

1910.
NEW ZEALAND.

E D U C A T I O N : SPECIAL SCHOOLS, AND INFANT LIFE PROTECTION.

In continuation of E.-4. 1909.

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

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No. 1.—EXTRACT FROM THE THIRTY-THIRD ANNUAL REPORT OF THE
MINISTER OF EDUCATION.

SPECIAL SCHOOLS : AFFLICTED AND DEPENDENT CHILDREN.

The special schools of the Dominion provide for the instruction of children who are deaf, blind, feeble-minded, epileptic, delinquent, neglected, or indigent. The function of such schools in the educational system of a country is to endeavour to overcome as far as practicable the disabilities under which these young people suffer, and ultimately to give them an equipment for their work in life that will enable them to maintain themselves without assistance from the public funds or from their friends.

At the end of the year the total number belonging to these schools was 2,539, and the net charge on the public funds for the year was £42,385. The figures for each class of school were as follows :—

	Number under Government Control.	Net Cost. £
School for the Deaf	89	4,038
Jubilee Institute for the Blind	39	687
Special School for Boys of Feeble Mind	31	4,103
Industrial Schools	2,380	33,557

Of the total cost, £7,441 represents the amount expended in the purchase of land, erection of buildings, and equipment of institutions. The total amount collected from parents and guardians by way of payment towards the cost of education and maintenance was £7,059.

The establishment of a special school for the training of boys of feeble mind has now been accomplished, and, though still in its infancy, there is good ground for anticipating that its effect in training boys of this class to make a living for themselves will fully justify its existence. It is, however, at least equally important that there should be a similar school for girls, and this matter is now under the consideration of the Government.

Another pressing need is a new industrial school for boys who, though not vicious, are by temperament not fit for placing out with foster-parents in private homes. The number resident at the existing Government institution for this class of boys has now reached the limit up to which that individual training can be effectively given that is essential to the formation of a boy's character, and therefore there must be no delay in taking action to meet the demand for another school. Such a need is not to be taken as an unfavourable indication of the moral tone of the youth of the Dominion. It is to some extent due to the natural increase of population; but a far more cogent reason is to be found in the greater recognition by Magistrates and the police of the fact that by means of such institutions boys who are delinquent through want of amenability to control, parental laxity, and similar causes, receive a training to fit them for the duties of citizenship that otherwise would be denied them. The Department has evidence too clear to admit of dispute that the expenditure in connection with the administration of the industrial-schools system is amply recovered to the country, on the one hand in the very large number of worthy and prosperous men and women who owe their positions to the upbringing they have thus received, and on the other hand in the staying of the tide of destitution and insanity, criminality, and other degradation.

Important amendments were made by the Legislature last session in the Industrial Schools Act. Attention may be drawn to two of these, especially that which gives power to a Magistrate to extend from time to time the period of control over a young man or woman who is adjudged by him to be morally degenerate or otherwise not (in the public interest) a fit person to be free from control. The other far-reaching provision is that giving power to the police to bring before a Magistrate on warrant, with a view to admission to an industrial school, any boy or girl under sixteen years of age who "is not under proper control."

School for the Deaf.

Number of pupils who returned to the school in February, 1909, after the summer vacation	82
Number admitted during the school year	16
Number who left during or at the end of the school year	9
Number remaining on the roll at the close of the school year	89

The cost of the school for the years 1908 and 1909 respectively was as follows :—

	1908.			1909.		
	£	s.	d.	£	s.	d.
Salaries	2,812	2	8	2,916	2	7
Maintenance of pupils	1,461	3	7	1,513	6	8
Buildings and other works	158	16	2	...	...	...
Maintenance of buildings, and water charges	354	16	10	332	15	6
Sundries	121	9	0	121	19	0
Amount collected from parents by way of maintenance contributions	694	9	8	838	11	0
Sundry other recoveries	24	8	10	6	18	11
Net expenditure on the institution	4,189	9	9	4,038	14	10

There was an increase of 24·8 per cent. in parental contributions, as against an increase of 8·5 per cent. in the number of pupils under instruction.

Jubilee Institute for the Blind.

This institution is governed by a Board of Trustees, four of whom are appointed by the Government, and the remaining five elected by the subscribers to the funds of the Institute. As the Institute comes within the scope of the Hospitals and Charitable Institutions Act, subsidy at the rate of 24s. in the pound is payable by the Government on voluntary subscriptions received by the Board, and 10s. in the pound on the value of bequests. The amount of such subsidy payable to the Board during its last financial year was £1,967.

The number of pupils between seven and sixteen years of age for whom the Government paid was 21 at the end of 1908, and 25 at the end of 1909, and the number between sixteen and twenty-one years rose during the year from 8 to 12. The tuition of 2 adults was also paid for. Thus the Government contributed towards the cost of training 39 pupils, the expenditure being £903, as against £705 for the previous year. The amount of contributions by parents and guardians was £215 19s. 3d.; for 1908 it was £154 17s. 3d.

Special School for Boys of Feeble Mind.

This school is situated at Otekaike, in North Otago, near the Oamaru-Hakataramea Railway. It is not yet fully organized; but additional buildings that are now completed will provide accommodation for a considerably increased number of boys. It is to be borne in mind that Otekaike deals with only those who are capable of being trained in some degree; those more severely afflicted are dealt with by the Mental Hospitals Department. Eventually in all probability it will be found advisable, for economic and other reasons, to provide at Otekaike for both feeble-minded and epileptic young people who are capable of being educated. Although no definite estimate of the number of cases to be dealt with has yet been obtained, there is evidence that, if the matter of protecting the community from the consequences of failure to train children of these characteristics is vigorously taken in hand, a substantial outlay will be necessary. As many of the epileptic and feeble-minded will never be able to successfully face the stress of life, it is necessary that they be provided for in institutions where, under expert supervision, they can by manual employment earn or partly earn the cost of their maintenance.

At present there are 31 boys in residence at the Otekaike School.

The cost of the school for the year was £4,103, made up as follows :—

	£	s.	d.
Salaries	1,102	15	4
Maintenance of pupils	647	14	11
Maintenance of buildings	243	19	7
Farm and stock	612	19	9
Additional buildings, fencing, &c.	1,602	18	3
Sundries	180	6	10
Less—Amount collected from parents by way of maintenance contributions	182	2	2
Sundry other recoveries	105	2	11
Net expenditure on the institution	4,103	9	7

The number of boys will soon be about seventy, and the cost of maintenance per head will then be considerably reduced. (The cost per head in the Parental School at Chicago, U.S.A., was £76 5s. 2d. in 1906.)

Children under State Guardianship.

During 1909 the numbers under the control of all the industrial schools rose from 2,263 to 2,380. Of the latter number, 420 were in residence at Government schools, and 351 in the private (Roman Catholic) schools. The remaining 1,609 were non-resident, 770 being boarded out with foster-parents (10 without payment) and 839 being at service, with friends on probation, &c.

The numbers of children on the books at the end of the years 1908 and 1909 respectively whose maintenance was a charge against the public funds were as follows:—

	1908.	1909.
Boarded out from Government schools	718	757
Boarded out from private schools	7	3
Number resident at schools	792	771
At other institutions	40	35
Total	1,557	1,566

	1908.	1909.
	£ s. d.	£ s. d.
The amount of parental contributions was ...	5,604 6 7	5,786 8 5
Rate per head for children maintained ...	3 12 0	3 13 11

Details respecting the numbers of children on the books of industrial schools at the end of the year are given in E.-4, "Special Schools and Infant-life Protection," Tables H and H4.

The net expenditure on account of industrial schools during the year showed a decrease of £97 15s. 10d. as compared with the preceding year. The following statement gives particulars:—

	1908.	1909.
	£ s. d.	£ s. d.
Cost of maintenance of schools	19,487 9 2	19,831 5 2
Boarding out (exclusive of cost of administration, inspection, &c.)	13,001 12 4	13,319 0 6
Salaries	7,612 18 6	8,151 3 8
New buildings	6,328 2 2	5,838 2 0
Salaries, travelling-allowances, and expenses of certain departmental officers (Inspectors, visiting officers, &c.)	1,545 1 5	1,424 14 9
Sundry payments	418 4 7	186 15 0
Gross total	48,393 8 2	48,751 1 1
Recoveries	14,737 19 4	15,193 8 1
Net cost	33,655 8 10	33,557 13 0

Further details of the expenditure on industrial schools during the year are contained in E.-4, "Special Schools and Infant-life Protection," Tables H1, H2, and H3.

	1908.	1909.
	£ s. d.	£ s. d.
Payments by Charitable Aid Boards for maintenance of children who came into Government schools owing to indigence (included in the total sum recovered)	8,376 7 8	8,612 16 3
Number of children at the end of the year belonging to Government schools who were so paid for	542	596
Number maintained at the expense of Charitable Aid Boards at private industrial schools	152	132

The amount paid by the Charitable Aid Boards on account of children sent to the private industrial 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.



Overseer's House.

Farm Buildings.

Cottage Homes.

Day School.

Office.

Main Buildings.

Hospital.

Manager's House.

Cottage Home.

Cottage Home.

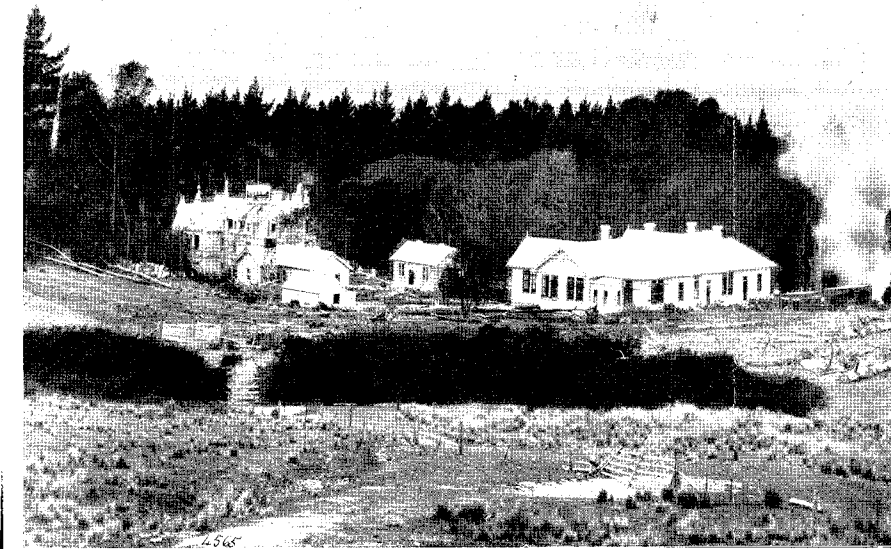
BOYS' TRAINING-FARM, WERAROA (AREA, 400 ACRES).



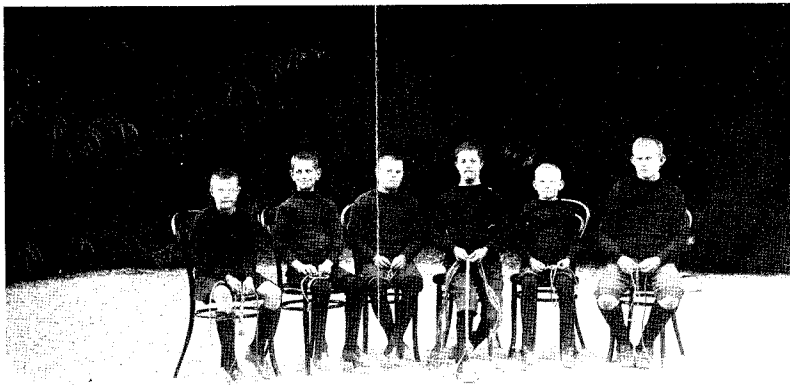
GIRLS' INDUSTRIAL SCHOOL, AUCKLAND.



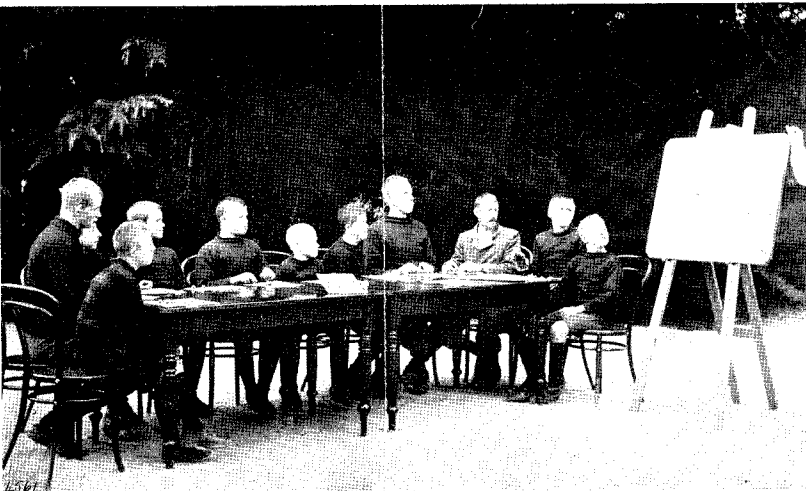
SCHOOL FOR FEEBLE-MINDED BOYS, OTEKAIKE.
Potato-digging.



SCHOOL FOR FEEBLE-MINDED BOYS, OTEKAIKE
General view showing main building, Cottage Home, &c.



SCHOOL FOR FEEBLE-MINDED BOYS, OTEKAIKE.
Open-air lesson in mat-making.



SCHOOL FOR FEEBLE-MINDED BOYS, OTEKAIKE.
Open-air lesson on number, the pupils using plasticine.

The total amount in the Post-Office Savings-Bank to the credit of the earning accounts of young people now under the control of industrial schools, or who formerly belonged to them was, at 31st December, 1909 ... £25,005 13 9
 Amount held on account of Government schools ... 19,354 2 10
 Amount held on account of private schools... 5,651 10 11

Sum withdrawn during the year,—

Government schools	...	...	...	...	3,486 10 1
Private schools	...	...	...	...	689 11 5

These moneys are dealt with according to law. In practice each earner receives the amount with interest some time after the termination of the period of State control, when he produces evidence of good character, and ability to apply it wisely. In cases of relapse into evil ways forfeiture of the money may result.

INFANT-LIFE PROTECTION.

This system provides for the supervision of children who are nursed or maintained apart from their parents or guardians for fee or reward. Comprehensive information as to its administration is given in the report of the Secretary for Education (which appears in E.—4, "Special Schools for Infant-life Protection"). During the year 1,181 children were dealt with, 563 of whom were under one year old. The total number of deaths was 25, equal to 2.12 per cent.

The expenditure on account of this work during the year amounted to £981, made up as follows:—

	£	s.	d.
Salaries of visiting nurses and local representatives	588	12	6
Travelling-expenses of district agents, visiting nurses, and local representatives	222	8	6
Payments to foster-parents for board of infants...	95	17	11
Legal expenses	10	19	6
Office expenses (including rent), advertising, and sundries	82	18	4
Less recoveries	18	19	8

No. 2.—SCHOOL FOR THE DEAF, SUMNER.

REPORT OF THE DIRECTOR.

SIR,—

School for the Deaf, Sumner, 26th April, 1910.

I have the honour to lay before you my report for the year 1909.

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	46	36	82
Admitted at or near the commencement of the year	5	7	12
Admitted later	2	2	4
Total number on the roll	53	45	98
Left before the end of the school year	1	1	2
Left at the end of the school year...	3	4	7
Pupils expected to return in 1910	49	40	89

Of the 98 pupils, 25 came from the Auckland District, 3 from Taranaki, 3 from Hawke's Bay, 23 from Wellington, 1 from Nelson, 1 from Marlborough, 2 from Westland, 20 from Canterbury, and 20 from Otago.

Three boys were boarded out during the year, and one boy and two girls, who resided with friends in the neighbourhood, attended as day-pupils. It has been found that the progress of these children has been to a marked degree accelerated in consequence of their greater opportunities

for intercourse with normal hearing and speaking persons. It is always to be desired that children whose parents live near enough to the school should visit their homes whenever this is possible without the interruption of their education. Therefore, with my approval, the parents of several of our pupils, whose homes are in or near Christchurch, have made a practice of having their children home for the week-ends. Others do the same fortnightly or monthly. The weekly journey to and from the school, usually without escort, and the frequent renewals of home ties, are of great benefit to those children fortunate enough to be able to avail themselves of them, greatly stimulating their faculties of observation and developing their independence of character.

Of the 12 pupils admitted at the beginning of the year, 2 made excellent, 6 very good, and 2 good progress. The other 2 were mentally deficient. One of these, a girl of nine, had been under my observation for some years, and had been classed by me as an imbecile. Other persons who had examined the child being of opinion that she was capable of being taught, she was admitted on trial, and remained at the school until nearly the end of August, when she was removed to her home, it being then quite clear that she was an imbecile. The other case, a boy of thirteen and a half, was a little more promising. It was evident at once that he was mentally deficient, probably owing to paralysis, with which he was afflicted down one side of the body. He was, however, able to imitate to a certain extent. It was found, however, impossible to instruct him in articulation; but he was able to profit slightly by physical and kindergarten training. At the end of the year he was transferred to the Special School for Boys at Otekaieke. It is obvious that deaf imbeciles such as these should be excluded from an oral school for the deaf. Their presence is in many ways inconsistent with the proper carrying-on of the work of the school, involving as it does the use of signs to a reprehensible extent. It is largely on this account that in older countries, where larger populations give greater facilities for classification, dull or backward deaf children are educated in separate institutions.

Of the late comers, one case, admitted in May, was that of a boy of seven, who about a year previously had completely lost his hearing in consequence of a severe attack of scarlet fever. At the time of his admission his speech was rapidly deteriorating, and would soon have been utterly gone. He is now making satisfactory progress. Two cases, sisters, one admitted in July, the other in September, call for special notice. They were brought under my observation when on a visit to Dunedin in the winter vacation. The elder girl, aged fifteen, had a considerable amount of hearing, but was far too deaf to be properly taught in the public school that she had been attending for over seven years. Her younger sister, aged nearly thirteen, had been six years at the same school, and, being practically stone-deaf, had made very little progress. In both cases the limited nature of their attainments had been wrongly attributed to mental incapacity. The progress they have made since their admission here, however, proves them to be of normal intelligence, the only disadvantage they are labouring under being their deafness. As it is possible that there may be similar cases in other parts of the Dominion, it is requested that teachers and other persons should communicate with the Education Department when they have knowledge of children whose progress, owing to defective hearing, sight, or intelligence, is less than normal. Such cases can then be investigated, and the afflicted children, if it is found necessary, brought under the influence of the special facilities provided by the State for their education.

The health of the pupils throughout the year was on the whole satisfactory. There were no cases of serious illness among them. One or two mild cases of pneumonia occurred in the autumn, and the work of the school was somewhat interfered with in the spring by some mild cases of whooping-cough. It is much to be regretted that, on account of a severe illness, the school had to lose the valuable services of Miss A. Gibson, who had filled the position of sub-matron since 1902, and who had during that period exercised a very great influence for good, especially on the elder girls of the school.

In April one boy of delicate constitution left the school. He had been a pupil since 1900, and, in spite of frequent absences on account of ill health, had made satisfactory progress. At the end of the year two boys and four girls were removed, having attained in most cases a reasonable standard of proficiency. It is in one case, however, especially to be regretted that the compulsory clauses of the Education Act do not apply to pupils who have reached the age of sixteen. In the case of dull children, and particularly in the case of children whose admission has been delayed until a somewhat advanced age, it is highly desirable that power to enforce attendance to a more advanced age should be obtained.

In order to take the place of the assistant teacher in training, who left in the previous year, an additional teacher, Mr. H. J. Williams, was, in February, appointed to go into training.

The annual picnic of the school was held in November, at Burnham, and very hearty thanks are due to Mr. and Mrs. Archey and their staff for their very great kindness in providing for our entertainment and amusement so lavishly. The splendid swimming-bath at Burnham was a great attraction for our pupils, and it is much to be regretted that, owing to the inadequacy of the Sumner water-supply, a similar bath cannot be provided here. It seems anomalous that in a seaside watering-place, such as Sumner, there should be no facilities for the teaching of swimming to children.

By the kindness of Messrs. Fuller and Sons an open invitation to visit their cinematograph entertainments was extended to our pupils, and this very gracious offer was frequently taken advantage of during the year. The children derived a great deal of pleasure and profit from the pictures, many of which were of high educational value.

Referring to the work of the school in general, I can only say that the results as a whole may be regarded as very satisfactory.

I have, &c.,

J. E. STEVENS, Director.

REPORT OF MEDICAL OFFICER.

SIR,—

Christchurch, 30th June, 1910.

I have the honour to report on the health of the School for the Deaf for the year 1909.

There has been a moderate amount of illness, of which the only serious cases were the sub-matron, who had pleuro-pneumonia, and two pupils with enteric. An epidemic of whooping-cough in the spring affected about a dozen pupils. One fractured leg occurred. There is great need of a tent hospital, similar to the one at Burnham, for the prompt isolation of cases of infectious disease. I recommend that two of these framed tents should be placed as soon as possible on the west side of the main building. If we wait till an outbreak occurs, it will be impossible to get the hospital properly constructed in time to be of use.

A playshed and gymnasium are much needed, as there is no place for the boys to play in during wet weather.

Having such a good supply of electric light, it would be worth while to provide an electrical projection lantern for illustrations and demonstrations, which would greatly assist the general education of the pupils.

My attention has been for some time directed to the effect of "inside" class-rooms on the health of both teachers and pupils. These rooms are formed by partitioning some larger rooms, and, as they have no window opening to the outside air, they are badly lighted and still worse ventilated. I would suggest that some of the classes be transferred to the old school buildings, and the partitions taken down.

I wish to record my deep appreciation of the important services rendered by Mrs. Crawford, who has been honorary nurse to the school for two years, and whose departure we all regret. Her long experience as a hospital matron and nurse has been of the utmost value to the institution.

I have, &c.,

W. H. SYMES, M.D.

No. 3.—SPECIAL SCHOOL FOR BOYS, OTEKAIKE, OAMARU.

REPORT OF THE PRINCIPAL.

SIR,—

Special School for Boys, Otekaïke, 19th May, 1910.

As Principal of the Special School for Boys, Otekaïke, I have the honour to present to you a general annual report for the year ending 31st March, 1910.

Admissions, discharges, and deaths,—

In the school on the 31st March, 1909	...	...	...	...	9
Admitted	...	...	...	...	24
Discharged or left	...	...	...	...	2
Died	...	...	...	...	0
Aggregate number under treatment	...	...	...	...	33
Average number under treatment	...	...	...	...	20
Maximum number resident on any one day	...	...	...	...	31
In school on the 31st March, 1910	...	...	...	...	31

Ages of boys in the institution on the 31st March, 1910,—

From 5 to 10 years	...	...	...	...	4
„ 10 to 16 „	...	...	...	...	16
„ 16 to 20 „	...	...	...	...	7
„ 20 years upwards	...	...	...	...	4

Total ... 31

Ages of boys admitted during the year: Of those admitted during the year.—

1 was under 7 years of age;
 16 were between 7 and 16 years of age;
 6 „ 16 and 20 „
 1 was 21 years of age and upwards.

Total 24

ADMISSIONS.

Of the cases admitted during the year, nearly all have proved amenable to training and educational treatment. A careful analysis of the cases shows that, both as regards mental grade and physical condition, a great similarity is seen in the general condition of the feeble-minded children of this Dominion and those of the Old Country.

On the whole, however, our admissions compare favourably with those admitted into the residential institutions in England, seeing that of late years the special day schools in England have been catering for the children suffering from the lighter shades of mental defect.

DISCHARGES.

There have been two discharges during the year. The first case was that of a boy who showed many of the symptoms of the oncoming of general paralysis. After being returned by me to his parents, he became gradually worse, and was sent on to Seaclyff Mental Hospital.

The second case was that of a boy who was reported to be entirely unmanageable, as giving way to fits of uncontrollable temper, and as showing suicidal tendencies. I kept this boy under close observation for five months and a half. He proved to be an entirely docile lad, a willing worker, and capable of continuing his education in one of the other institutions under the Education Department. He was accordingly transferred. I have just received an account as to this boy's progress since his transference. The officer in charge of the institution states, "He has been a very good boy since he was admitted. He has not exhibited the temper that caused so much trouble to his foster-parents. All my people speak well of him. The teacher reports that he is a good boy in class, is weak in arithmetic, but equal to the average in reading, spelling, and other subjects in Standard II. Unless the lad takes a turn he will get on here."

GENERAL HEALTH.

During the past year the general health of the children has been excellent; there has been no serious illness or accident, and no deaths have occurred. This is very gratifying considering that many feeble and delicate children have been admitted during the year.

The healthy site of the school, with its extensive and sheltered grounds, enables the children to obtain fresh air and exercise in all weathers, which is a great factor in promoting their physical well-being. The judicious use of drill, physical exercises, and manual work in the open air also materially contributes towards this desirable state of affairs.

We have also been fortunate as far as infectious diseases are concerned. The only case was one of cutaneous erysipelas; but, owing to the prompt measures taken in isolating this case, no further development took place. We had one or two cases of ringworm—one of the most troublesome diseases of institutional life. On the whole, however, we have had a most satisfactory year.

In connection with the general health of the children, it is interesting to note the increase in their weight since their admission. I append a list giving details of the weights of the thirty-one boys in residence during the past year:—

Age.	Date of Admission.	Weight on Admission.	Gain.	Age.	Date of Admission.	Weight on Admission.	Gain.
		St. lb.	lb.			St. lb.	lb.
21	18/1/09	7 9	11	16	1/5/09	7 5	21½
16	1/5/09	9 7	12¼	19	13/1/10	6 4	2¾
12	1/5/09	5 3	1	17	5/2/10	5 11½	3¼
23	19/1/09	7 6	9½	14	10/6/08	4 1	23
19	23/7/09	9 1	*	18	13/1/10	9 9	No change
22	5/2/10	7 1¼	7½	14	10/11/08	3 9	10¼
20	13/1/10	8 4	13¾	13	4/2/09	4 1	14
12	5/2/10	5 8	3¼	11	13/1/10	4 6½	9¾
12	1/7/09	5 3	10	12	31/10/08	4 0	14
14	13/1/10	6 11	No change	7	13/1/10	3 5	4¾
13	22/4/09	4 6	17	13	1/5/09	4 1	17½
15	3/2/09	5 1	23	9	5/2/10	3 10¾	5¾
11	24/9/09	3 11	5	14	17/12/09	4 9¾	2¼
12	8/7/09	3 12	4¾	8	13/1/10	2 7½	7¾
7	1/5/09	2 8	12½	19	5/2/10	9 5	3
18	24/11/08	7 6	15				

* Lost 4½ lb.

I am convinced that the weighing of the children at regular intervals is the best method of detecting disease in its early stages. During the first year of their residence the boys frequently gain considerably in weight, but, of course, the gain varies considerably according to the disposition of the individual.

SCHOLASTIC AND INDUSTRIAL TRAINING.

I am glad to be able to report that we have made a commencement with our school work. Of the 31 boys in residence, 10 boys are able to read more or less fluently, 17 are beginning to learn their letters, 4 can scarcely articulate, except one or two sounds, 10 boys have learned to write fairly well, and the remainder are learning to form their letters.

Very slow progress is made with number, but it is very desirable that the boys should learn arithmetic, the practical application of which in their daily life is of value. The amount of book-knowledge, however, acquired by the best must always be small. While it is desirable not to neglect reading, writing, and arithmetic, it is from manual training that we must expect the best results. The training of the hand and eye in useful work is profitable to the children.

With the lower-grade children, sense-training is an excellent feature of the school, and part of each school session is devoted to this work. The cultivation of the children's special senses—taste, smell, sight, touch, and hearing—is very interesting work; and if, in the near future, we can model our Sense Room in the school on the lines adopted by some of the American institutions, we shall have made a valuable addition to our school work.

While dealing with the question of school work, and its value to the children as compared with manual and industrial occupations, I cannot refrain from quoting from the recent reports of some of the leading institutions in England, from which it is clearly seen that the general opinion of the experts at Home is that it is to the latter—viz., the manual and industrial occupations—that we have to look for the greatest improvement in the children.

In a recent annual report of the Superintendent at Star Cross, in Devonshire, we find stated, "The training of the pupils continues to develop satisfactorily on the same lines—that is to say, by combining a maximum of manual instruction with a minimum of scholastic work—for it is by this method that the best results are obtained." And later we find, "Important, however, as is the scholastic instruction of the pupils, it is to the manual training we attach the most importance. Some children, owing to mental defect, seem quite incapable of learning ordinary school lessons, and require years of patient effort to enable them to master even the letters of the alphabet, or to count correctly up to twenty. Yet in many instances these same children, if put to a handicraft, will, in much less time, learn to make a pair of boots, a suit of clothes, or a fancy basket. Hence, as soon as it is recognized that a boy will never get beyond spelling monosyllables, or making O's or X's on a slate, it is evident that further time spent upon his education in the schools will be, to a great extent, wasted, and, if his age and physique permit, he is accordingly taken off school work altogether, and transferred to the manual classes, where frequently he learns to make himself quite useful."

Again, in the latest report of the Eastern Counties Training Institution at Colechester, we find the Superintendent advances the same opinion. He says, "Acting on our past experience, we only keep those in the schools who are of school age, and as soon as possible we endeavour to teach them some industrial occupation." The general report for the year 1909 on the Sandlebridge Schools at Alderley Edge, near Manchester, states, "It becomes increasingly evident that, whilst it is desirable not to neglect reading, writing, and arithmetic, it is from manual training that we must expect the best results." And again, "The purely intellectual side of their education is not neglected; some of them can learn to read, and can do a certain amount of arithmetic. But these are amongst the highest grade, and even for them it is evident that manual instruction is the most valuable."

The evidence of the Superintendent of the Royal Albert Training Institution for the Feeble-minded at Lancaster, England, is also well worthy of perusal. Speaking of the reorganization of the school work in the institution on a system based upon their more intimate knowledge of the work after forty years, he says, "Mere school instruction, *per se*, is productive of little. Industrial training may, with advantage, go hand in hand with scholastic instruction, but in no case should a boy continue in school, however young, who is able to read and write: his place is on the industrial list, learning a trade. The elements of the industrial occupations could be taught in school, leaving the corresponding workshops available for the more advanced pupils. Nothing is better suited for the lower-grade boys than simple outdoor work in the gardens and grounds."

I entirely agree with these opinions, as they are quite in accord with my Home experiences. Accordingly, we are making our manual training and industrial occupations prominent features of our school work.

In addition to the farm and garden work, in which the boys are beginning to take an intelligent interest, we are now commencing to teach them matmaking, basketmaking, sashcord and rope making. Such occupations are very necessary, as we sometimes find boys who can never make any appreciable progress in school, and time spent in the listless contemplation of a blackboard is lost, whereas in the workshops they may eventually do good work.

Our teaching staff has been considerably augmented during the past year. I have now a lady teacher, and three trades masters for teaching woodwork, mat and basket making, and painting. Several of the boys are doing very good work in painting and decorating the new buildings now being erected at the school. One of the chief points in the treatment is to keep each boy constantly occupied. The beneficial results of this treatment are apparent by noting the improvement in the children, both mentally and physically. The dull and apathetic are roused to activity, the restless and noisy are restored to order, and the more intelligent develop habits of attention and diligence.

Seeing that manual instruction is the essential feature in the proper training of feeble-minded boys, it follows that a set of workshops is one of the indispensable requisites for our success, and I am hoping that before next year's annual report is written I shall have the authority of the Education Department to proceed with the erection of suitable buildings for carrying on this important branch of our work.

IMPROVEMENT.

When training institutions similar to ours at Otekaike were first founded it was thought that it would be possible to fit the feeble-minded for all the duties and enjoyments of life, so that they could carry out their individual duties of citizenship. After some years of experience, however, it was found that in the majority of cases this was an impossible task. The peculiarities of temperament, the lack of the inhibitory powers, apathy, and other idiosyncrasies which, more or less, are concomitants of mental defect, are generally so persistent that at no time can the majority of feeble-minded persons be looked upon as responsible members of society.

Yet much can be done to ameliorate their condition. The following extracts from my case-book will perhaps best indicate what we are doing for the children. They give a description of one case (*a*) on admission and (*b*) after one year's residence at the school.

Case X.

Age as far as can be ascertained, 14 years 3 months, probably older.

On Admission.

Height, 4 ft. 8 in.

Weight, 4 stone 1 lb.

Head-measurement, 18 $\frac{3}{4}$ in (microcephalic type).

Small for age; thin; not well nourished; senses perfect; forehead narrow, tapers towards vertex; mouth-breather; hands well extended, with incurved little fingers; cannot concentrate attention; self-control very weak, easily led to do wrong; given to self-abuse; dangerous with young children; prone to steal, and will get up at night and steal food from cupboards. Has been boarded out, and in each case has proved too much for his foster-parents, who had evidently lost all control over this lad. Natural result, formation of all bad habits above referred to. Has been left too much to himself for years. Great desire to get away by himself, and imitate the cries and habits of all animals; in this direction his powers of mimicry are perfect. Can read an infant primer; can tell how many pennies in 6d., also 3 plus 4 = 7. Cannot tell the half of 3, or how many sixpences make 1s., or how many days in a month or a year.

At End of First Year's Residence.

Height, 4 ft. 9 in.

Weight, 5 stone 4 lb.

He has improved considerably physically. He is now able to concentrate his attention on any work taken in hand as far as manual occupation is concerned. Memory improving a good deal. His habit of self-abuse is almost cured. From a mere habit of loafing and idleness, he has developed into a fairly good worker. This boy is easily managed; he can be easily led either for good or ill, and consequently, if allowed his liberty, would become the dupe of persons with a stronger will. His reading is improving, and he is always anxious for books to read in recreation-time. His writing is better: his letters home at first dealt entirely with pigs, cows, and horses; his interest is now more diverse. Generally speaking, this boy has improved a great deal during his first year of residence here.

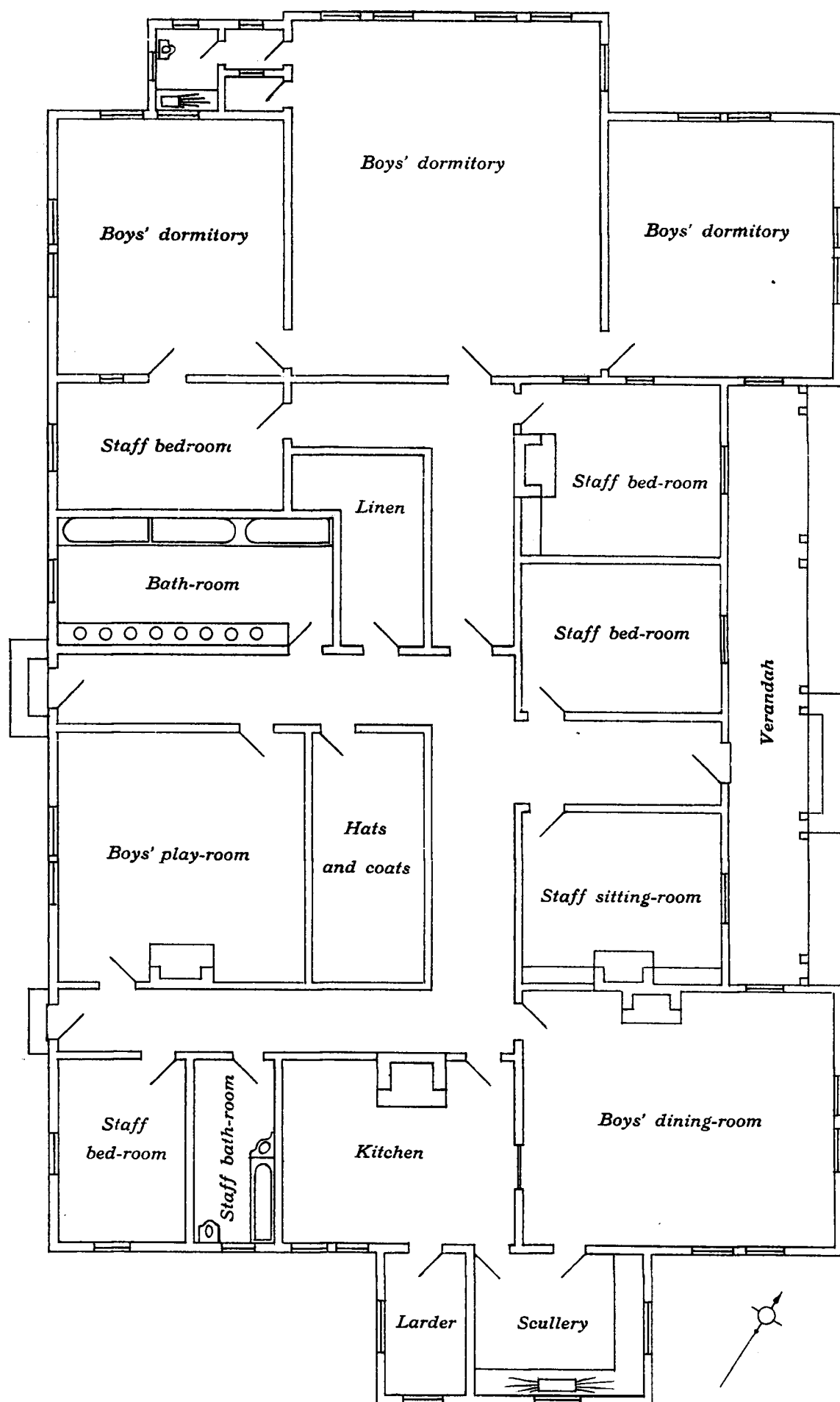
The boys generally are working very satisfactorily, but it does not follow that they are sufficiently useful to keep themselves by their own exertions. In most instances constant supervision is needed. There is no reason, however, why in process of time some of the young men trained here should not be engaged as permanent members of the staff, where they could make themselves useful in various capacities. It is usually found that their general good conduct and the strict attention they pay to their duties is very gratifying.

Many of the smaller children who were practically unable to dress and undress themselves are becoming quite useful in the matmaking class. This and other sense-training exercises, such as boot-lacing, bead-threading, button-sewing, clay-modelling, &c., materially improve the dexterity of their fingers.

It goes without saying that the State requires a practical return for the money spent in all its undertakings, and there are probably many who wish to know what the country gains by spending money on the education of afflicted children. The more one looks into the question of the training of mentally defective children, the more apparent it becomes that the State is doing the right thing in providing for the compulsory education of all these children who are educable—*i.e.*, those who, in the hands of the expert, can be taught, by arousing their dormant capabilities, to contribute somewhat towards the cost of their own maintenance, or who can be made sufficiently useful to become self-supporting under kindly guidance in a custodial institution.

To those of us who are carefully watching the development of the dormant faculties in the children at Otekaike, it is patent that the State will be amply repaid for the money which is being spent here, inasmuch as we are continually developing useful members of our own community who would otherwise remain absolutely useless units, with physical and mental deterioration slowly but surely awaiting them; and because, too, we are lessening the misery of the world, and preventing the increase of the helpless and hopeless section of the Empire. But this brings me to the question of permanent control, and the necessity for legislation in this direction, on which I will touch later in this report.

In concluding this portion of my report, I think we may well take to ourselves the words of Sir James Crichton Browne, M.D. (one of the Lord-Chancellor's Visitors in Lunacy), which are taken from an address given at the quinquennial festival of the Royal Albert Asylum, Lancaster. In speaking of that institution he says, "It is an institution that, as a nursery for infants of larger growth, as a shelter for the helpless and wayward, as a school for the educable, and as an industrial colony for those capable of contributing to their own support, is doing admirable work." And, later, in speaking of the results of the training institutions, Sir James goes on to say, "Perhaps they have not accomplished all that was expected of them when they were first started, for there were then exaggerated notions as to what education could do for the dwarfed or deformed brain; but, considering the material supplied to them, they have worked wonders. They have not manufactured all these inmates into average men and women, but they have converted to usefulness much waste human material. They have substituted health and vigour for languor and debility; they have infused brightness and happiness into many darkened and peevish lives; and they have eased many homes of their grievous burdens."



GROUND PLAN OF BOYS' COTTAGE.

THE outbuildings (w.c.s, coal and wood) not shown. Each dormitory is provided with supervision-window from staff bed-room adjoining.

RECREATION.

The children enjoy the various forms of suitable outdoor recreations and walks. We are now provided with a piano, which is very serviceable for teaching singing, musical drill, and also for our evening games before bed.

Through the kindness of the Hon. George Jones, M.L.C., who allowed me the use of his paper, the *Oamaru Mail*, we have collected sufficient funds for a phonograph. Altogether, through Mr. Jones's help, we have a sum of nearly £30. The instrument will provide a constant source of amusement for the children. In addition, we hope to make our own records, to help us in our articulation lessons.

Through the instrumentality of Mr. Isaac, of the Education Department, we are on the eve of possessing a magic lantern, which will prove a welcome addition to our stock of amusements for the boys on winter evenings. The provision of two or three bagatelle-boards would also be very acceptable. In addition to the amusement of the elder children, it would materially help us with the teaching of number.

ADDITIONS TO BUILDINGS.

We have had a very busy year in erecting suitable buildings for the boys and staff. During the year we have built a new steam laundry, new lavatories with hot and cold water laid on, urinals and latrines, and have also practically completed an entirely new drainage scheme with a septic tank attached, and duplicated our water-supply. We have also completed the building of a new house for myself, so that in the course of a few weeks the rooms in the main building which I at present occupy will be available for use as boys' dormitories and schoolroom.

The latest addition has been the erection of a separate cottage for the reception of special cases, so that we may commence a scheme of classification.

All the new buildings that have been erected have been reticulated for gas, as well as the main building. At present the whole of the buildings are lighted by kerosene-lamps. I am hoping, however, to see in the near future the completion of the generating apparatus for the gas, so that the great danger from kerosene-lamps in an institution for the feeble-minded will be a thing of the past.

While on the question of buildings, I may say that we are sadly in want of a kitchen administrative block, with stores and staff-rooms attached. I have prepared a plan of this building, and am hoping to be able to proceed with its erection shortly. This is a consummation devoutly to be wished as far as the economic and efficient administration of the institution is concerned.

For the information of those who would wish to see the accommodation provided for the boys in the Classification Cottage, I append a plan of the same, which is on a scale of approximately one-tenth of an inch to one foot.

GRATEFUL LETTERS.

I have received many grateful letters from parents during the year, from which I take the following extracts:—

"4th August, 1909.—I must say he is looking very well indeed; we certainly did not expect to see so much improvement in him."

"3rd September, 1909.—It is a great pleasure to find him proud of being able to do the various things he tells us about. Dr. ———, who saw him lately, says he is looking well and, as his letters prove, happy."

"6th December, 1909.—We were pleased to have such a good account of his health and general improvement. I have noticed lately that his writing and composition have much improved."

"22nd December, 1909.—I am pleased to say our little son arrived quite safely, and we are very pleased to see him looking so well. Great credit is due to you in the management of the school."

"22nd December, 1909.—We desire to thank you heartily for the healthy condition of the boy. I cannot tell you how happy his mother feels since his return: he knows her, kisses her, and called her "mamma"—it made us so happy. He called all his brothers by their name just as if he had never left home. You have been, indeed, a kind and careful guardian of the poor boy, for which may God bless you and yours, and may you be spared in health and strength to carry out the good work for the helpless ones under your care!"

"11th January, 1910.—Permit me to say that we have much pleasure in informing you that we see a marked change in ——— for the better, and for your care and instruction of the little fellow allow us sincerely to thank you."

"28th January, 1910.—The boy is wonderfully improved. He never once went away from home unless taken by one of the family, and he got so obedient. The parents of the children under your care have much to be thankful for, and we must feel under a deep debt of gratitude to you for your firm and humane treatment of the helpless ones under your tuition."

"3rd February, 1910.—You will be pleased to learn that every one we know has remarked on the wonderful improvement noticeable in him—physical and mental."

PROVISION FOR FEEBLE-MINDED GIRLS.

The provision of a suitable institution for the training of feeble-minded girls is, to my mind, even more important than providing for the boys. Feeble-minded girls and women form a large proportion of the unmarried mothers who come to the lying-in wards of workhouses in England.

They appear again and again, and continually increase the burden of the country by producing degenerate and deficient offspring. It is estimated that, in England and Wales, six hundred feeble-minded single women give birth to children in workhouses every year.

Again, at the Waverley School for the Feeble-minded, in Massachusetts, particulars are given regarding 150 feeble-minded girls from the Lancaster Industrial School. Forty-five of these cases were sent to Waverley for permanent care, while the others either remained in the industrial school or were tried at large on parole. It was found that the girls sent to Waverley lived contentedly, and, under direction, did work of distinct economic value. Of the others, the large majority went to the bad, and became prostitutes, criminals, drunkards, and became prolific breeders, thus becoming a source of danger to society.

Probably some people will say that too much money is already being spent on the education of feeble-minded children; but I may point out that it is entirely false economy to delay providing for the segregation of feeble-minded girls, inasmuch as delay means a continuous increase in the numbers, as has already been pointed out. No one who looks the question of race-betterment squarely in the face can for one moment condemn the expenditure necessary to equip an institution for the accommodation of feeble-minded girls. The climate of Otekaike is an ideal one, the grounds are most suitable, and the cost of administration would be considerably reduced by extending our work so as to provide for the training of feeble-minded girls also.

The following extracts from letters I have received from the parents of mentally defective girls show that the provision of a girls' institution is needed:—

"5th July, 1909.—Permit me to ask whether any progress is being made regarding the girls' school. We are very anxious on account of my poor girl, who, I am sure, if properly trained could be made very useful if we are fortunate enough to get skilled training for her before it is too late. Any information you can give will be thankfully received."

"23rd March, 1910.—Referring to our young girl, may I ask whether there is any hope of your having an addition to your school, for girls, at Otekaike."

"16th February, 1910.—I have been advised to write and ask you if there is any home for weak-minded girls. I took my sister to a doctor lately, and asked him what he thought about her. He said that she is not an imbecile, and that the best thing I could do for her would be to get her put through a system of training, and by doing so would strengthen her mental organs. I do not know of any Home that I could get her into, so I would be greatly obliged if you could advise me in any way."

That provision should be made for the reception of all feeble-minded children where parents are not wealthy enough to provide the special training, or where they have insufficient time to devote to such children, may be urged—

(1.) For the child's sake.

- (a.) On account of the difficulty of obtaining sufficient exercise in the fresh air.
- (b.) The impossibility of obtaining home training, so as to divert their energies from mischievous habits.
- (c.) The impossibility of securing adequate protection from unkindness and injury. There are cases on record of poor people with feeble-minded children who have tied their children up in a room or left them locked up indoors all day without a fire while they (the parents) have been out to work. In other cases they have been turned out of doors all day long, to run about without any supervision at all.

2. For the sake of the parents and friends.

- (a.) Because of the constant worry and anxiety inseparable from the care of a feeble-minded child under the ordinary conditions of home life, and the difficulty, under such conditions, of keeping the child from harm.
- (b.) Because of the interference with the training of the other children belonging to the family.

NOTIFICATION OF MENTALLY DEFECTIVE PERSONS.

In connection with the Education Act, 1908, which provides for the compulsory education of afflicted children, I would suggest that some method of compulsory notification of mentally defective children should be adopted. By this means the probable number of cases, of both sexes, which we are likely to have to deal with could be ascertained, which would enable us to make our plans for the future.

FURTHER ACCOMMODATION FOR BOYS.

In addition to the thirty-one boys I have in residence at the school, there are over a hundred more cases under consideration. To accommodate anything like this number of additional cases it will be necessary to extend our building operations by the provision of additional cottages. This number of cases has been found without any special advertising of the school, and points to the necessity for obtaining an accurate estimate of the number needing special care, in order that we may know the scope of the work which lies before us.

PERMANENT CARE AND CONTROL OF THE FEEBLE-MINDED.

It is now generally conceded that mental deficiency is not a mere accident or freak, but that it is the result of certain definite antecedent conditions, and is largely inherited. It is also found that the feeble-minded problem is no isolated one, but is in fact intimately connected with insanity, epilepsy, alcoholism, consumption, and other conditions which give rise to mental and physical weakness.

The question of the care of the feeble-minded, then, must be considered alongside of the important one of national degeneracy. In England, according to statistics, the average number

of births to a marriage in the whole population is 4.63, and it has been ascertained that the average number of births in degenerate families is 7.3. Clearly, then, this is a question which should receive early consideration, as it is one which affects the future well-being of the whole nation. In England and Wales alone, according to the statistics given in the report of the Royal Commission of 1908, there were no less than 149,628 persons who were defective in mind. At the same time it was calculated that there were 125,827 insane persons, exclusive of those termed mentally defective.

With regard to the Dominion of New Zealand, we have already under consideration some 150 cases of mental deficiency, apart from those included as insane, habitual criminals, or chronic inebriates. These 150 cases have come to light without any special canvass, so that the total number of mental defectives in this Dominion who are as yet outside institutional care must be considerable. The Education Act of 1908 provides for the compulsory education of afflicted children between the ages of seven and sixteen, but it cannot be assumed that normal intelligence dawns at this age as a matter of course. At this critical age the protection of the law is still necessary. After-care Committees have been appointed in various large towns in England with the object of promoting the welfare of defective children when they have left school; but the results have been very disappointing. It is generally recognized now that the only thing for the majority of these cases is permanent control. The report of the Birmingham Special Schools' After-care Committee, dated 25th June, 1909, states, "If the care and control of the mentally defective is to be confined to giving them an expensive education between the ages of seven and sixteen, then I," [Mrs. Hume Pinsent, Chairman of the Special Schools Committee] "for one, after nine years' experience I have had, should say, without the slightest hesitation, that the public money so spent has been, and will be, entirely wasted. But if the public will listen to the experience gained in and through the special schools, and if they are willing to learn from that experience, and to insist on the legislation which it has shown to be necessary, then every penny which has been spent on special schools will prove to have been well invested, and society will be richly rewarded. A few of the mentally defective get on fairly well, and may be said to be harmless, but all lack the higher reasoning faculties, the majority break down, all are unstable and lacking in self-control, many commit anti-social acts and fall into crime and pauperism directly they are left to fend for themselves. There is no longer a shadow of doubt on the question—the mentally defective are persons who need lifelong care and control. Some, indeed, may occasionally be provided for in their own homes, but a very large number require institutional control in industrial colonies. It is only in this way that you can provide for these defectives humanely and economically. The greatest essential for the protection of the feeble-minded is power of detention and control."

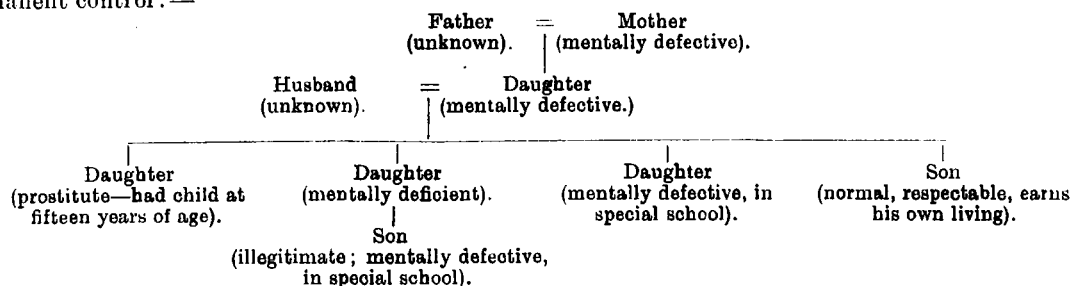
Again, in the same report, referring to that section of the feeble-minded who are above the age of sixteen years, and who are at their own homes and without training, Mrs. Hume Pinsent puts the case much in the same way as I have put it, on several occasions, to the Education Department. She states, "The great majority are therefore still without the care and control they so urgently need. This is not only deplorable for them, but means wearing out the overburdened mother, and often spoiling the lives and chances of normal brothers and sisters."

In conclusion, summing up the case for the amending of the Education Act for compulsory detention of the feeble-minded, Mrs. Hume Pinsent says,—

"Therefore, after eight years with the defectives, the After-care Committee would like to endorse their opinion, previously expressed, that, for a large percentage of the feeble-minded, permanent control is necessary for the following reasons:—

- "(1.) To enable them to contribute to their own support.
- "(2.) To save them from harsh treatment at home and in the streets.
- "(3.) To prevent them becoming drunkards, criminals, and prostitutes.
- "(4.) To prevent them giving birth to children who can only grow up to be a burden to the community.

"The following diagram, concerning a family of degenerates, illustrates the need for permanent control:—



"If the first mentally defective woman had been segregated, the birth of four other feeble-minded persons and a prostitute would have been prevented."

The habitual criminal, the chronic inebriate, the degenerate, the defective, and the insane should not be allowed to pollute the stream of human development. As Professor Karl Pearson says, "The State must do in the future, consciously, what evolution, natural law, has done in the past. Segregation, without opportunity to multiply their kind, is the only profitable course for the social reformer who would reduce the number of the physically and mentally defective."

This is a great question, beset with many difficulties, but it is one of national importance. That phase of the question with which we are more immediately concerned is the permanent care and control of the feeble in mind. The danger lies in the fact that these degenerates mate with

the healthy members of the community, and thereby are constantly dragging fresh blood into the vortex of disease, and so are continually lowering the general vigour of the nation.

I trust that in the near future steps may be taken to amend our Education Act so that we may be able to permanently segregate all those mentally feeble persons who are unable to control their own lives. They would all learn to contribute towards their own support. Society would be secure from their depredations and the danger of their propagation. Colony life would protect the feeble-minded against a certain section of society, and protect society against the feeble-minded.

CONCLUSION.

In conclusion, I should like to thank the Department for many kindnesses and practical sympathy during the serious illness of my wife.

I have, &c.,
GEORGE BENSTEAD, Principal.

No. 4.—INDUSTRIAL SCHOOLS.

TABLE H.—EXPENDITURE ON GOVERNMENT SCHOOLS, 1909.

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	3,309 9 6	1,646 8 1	550 12 6	.. .. .	1,205 16 2	2,103 13 4
Boys' Training Farm, Weraroa	8,047 17 8	107 14 8	2,083 14 6	213 8 8	1,729 7 11	6,318 9 9
Receiving Home, Wellington	7,089 16 2	5,041 4 10	724 4 9	0 16 0	4,386 15 7	2,703 0 7
Te Oranga Home	6,268 13 9	.. .. .	848 5 8	4,302 18 11	191 19 4	6,076 14 5
Receiving Home, Christchurch	5,188 13 0	3,553 0 2	590 5 0	.. .. .	2,241 14 3	2,947 3 9
Burnham	9,091 9 8	6 3 2	2,578 8 4	1,320 18 5	1,015 3 9	8,076 5 11
Caversham	5,030 14 8	2,964 9 7	775 12 11	.. .. .	3,436 17 8	1,593 17 0
Totals	44,026 19 5	*13,319 0 6	8,151 3 8	5,838 2 0	14,207 14 8	
Salaries, travelling-allowances, and expenses of certain departmental officers (Inspectors, visiting officers, &c.)						1,424 14 9
Payments to certain former inmates of their earnings held in trust						42 3 6
Grant to Postal Department in connection with payments for children boarded out ..						100 0 0
Contingencies						44 11 6
Total net cost						31,430 14 6

* Exclusive of cost of administration, inspection, &c.

TABLE H1.—GOVERNMENT EXPENDITURE ON PRIVATE (ROMAN CATHOLIC) SCHOOLS, 1909.

Name of School.	Gross Cost.	Recoveries.	Net Cost.
	£ s. d.	£ s. d.	£ s. d.
St. Mary's, Auckland	1,642 5 0	564 7 0	1,077 18 0
St. Joseph's, Wellington	205 16 5	71 11 0	134 5 5
St. Mary's, Nelson	890 5 9	311 6 5	578 19 4
St. Vincent de Paul's, Dunedin	173 19 0	38 9 0	135 10 0
Totals	2,912 6 2	985 13 5	1,926 12 9

TABLE H2.—SUMMARY OF EXPENDITURE ON SPECIAL CASES AT OTHER INSTITUTIONS, 1909.

	Government Schools.			Total.
	Auckland.	Wellington Receiving Home.	Te Oranga Home.	
	£ s. d.	£ s. d.	£ s. d.	£ s. d.
Auckland—				
Salvation Army Maternity Home	26 2 10	.. .. .	.. .. .	26 2 10
Costley Training Institution	36 10 0	.. .. .	.. .. .	36 10 0
Orphan Home, Papatoetoe	31 13 6	.. .. .	.. .. .	31 13 6
"Door of Hope" Institution	20 14 10	.. .. .	.. .. .	20 14 10
Wellington—				
St. Mary's Home, Karori .. .. .	.. .. .	16 18 7	.. .. .	16 18 7
Christchurch—				
Mount Magdala .. .. .	.. .. .	.. .. .	63 6 0	63 6 0
Essex Street, Refuge .. .. .	.. .. .	.. .. .	5 0 0	5 0 0
Totals	115 1 2	16 18 7	68 6 0	200 5 9

ADDITIONAL STATISTICS.

Number on the books of all the industrial schools at 31st December, 1909	2,380
Increase on numbers for the preceding year	117
On books of Government industrial schools at 31st December, 1909	1,747
Increase on number for the preceding year	38
On books of private (Roman Catholic) industrial schools at 31st December, 1909	533
Decrease on number for the preceding year	21

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

TABLE H3.—INMATES, 1908 AND 1909.

	Boarded out.				In Residence.				At Service, &c.				Totals.			
	Dec., 1908.	Increase.	Decrease.	Dec., 1909.	Dec., 1908.	Increase.	Decrease.	Dec., 1909.	Dec., 1908.	Increase.	Decrease.	Dec., 1909.	Dec., 1908.	Increase.	Decrease.	Dec., 1909.
Government Schools—																
Auckland (Mount Albert)	82	8	..	90	33	..	6	27	64	..	6	58	179	..	4	175
Boys' Training Farm, Wera- roa	9	..	4	5	159	6	..	165	118	46	..	164	286	48	..	334
Receiving Home, Welling- ton	275	21	..	296	6	1	..	7	63	19	..	82	344	41	..	385
Te Oranga Home, Christ- church	..	..	..	..	54	2	..	56	28	2	..	30	82	4	..	86
Receiving Home, Christ- church	189	10	..	199	8	3	..	11	82	19	..	101	279	32	..	311
Burnham	..	3	..	2	124	2	..	126	116	4	..	120	243	4	..	247
Caversham	..	166	10	..	176	36	..	8	94	11	..	105	296	13	..	309
Private Schools—																
St. Mary's, Auckland	..	..	..	..	125	..	2	123	49	..	7	42	174	..	9	165
St. Joseph's, Wellington	..	..	..	..	37	..	5	32	20	8	..	28	57	3	..	60
St. Mary's, Nelson	..	..	..	..	166	..	15	151	92	..	1	91	258	..	16	242
St. Vincent de Paul's, Dunedin	7	..	4	3	44	1	..	45	14	4	..	18	65	1	..	66
Totals	731	49	10	770	792	15	36	771	740	113	14	839	2,263	146	29	2,380

TABLE H4.—INMATES, 31ST DECEMBER, 1909.

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.	Jew.
	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.	B.	G.								
In the schools ..	27	165	4	3	56	..	11	126	..	28	66	57	32	116	35	45	477	294	771	389	381	1						
Boarded out ..	49	41	5	162	134	..	116	83	1	110	66	3	443	327	770	679	91	..						
With friends ..	11	6	48	25	17	2	11	16	38	15	22	3	1	7	19	6	10	170	87	257	178	79	..					
At service ..	7	27	90	21	14	18	34	32	44	20	41	9	24	19	43	13	8	268	196	464	332	132	..					
Training-ship ..	..	..	2	..	..	..	1	..	..	..	..	..	..	..	..	..	3	..	3	3	..	..				
In hospitals, convalescent homes, &c. ..	1	1	2	1	1	2	1	..	6	3	9	5	4	..					
In mental hospitals ..	..	..	..	..	..	1	1	..	4	1	..	..	..	..	..	..	6	1	7	6	1	..				
At School for the Deaf ..	1	..	..	..	..	..	..	..	..	1	1	..	..	..	1	..	3	1	4	3	1	..				
At Jubilee Institute for the Blind ..	..	..	..	..	..	..	..	..	1	..	..	..	..	..	..	..	1	..	1	1	..	..				
At Special School for Feeble-minded Boys ..	1	..	..	..	..	1	..	..	..	..	..	..	..	..	..	..	2	..	2	2	..	..				
Under control of refuges or cognate institutions ..	..	3	..	..	..	7	..	2	..	..	..	..	3	2	..	..	..	17	17	7	10	..				
Under control of orphanage, cottage home, &c. ..	1	..	..	..	4	..	..	..	..	1	..	..	..	..	..	..	2	4	6	6	..	..				
In gaol.. ..	..	..	..	..	..	..	..	2	..	..	..	..	..	..	..	..	2	..	2	2	..	..				
Absent without leave, or whereabouts unknown ..	..	..	23	1	..	2	3	..	29	1	..	2	..	..	6	..	65	2	67	51	16	..				
Totals ..	70	105	334	213	172	86	167	144	247	150	159	80	85	60	187	55	66	1,448	932	2,380	1,664	715	1					

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

TABLE H5.—ADMISSIONS IN 1909, 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 ..	9	4	6	27	25	..	21	12	..	20	7	2	2	2	11	..	1	96	53	149					
Vagrant..	1	1	5	..	..	2	2	1	3	..	..	..	..	1	..	..	..	12	4	16			
In disreputable associations	1	4	2	8	13	..	6	8	..	4	1	..	1	3	5	..	..	26	30	56			
Uncontrollable ..	..	1	5	1	..	1	..	2	1	..	1	..	..	3	2	..	10	7	17				
Accused or guilty of punishable offences	..	1	11	..	..	..	..	..	22	..	..	4	1	..	4	..	1	41	3	44			
By arrangement ..	..	..	2	..	..	..	..	..	..	..	..	..	..	1	..	..	3	..	3				
Transferred from gaol	..	..	1	..	..	1	..	..	7	..	..	..	..	..	..	..	8	1	9				
Totals ..	11	11	32	36	38	4	29	23	33	24	9	6	4	5	25	2	2	196	98	294					
	22		74				52				38		10		27										

TABLE H6.—ADMISSIONS IN 1909, CLASSIFIED ACCORDING TO PARENTS' CIRCUMSTANCES AND CHARACTER.

		Precedent Condition of Children admitted in 1909.							
Fathers described as	Mothers described as	Destitute.	Vagrant.	Associating with Disreputable Persons.	Uncontrollable.	Accused or Guilty of Punishable Offences.	By Arrangement.	From Prison.	Total.
Dead	Dead	2	..	..	..	2	..	..	4
"	Good	7	..	..	2	4	..	1	14
"	Questionable	1	..	3	..	..	..	..	4
"	Bad	8	..	1	..	..	..	..	9
"	Unknown .. .. .	..	1	..	..	..	..	..	1
Mentally unfit	Mentally unfit	7	..	..	..	..	..	..	7
"	Good	3	..	..	..	..	..	1	4
"	Bad .. .. .	..	..	2	..	..	..	..	2
Good	Dead	17	..	..	3	..	..	..	20
"	Mentally unfit	1	..	..	..	..	..	..	1
"	Good	9	7	..	10	27	1	5	59
"	Questionable	3	..	..	..	1	..	..	4
"	Bad	2	..	2	..	..	..	..	4
"	Deserter	1	..	..	..	..	..	..	1
"	Unknown .. .. .	..	..	..	..	1	..	..	1
Questionable	Dead .. .. .	..	1	4	..	1	..	..	6
"	Mentally unfit	4	..	..	..	..	..	..	4
"	Good	3	2	..	..	1	..	..	6
"	Questionable	7	..	..	1	2	..	..	10
"	Bad .. .. .	..	..	13	..	..	..	..	13
Bad	Dead .. .. .	..	..	5	..	..	..	..	5
"	Physically unfit	7	..	..	..	..	..	..	7
"	Good	10	1	4	..	..	..	..	15
"	Questionable	4	..	2	..	..	..	..	6
"	Bad	7	..	7	..	..	..	..	14
Deserter	Mentally unfit	1	1	..	..	..	..	..	2
"	Good	12	1	..	1	1	1	1	17
"	Questionable	1	..	..	..	..	1	..	2
"	Bad	1	..	8	..	..	..	..	9
"	Deserter	4	..	..	..	2	..	..	6
Unknown	Dead	2	..	..	..	..	..	..	2
"	Mentally unfit	3	..	..	..	..	..	..	3
"	Good	8	1	..	..	1	..	..	10
"	Questionable	2	..	..	..	..	..	..	2
"	Bad	9	..	4	..	..	..	..	13
"	Deserter	2	1	..	..	..	..	..	3
"	Unknown	1	..	1	..	1	..	1	4
Totals		149	16	56	17	44	3	9	294

The admissions for the year (294) show a decrease of 40 on the number for the previous year. From the four chief centres of population 195 of these children were admitted, and 10 each from Palmerston North and Thames. In no case were more than 8 children sent from any of the other smaller towns. The records show that, of the total number received, 38 per cent. were known to be 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 1909 show the denominations to be as follows: Church of England, 158; Roman Catholic, 66; Presbyterian, 36; Methodist, 29; Baptist, 2; Salvation Army, 2; Jew, 1.

The number of inmates over whom the control of the schools terminated during the year was 177. Of this number, 114 were then of good character, 10 fair, 3 bad, 4 were of weak mind, 15 were discharged under the age of fifteen years (8 of whom were legally adopted). There were 18 deaths (10 under and 8 over fifteen years). In 13 cases information as to character cannot be given, the whereabouts of the inmates who were absent without leave being unknown at the time of termination of the period of control.

The number of deaths (18) shows an increase of 7 on the number for the previous year. Two children boarded out from Government industrial schools, aged 6 years and 4 months and 1 year and 7 months, died, 1 of diphtheria and asthenia, and 1 of shock from scalds. Two inmates resident at Government industrial schools, aged 9 years and 2 months and 14 years and 7 months, died, 1 of anæmia, and 1 of cardiac failure and bronchitis. Seven inmates resident at private industrial schools, aged respectively 3 years and 7 months, 17 years and 8 months, 10 months, 3 months, 13 years and 3 months, 5 months, and 2 months, died, 1 of acute pneumonia, 1 of tubercular meningitis, 1 of diarrhœa and exhaustion, 2 of marasmus and exhaustion, 1 of acute rheumatism and myocarditis, 1 of gastro-enteritis and exhaustion. One boy, aged 16 years and 2 months, on his way to a situation was drowned in shipwreck; three young persons at service, aged 17 years and 1 month, 19 years and 8 months, and 15 years and 8 months, died, 1 of tubercular meningitis and asthenia, 1 from a fall from a horse, and 1 of pelvic abscess and pyæmia. One boy, aged 18 years and 5 months, died in hospital of phthisis. One boy, aged 16 years and 1 month, died in a mental hospital of epilepsy and exhaustion, and 1 young man, aged 20 years and 4 months, absent without leave, was drowned at sea.

TABLE H7.—DISCHARGES, 1909.

Cause of Discharge.	Government Schools.										Private Schools.							All Schools.			
	Auckland.		Boys' Training Farm, Wairaroa.		Receiving Home, Wellington.		Te Orange Home.	Receiving Home, Christ church		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.	B.	G.	G.	B.	G.	B.	B.	G.	B.	G.	G.	B.	G.	G.				
Warrant of discharge	8	6	4	7	3	1	4	3	16	..	6	7	8	..	21	11	..	67	38	105	
Death ..	..	1	..	1	1	..	1	1	1	1	1	1	..	2	7	..	..	12	6	18
Reached age of 21 years	..	2	5	1	1	9	3	3	14	1	6	1	2	2	..	..	..	25	25	50
Marriage ..	..	..	..	..	1	..	..	1	1	..	1	..	..	..	..	..	..	1	3	4
Totals	8	9	9	9	6	10	8	8	32	2	14	9	10	4	28	11	..	105	72	177	
	17			15			16			16		19			39						

TABLE H8.—INMATES: NUMBERS OF 1908 AND 1909 COMPARED.

Inmates.	At End of Year		Increase or Decrease.
	1908.	1909.	
In the schools	792	771	- 21
Boarded out	731	770	+ 39
With friends	191	257	+ 66
At service	421	464	+ 43
Training-ship	1	3	+ 2
In hospitals, convalescent homes, &c.	7	9	+ 2
In mental hospitals	11	7	- 4
School for the deaf	2	4	+ 2
Jubilee Institute for the blind	..	1	+ 1
At Special School for Fee-ble-minded Boys	1	2	+ 1
At Costley Training Institution	15	..	- 15
Under control of refuges or cognate institutions	13	17	+ 4
Under control of orphanage, cottage home, &c.	8	6	- 2
In gaol	6	2	- 4
Absent without leave, or whereabouts unknown	64	67	+ 3
Totals	2,263	2,330	+ 117

REPORTS OF MEDICAL OFFICERS.

AUCKLAND INDUSTRIAL SCHOOL.

SIR,—

Auckland, 21st April, 1910.

I have to report that the cases of sickness during the past year have not been serious, although there have been rather more slight cases of illness than usual. At the present the health of all the children is good, and all are able to attend school.

I have, &c.,

A. CHALLINOR PURCHAS, M.B., C.M., M.R.C.S. (England),
Medical Officer.

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

SIR,—

Auckland, 24th April, 1910.

I have the greatest pleasure in forwarding a report on the above institution. In going through the building in all its minutiae I certainly can find no real fault. The dormitories are splendidly ventilated and kept scrupulously clean. The bedding is all that can be desired. The children are very healthy, clean, and well clothed. Their diet is well varied, good, and wholesome. The dairy is cool, clean, and well ventilated; the kitchen and cooking-range are fit for any institution of its kind. The lavatories, w.-c.'s, and drainage are all in good order.

In conclusion, I must say the orphanage is a great credit to the Sisters of Mercy. And from my long experience with this institution, great *éclat* is due to the Mother Superior Sister Mary Francis for her undying zeal and attachment to the little ones of this fast-growing large institution.

I have, &c.,

W. J. DARBY, Hon. Physician.

BOYS' TRAINING FARM, WERAROA.

SIR,—

Levin, 2nd May, 1910.

I have the honour to report for the year 1909-10 that the health of the inmates of the Weraroa Training Farm has been good, and that there have been no serious cases of illness.

During the year Dr. Frengley, of the Department of Public Health, examined the inmates relative to the condition of their throats, and more particularly in respect to finding which boys suffered from adenoids and which did not. Quite a number of boys were declared by him to have adenoids, but so far nothing has been done to remedy this condition. I wish to point out that this diseased condition is not the simple thing even some medical men seem to regard it: children who suffer from this condition are liable to serious diseases of the ears if the condition of not properly treated. [Note.—This matter is now remedied.]

The water-supply of the farm is still defective, and I would again point out that a much better supply can be procured at a reasonable cost, and I hope this scheme will soon be gone on with.

Although the ventilation of the sleeping-apartments has been very much improved during the year, I consider these apartments congested, and would suggest that provision be made to lessen the number sleeping in each room.

A swimming-bath and gymnasium are both adjuncts that would greatly benefit the inmates, and I respectfully suggest that they be added to this institution.

The Manager and Matron have at all times done all in their power to assist me in carrying out my duties, and I have always found the premises in a clean and sanitary condition, and the inmates well cared for.

I have, &c.,

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

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

SIR,

Wellington, 10th May, 1910.

I have the honour to furnish the annual report on St. Joseph's Industrial School (Girls), Wellington. I have visited and inspected the school at regular intervals during the past year.

There has been no epidemic, and no deaths have occurred in the institution during the year. One case of pneumonia occurred, and one of pleurisy, both making a good recovery. There have also been two cases of chicken-pox and two of mumps. Apart from these cases, the general health of the children has been very good.

The school is still in the charge of Sister Mary Ambrose. The administration is excellent; and the nursing arrangements, the sanitary, ventilating, and general hygienic conditions remain as satisfactory as they have always been under her efficient care. The children appear contented, well clad, and well nourished; and the school premises, dormitories, workrooms, &c., appear at all times scrupulously clean and neat.

I am glad to be able to state that most likely in the course of another year the institution will be removed from the present premises to a new building at Upper Hutt, for which plans are already in hand. This change will be extremely grateful and beneficial to children and staff alike.

I have, &c.,

P. MACKIN, M.D., F.R.C.S.E.,
Medical Officer.

WELLINGTON RECEIVING HOME.

SIR,—

Wellington, 8th April, 1910.

I have the honour to report that during the past year I have regularly attended the inmates of the Wellington Receiving Home, and also the children boarded out.

There has been very little illness of a serious nature during the past year. Summer diarrhoea (always a scourge among infants) has only slightly affected the children of the Receiving Home during the past summer, and has caused no deaths. I attribute this immunity to,—

- (1.) The careful selection of intelligent foster-mothers by the Lady Manager.
- (2.) The patient instruction in infant-feeding the foster-mothers receive before they are permitted to take a child from the Home.
- (3.) The removal to the Home of any child seriously ill, where it receives more skilled attention, and is isolated.

I have, &c.,

DONALD MCGAVIN, M.D. Lond., F.R.C.S.,
Medical Officer.

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

SIR,—

Nelson, 7th June, 1910.

There is little to report regarding the Stoke Orphanage for the year ending 31st March, 1910.

The period has been free from any serious epidemic of illness, although there have been the usual numbers of minor ailments.

There have been no deaths in the institution, but one boy died of rheumatic fever in the Nelson Hospital.

In December, 1909, there was a change in the management, Mr. Flaherty taking over the position occupied by Mr. Barry.

On the occasions of my monthly visits I found the dormitories and sanitary arrangements in a satisfactory condition.

I have, &c.,

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

TE ORANGA HOME, CHRISTCHURCH.

SIR,—

Christchurch, 31st March, 1910.

I have the honour to submit my report on Te Oranga Home, Christchurch.

There has been no case of serious illness amongst the inmates during the year, and their health as a rule has been excellent.

A considerable improvement in conduct has taken place recently in several who were very difficult to deal with a year ago.

The usual high standard of cleanliness and order in the Home has been fully maintained throughout the year.

I have, &c.,

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

CHRISTCHURCH RECEIVING HOME.

SIR,—

Christchurch, 30th March, 1910.

I have the honour to submit my report for the Christchurch Receiving Home.

The health of the children generally has been good, the chief cause of trouble having been whooping-cough, of which there has been an epidemic in Christchurch.

The members of the staff have frequently been affected by various maladies due to chill, the only discoverable cause for which is the frequent passing to and fro between the two houses. I should like the Department to note that one well-adapted house could be worked much more advantageously to all concerned.

The management of the Home is conducted with unabated order and efficiency.

The statistics I proposed to incorporate in this report concerning the physical development of the children are so far satisfactory, but as yet incomplete, as it was not considered advisable to bring children up to the Home, especially for the purpose of measuring them. So far, fifty of them have been examined. I shall be able to include the complete results in my next report.

I have, &c.,

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

BURNHAM INDUSTRIAL SCHOOL.

SIR,—

Christchurch, 30th June, 1910.

I have the honour to report on the health of the Burnham Industrial School for the year 1909.

There have been no deaths, and only one outbreak of illness in an attack of measles in March. There were about a dozen well-marked cases, but the outbreak was limited by isolating the cases in tents under the care of a trained nurse from Christchurch. The convenience and efficacy of

tents for this purpose are superior to those of a building. There have, as usual, been a considerable number of sore throats and allied complaints, caused, in my opinion, by the condition of the septic tank, which requires a filter of the kind used at the Benevolent Asylum at Dunedin (the Cameron or Exeter septic tank). Notwithstanding this the general health and condition of the boys has been generally good.

The treatment of boys in class M for bad habits has been continued as before, with generally satisfactory results, but occasionally an incorrigible case occurs requiring more radical treatment. The tone and discipline of the school have been wonderfully improved since the reorganization effected in 1906. I am satisfied that the detention yard has proved a great assistance in reforming refractory boys. It has had no bad effect on the health of the inmates, but in certain cases of unhealthy boys I have not sanctioned their remaining in it. Thus, Maori boys, who are often prone to consumption, are generally unfit for the detention yard.

Tree-planting is regularly continued, but much more is required.

I have, &c.,

W. H. SYMES, M.D.

CAVERSHAM INDUSTRIAL SCHOOL.

SIR,—

Dunedin, 9th April, 1910.

In presenting the annual report of the above school, I have pleasure in stating that the general health of the inmates has on the whole been good. There have been a few cases of tonsillitis and swollen cervical glands. Two were sent to hospital for removal of adenoids and tonsils. One boy was sent to hospital with large discharging sore on neck, as no foster-mother would take him until it was better. One girl was sent to hospital with acute peritonitis, and died from pelvic abscess and pyæmia. The child with tubercular knee has improved considerably this year. Two girls have given considerable trouble from incontinence of urine at night. Constipation is a very common complaint among the girls, and I should suggest the planting of more fruit-trees in the extensive grounds, such as good eating apples, pears, and plums. Among the boarded-out children, there have been a few cases of whooping-cough and diarrhoea, and one or two boys have been sent to hospital for circumcision, and removal of adenoids.

I have, &c.,

EMILY H. SIEDEBERG, M.B., L.R.C.P.I.,

Medical Officer.

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

SIR,—

Dunedin, 30th June, 1910.

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

No deaths occurred during the year, and beyond a few mild cases of whooping-cough no cases of infectious diseases have to be recorded.

The children are well housed, clothed, and fed, reflecting the greatest credit on the Rev. Mother and sisters in charge of an institution whose hygienic and sanitary arrangements leave nothing to be desired.

I have, &c.,

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

Medical Officer.

REPORT OF HONORARY OFFICIAL VISITORS ON THE BURNHAM INDUSTRIAL SCHOOL.

SIR,—

Christchurch.

The Official Visitors have the honour to make the following report on the Burnham Reformatory School.

It will be remembered that we took up the duties as members of the Board of Advice at a time when matters in connection with the institution were in a very unsatisfactory condition. Having given close attention to the work carried on at the school since our appointment, we can speak with confidence as to the good work that has been done since we assumed office.

The policy that has been followed by the Education Department in adopting methods that have found favour in other countries, and in initiating others more suitable to the conditions of this country in dealing with the neglected children of the State, has proved entirely satisfactory, with the result that from the unsatisfactory condition of affairs that existed before this policy was initiated we have now a high standard of methods that reflects credit on all concerned.

To obtain better results from that policy, it is essential that further additions be made to the present buildings. That portion recently erected was urgently needed, and assists in the work of administration, but further additions are necessary to allow of a complete system of classification of the inmates being carried out. And we express the hope that further efforts will be made in that direction. The buildings detached from the main one are out of date, and should be replaced by more modern ones, especially the one used as a laundry. When it is considered that laundry-work for something like 140 persons has to be done, a suitable building and more modern appliances are necessary to satisfactorily carry out the work than at present exists.

Every care is taken with the inmates of the institution. They are well housed, well clothed, and well fed. Their physical welfare is well looked after by a course of physical culture and outdoor games. The military drilling of the boys is of a high standard, and is a feature of the school, and the general appearance and bearing of the boys both on and off parade leave little to be desired, reflecting great credit on the management of the school and the officers.

We have, &c.,

Official Visitors.

The Hon. the Minister of Education.

Examined and found correct.—ROBERT J. COLLINS, Controller and Auditor-General.

No. 6.—INFANT-LIFE PROTECTION.

REPORT OF THE SECRETARY FOR EDUCATION.

Education Department, Wellington, 31st May, 1910.

The Hon. the Minister of Education.

I submit the following report on the work of the Department in respect of infant-life protection during the year 1909.

The original Act provided that on a parent's default the amount due to a foster-parent for the maintenance of an infant might be paid by the Crown, and that "all moneys of the Crown expended under the authority of the Act in respect of any infant (including the expenses of medical attendance and of the burial of any infant) shall be a debt due to the Crown for which the near relatives of the infant shall be jointly and severally liable. The said debt shall be recoverable in a Magistrate's Court, or any other Court of competent jurisdiction, by action at the suit of the Secretary for Education, in his own name, on behalf of the Crown.

In practice it was found that the prescribed method of recovery involved legal proceedings altogether unsuited to the trivial amounts to be dealt with, for in these cases the payments must be collected at short intervals, or they cannot be collected at all.

A subsequent amendment of the Act provided as follows:—

"All moneys of the Crown expended under the authority of the principal Act in respect of any infant maintained in a foster-home shall (without affecting the liability of any other person under the said Act) constitute a debt due to the Crown by the Hospital and Charitable Aid Board, or by the Charitable Aid Board, as the case may be, of the district in which the foster-home is situated.

"Every such debt shall be recoverable in any Court of competent jurisdiction at the suit of the Secretary, in his own name, on behalf of the Crown, or may be deducted by the Minister of Finance from any subsidy payable in the same or any subsequent year to the said Board.

"On the payment of any such moneys by any such Board to the Crown, all rights of action vested in the Crown against any other person for the recovery of those moneys shall become vested in the Board, and may be exercised by the Board in its own name and on its own behalf."

This provision also was found to present difficulties. If it becomes possible for foster-parents to get their money regularly and without trouble from the State, the energy which they are otherwise found to expend in collecting from the parents will of course no longer be put forth, and dependence on the State will inevitably become more and more the rule. This being the case, it appeared necessary to act with great caution in charging the Charitable Aid Boards with the large amount likely to be involved when it had to be considered also that these Boards would seldom have an opportunity of reviewing beforehand the case out of which the expenditure arose.

Though the intention of the Act is clearly that the persons who undertake the care of infants should be guaranteed against loss, it is equally clear that it was not intended to put upon the Crown the large expenditure involved in the guarantee. It has been considered that the one provision cannot be dissociated from the other, and therefore, so far as this matter is concerned, the Act is unfortunately very difficult to administer.

In some few cases the foster-parent has been assisted to sue on the agreement under which she accepted the care of the infant, but no encouragement has been got from this plan, for after judgment has been obtained the means of collecting the debt have practically become exhausted.

In other cases foster-parents have been assisted to take advantage of the provisions of the Destitute Persons Act. Too often this has been a last resource, after the foster-parent has kept the infant for many months, has obtained judgment against the parent and proved it ineffective, and is faced with the prospect of having a permanent and expensive addition to her family.

Even the operation of the Destitute Persons Act does not always meet the necessities of the case. An order may be obtained against the near relative of the infant, but it is not always effective. The proof of its inefficacy may be a slow process, and the foster-parent may after many months find herself at the end of the proceedings in much the same position as she was at the beginning.

Another method by which a foster-parent may sometimes relieve herself of the charge of an infant whose parents neglect to provide for its maintenance is afforded by the Industrial Schools Act; but a child committed to an industrial school on account of destitution becomes a charge on the Charitable Aid Board, and not infrequently the Board successfully interposes to prevent the commitment.

In not a few cases the possibility of making use of one or other of these methods of obtaining relief is negated by the disinclination of the foster-parent to appear in Court proceedings of any kind, or even to be the means of bringing the parent before the Court, in which event her finer feelings or her sympathies are unfortunately exercised only at the expense of her material interests.

The foregoing remarks are not to be taken to indicate that the percentage of loss annually suffered by foster-parents as a whole is a very serious consideration. No estimate has at present been made as to what that percentage is, but there is some reason to believe that it is not large. That there are individual cases of great hardship there can however be no doubt, and some simple and expeditious means of dealing with neglectful parents is greatly to be desired. The District Agents all refer to this matter; and it may be remarked that the difficulty in regard to medical attendance, of which they also complain, would be capable of easy adjustment if the Department had the means of doing what the Act contemplates in this respect.

NUMBERS.

The number of infants that have been dealt with in one way or another during the year is 1,181; the number for last year was 1,017. At the end of the year there were 726 on the books, being 78 more than there were at the beginning of the year. The following table summarizes the transactions:—

Particulars of Admissions to and Removals from Licensed Foster-homes during 1909.

	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	97	103	149	103	78	66	36	16	648
Placed in licensed homes during the year	258	83	77	30	32	15	15	..	510
Adopted with premium (exclusive of those already on the books)	18	4	1	..	..	..	..	..	23
Total .. ..	..	..	..	..	..	..	..	..	1,181
<i>Withdrawn from and remaining on the Books.</i>									
Removed from foster-homes by parents or guardians	47	52	88	42	35	17	11	4	296
Deaths	11	8	5	1	..	..	..	..	25
Adoptions from licensed homes without premiums	6	5	8	3	1	1	1	..	28
In homes to which exemption was granted ..	6	5	1	2	3	..	..	..	17
Brought under operation of the Industrial Schools Act	7	1	9	5	1	4	1	2	30
Written off the books for various causes	6	12	8	5	2	1	2	23	59
On the books at 31st December, 1909	82	91	195	121	78	75	55	29	726
Total .. ..	..	..	..	..	..	..	..	..	1,181

The operations of the Act depend upon the existence of monetary consideration in the arrangement for keeping the infant, and if the persons concerned deny the existence of such consideration it is almost impossible to prove the contrary. A foster-parent, for instance, recently returned her license on the ground that she intended to keep the infant without payment. Her statement was confirmed by the infant's mother. No good reason appeared for this benevolence, but no other evidence was obtainable, and the infant is consequently no longer under supervision. That no suspicion of improper motive attaches to this case does not affect its value as an illustration.

FOSTER-HOMES.

The 726 infants on the books at the end of the year were in foster-homes as follows:—

In 435 homes each having one	..	..	..	..	..	..	..	..	435
In 84 homes each having two	..	..	..	..	..	..	..	..	168
In 24 homes each having three	..	..	..	..	..	..	..	..	72
In 6 homes each having four	..	..	..	..	..	..	..	..	24
In 3 homes each having five	..	..	..	..	..	..	..	..	15
In 2 homes each having six	..	..	..	..	..	..	..	..	12

554

Total of children 726

Twenty-two of the homes were those in which children under six were boarded out by Charitable Aid Boards.

The total number of licensed homes was 754, so that at the end of the year there were 200 licensed homes in which, for the time, no infants were boarded.

Every home is limited to a stated number of infants, but whether that number is one or more depends upon the circumstances: in view of the varying conditions of the homes it is not considered necessary to lay down any precise rule upon the subject. Wherever the circumstances appear to require it, care is taken to define specifically the number of infants of twelve months or under that may be maintained at one time in a home.

During the year there were 128 transfers of infants from one home to another. If it should become possible to extend to foster-parents the Government guarantee contemplated by the Act, many quite unnecessary transfers would be avoided, under the provision which vests in the Department the guardianship of infants for whose maintenance it has to pay.

RATES OF PAYMENT TO FOSTER-PARENTS BY PARENTS OR GUARDIANS.

An account of the rates paid is given in the following statement :—

3 at the rate of 2s. 6d. per week.			1 at the rate of 9s. 6d. per week.		
2	1s.	..	351	10s.	..
19	5s.	..	3	10s. 6d.	..
18	6s.	..	5	11s.	..
3	6s. 6d.	..	22	12s.	..
37	7s.	..	37	12s. 6d.	..
72	7s. 6d.	..	1	14s.	..
54	8s.	..	7	15s.	..
7	8s. 6d.	..	1	20s.	..
1	8s. 9d.	..	1	21s.	..
21	9s.	..			

Generally the relations of the infants provide clothing in addition.

The following comparison of the rates paid in 1908 and 1909 shows that the usual payment is about 10s. a week.

	In 1908, 1940;	in 1909, 45
Under 7s.	164	193
7s. and under 10s.	297	351
10s.	73	77
Over 10s.		

The foster-parents as a rule do their duty to the infants in all respects satisfactorily; some of them, when the occasion arises, exhibit an amount of devotion and self-sacrifice that is above all praise. They are often materially encouraged and assisted by the ladies who as honorary local visitors do much quiet and good work in connection with the boarding-out system.

EXEMPTIONS.

From the provision that "it shall not be lawful for any person in consideration of any payment or reward to receive or retain in his care or charge any infant for the purpose of nursing or maintaining it apart from its parents or guardians for a longer period than seven consecutive days unless such person is licensed as a foster-parent," the Minister may grant certain exemptions, and under this authority exemption has been granted to the institutions set forth in the following list, which shows also the numbers dealt with and the deaths. The conditions of the exemption provide for inspection, and for removal of the infants only with due formality.

Name of Institution.	(1909) Admissions.			Deaths.			On the Books at 31st December, 1909.		
	Total Number.	Under 6 Months.	Between 6 and 12 Months.	Total Number.	Under 6 Months.	Between 6 and 12 Months.	Total Number.	Under 6 Months.	Between 6 and 12 Months.
St. Stephen's Orphan Home, Papatoetoe	2	..	..	..	..	..	5	..	..
St. Mary's Maternity Home, Otahuhu	5	4	1	2	2	..	14	11	2
The Door of Hope, Auckland	12	8	4	..	..	..	4	2	2
Salvation Army Maternity Home, Auckland ..	2	1	..	2	2	..	12	10	1
St. Mary's Orphanage, Auckland	8	..	..	..	..	..	6	..	..
Children's Home, Remuera, Auckland	15	..	..	..	..	..	20	..	..
Children's Home, Ponsonby, Auckland	19	..	..	..	..	..	14	..	..
Cook County Women's Guild Crèche, Gisborne	21	2	3	..	..	..	12	..	3
Wanganui Orphanage, Wanganui	1	..	..	..	..	..	1	..	..
Children's Home, Palmerston North .. ..	..	..	..	..	..	..	6	..	..
St. Joseph's Orphanage, Wellington	17	..	..	..	..	..	10	..	..
Salvation Army Children's Home, Wellington	4	..	..	..	..	..	6	..	..
The Levin Memorial Home, Wellington .. ..	..	..	..	..	..	..	7	..	..
Home of Compassion, Wellington	164	70	16	48	42	3	69	12	8
St. Mary's Orphanage, Nelson	14	3	1	2	1	1	19	1	1
Sacred Heart Orphanage, Mount Magdala ..	4	..	..	1	..	..	10	..	..
Children's Convalescent Cottage, New Brighton	25	..	..	..	..	..	1	..	..
Salvation Army Maternity Home, Christchurch	8	3	5	..	..	..	5	1	1
St. Mary's Orphanage, Dunedin .. ..	..	..	..	..	..	..	4	..	..
St. Vincent de Paul's Orphanage, Dunedin ..	10	6	2	2	2	..	21	2	..
Karitane Home, Dunedin	77	67	10	6	5	1	16	12	4
Presbyterian Orphanage, Dunedin	3	..	..	..	..	..	15	..	..
Salvation Army Maternity Home, Dunedin ..	29	26	3	2	2	..	12	9	3
Victoria Memorial Home, Invercargill	5	3	..	1	1	..	12	4	2
Salvation Army Children's Home, Middlesmarch	..	..	..	..	..	..	3	..	..
Totals	445	193	45	66	57	5	304	64	28

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

DEATHS IN FOSTER-HOMES.

Out of the 1,181 infants under six years of age that were at one time or another on the books of the foster-homes during 1909, 25 died—that is, 2·11 per cent. Of these, 20 died in the foster-homes, and 5 in hospitals or nursing-homes. Only in three cases did the Coroners consider it necessary to hold inquests. Eighteen of the infants were under the age of twelve months.

With 1,017 infants dealt with in 1908 the number of deaths was 26 (2·56 per cent.), and, as that was shown to be a lower rate than the statistics of infant mortality would lead one to expect

in this class of children, the results of the last year may be considered eminently creditable to the District Agents, their assistants, and the foster-parents. Particulars of the 25 deaths are given in detail in the following table. It will be observed that many of these children were for only a very short time in the foster-homes, the average stay being in fact not more than sixteen days.

Deaths during 1909.

Locality.	Date.	Sex.	Age at Death.	Legal Status.	Time in Foster-home.		Cause of Death.	Remarks.	
					Foster-home.	Under Control.			
	1909.		Y. M.		M'ths	Days			
Auckland	Jan.	7	F	2 0	Illegitimate	1 0	12 0	Meningitis and convulsions	No inquest.
Ashburton	"	20	M	0 11	"	9 0	9 0	Diarrhoea and enteritis	"
Onehunga	"	22	M	0 4	"	3 12	3 12	Hydrocephalus	"
Auckland	Feb.	3	F	0 2	"	2 0	2 0	Immaturity	"
" Hospital	"	6	M	0 2½	"	0 14 1 14*	2 0	Natural causes (heart disease)	"
"	March	2	M	0 3½	"	3 0	3 0	Infantile diarrhoea, marasmus	"
Christchurch H'spt'l	"	3	F	1 2	"	0 6 0 2*	11 0	Meningitis	"
Onehunga	"	22	F	1 1	Legitimate	10 0	10 0	Tubercular meningitis syncope	"
Wanganui	April	7	M	0 8	Illegitimate	7 0	7 0	Malnutrition	Inquest.
Auckland	"	20	M	0 4½	"	4 0	4 0	Cerebral affection	"
"	"	25	M	0 7½	Legitimate	0 12	0 12	Convulsions	No inquest.
New Plymouth	"	30	F	0 2½	"	1 0	1 0	Gastro-enteritis	"
Wellington	May	15	M	1 0	Illegitimate	0 9 0 6†	0 23	Spinal caries and bronchitis	"
Onehunga	"	16	F	0 11½	"	11 0	11 0	Colitis (diarrhoea)	"
Timaru	June	6	M	0 7½	Legitimate	2 0	2 0	Marasmus and gastritis	"
Dunedin	"	17	M	0 5	"	1½ 0	3 0	Marasmus	"
Auckland	July	19	F	0 6½	Illegitimate	5 0	5 0	Marasmus from natural causes	"
Wellington	Aug.	25	F	1 0	"	11 0	11 0	Bronchial pneumonia and exhaustion	"
Christchurch	Sept.	5	F	0 1	"	0 28	0 28	Marasmus	"
Auckland	"	6	F	0 10	"	7 0	10 0	Gastritis and heart failure	"
Wellington	"	14	F	0 11½	"	4 13	7 7	Acute bronchial pneumonia	"
Auckland Hospital	Oct.	12	M	0 1½	Legitimate	0 25 0 1*	0 25	Marasmus	"
"	Nov.	26	F	1 2	"	0 19 3 0*	3 19	Natural causes—inflammation of large intestine	Inquest.
Gisborne	Dec.	21	M	0 5	Illegitimate	2 0	4 0	Dysentery	No inquest.
Timaru	"	25	F	8 days.	"	0 5	0 5	Prematurity and as-thenia	"

* Hospital. † Nursing-home.

DEATHS IN EXEMPTED INSTITUTIONS.

These, with other particulars, are shown in the foregoing table relating to exempted institutions. The number of deaths—66 out of 445 infants dealt with—is a much larger proportion than is exhibited in the foregoing statement of the deaths in foster-homes, but the circumstances are not favourable to comparison, and all that can fairly be said is that it is the experience of the world that the death-rate of children under a well-organized system of boarding-out with foster-parents is much lower than that of children maintained in institutions.

ADOPTIONS.

During the year, 215 orders of adoption (one in favour of two children) were made, and two orders cancelling adoption orders. Forty-one of the adoption orders provided for premiums, and 174 were without monetary consideration. The following shows the ages of the adopted children:—

	With Premium.	Without Premium.
Under 6 months ...	22	39
Between 6 and 12 months ...	7	18
" 1 " 2 years ...	6	21
" 2 " 3 " ...	3	17
" 3 " 4 " ...	1	14
" 4 " 5 " ...	...	8
" 5 " 6 " ...	...	8
" 6 " 7 " ...	...	12
" 7 " 8 " ...	1	10
" 8 " 9 " ...	...	5
" 9 " 10 " ...	...	3
" 10 " 11 " ...	...	2
" 11 " 12 " ...	...	6
" 12 " 13 " ...	...	5
" 13 " 14 " ...	...	4
" 14 " 15 " ...	1	3
	41	175

The adopting persons were,—

Husband and wife jointly	176
Wife alone	4
Unmarried man	2
Spinster	3
Married man	3
Widow	6
Manager, Presbyterian Social Service Association, Dunedin	21

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

The 41 adopted infants with whom premiums passed have been under the supervision of the Department. The remainder passed out of sight on the completion of the adoption orders. It does not appear right that this should be so, for, although the Act provides that any Magistrate may cancel an order for adoption, it is obvious, as was remarked last year, 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. The remedy would be either to place all adopted infants under supervision or to secure that orders for adoption should not take final effect before the lapse of a considerable amount of time.

ILLEGITIMACY.

For its obvious relation to the intentions of the Infants Act the following table is given:—

Provincial Districts.							Illegitimate Births registered during 1909.	Number of Children aged 12 Months or less brought under the Act during 1909.
Auckland .. ..	..	..	..	..	..	..	316	60
Taranaki .. ..	..	..	..	..	..	..	43	8
Hawke's Bay .. ..	..	..	..	..	..	..	52	18
Wellington .. ..	..	..	..	..	..	..	327	67
Marlborough .. ..	..	..	..	..	..	..	15	..
Nelson .. ..	..	..	..	..	..	..	40	5
Westland .. ..	..	..	..	..	..	..	15	1
Canterbury .. ..	..	..	..	..	..	..	227	79
Otago] .. ..	..	..	..	..	..	..	188	38
Totals .. ..	..	..	..	..	..	..	1,223*	276
Totals for 1908 .. ..	..	..	..	..	..	..	1,105	343

* Including 9 cases of twins.

During the year, 129 registrations were effected under the Legitimation Act.

The expenditure for the year ended 31st December, 1909, was as follows:—

	£	s.	d.
Salaries of visiting nurses and local representatives	588	12	6
Travelling-expenses of District Agents, visiting nurses, and local representatives	222	8	6
Payments to foster-parents for board of infants	95	17	11
Legal expenses	10	19	6
Office expenses (including rent), advertising, and sundries	82	18	4
	1,000	16	9
Less recoveries	18	19	8
Net total	£981	17	1

Reports by the four District Agents are appended, and also, extracted from the Official Year-book of the Commonwealth of Australia, an interesting summary of the methods adopted in the several States of the Commonwealth for the supervision of infant life.

E. O. GIBBES,
Secretary for Education.

REPORTS OF DISTRICT AGENTS.

AUCKLAND.

The Secretary for Education, Wellington.

In compliance with your instructions of the 7th ultimo, I beg to report as follows:—

During the year ending the 31st December, 1909, there has averaged 131 children in licensed foster-homes in this district. In addition to the children who through admission to foster-homes have been brought under the control of the State, there have been others under supervision, and visits and inquiries have been made relative to others again about whom letters and complaints have been received from persons interested in or concerned about their welfare. Much valuable knowledge is being acquired of infant life, and I think it will not be denied that the State is safeguarding life and health amongst a class which suffers most from the pressure of civilization.

The factors which tend, through the administration of the Infants Act, to lessen the rate of infant mortality in the homes in which infants are boarded out are the supervision of the children

by a person whose trained eye and expert knowledge enable her to detect early signs of disease or disability, and to advise the foster-parent in the various crises which arise in a child's life; the added interest which the foster-parents take in their work, owing to the encouragement they receive; and the elimination of undesirable homes by discrimination in the granting of licenses.

Much trouble has been occasioned through the difficulty foster-parents have experienced in obtaining relief when a parent deserts the child placed in their care. Theoretically such child should then be regarded as destitute, and the provisions of the Destitute Persons Act should apply, but there are many difficulties in the way, and women who might otherwise give a child a good home will not run the risk of being left with it upon their hands, with no redress.

The health of the children during the year has, on the whole, been good; though there is still much suffering caused by premature weaning. Happily, cow's milk is being very generally used as the substitute for the mother's, in place of cheap artificial foods. There has seldom been reason for dissatisfaction with the management of licensed foster-homes. The foster-parents are, with scarcely any exception, kind and attentive to their charges. Some of them show, as is to be expected, a large ignorance of physiology, of proper feeding, and of sanitation; but they accept advice readily, and, as a rule, carry out instructions. Happily, the helplessness of infancy is its defence; and many a child finds a home in the arms of the woman who admits that financial necessity alone opened her door to the stranger.

The difficulty of obtaining medical aid for children in licensed homes would be a matter for grave consideration were it not for the benevolence of medical men, who visit the homes without any expectation of a fee.

With a view to increasing the efficiency of the system, I beg to suggest that a medical officer, chosen for his special knowledge of the diseases to which infant life is prone, be appointed and paid by the State, as is done in France (in country districts special rates might be arranged with local practitioners); that every help and encouragement be given to the mothers of illegitimate children, and others, to nourish their infants for at least six months; and that the placing-out of infants under that age be discouraged, bearing in mind, however, the danger of bringing about, by too great a rigidity of rule, that which the Infants Act was designed to mitigate; and, thirdly, that the failure of the parent to comply with the terms of an agreement for maintenance be regarded as terminating the responsibility of the foster-parent.

With regard to exempted institutions, I beg to suggest that monthly returns be required from the authorities of inmates admitted, in residence, left, or dead; that the number in residence be limited by the Department, so that there shall be no overcrowding; and that the massing of large numbers, particularly of very little children, in one building be discountenanced.

I have before remarked that the notification which is required by law of the birth of a child, to be of real value, should include the legal status of the child and the place of birth. The number of illegitimate children whose names appear on the Infants Roll is a very small proportion of the illegitimate children registered, and I am told it frequently happens that the birth and death of a child are registered simultaneously.

A medical certificate ought to be required where it is proposed to place an unweaned child in a licensed home. It does not appear to be sufficiently recognized that a child has a right to its natural sustenance. France, however, has this to say in "Instructions relative to the Application of Article 8 of the Law of 23rd December, 1874": "*Cet article a été dicté par l'idée que le lait de la femme appartient non à elle, mais à son enfant.*" Anything savouring of compulsion may appear to be an infringement of parental rights; but what of the child's rights, including a firmer hold upon life and health which shall be of lifelong significance? He has more claim upon our consideration than has the parent; he had no part in the determining of his destination.

The authorities of the District Hospital have been very considerate in regard to infants suffering from diseases; but they naturally object to receive those whose only trouble is alimentary. It would be of the greatest service were there some place where a child suffering from faulty digestion, marasmus, or similar complaints could receive expert care, such as the Matron of the Door of Hope gives to those who are so fortunate as to find shelter under her hospitable roof.

In connection with the general subject of infant-life protection, there is one point which should not be overlooked: Care is being taken to save and rear the children of what is practically the least desirable class—so much so that the old law of the survival of the fittest will soon cease to operate to the advantage of the race. Keeping this fact in mind, as well as the best interest of the class concerned, it is evident that there ought to be a central institution or asylum to which young women of the temperament recognizable as "*déséquilibrée*" might be committed, where, while supporting themselves, they might cease to be a menace to the community. Persons of this class are, from time to time, committed for a period of six or twelve months to such reformatory institutions as St. Mary's, Otahuhu, and to the Door of Hope, to the great detriment of the younger women, who, after a first fall, may be expected to recover themselves, and become useful members of society.

SARAH E. JACKSON,
District Agent.

Auckland, 7th March, 1910.

WELLINGTON.

The Secretary for Education.

I BEG to forward my report upon the infant-life protection system, and a few suggestions as to measures which I think would increase its efficiency.

Speaking of my own district, I think that on the whole the system is working well: we have not much difficulty in carrying out the Department's instructions, and, as I reported before, the strong opposition to us has passed away. Our visits are welcomed; indeed, we are met with reproachful looks and words if too long a time elapses between our visits. I think that the foster-mothers now understand that we really care for the well-being of the children, and also that we are their friends if they do well by the children. In this way the value of the child is more

recognized. The women are delighted to show us that the little limbs are getting rounded and the little faces rosy, and look so pleased when we praise their love for and care of the children. Some of the women are amazingly unselfish and loving to the fragile, ailing little creatures under their care.

I think that the babies we get who are cared for in our licensed homes get on the whole a good start in life. The serious question is, what becomes of all the illegitimate babies who never come under the control of the Infants Act? A leading medical man told me the other day that, some weeks, three and four cases of girls in trouble are brought to him. He thinks that, if it were known that a child could be supported by its parents in a licensed home without the parents' names being publicly known, the lives of many children would be saved, as girls would not endeavour to obtain abortion to hide their shame. It is not the money they are unwilling to pay, but the exposure that they dread. I do not know how this could be done, but it must be remembered that the children of those girls, who doubtless belong to the more intelligent classes, would be better worth saving, from the State's point of view, as future citizens, than those of the class of girls whose children we mostly get.

Nursing-homes where a woman takes one patient at a time, and so need not be registered, are a menace to infant life; illegitimate children are frequently born in them, and are placed out without coming under the control of the Infants Act. I am sure that little or no good result has been obtained from inspection of the Registrar's books. Would it not be possible to have it made necessary for every woman in whose house an illegitimate child is born to at once notify the Education Department of the fact, and for the Department to have power to send its women officers to inquire as to the future home of the child. I am quite sure that it would be wise to have all nursing-homes registered and inspected.

I think that a cottage hospital is urgently needed for babies who require careful nursing—indeed, whose lives can only be saved by skilful treatment. I have nothing but praise for the behaviour of many women who have nursed children back to health at the sacrifice of their own health and comfort; still, I am sure that many babies would be saved by being admitted to a cottage hospital where they would be treated by the medical man appointed by the Department, and nursed by a woman whose sole care they would be, not by a woman with all the work of a house on her hands, as well as the claims of her husband and her own children. If the parents were made to pay for the children's maintenance in the hospital, the cost of the upkeep would not be so great. If it were established it would be an excellent place of training for our receiving-home girls after they leave school.

It is almost impossible to avoid making a mistake sometimes, and granting a license to a home that is unsuitable. When we discover our mistake we watch the home carefully, never recommend parents to send infants to it, and soon find some reason for asking the woman to return her license to us, and thus the home is closed. Drink gives us more trouble than anything: we suddenly get a hint that a foster-mother whom we like and trust is addicted to drink, although her house is clean and well kept, and the baby is thriving; but, knowing how the drink habit grows, and the danger of a woman under its influence caring for a baby, especially at night, we feel great anxiety until we are sufficiently certain to be able to withdraw the license. Of course, it is only women who are drinkers at home secretly who can deceive us even at first.

The weak spot in the system is undoubtedly the maintenance payments. I wish something could be done to help the foster-parents in that respect. Some of them say that they get their money more easily now than formerly. That may be so in some cases, but many women are very badly paid. I think that the reference to this subject in the Act needs to be removed or explained. The foster-parents say, "Why is it there if the Department does not mean to get the money for us?" That clause causes dissatisfaction, and makes the women think that the Department is breaking faith with them.

I think many of the foster-parents are hardly treated on account of the attitude of the police towards the committal of infants to the Receiving Home. There are children in licensed homes whose parents are not supporting them, and who have been brought under the notice of the police as destitute, without any result. By the Department's instructions, when a foster-parent does not receive payment we tell her to bring the matter under the notice of the police. But if the police will not take the case up the poor woman goes on keeping and clothing the child for months while its parents do nothing towards its support.

I do not believe that children benefit by life in an institution as compared to life in a foster-home. The longer I work among industrial-school and infant-life-protection children, the more I admire the results of boarding out, and therefore I grieve to hear of such institutions as the Foundling Homes it is proposed to establish here and in Auckland. Such institutions are surely unnecessary in our young and prosperous New Zealand. I have done a great deal of boarding-out for the Department, and do not hesitate to say that I could still find hundreds of homes in which to place children with good, kindly women who would treat them as their own, and where they would grow up among green fields and in the free open life of the country, and not in narrowing institutions. It is not helping to raise the moral tone of people to encourage them to give up their natural responsibilities and allow them to hand over their little children to be nameless, friendless waifs in a Foundling Home. Surely it is far better to make parents support them, and have them boarded out in the homes of the people.

I met two very intelligent women lately who have recently returned from England. They are both deeply interested in the welfare of children, and have studied the subject of boarding out. They told me that in connection with Dr. Barnardo's work a large, amply appointed Home for infants was established in the country in England. A large number of babies were taken. In spite of every care they did not thrive. The rate of mortality was so high that the controlling authorities decided to use the Home for another purpose, and to board out the babies.

I feel very keenly about this, for I have good, loving women who simply beg me to give them a baby to love and care for, and often I have not one to give them.

ELLA S. DICK,
District Agent.

Wellington. 10th June, 1910.

CHRISTCHURCH.

The Secretary for Education.

I BEG to report that there are now 194 homes licensed under the Infants Act in the Canterbury-Westland District, and 200 children boarded out.

On the whole we have a very good class of foster-parents, and it has been found necessary to cancel only three licenses during the two years. Most of the foster-parents become very much attached to the children, and in a great many cases keep them without any hope of payment for maintenance, although they may be in poor circumstances themselves.

I feel very strongly that something should be done to secure the foster-parents from loss in the matter of maintenance. There are a great many cases where the foster-parents are owed large sums, which they are not in a position to lose. The form of agreement which is signed by foster-parent and person who undertakes to pay for maintenance does not appear to be of the slightest value in most cases; and if a child's mother is summoned for maintenance, she confesses judgment, and that seems to be the end of the matter so far as payment is concerned.

I beg respectfully to suggest that the foster-parent be authorized, when the payment is, say, four weeks in arrear, to take the child and leave it with the person who signed the agreement.

With further reference to the maintenance question, I beg to point out that subsection (2) of section 46 of the Infants Act is very misleading to foster-parents, who take it as a guarantee that, if the parent does not pay, the Department will.

Medical attendance for boarded-out children: With reference to this I would respectfully suggest that the Department should appoint a medical officer to attend children under the Infants Act free, or at a nominal charge, where cases are recommended by the District Agent or Visiting Nurse as deserving of such consideration. I may mention that Dr. Lester, of Christchurch, has been most kind in attending several cases of illness in licensed homes, on my recommendation.

I am still strongly of opinion that the work in connection with the Infants Act should not be done at the Receiving Home.

Christchurch, 9th May, 1910

ANNA B. COX,
District Agent.

DUNEDIN.

The Secretary for Education.

REPLYING to your memo. with reference to the working of the Infants Act, I can only say that where the homes are convenient and even fairly comfortable, with capable foster-mothers on the one hand, and the responsible parties are keeping up the maintenance and supplying the child with necessary clothing on the other, all is well. We certainly have a number of good homes, and some splendid women as foster-parents, but our great trouble just now is to find homes at all, the demand is so much greater than the supply. We have some homes where conditions are not what we could wish, and where we are conscious that, while the foster-mother assents to the Visiting Nurse's proposals in her presence, in her absence they are not carried out—not always through unwillingness, but because they do not appreciate fresh air and much cleanliness; however, as we cannot find enough suitable homes we must use these.

We find in the working of both the Industrial Schools Act and the Infants Act that folks are loth to take the care of the tiny ones, and particularly so where they are puny and delicate. Little ones from eighteen months to five years are easily placed.

At times the pressure of work is much increased by the non-payment of maintenance-money and the need of clothes. While we recognize the fact that it would be unwise to relieve the parents of their responsibility, yet we are anxious to help and encourage the foster-parents, who, on the whole, are a most devoted and unselfish set of women; but this side of the question entails the expenditure of much time and work, and the non-payment often closes to us a good home.

Even when the children are really ailing it is difficult to get the parents to consent to a medical man being called in, as they object to the expense; and in some cases doctors have refused to come on account of having previously lost their fees. Our own doctor has in more than one case since I became manager of the Caversham Industrial School given her services simply to relieve my anxiety, as she had done in the time of my predecessor.

If the present arrangements for the working of the Infants Act continue, I would beg to suggest that we have a medical man appointed, in the same way as we have for the industrial school, to whom the foster-mother could apply after gaining our consent as in the case of the industrial-school children. At the time of the last epidemic of whooping-cough and measles many tiny babies were attacked, and in cases where they were teething complications frequently arose calling for medical skill, and yet we could not insist on the doctor's attendance unless we were prepared to take the risk of having to meet the expenses, which, however willing one is, is not continually possible.

At this juncture we seem to need a Receiving Home. We are constantly being rung up by the Matrons of the Maternity Homes to say such-and-such a baby or babies must go out by a certain date: have we homes we can recommend the mother, who must set to work and earn a living for the child as well as herself? What is wanted is a Home in charge of a lady experienced in the care and feeding of babies, where the healthy babies could be placed temporarily (the Home, of course, receiving the maintenance-money), and where the puny, delicate ones could be nursed to a degree of health before being placed out.

Dunedin, 23rd April, 1910.

MAUDE KEMPTON.
District Agent.

INFANT-LIFE PROTECTION.—FOSTER-PARENT'S RECORD-BOOK.

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 authorized 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 authorized 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 M. Kempton, Caversham Industrial School, Dunedin.

[The above directions are an epitome of the Infants Act and Regulations.]

[Page 2.]

Education Department.—The Infants Act, 1908, section 45.

RECORD-BOOK.

(NOTE.—The respective entries must be made immediately after the occurrence of the incidents to be recorded.)

[To be filled in by the foster-parent.]

RECORD of Infant received into the Foster-home at _____, in Charge of _____

Particulars of Infant's Entry.

Date of entry into home : _____ Age, and date of birth : _____
 Name of infant (in full) and sex : _____ Remarks : _____

[To be filled in by a person authorized by the Education Department.]

Date of first visit to child : _____
 Physical condition of child on first visit : _____

[Signature and designation.]

Visits to Home. (By persons authorized by the Education Department or by medical attendant.)

Date of Visit.	Remarks.	Signature and Designation of Visitor.

[Printed on page opposite to foregoing particulars.]

Particulars of Infant's Removal.

(NOTE.—It is against the law for any person to remove any child (whether under or over the age of six years) from a foster-home, or for the foster-parent to permit such removal, except with the written consent of the Secretary for Education or other officer authorized by the Minister of Education to give such consent. Application for consent must be made to the District Agent.)

(The warrant of consent for removal of the child should be kept carefully by the foster-parent.)

[To be filled in by person removing child.]

Date of removal : _____
 Name of person by whom infant was removed : _____
 Relationship of infant to person by whom it was removed : _____
 Health and condition of child at time of its removal : _____
 Signature of person removing child : _____
 Occupation : _____
 Address : _____

Particulars of Infant's Death, if Death occurs.

(The doctor who attended the child should be requested by the foster-parent to make these entries; if he does not do so it is the duty of the foster-parent to make them.)

Date of death : _____ Cause of death : _____
 Remarks : _____

[Signature.]

Visits to Home—continued.

Date of Visit.	Remarks.	Signature and Designation of Visitor.

[The two following pages provide space for recording further visits to the home.]

[Extracts from the Infants Act and Regulations are printed at the end of the book.]

SUPERVISION OF INFANT LIFE.

[Extract from the Official Year-book of the Commonwealth of Australia, 1910.]

It has been frequently stated in recent years that, when the social, climatic, and industrial conditions are taken into consideration the infantile mortality of Australia, particularly in the large towns, is much higher than it should be. It is now generally recognized, however, that infant mortality is largely attributable to parental ignorance and neglect, and that, in particular, improper feeding is accountable for perhaps the majority of infant-deaths. In all the States of the Commonwealth Acts have been passed with the object of generally supervising the conditions of infant life and of reducing the rate of infantile mortality, and in many of the large towns measures have been adopted by private individuals to spread among the mothers a knowledge of the best methods of feeding and caring for their infants. Milk Institutes have also been established after the manner of the *Gouttes de Lait** in Europe, with the object of reducing the number of deaths of infants from milk poisoning in the summer months. Reference has been made in a previous part of this book to the number of infantile deaths and the rates of infantile mortality in each State, and it will be convenient to here show corresponding particulars for the year 1909, classified according to metropolitan and other districts in each State:—

INFANTILE DEATHS AND RATES OF INFANTILE MORTALITY FOR METROPOLITAN AND OTHER DISTRICTS, 1909.

Districts.	N.S.W.	Victoria.	Queensland.	S.A.	W.A.	Tasmania.	C'wealth.
NUMBER OF INFANTILE DEATHS.							
Metropolitan ..	1,297	1,129	328	320	244	85	3,403
Other ..	1,937	1,122	781	293	349	272	4,754
RATES OF INFANTILE MORTALITY.—I.e., the number of deaths of infants under one year of age per thousand births.							
Metropolitan ..	82.07	84.47	90.23	69.50	81.44	74.76	81.92
Other ..	69.23	61.72	65.54	53.40	75.78	62.34	65.55

It may be seen that in each State the rates of mortality are higher in the metropolitan than in other districts. The causes of "preventable" deaths may generally be attributed to milk poisoning, want of knowledge on the part of mothers, inability to nurse, and lack of the necessary medical facilities.

The figures in the above table do not, however, completely represent the hygienic aspect of the question. For every infant death recorded there are probably three or four survivors who have sustained more or less serious permanent physical damage, quite apart from injuries at birth or congenital causes. It is stated that the far-reaching influence of the first year or two of life upon the whole subsequent physical welfare of the individual cannot be recognized too clearly, and it has been alleged that many serious defects and diseases occurring in later life may be credited to results ensuing from infantile disease. This is particularly the case in respect of digestive diseases.†

It will be convenient to refer briefly to the principal Acts which have been passed in each State dealing with the subject of child-life, and to the principal functions of the States' Children's Departments.

2. NEW SOUTH WALES.—In this State there is a State Children's Relief Board under the direct control of an Honorary Board of nine members and under the administration of the Minister of Public Instruction.

(i.) *Scope of Operations.*—The scope of the Department's operations comprises matters under the following Acts:—

- (a.) *The Infants' Protection Act, 1904.*—This Act deals with the control of children up to the age of seven years in licensed homes, and with the supervision of such homes. These latter fall into two classes—(1) The private homes of individual women householders, licensed for two or three children, and (2) institutions maintained by public subscription, licensed for any number of children up to 100. The Act also deals with paternity proceedings in connection with the enforcement of maintenance for illegitimate children.
- (b.) *The State Children's Relief Act, 1901.*—This Act deals with the boarding-out of destitute children, and includes the extension of monetary aid for children under twelve years of age who are allowed to remain with their own mothers when the latter are widows or deserted wives in destitute circumstances.
- (c.) *The Children's Protection Act, 1902,* deals with the supervision of lying-in homes, in so far as the children born therein are concerned. It also provides for the registration of children up to three years old boarded out privately apart from their mothers.

* Organized action in this direction commenced in 1894 in Belgium. The original Belgian society is known as the "*Société des Gouttes de Lait*." The movement has become an international one, and branches of the society have been founded all over Europe. Similar philanthropic work was commenced in the United States of America before 1894.

† See Report of Department of Public Health of Tasmania for 1906-7, by J. S. C. Elkington, Esq., M.D., D.P.H., Chief Health Officer.

- (d.) *The Neglected Children's and Juvenile Offenders Act, 1905*, has provided for the establishment of Children's Courts throughout the State. The Act deals with the disposal of neglected and uncontrollable children and juvenile delinquents who come before the Courts. It contains provisions for the supervision of truant children, and for the introduction of machinery necessary to carry out the purposes of the Act.
- (e.) *The Public Instruction Act, 1880*.—The supervision of all children of school age is carried out by officers of the State Children's Relief Department, and action in regard to truancy and prosecutions for breaches of the compulsory clauses of the Public Instruction Act are undertaken.

(ii.) *General Supervision of Conditions of Infant Life*.—The principal functions of the State Children's Relief Department are as follows : (a.) Provision for sickly infants, with or without their mothers, at the homes at Paddington and Thirlmere. About twenty children are treated in each home. (b.) The compulsory attendance of guardians of infants, boarded out independently by their mothers under the Children's Protection Act, at the Metropolitan Hospital fortnightly, in order that the children in their charge may be systematically supervised by the doctors, and the development of ailments checked. (c.) A home for healthy babies, twenty in number, at Croydon, with their mothers, the object being to free the latter from the more or less contaminating influences of large institutions, and at the same time to protect the children from dangers of infection. (d.) The establishment of separate cottage homes for invalid children, according to their ailments, including special cottages for the scientific treatment of epileptic and feeble-minded children. (e.) The supervision of all children dealt with at the Children's Courts, with the exception of those sent to the training-ship "Sobraon," the Carpenterian Reformatory, and the Industrial School for Girls. A special aspect of the Board's work under this heading is the supervision of children released on probation, and of children committed to the Farm Home, Mittagong.

3. VICTORIA.—The conditions of infant life in Victoria are to some extent supervised by the Department for Neglected Children and Reformatory Schools under the Neglected Children's Act, 1890, the Crimes Act, 1890, and the Infant-life Protection Act, 1907. In Melbourne the Lady Talbot Milk Institute was established in 1908 in order to provide a supply of pure milk for infants. In the first annual report of the Institute it is stated that out of about three hundred infants supplied with milk by the Institute during 1908-9 only eight died. Crèches have been established in many of the suburbs of Melbourne.

(i.) *The Neglected Children's Act, 1890*.—This Act provided for the establishment of receiving houses and probationary schools, and for the committal of neglected children to the care of the Department already referred to, or to approved private persons or institutions. Assistance is afforded to the Department by ladies' committees in finding suitable homes for boarded-out children, and in supervising these homes. A receiving depot has been established, and special schools are provided for boys who are backward in their education. A certain number of boys, who bear the best of characters, are sent to learn farming at the Rutherglen Viticultural College. During the year 1908 there were 1,240 children committed to the care of the Department. The total number of children who were a cost to the State at the end of the year 1908 was 4,163. During the same year 132 boys and 85 girls were placed in service.

(ii.) *The Crimes Act, 1890*, provided, *inter alia*, for the establishment of reformatory schools for convicted children. During the year 1908 there were fifty-two Court committals and ten transfers from gaol to reformatory schools.

(iii.) *The Infant-life Protection Act, 1907*.—This Act came into force on the 31st December, 1907, and all infants then in registered homes were transferred to the care of the Department. Provision is made for the inspection of registered homes, which are divided into districts, allotted to four inspectors. The Act does not provide for the registration or supervision of Maternity Homes. The number of children in registered homes at the end of 1908 was 304 ; the number of deaths during the year was 48. It is stated that this large number is in a great measure accounted for by the inability of the infants, most of whom are in an unsatisfactory state of health when received, to withstand the unusual heat that was experienced.

(iv.) *The Children's Court Act, 1906*.—This Act provides for the establishment of Children's Courts in every place in the State where a Court of Petty Sessions is appointed to be held. Any boy or girl under the age of seventeen years may be released by the Court on probation under the supervision of a Probation Officer, who may at any time bring before the Court any child under his supervision who has broken any of the terms of his probation. The Courts have power to commit children to the Neglected Children's Department or to reformatory schools.

4. QUEENSLAND.—The Infant-life Protection Act, 1905, is administered by the Commissioner of Police. This Act provides that, with certain exceptions, no person may receive, in consideration of any payment, into his house any infant under the age of three years for the purpose of nursing such infant apart from its parents for a longer period than forty-eight hours, or of adopting such infant, unless the person is registered as the occupier of the house and the house is registered as a nursing-home. Registration of adopted infants is compulsory, and notice of the birth or death of illegitimate infants must be given within three days. Police investigation occurs in the case of every illegitimate child born, whether the child be finally sent to a nursing-home, adopted, or taken charge of by parents or relatives.

At the end of the year 1908 there were 123 homes (of which 62 were in Brisbane) registered under the Act, the number of infants in these homes being 182. During the same year there were 113 prosecutions for breaches of the Act, convictions resulting in 112 cases.

The Lady Chelmsford Pure Milk Institute was opened in 1909 for the supply of a clean pure milk in Brisbane for infant-feeding. The delivery of the milk began on the 1st July, 1909.

5. SOUTH AUSTRALIA.—The State Children's Act, 1895, provides for the constitution of a Council to have the control of all State children and the supervision of all institutions for their reception, education, or training. The Act provides for the establishment and inspection of institutions, for the commitment, release, and apprenticing or placing-out of children, and for the licensing and supervision of lying-in homes and foster-mothers. Illegitimate children are also received into the institutions under the care of the Council, and are placed out in various homes. It is stated that the result, so far as illegitimate children are concerned, is that the death-rate of infants supervised by the Council is under 7 per cent., while the death-rate of those not under such supervision is 45 per cent. On the 13th June, 1909, there were 1,383 children under the control of the Council.

6. WESTERN AUSTRALIA.—In Western Australia the State Children's Act, 1907, provides for the control of boarded-out infants, the registration of foster-parents, and the general supervision of the conditions of infant life and of neglected or destitute boys and girls under the age of eighteen years. The Act is administered by the State Children's Department. The registration of Maternity Homes is obligatory, and persons acting as paid foster-mothers to any child under the age of three years must be licensed. Neglected or destitute children may be committed to orphanages, and convicted children to industrial schools. There is one Government institution under the Act, and it is used as a receiving depot for the temporary detention of all classes of children. The Act also provides for the establishment of Children's Courts, which must not be held in any Police or other Court House.

With regard to the prevention of infantile mortality, the educational aspect has been met by the free distribution of pamphlets giving directions to mothers respecting the care and feeding of infants.

7. TASMANIA.—The Infant-life Protection Act, 1907, which is administered by the Commissioner of Police, provides for the protection of illegitimate and privately boarded-out infants, and for the compulsory registration of nursing-homes and occupiers. Notice of the death of an infant in a registered home must be given within twenty-four hours, and the adoption of illegitimate infants under five years of age must be registered. Notice of the birth or death under the age of five years of an illegitimate infant is also compulsory. The Act also deals with paternity proceedings, in connection with the payment of preliminary or maintenance expenses for illegitimate children.

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