceptible of much variation, being sometimes established in a single room of a school, as, by Mr. Gill himself, in South Boston, and at others, as in Lowell (Mass.), gathering many primary schools around a large grammar school; a city government being established in each of the former, while the latter centralises a state government for the whole district. President Roosevelt, and President Eliot of Harvard University, were among Mr. Gill's early converts.

"The word 'republic' will present a difficulty to some English minds. There is no need to adopt it, 'the Junior City' or 'the School City' suggesting all that is needed. It is interesting to note that Mr. George, while speaking of 'the government' as 'that phase of the senior republic which commands the greatest attention,' observes that 'the plan is similar in many respects to

the old New England town-meeting system.' Thus, without intending any concession, he meets an imaginary objection, and shows that there is nothing impracticable for Englishmen behind his American designation, while the School City of Mr. Gill might well have been an English creation. Local duties come first, and the good citizen makes the good patriot. Decentralisation is constantly increasing the scope and significance of city government. The working of miniature municipalities would not be impossible to any British youths. It would develop character and capacity in all, and might mean in the next generation the saving of the State."

I think that, if the idea as a whole is not adopted, it would be quite feasible to introduce some measure of the self-governing idea into our existing institutions, especially the jury system, as Mr. George assured me that the verdicts were always well thought out and most equitable.

The several pamphlets herewith enter fully into the aims and methods of the Republic, whose motto is worthy of note—"Nothing without labour."

TRAINING-SCHOOLS FOR GIRLS.

I propose to refer to two only girls' schools, as types of what is being done—viz., Dr. Barnardo's at Barking-side, sometimes called the Girls' Garden City, and the New York State Training-school for Girls.

The former I was able to visit, spending a very pleasant afternoon in seeing the various cottages and schools. There are about 1,300 girls, housed in sixty-five cottages, a church, also schools, and other buildings where various matters are taught appertaining to household duties and domestic service. The secret of the success here to a great extent is the home-life in the cottages, where the girls are mothered and trained, and their varieties of character studied and specially treated in a way quite impossible, in my opinion, under the old-fashioned system of large institutions. The cottage system, as will be seen in the various illustrated pamphlets herewith, is now being generally adopted; and this could easily be done in New Zealand, where the existing large building could be used for administrative purposes, school, and workrooms, and the cottages built in close proximity.

At Barking-side I gathered that, under the system obtaining there, little difficulty was found in maintaining discipline, as it was possible to grade the girls so easily, and the punishment for any breaches of rules was chiefly the removal of some privilege, or infliction of some task to be performed. I saw also the work being done by those girls who were maimed, or incapacitated from going out into the world, and it was astonishing how skilled they had become in making lace and other fancy work; and, as they were a permanent charge on the funds, the articles they made were sold to assist in defraying the cost of their maintenance.

The other school I wish to refer to is the New York State Training-school for Girls, at Hudson.

This institution is for the training of destitute, neglected, and delinquent girls, under the age of sixteen years, and is wholly supported by the State.

The buildings include seven three-story brick cottages, each providing for about thirty, including officers; each cottage is independent, and reproduces as far as possible the processes and spirit of an ordinary home.

Besides the cottages, there are fourteen other buildings for various purposes, such as the chapel, the administrative building, school, &c.

The institution is never allowed to be overcrowded, and the population is generally about 295.

The work of the school is determined by the age and character of the pupils, as girls are received who have been living in all kinds of conditions, and many are ignorant of the decencies of life, and have a false knowledge of their physical natures.

The problem, then, is for the officers to know and understand each girl; to find what must be given to her and what must be taken from her; to destroy the false ideas and wrong habits by teaching clearly, strongly, and continually, by life, by words, by books, by work, by play, the principles of right living, by inculcating such habits of work and giving such training that she will be in some measure able to maintain the standard of living she will gain at the school.

It is a constant study on the part of the superintendent and the officers to effect the right classification of the girls. The pupils are divided into three grades; each girl on arrival goes into the second grade, and remains there unless unusual conduct sends her up to the first grade or down to the third.

In the first grade there are three degrees: the lowest wears a red ribbon, the next a white ribbon, and the highest a blue ribbon; these last are the honour girls of the school, and have special privileges.

The lowest grade about fills one cottage, and they are kept by themselves; but the highest-grade girls may remain in the cottages with the second grade, because their presence encourages the others, and helps to keep up the moral tone.

Classification keeps the backward and mentally deficient by themselves, and it is considered wise to separate from the others girls who have had to be returned or those who are incorrigible or irresponsible.

Corporal punishment is prohibited, and recourse is had to the usual milder measures, as described elsewhere.

The matrons have direct charge of the cottages. The girls take the housework, cooking, and laundry-work in rotation.

The work of the cottage matron is perhaps the most important in the school, as the girls in their cottage life are more natural than when in the schools, and the matron is able to help them in situations similar to those which will be met after leaving the school.

A very interesting feature has been the springing-up of clubs in various cottages, and these have done much to assist the officers and improve discipline. For instance:—

THE LEND A HAND CLUB.

Motto:

Look up and not down; look forward and not back; look out and not in; and *lend a hand*.

Rules:

Whenever I feel blue, something for some one else I'll do.
 I will be thoughtful and careful.
 I will be on time with all my work.
 I will try to think of the comfort of others, and be strong when others are weak.
 I will try to take direction and correction in the right spirit.
 I will try to be honest in thought, word, and action.
 If I am angry I will count ten; if still angry, I'll count again.

Rolls of honour have also proved helpful in some of the cottages, and one cottage has adopted the plan of marking on the calendar as red-letter days those days which have been happy ones because each has done her best.

The schools for ordinary instruction are very popular with the girls, as they have only the half-day, the other half being devoted to industrial training either in the cottages or industrial schools.

In addition to the above, there are the library, the cooking-school, sewing and dressmaking, and classes in vocal music, held four times a week; also physical culture and garden-work. Religious instruction is given once a week by outside teachers, sent by the various congregations, and the Sunday services are conducted by various clergymen from Hudson in turn. The form of service has been approved by all the churches.

On the whole this school compares very favourably with any others I have heard of in its genuine attempt to deal with a difficult problem on modern lines.

RECAPITULATION IN A NUTSHELL.

Those herded together in large institutions have not the same chance of reform as others placed in separate homes.

Different natures must be treated differently; the same medicine will not cure all diseases.

Ignorance is the cause of much wrongdoing.

Those not susceptible to reforming influences should never be set at large, but employed in self-supporting institutions, preferably in the country.

The loafer and waster must be made to support his family; in Germany he is compelled to do so.

It might be more healthful for a community to stop indiscriminate charity by law.

Society deems it ethically moral to execute the homicide; it should, to be consistent, prevent the degenerate and the criminal from bringing children into the world, foredoomed to a life of misery and perhaps premature death.

Corporal punishment is practically eliminated from disciplinary methods in modern male reformatories, and altogether so in the case of females—mainly because many natures are hardened by its use.

Some people are born to influence others for good, and some may learn, but those who do not love the work of reclaiming their fellow-creatures for its own sake should never attempt it.

Every child born has strong claims upon the State for a fair chance.

The State under existing laws is responsible for a large proportion of children being born of unsuitable parents.

The self-governing principle has much to commend it.

Recognition that crime in many cases is merely disease has helped the reform movement during the last half-century more than anything else.

There is no royal road to reform methods; measures must vary according to the infinite variety of human dispositions.

CONCLUSION.

New Zealand has made a most commendable effort to reclaim her waifs and strays, with remarkably good results. Will she now have the courage to commence at the right place and make clearly understood the responsibility of parenthood, aiming directly and mercilessly at those unworthy people who, in the most heedless manner, cast their responsibility upon the State.

I also trust we shall all in the future try more than in the past to realise the unselfish lives led by those engaged in reform work. The difficulties which beset them are little known to the outside world, which is always ready on the merest rumour to find fault without just cause. If some of us were to try the work for one short month only, we should appreciate the splendid efforts made, give the workers our support and encouragement, and wish them God-speed in the noble work of bringing hope and happiness to some of life's derelicts.

I have, &c.,

WILLIAM REECE.

The Hon. the Minister of Education, Wellington.

PAMPHLETS ACCOMPANYING REPORT.

State of New York.

Sixtieth Annual Report, Agricultural and Industrial School.
 New York School of Philanthropy (2).
 New York Training-school for Girls.
 Reports of Elmira and Napanock (2).

Freeville : George Junior Republic.

The Constitution and General Laws.
 Thirteenth Annual Report.
 The Junior Republic Newspaper.
 Nothing without Labour.
 1 set post-cards.
 1 set coinage.

Hunt Memorial School.

Great Britain.

"Children's Act, 1908."

Separate Courts of Justice for Children. By Miss N. Adler.

Children's Charter. J. Newton.

Report of the Poor Law Commission.

Report of the Commissioners of Prisons, Parts 1 and 2.

The Law relating to Child-saving and Reformatory Efforts: A. J. S. Maddison

Germany.

Bielefeld : Rauhes Haus, Hamburg.

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