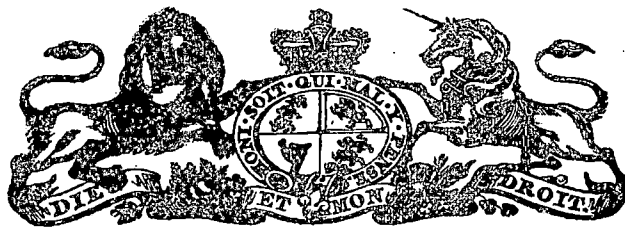


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1873.

T A S M A N I A.

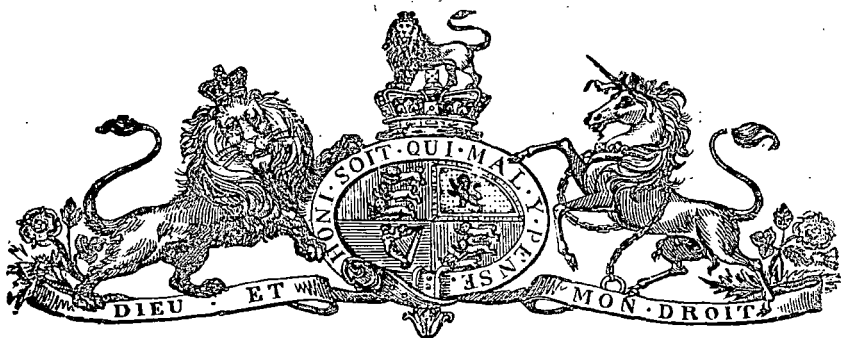
LEGISLATIVE COUNCIL.

DESTITUTE CHILDREN.

CORRESPONDENCE AND EXTRACTS RESPECTING THEIR
EDUCATION AND TREATMENT, AND THE BOARDING-OUT
SYSTEM.

Laid upon the Table by Mr. Scott, and ordered by the Council to be printed,
July 30, 1873.

CORRESPONDENCE WITH THE ADMINISTRATOR OF
CHARITABLE GRANTS.



Colonial Secretary's Office, 2nd April, 1873.

THE Colonial Secretary will feel obliged if the Administrator of Charitable Grants will, as early as possible, furnish for his perusal all Reports which have been made during the last six months, ending 31st ultimo, with respect to every child "boarded out:" as to the food and clothing supplied; the school attended, with their attendance and educational attainments; their religious instruction; and generally the care bestowed upon them.

(Signed) J. R. SCOTT.

The Administrator Charitable Grants.

Queen's Asylum, New Town, 6th January, 1873.

SIR,

As a few details connected with the expenditure of this Institution may not be without their value at this present moment, I have the honor to direct your attention to the following particulars:—

1. Taking the cost of provisions and clothing for a child, calculated upon the Report for 1871, it will be seen that the amount was about £8 5s., or 3s. 2d. per week.
2. If from this sum the amount on account of provisions raised at the Farm and charged in that item be deducted, the result will be £6 5s. per annum, or 2s. 5d. per week.
3. The *cash* expenditure, therefore, to the Government was really only 2s. 5d. per week per child, as the produce of the Farm made a return double in amount to its expenses.
4. In specifying the items provisions and clothing, it is on the ground that they only would form the increase of cost of a child admitted into the Asylum, that, with its present staff and conveniences, could accommodate one-third more inmates than have been within its walls for twelve months back.
5. The result, as a consequence, has been a greatly increased expenditure, whilst the interests of the Institution have more or less been jeopardised.

I have the honor to be,
Sir,

Your obedient Servant,

J. COVERDALE, *Principal.*

The Hon. the Colonial Secretary.

Colonial Secretary's Office, 4th April, 1873.

SIR,

I BEG to forward for your perusal a letter from the Principal of the Queen's Asylum, of 6th January last, showing that the increased cost to the Colony of each child added to the number of the present inmates, up to such an extent as would not require an addition to the staff, is about two shillings and five-pence per week, and that there are vacancies for nearly a hundred children.

It is suggested that, unless special reasons exist for a larger allowance, money payments above, say, two shillings and sixpence per week (which have assumed a permanent character) on account of destitute children should be reduced, as the Government is in a position to offer the alternative of their maintenance and education at that Institution.

I have, &c.,

(Signed) JAMES R. SCOTT.

The Administrator Charitable Grants.

Hobart Town, 31st May, 1873.

SIR,

I HAVE the honor to acknowledge the receipt of your letter of the 4th ult., advertng to a communication addressed to you by the Principal of the Queen's Asylum, and suggesting that, unless special reasons exist for a larger allowance, all money payments for destitute children above 2s. 6d. per week should be reduced, as the Government is in a position to offer the alternative of their maintenance and education at that Institution; and, as I conceive that there are special reasons of the utmost importance why this proposal should not be carried into effect, I consider it my duty to bring these under your consideration before it is finally decided on.

It is desirable that, in the first place, I should point out what the effect of the suggested reduction would be.

The children on whose account payments of a permanent character above 2s. 6d. per week are now made are as follows:—

In the Boys' Home	26 boys
In the Female Industrial School	23 girls
Boarded out in Hobart Town	40 boys and girls
Ditto, Launceston	2 girls
Ditto, Country Districts	2 boy and girl
Total	93

It is certain that neither in the Boys' Home nor in the Female School could these children be maintained at the reduced rate. The annual income at the disposal of the Governors of them is at present barely sufficient to meet the expenditure; and the deprivation of half the allowance received from the Treasury would simply occasion the collapse of both Institutions. Nor can it be expected that private persons entrusted with the care of children can afford to take charge of them at a smaller rate than establishments receiving considerable extraneous aid. It follows, therefore, that the inevitable result of the proposed reduction would be to sweep the whole of these boys and girls into the Queen's Asylum; and I admit that, if their disposal were merely a matter of money, if the question were only how their material wants could be supplied at the cheapest possible cost, this would be the most economical course; but the subject is one which unfortunately cannot be so summarily and simply disposed of. When the Government consents to take charge of these destitute children, it assumes, beyond the mere duty of feeding and clothing them, a moral obligation of a far higher character. As their guardian, acting *in loco parentis*, it is bound to promote, so far as it can, the happiness of their young lives; to supply them with the best religious and moral education in its power; and, generally, so to train them up that they shall have at least a fair chance of becoming hereafter useful and respectable members of society. And, bearing in mind what a fruitful source of gain or loss to the community these children will be, as they may grow up to be members either of the industrial or criminal classes, and how thus a wise present liberality must in that light be regarded as the truest economy, it appears to me that all mere questions of expense should be strictly subordinated to the main consideration how the responsibilities the State has undertaken towards them (and, it may also be said, towards the public in regard to them) can be most effectively fulfilled. Setting aside, therefore, the financial aspect of the subject as of secondary importance, the true question raised by the Colonial Secretary's proposal is—Where will the children affected by it have the best chance of being trained up into good men and women—under their present treatment or in the Queen's Asylum? In making the comparisons which this inquiry necessitates it will be well, beforehand, to lay down some standard by which a right judgment may be arrived at. As it will be conceded that early training in a well-ordered home, where all the affections and sympathies of human nature are encouraged and called forth, affords the best prospect of bringing children up to become good and virtuous members of society, so it follows that whatever system of treating those unhappily deprived of this advantage most nearly assimilates to it must be the most successful. It is this test which I propose to apply in determining the merits of the different methods we have to consider.

The Queen's Asylum.

I feel compelled to say that, in my opinion, the training in the Queen's Asylum is that which least fulfils the required conditions, and least approaches home life. I distinctly disclaim all desire to convey censure upon those whose duty it is to carry out the system there established: it is the system itself I desire to attack, as one under which it is hopeless to expect any good results.

Massed together in large numbers, under a small and inadequate staff of officials, who cannot pretend to take any individual care of or interest in the children under them, the inmates of the Asylum grow up deprived not only of all parental love, but of even the smallest semblance of regard or sympathy from anyone about them. Receiving no industrial training calculated to interest and awaken their intelligence, passing a dull monotonous life of discipline, devoid alike of the elements

either of happiness or intellectual progress, what wonder is it if they pass out into the world dull, stupid, and unamiable, and eventually become useless and vicious members of society. For, how is it possible to expect that a dreary and loveless childhood of this kind, wherein all the finer instincts, all the most wholesome affections are suppressed, can develop itself into a healthy manhood? Truly I fear there is but small hope that children so brought up will become, in the words of the Report of the Royal Commission, "law-obeying, decent, and well-conducted members of society." If they do, it will be in spite of their training in the Asylum, and only owing to their falling into kind and benevolent hands in after-life, under whose considerate treatment their better feelings may be fostered and brought out. No: the Queen's Asylum will not stand the test: it is an overgrown unwieldy machine, wherein nothing approaching to home training, no touch of human love and sympathy, not even useful industrial education, is to be found. I advisedly repeat the opinion I expressed in my evidence before the Royal Commission—that I should have much better hope of a child brought up in a home where the parents are not altogether as they ought to be, but where, in spite of errors and misconduct, the ties of family affection are felt and acknowledged, than of one trained in the stagnant atmosphere of the Queen's Asylum as it is now conducted.

The Boys' Home.

No Institution can really in all things be an adequate substitute for a true domestic home, but in this establishment every endeavour is made to supply its place. The limited number of the inmates renders the individual training of each of them comparatively easy, and the prevailing principle of management may be likened to that of a large family. The radical defect which underlies the whole system of the Queen's Asylum is here not visible. Under the daily and hourly supervision of intelligent and kind-hearted teachers, and constantly visited by the benevolent founders and the other Governors of the Institution, each boy is made to feel that he is the object of a watchful and unceasing care, and that an earnest interest is taken in his welfare; the bitter and benumbing sense of isolation and desertion is dispelled, and the grand principle of gratitude and human love is promoted and allowed room for healthy growth and development. To a sufficient education in elementary subjects, in which the progress made is very satisfactory, is added training, under an experienced gardener, in garden work, in the tending and milking of cows, in cooking, and the whole of the indoor work of the establishment. The boys are thus taught habits of industry, of cleanliness, and order, which cannot fail to be of essential service to them in after life. The appearance of the inmates is strikingly indicative of the kindly nature of their treatment, the expression of their faces is bright and cheerful, no trace of slavish fear is to be seen; and it is evident from their manner that they regard their excellent Master and Mistress with feelings of loving respect, and that they are happy and contented with their position. The Home has not been long enough established to enable its merits to be tested to any considerable extent by results, but so far as they have extended they have not been unsatisfactory, the more especially when it is remembered that the boys first received into it were of the vagrant class, and had been running neglected about the street for years before their admission. Out of 10 who have been apprenticed out 2 only have misconducted themselves, and of the remainder the reports received from their employers are very favourable and encouraging. In short, I regard the Boys' Home as an excellent Institution, doing good work, and I should deprecate exceedingly any course of action which might have the effect of closing it.

The Female Industrial School.

A very recent inspection has satisfied me that the observations I have applied to the Boys' Home are equally merited by the sister Institution at the Barracks. The premises in which the work of the School is now carried on are commodious, and in a healthy and cheerful position. The girls are in small and easily managed numbers, and are presided over by a sensible and kind Matron, under whose judicious and motherly treatment they appear to be happy and well conducted. Industrial training in useful pursuits, such as washing, cooking, needlework, &c. is daily carried on, not only with much advantage to the finances of the establishment, but with reasonable hope that the inmates will thus be formed into good domestic servants. Both secular and religious teaching is afforded, and above all, the system of rule has the grand merit of addressing itself to the individual mind and heart of each girl, drawing forth her good feelings and healthier affections and repressing her bad qualities. I am informed that very favourable reports have been received of the conduct of the girls who have been apprenticed out; and there is every reason, I think, to regard the Institution as a highly valuable one which it would be exceedingly unwise to disturb.

Boarding Out.

There can be no doubt that this mode of dealing with children, if carried out under proper conditions, most nearly approaches ordinary home life, and affords the best substitute for true parental training. If entrusted at an early age to the care of kind and well-conducted persons, children will soon regard them in the light of parents; whilst the latter, on the other hand, performing constantly towards the children all the offices of a parent, learn to take a warm interest in them, and thus a bond of mutual affection springs up which goes far to replace the want of real parental love. In the free atmosphere of a respectable household, where there is no daily round of depressing monotonous discipline, but where unrestricted association of brothers and sisters, and friendly intercourse with

schoolfellows and neighbours are permitted, the healthy growth of natural ties and domestic affections is promoted, and the children are surrounded by humanising influences of infinite value which can not be brought to bear upon them under any other system or in any Institution. Nor am I speaking merely theoretically, for I am happy to say that, so far as the experiment has been tried in Hobart Town, the practical working of it has been very encouraging. On the 22nd ultimo I made a personal inspection at the respective homes of the children, 40 in number, who are thus provided for. My visit was made without the slightest previous warning of my intention, and I therefore saw everything in its usual every-day aspect. I found the children established in every instance in comfortable dwellings situated in the more quiet and retired streets of the Town. The women in charge of them seemed to be cheerful kindly motherly persons, taking an evident interest and pride in the appearance of their wards, whilst the children on their part appeared to be on familiar and affectionate terms with them. In no single instance could I detect the smallest indication of harshness or severity of treatment; the children were smiling and cheerful, and apparently happy and contented: had I not known their position I should have judged them to have been the younger members of a well-conducted family of the lower classes. Their conduct was reported to me to be generally very good; and I was somewhat amused to learn that if any of them evinced any intractability, a threat from the Inspecting Officer of removing them to the Queen's Asylum or Cascades was sufficient to reduce them to a state of tearful and abject submission. The children are all sent regularly to school on week-days, and to the Sunday Schools of their various denominations on Sundays; the payment indeed of the allowance for their maintenance being withheld until a certificate as to their attendance is produced from their respective Schoolmasters. They are thus receiving the benefit of teaching under the best Masters of the Board of Education. Their material wants seemed to be well cared for. A close examination showed me that they were in every case amply supplied with good clothing and sufficient bedding. Visiting at their dinner hour I found many of them at their meals, or about to sit down to them, and I had an opportunity of observing that the food supplied them was ample in quantity and good in quality. The result in short of an inspection, which was certainly not made "in a perfunctory manner," satisfied me that in no other way could the happiness, the moral training, and the material comfort of these children have been so well secured. I cannot, therefore, but think that their removal to the Queen's Asylum would be a grievous mistake; and I very earnestly deprecate the hasty abandonment of a system which so far appears to work exceedingly well, and which there are no other grounds for condemning than those suggested by a doubtful economy.

Having thus, Sir, completed the review of the different modes of dealing with these unfortunate children, and applied to each of them the test which I proposed to institute; having plainly expressed my sincere convictions in regard to their respective merits; and having placed on record my unqualified dissent from the course of action proposed in your communication, I can now only leave the determination of the question, and the heavy responsibility which attaches to its decision, in your hands, in the earnest hope that before any changes in the direction suggested by Dr. Coverdale are finally resolved on, the whole subject will receive at the hands of the Government the deliberate consideration which its importance demands.

I have the honor to be,

Sir,

Your obedient Servant,

W. TARLETON,

Administrator of Charitable Grants.

The Hon. the Colonial Secretary.

Colonial Secretary's Office, 16th June, 1873.

SIR,

I HAVE the honor to acknowledge the receipt of your communication, which I note is dated 31st May, but which did not reach me till the 12th instant, in reply to my letter of 4th April last.

Your remark with reference to the Boys' Home and Girls' Industrial School, *that you would deprecate any course of action which might have the effect of closing them*, is evidently based upon an erroneous impression as to the scope of my letter; which was intended to apply to Out-door relief, and not to Institutions. Your mistake may have been caused by the general terms used by me, and I do not regret the result, which has led you to report, in very forcible language, upon those two Establishments,—the Queen's Asylum, and the farming-out of children as practised by you,—drawing comparisons between the systems.

I take the opportunity to confirm, to the best of my knowledge, your eulogiums upon the Boys' Home and Girls' Industrial School, and to express my appreciation of the benefits conferred upon the community by those benevolent individuals who have founded, and who support, these and kindred Institutions. Their number I would gladly see increased.

Before the Government give such consideration to the subject-matter of your letter as its importance demands, I would desire to be furnished with precise information of your practical acquaintance with the several questions involved, so that I may understand how far your statements are based upon personal knowledge and how far upon report.

The emphatic condemnation by one in your responsible position of the Queen's Asylum, *as it is now conducted*, calls for tangible proof, and necessitates fuller information in detail, so as to enable the Government to make improvements where practicable.

I should be pleased, therefore, to receive from you a definite statement of the nature and extent of your knowledge, from personal observation and inspection, of the several Institutions, together with their respective systems and results, between which you have drawn comparisons.

Without at present questioning the accuracy of your observations, I feel bound to state, for your information, that my own frequent visits to the Queen's Asylum, and my opportunities during the last six years of seeing the children, have not led me to the conclusions arrived at by you; whereas your evidence before the Royal Commission, to which you allude, impressed me with the belief that you were at that time in ignorance of the routine of that Establishment; and although you were entrusted, as Administrator of Charitable Grants, with the decision of applications for the admission of children, you did not exercise such an inspection over its training as enabled you to speak of its results with authority. I am desirous of giving you the opportunity of disabusing me of what may be an erroneous impression.

With respect to the children boarded or farmed out, I beg to remind you that I have received no reply to my letter of the 2nd April asking for the reports as to their general condition and school attendance,—a request which I made after a perusal of the papers connected with each case, as I found the *documentary* evidence, especially as to the latter point, defective. Will you also inform me if your visit of inspection on the 22nd ultimo was the first and only systematic visit you have made; or if you are generally guided by the reports received through the Police and Relieving Officer?

I shall feel obliged if you will furnish the above information with as little delay as possible. I have no doubt, from the emphatic language in which your opinions are expressed, that they are founded upon exact information readily available.

I have, &c.

(Signed) JAMES R. SCOTT.

WM. TARLETON, *Esq., Administrator Charitable Grants.*

Public Buildings, 8th July, 1873.

SIR,

I HAVE the honor to acknowledge the receipt of your communication of the 16th ultimo, in reply to mine of the 31st May last, in which you request me to furnish you with a definite statement of the nature and extent of my knowledge from personal observation and inspection of the several Institutions, together with their respective systems and results between which I have drawn comparisons, in order that you may understand how far my statements are based upon personal knowledge, and how far upon personal report.

An unusual amount of Magisterial and Coroner's duty, and a heavy pressure of work in completing the arrangements necessary to effect the change of system in the administration of out-door relief from the payment of money allowances to the issue of rations, have prevented me from complying with your wishes at an earlier date,—but I now beg to furnish you with the following reply.

Boys' Home and Female Industrial School.

I have been one of the Governors of the Boys' Home from its establishment, and in that authoritative capacity have frequently visited it. As the boys have been each admitted under my sanction as Administrator of Charitable Grants, so also an opportunity has been afforded me as a Governor of watching their progress through the Institution, and of obtaining authentic information as to their conduct after they have been apprenticed out.

Of the Girls' Industrial School I have not had such an extended personal knowledge, but, as I stated in my former communication, I recently visited it, and on that occasion I was able at once to recognise the fact that the system of management was based upon the same principle as that at the Boys' Home; and in this view I was confirmed, not only by the statements of the Matron and the Official Reports, but by information supplied to me by Mr. R. A. Mather, who accompanied me on my inspection, and who, as a Governor of both Establishments, is thoroughly acquainted with each.

But as you, Sir, concur in the favourable opinions I expressed in reference to these two Establishments, it is not necessary that I should say more in regard to them. I need only stay to point out that my "eulogiums" were distinctly based upon the *individual* character of the training of the inmates; and to express my satisfaction that, in approving of the management of these Institutions, you endorse my views in this respect.

The Queen's Asylum.

I have not recently visited the Queen's Asylum. The anomalous position in which I was placed in regard to that Institution caused me purposely to refrain from doing so. I felt that whilst on the one hand my visits could hardly have been divested of a *quasi* official character, and might have been regarded by the Principal as an unauthorised and undue interference with his rule, they, on the other hand, would have been made without any real power of inspection, or any recognised authority to examine and question the children, or to demand explanations and information from those in charge of them. And I here take the opportunity of saying that I attach very little value to mere cursory visits made without authority to a large Institution of this kind. It appears to me that there is but small hope of seeing anything below the surface in this way, and that the personal acquaintance of the system of management acquired in this fashion is more calculated to mislead than to instruct. But, although I freely acknowledge that I have not paid any visits of this character to the Queen's Asylum, I by no means admit that I am destitute of the knowledge required to enable me to form an accurate judgment of the principles on which it is administered.

At different intervals within the last few years I have presided over two lengthy and protracted Boards of Inquiry held at the Institution, one of them being under the rule of the present Principal, and I have thus had opportunities afforded me of forming a judgment on the system then in force.

In the physical treatment of the inmates there may have been some little amelioration, but in all moral respects the method of training has not since been altered or improved, and remains the same. I have further had before me the Reports of the two Commissions of Inquiry, held within the last six years, on the management of the Institution, and have had the benefit of perusing the evidence taken on those occasions. As Administrator of Charitable Grants I have had official knowledge of the circumstances connected with the admissions and frequent re-admissions of children, and as Police Magistrate I have held peculiar facilities for ascertaining the conduct in after life of those whose early years have been passed in the Asylum.

Having, moreover, as Administrator of Charitable Grants, the duty assigned to me of deciding upon the disposal of the destitute children brought under my notice, and feeling very strongly the serious weight of the responsibility thus thrown upon me, I have been forced to think deeply and constantly on the subject of their training, and compelled to form a judgment as to the best mode of treating them; and, after giving very earnest and anxious consideration to the various sources of information which I have above indicated as open to me, I have arrived at the conclusions in regard to the Queen's Asylum which are contained in my letter of the 31st May. Nor can I admit that the decided views I then expressed are in any measure inconsistent with the evidence I gave to the Royal Commission. The words I then used were, that I was not "*thoroughly* acquainted with the nature of the training carried on therein;" meaning, as is indeed apparent from the after part of my evidence, to refer to mere details: for it will be seen that immediately afterwards I speak of the system, and proceed to condemn it upon precisely the same grounds as those I insist upon in my letter of the 31st May. "In the Asylum a child grows up a mere unit amongst a large number, destitute of every kindly home influence, and feeling that no one has any individual affection for him; he, on his part, loves no one, and thus the best part of his nature is not drawn out." Again I say, "It is infinitely better to train them up by farming out than by placing them in an Institution where it is utterly impossible that individual care can be taken of any boy or girl."

But, Sir, I submit that after all it is of very little consequence how or in what way I derived the information upon which my condemnation of the system of training at the Asylum is based. To refuse to listen to my opinions upon such grounds, is to turn the decision of the matter off into a mere collateral and inconclusive issue. The real question is, are the statements I made true, and are they supported by facts? 1st. Is it true that the children are "massed together in large numbers under a small and inadequate staff of officers who cannot pretend to take any individual care of or interest in them?"

The returns I receive of the numbers of the children in the Institution and the estimates of the present year supply the answer. By the last return there were 174 boys in the Asylum, of which possibly 24 may be in the Infant Establishment. To take charge of the remaining 150, after setting aside the storekeeper, the carpenter, the organist, and the cook, who have their own duties to perform, *and have no charge of the children*, there remain to look after them but two schoolmasters, *whose business I apprehend is simply scholastic*, and one out-door inspector. Even presuming that all three are in constant attendance on the boys, each man has 50 boys to take care of! On the girls' side there are 153, of which, if we say that the odd 23 are in the infants' building, there will remain 130 to be looked after. To effect this, when those who have special duties to attend to in

the Hospital, Laundry, and Infant School are deducted, there appears to be two matrons and two schoolmistresses remaining, one person to 32 girls! Is it possible that under these circumstances the attendants can take any individual care of or interest in the children? They may probably have some knowledge of the respective names and faces of the children under them; but it is utterly vain to hope that there can exist between them any bond of mutual regard, any ties of kindly sympathy on the one side and grateful respect on the other. I verily believe that, if the children were themselves examined on this point, it would be found that, with perhaps a few favoured exceptions, the greater number pass on from month to month without a word of encouragement or of affection being addressed to them by any person.

2nd. Is it true that the children receive no industrial training calculated to interest and awaken their intelligence? To find an answer to this question I need only advert to the evidence given before the Royal Commission by the Principal. "What trades are now taught in the schools?" he is asked, to which he replies, "None." "One-third of the boys are employed under the Out-door Inspector in *weeding, wheeling ashes, and odd jobs*. None of the boys dig. The men groom the horses:" in short, the only approach to industrial training we hear of is, "We employ boys of 12 and upwards on the farm milking," and the girls in "the afternoon are employed in needlework." But it is useless to waste time in insisting upon a defect which has been the subject of animadversion and universal condemnation for years past.

3rd. Is it true that the children trained up in the Asylum pass out into the world stupid and unamiable? If this be not so, to what are we to attribute the constant complaints we hear of misconduct as apprentices, the frequent appeals to the Guardians to be relieved of them, the shuffling of them off by transfer to other parties, the general sense of dissatisfaction with the service they render which undoubtedly prevails? Public opinion seldom goes very far wrong in these questions, and it is useless to deny that the general impression is that apprentices from the Asylum are useless and unamiable. So much indeed has this feeling spread that few of the higher ranks will now take any of them into their households, and they have consequently to be apprenticed amongst the poorer and lower classes, to whom their gratuitous labor is an object, and in whose hands I much fear they receive in many cases treatment but too well calculated still further to harden and deteriorate their moral perceptions and mental qualities. But the question is one of easy solution: let a Circular with certain prepared questions be sent to all those who have had apprentices in their employ during the past five years, and the answers gathered in by the police of the various districts. It will then be seen whether the language I used was justified or not.

4th. Is it true that children trained in the Asylum become in many instances vicious members of society?

In his evidence before the Royal Commission the Principal said, "With solitary exceptions the girls turn out well,—I only know of one bad case at present;" a statement which I have no doubt was made in perfect good faith, but which I am sorry to say is sadly contradicted by facts. I hold in my hands unquestionable evidence that there are at this present moment *twenty-nine* girls from the Queen's Asylum who are well-known to the Police of this town as common prostitutes. Five of these are now actually under sentence in the Cascades as disorderly characters, and the remainder have all been convicted of the like description of offence, some of them indeed repeatedly, within the last two or three years. I have the list of their names; and although I do not think it right to append it to a paper which may possibly be made public, I am prepared, should you desire it, to submit it to you privately for examination.

I am further informed that there are a number of others plying the same miserable vocation in Melbourne, and some in Launceston, but of this I am of course unable to obtain the same absolute proof. To what then are we to attribute this deplorable list of wrecked lives? Is it unfair to impute the depravity of these girls to the effects of their early training in the Asylum? Do we find the same reckless wholesale departure from modesty and virtue amongst those brought up in homes, humble though they may be? How far the system of the Queen's Asylum is responsible, may be a matter of opinion; but at all events it is certain that many of the children trained therein *have* become vicious members of society, and the facts therefore fully justified the use of the expression in my last letter.

Children boarded out.

The visit I mentioned in my last communication is the only one I have made personally to these children. My other avocations render it quite impossible for me to undertake the duty of frequent visitation, but the Inquiring Officer has special instructions to keep a constant watch over them. I am in daily communication with him; and he has his orders to report, without delay, anything that he may observe in regard to them which may appear to call for interference. It is my intention also to furnish the Clergymen of the Parishes they live in with their names and abodes, in order that they also may have an opportunity of visiting them. As I explained in my last letter that the education of these children is well taken care of, and that the persons in charge of them are not paid for their maintenance unless they can produce a certificate that they have attended school regularly during the week, I am unable to afford you any further information on that subject.

It only remains for me in concluding, as I trust, this correspondence, to point out to you that the expression of my opinion in regard to the Queen's Asylum was, in a measure, forced upon me by the proposal contained in your letter of the 4th April; and to assure you that in the views I have stated, and the language I have used, I have been actuated by no prejudice or personal feeling of any kind, but have merely fulfilled a very disagreeable duty to the best of my ability, and in accordance with my sincere and conscientious convictions.

I have the honor to be,
Sir,

Your most obedient Servant,

W. TARLETON,
Administrator of Charitable Grants.

The Hon. the Colonial Secretary.

Colonial Secretary's Office, 11th July, 1873.

SIR,

I BEG to forward a correspondence with the Administrator of Charitable Grants resulting from your letter of 6th January last, with a request that you will favor me with your remarks on the portions which refer to the Institution under your charge.

I have no desire that you should enter into any controversy upon theoretical points, but, as far as possible, confine your remarks to the accuracy of the facts stated or implied as to the training at the Queen's Asylum and its results.

I have, &c.,

(Signed) JAMES R. SCOTT.

The Principal, Queen's Asylum.

Colonial Secretary's Office, 11th July, 1873.

SIR,

I REGRET that the length of your communication of the 8th instant compels me, in order to prevent any misapprehension, to again address you on the subject; as the statement of facts which I wished to obtain from you is so mixed with abstract theories, upon many of which I agree with you, but which I will not discuss at present.

I gather from your letter that, on the 31st May last, you were enabled to speak with authority of the four systems mentioned by you from the following data:—

1. As to the Boys' Home, that you have been one of the Governors from its establishment, and are in a position to admit children and ascertain their future career.
2. As to the Girls' Industrial School and the Queen's Asylum, that you consider yourself in an "anomalous" position in regard to them by having no defined control; but that you have recently inspected the former, while you have purposely refrained from any inspection of the latter.
3. That your condemnation of "The Queen's Asylum as it is now conducted" is made in ignorance of the details of the training imparted there; but your unfavourable impressions are based upon cases which have come before you in your magisterial capacity, and from information from the Police that a certain number of the prostitutes in Hobart Town have been inmates of that Institution. That the system of training at the Queen's Asylum is answerable for these results, and is still unchanged.
4. As to children farmed or boarded out, that you have not sufficient time to spare from your other avocations to pay frequent visits of inspection, and that with the exception of one visit to those in Hobart Town on the 22nd April last, during their dinner hour, you have been guided by the reports of the Relieving Officer.
5. That no payment is made for their maintenance unless a certificate is produced showing that they have attended school regularly during the week.

If I am in error in the foregoing points you can correct me.

I have no desire to see the names of the women you allude to; but it would be interesting to know the circumstances under which they became inmates of the Queen's Asylum, and were discharged or apprenticed therefrom, to ascertain whether they were trained there from their early years or were placed there at an advanced age for the purpose of being apprenticed, as has not unfrequently been the case. The antecedents, character, and position of their parents would also

be required before any inference can be drawn, as well as their proportion to the number of persons in that unfortunate position who have not been educated at the Asylum. It would also be necessary, before coming to any conclusions, to know whether the results of other systems and home training can be equally well ascertained, and have had a corresponding test.

I have no wish to attribute to you "personal feeling of any kind" in recording your conscientious convictions. As to "prejudice," however, your letters induce me to suspect that you have adopted certain views upon the best mode of bringing up destitute children without taking the trouble to ascertain in an impartial manner whether these views can be carried into practical effect in this Colony. I agree with you that the *truth* of the statements made by you would be an important point in any consideration of this question by the Government; and as out of the three Institutions mentioned you have selected the Queen's Asylum (of which I am led to believe that you know least) for unfavourable comment, I have referred your letter to the Principal to ascertain the correctness of the statements made or implied by you respecting that establishment.

The Administrator of Charitable Grants.

I have, &c.,

(Signed) JAMES R. SCOTT.

Public Buildings, 12th July, 1873.

SIR,

I HAVE the honor to acknowledge the receipt of your letter of this date; and although I have no desire to prolong a correspondence which has already reached a length which I did not anticipate, yet there are some remarks in your communication which I feel bound to notice.

I must confess that I am surprised that you should have regarded my letter of the 8th instant as unduly "mixed with abstract theories." I had been under the impression that I had dealt therein with hard facts. The only theory I am conscious of having propounded is that which has run through the whole of my two previous communications, namely, that if you hope to rear up children to be of any service to themselves and those around them in after life, you must treat them as individual sentient beings possessed of human feelings and affections, and not as mere units and component parts of a large machine.

In regard to the data which you have gathered from my letter, whilst I demur to some of your conclusions, and more especially to that in which you imply that my unfavorable impressions of the Queen's Asylum are based solely upon cases which have come before me in my Magisterial capacity, &c. I think it wholly unnecessary to make any remark. My letters are there,—they are written as I hope in plain and unambiguous language, and will speak for themselves.

The particulars which you would like to ascertain in respect to the girls alluded to by me ought, I imagine, to be easily obtainable from the records of the Queen's Asylum, but I have not the means of supplying them. Nor can I at this moment afford you any information as to the number of prostitutes in the town who have not been trained in the Asylum, although I am inclined to believe that an approximate estimate of these might possibly be obtained.

Whilst I regret that you should suspect me of "having adopted certain views upon the mode of bringing up destitute children without taking the trouble to ascertain in an impartial manner whether those views can be carried into effect in this Colony," I must express my inability to understand the grounds upon which your suspicion is based. What are the impracticable views I entertain? Have I recommended or urged that the Queen's Asylum should be broken up and the children therein farmed out? By no means. I have never held any such opinion; on the contrary, whilst I believe that radical changes are required in the system of management of that Institution, I have always maintained that it cannot at present be dispensed with. Have I even urged that all the children hereafter thrown upon the State should be boarded out? No such suggestion is contained in any line of my letters. I believe that, under proper conditions and adequate supervision, the Boarding-out system is the best mode of treating children; and I further believe that it will not be impossible so to extend the operation of this system throughout the Country, as eventually to absorb the whole of the deserted children that may annually be cast upon the public for support: but I am well aware that any change in this direction must be a work of time, and must be effected gradually with great care and caution; nor have I ever concealed from myself that there may be practical difficulties in the establishment of this method of training children on a large scale, which it will require the exercise of much prudence to overcome. I do not, therefore, desire to do anything hastily or rashly, but I do desire to see the attempt made to "carry into practical effect in this Colony" a system which, so far as it has been yet tried, appears to be working successfully, which I believe to be a vast improvement upon the method of treatment now in operation at the Queen's Asylum, and which I am of opinion can be with due care and judgment beneficially extended. Farther than this I have never gone; and with all due deference I submit that in holding these opinions I do not deserve the imputation you would cast upon me of rashly adopting views without sufficient consideration, and without "taking the trouble" to inform myself impartially upon the merits of the question.

I can have no possible objection to my letters being referred to the Principal of the Queen's Asylum, or any one else the Government may think fit to submit them to.

As I observe that the correspondence has been laid before Parliament, and ordered to be printed, I shall feel obliged if you will cause this letter to be added to the others.

I have the honor to be,

Sir,

Your most obedient Servant,

W. TARLETON, *Administrator Charitable Grants.*

The Hon. the Colonial Secretary.

Queen's Asylum, New Town, 14th July, 1873.

SIR,

I HAVE the honor to acknowledge the receipt of your letter of 11th instant, covering a correspondence with the Administrator of Charitable Grants, resulting from my communication of 6th January last, and requesting that I will favor you with my remarks, confining them as much as possible to the training at the Queen's Asylum and its results.

In reply, I feel that I shall be relieved of some embarrassment in the observations I may make from the ready admission of the Administrator,—“I have not recently visited the Asylum.”

I should not have thought it necessary, perhaps, to have more than simply noticed the fact, had not Mr. Tarleton gone on to state that he had upon two occasions,—once during my rule,—presided at Boards of Inquiry at the Institution, and from which he was led to form an opinion as to the general character of the establishment.

However much this may have been the case from the meetings, of a protracted nature, of the first Board, I cannot admit that at the meetings of the second, which were not of so protracted a nature, any insight whatever could have been obtained as to any details of the system in force at the Institution even at that time, which was about six years and a half ago.

I can but express my regret, therefore, that Mr. Tarleton should have “purposely refrained” from subsequently visiting the Institution; and the more so as he believes any interest he may have shown towards it would have partaken of a quasi-official act on his part, and been considered an interference on mine. Certainly had I done so, I should not have directed the usual circular of invitation to him for attendance at the annual distribution of prizes.

I come now to the points raised: and first,—“Are the children massed together in large numbers under a small staff of officials, who cannot pretend to take any individual care of or interest in them?”

In support of this view certain figures are given. They have apparently been taken from a return of some kind, but not from my Report for last year, which shows that the numbers were at end of that period, 130 boys, 116 girls, and 95 infants. But taking a total average of 350 for the whole establishment, and comparing it with 15 as the staff actually employed, leaves 1 official to every 24 children.

Independently of this supervision and control, I have to place my own frequent intercourse with the children generally; and I feel that it is not too much to say that my daily presence amongst them, and the care and attention shown them by those under me, must go far to dispel the sweeping denunciation that no “individual care of or interest is taken in them.”

2ndly. Do the children receive any industrial training calculated to interest and awaken their intelligence?

This is answered by quoting from my evidence given before the Royal Commission, and the absence of digging and garden work is specially referred to. By a reference to my further evidence, p. 101, it will be found, however, that I accounted for the fact by stating “the boys were too small to use a spade.”

In discussing the question of industrial training, it would be well that the character and objects of the Queen's Asylum should be taken into consideration. They are unquestionably of a twofold nature; for whilst the Institution affords a “home” for destitute and orphan children, where they are taught, fed, and clothed, and every effort made to impart secular and religious learning, no endeavour is spared at the same time to inculcate habits of industry.

To this end the washing, ironing, and mangling of clothes,—the cleaning, scouring, and scrubbing of floors,—the cooking and needlework required to be done in so large an establishment must inevitably tend. But where children are sent into the Asylum at all ages, and leave it regardless of the time they have been there, being eligible for apprenticeship; it follows that some may have received two, some three or more years' instruction, according to circumstances; and thus the imperfect teaching and training in their cases is brought as a blot against the Institution.

3rdly. Do the children trained up in the Asylum pass out into the world stupid and unamiable?

I can only reply by supplying the following data :—From 1865 to 1872, both years inclusive, 289 boys and 220 girls have been apprenticed from the Asylum. A few of these may have been re-apprenticeships, but taking 500 as sufficiently approximate, what proportion, I would ask, do the complaints of misconduct bear to that number? Assuredly the quotient would be too small to justify wholesale condemnation of the training imparted.

Let information be obtained as to how long, *as a rule*, domestic and other servants remain in one service, and that upon wages, and I believe the secret of many of the complaints will be found to arise from the lengthened period apprentices are bound for, and from other reasons to which it is unnecessary that I should now refer.

4thly. Do the children trained up in the Asylum become in many instances vicious members of society?

It is necessary I should hesitate in answering this query, as my statement before the Commission that "I only know of one bad case at present" is challenged, although credit is given me of having said so in good faith, and then 29 instances of girls, said to have been brought up in the Queen's Asylum, are given as being known to the Police as common prostitutes, five of whom are at the present in the Cascades undergoing punishment as disorderly characters.

Not being in possession of the names of these women, I am unable to state how many of them were apprenticed, how many discharged to parents or friends, how long severally they were in the Institution, and how long they have left it.

I have before stated that during the past eight years 220 girls were sent out as apprentices; and if to that number is added 157 as discharged, it is but fair that a reasonable margin should be allowed for delinquencies, without the finger of scorn being pointed to the early training of those lives wrecked in after life, and when fighting its great battle, without a fostering hand to guide them through difficulties, or a warning voice to check their downfall.

In order to prove the disadvantages under which the Queen's Asylum has laboured in the admission of children to it, I beg particularly to call attention to the copy of a correspondence, attached, in reference to the desired removal of a girl from the Industrial School in Hobart Town. Although the Guardians upon that occasion successfully resisted the application, still instances have occurred where girls 13 and 14 years of age have been sent into the Institution for immediate apprenticeship, and who have unfortunately almost always turned out badly.

Time will not allow me to prolong my observations upon one of the most difficult topics of the day; but I cannot close my remarks without directing special notice to the case of a boy, particulars of which are appended. I believe very many instances of the sort will occur in the course of two or three years upon the present "farming out" principle of providing for children.

I would be understood as offering no opposition to a really proper trial of a system,—beautiful in theory, difficult in practice,—notwithstanding the eulogiums passed upon it by the Administrator of Charitable Grants, that would tend to relieve the country from a heavy pressure; but, knowing how much more easy it is to manage children under the age of 10 or 11, than it is to do so after that age, and before they can become really useful, I can have little hesitation in asserting that the "farming out" of to-day must utterly fail, and that the difficulties of to-morrow will be as much increased.

I have the honor to be,

Sir,

Your obedient Servant,

J. COVERDALE, *Principal.*

The Hon. the Colonial Secretary.

Hobart Town, 22nd February, 1871.

SIR,

I WOULD beg respectfully to lay before you on behalf of the Ladies' Committee of the Girls' Industrial School, Murray-street, the case of a girl named Harriet Maria Brady Davis, who was sentenced last week at the Police Court to 21 days imprisonment for absconding from said school.

She was thrice previously before the Bench; about (4) four weeks prior to receiving her present sentence she was convicted and received the like punishment. Her conduct is felt to be so prejudicial to the order of the School that the Ladies' Committee beg that she may not be returned to the school, but that you will be pleased to lay the case before His Excellency the Governor with a view to his kindly ordering her removal from the Industrial School in Murray-street to the Queen's Asylum, from which she would be immediately eligible for service.

I remain, respectfully,

W. TARLETON, *Esq.*

(Signed) R. ANDREW MATHER.

THIS girl's further retention in the Female Industrial School would clearly be mischievous, and I would therefore recommend that the authority of the Governor may be given for her discharge, in order that she may be sent to the Queen's Asylum for the purpose of being at once apprenticed out in some country district.

(Signed) W. TARLETON.
23. 2. 71.

The Hon. the Colonial Secretary.

THE Governor orders the discharge of this child from the school.

The girl in question may be admitted into the Queen's Asylum, provided the "Guardians" can apprentice her forthwith.

(Signed) J. M. WILSON.

TRANSMITTED for the information of the Guardians of the Queen's Asylum. It might perhaps be desirable to provide a place of service for this girl, so that she may not be required to do more than merely pass through the Asylum.

(Signed) W. TARLETON.
25. 2. 71.

THE Guardians strongly object to making the Queen's Asylum the outlet to service for such girls as cannot be managed in the Reformatory, the more particularly as that Institution is believed to have the power of providing for its own inmates.

Mr. Mather must be altogether unacquainted with the character of the Asylum to expect the Guardians to be a party to apprenticing the girl referred to under the circumstances narrated, and must at the same time be equally unconscious of the great mischief the admission of such a character into the establishment would entail.

(Signed) J. COVERDALE, *Principal*.
2. 3. 71.

W. TARLETON, *Esq.*

SIR,

Pontville, September 8th, 1868.

I HAVE the honor to inform you that the boy Edwards is likely to go wrong, without some protection and support. And I have to-day arranged with one Edward Thwaites (subject to your approval) to keep him at 6s. per week: the boy to go to school in the forenoon and to learn the trade of a shoemaker so far in the afternoon. Period as a trial to 31st December next.

The Colonial Secretary.

(Signed) A. FINLAY, *Warden*.

THE Governor approves of the arrangement proposed by the Warden to continue to the end of the year, and a fresh report to be then sent in.

(Signed) R. DRY.
11 September, 1868.

I REGRET that Thwaites declines to take the boy any longer at any price. The boy has been under my notice for some time, and I am now convinced that close surveillance and strict discipline are essentially required to keep him from wrong. He deliberately started a fire on Tuesday, which, but for the desperate efforts of the Township people, would have destroyed one of our best buildings, and he is strongly suspected of having set fire to a haystack last year. Under all the circumstances, I feel constrained to apply for his admission into the Queen's Asylum.

(Signed) A. FINLAY.
Dec. 31, 1868.

THE admission of this boy to the Queen's Asylum is authorised. The Warden to report the last payment on his account to Thwaites.

(Signed) W. TARLETON.
2. 1. 69.

MEMORANDUM.

AN allowance was made to this boy of 5s. per week from 1st July, 1864, and continued to 7th July, 1865. It was then increased to 6s. per week, and continued so until 30th June, 1868.

The boy was afterwards admitted to the Queen's Asylum on 7th January, 1869, age ten years and six months.

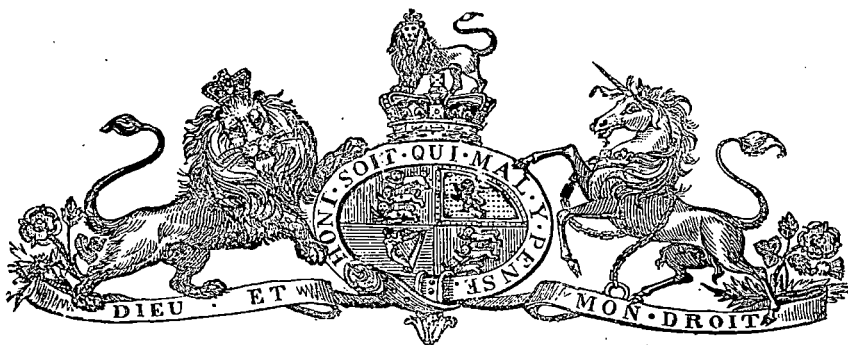
EDUCATION OF PAUPER CHILDREN.

Report for 1870 of E. Carleton Tufnell, Esq.

Report of T. B. Browne, Esq., with Appendix by R. T. Hughes.

Regulations of the Poor Law Board for Boarding out in England,
28 Nov. 1870.

Regulations for Boarding-out from Industrial Schools, Victoria,
28 January, 1873.



EDUCATION OF PAUPER CHILDREN.

REPORT for the Year 1870 of E. CARLETON TUFNELL, Esq., on the METROPOLITAN DISTRICT.

SIR,

I HAVE in former reports mentioned the conditions on which it is necessary to insist, in order that pauper children may be so educated that they may be raised out of pauperism and enabled to gain an independent livelihood. These are, that they should be well instructed intellectually, that they should be trained in some sort of industry, and that they should be entirely removed from contact with adult paupers. These principles are now so well established, that it ought to be unnecessary to reiterate the reasons on which they are founded. But it is astonishing how soon they appear to be forgotten. The first and third are so obvious, that they must be payable to the common sense of every one; but the second, the necessity that they should be trained in industry, is too often neglected, and I will state the reasons that support it.

The Constabulary Force Commission made minute enquiries into the causes of juvenile crime, when it appeared that one of the chief was, putting children to hard work as apprentices who had never been accustomed to physical labour. The unusual straining of their muscles, consequent on this labour, which might almost be assimilated to stretching on the rack, was so painful to them that they absconded, and often took to criminal courses, simply to escape the pain of constant muscular exertion.

The life of a criminal is well known to be a life of idleness, alternating between want and dissipation, and this was far pleasanter than continual hard labour, imposed on those who had never been used to it.

The boys' school supported by the Patriotic Fund, of which I am one of the managers, is conducted on the half time industrial principle, precisely similar to the plan adopted in the district schools; and I may mention a striking example which occurred here of the injurious effect of bringing up a boy without industrial training. An orphan boy, aged fourteen and a half, was temporarily brought here from the orphan asylum at Edinburgh, where there appears to be no industrial teaching. The superintendent informed me that he was utterly useless with his hands. Any boy in the school three years his junior would beat him in any occupation to which he was put.

These considerations make it necessary that all boarding schools for pauper children should be half-time schools, that is, the children should only be employed half their time in book learning, and the other half in some industrial occupation. The regulations of the Poor Law Board recognise this principle, which is universally carried out, but only, in my experience, with complete success in the large district or separate schools.

The reason of this success is not far to seek. It is the same as is urged to show the superiority in ordinary day schools of the large ones over the small ones. The classification is better, and the salaries being higher the best teachers always go to the largest schools. But, as respects the industrial training, the distinctive mark of pauper schools, the convenience of large numbers of boys especially, is much more obvious. It is quite impossible to introduce into small schools the industries that are found to be most successful in training boys. Carpentry, blacksmithery, engineering cannot be introduced into small schools, from the impossibility of finding the work on which to practise the boys, and the expense of paying the instructors. But preparing boys for the musical service of the army and navy has been found to be by far the most successful industry. In the boys schools under my inspection 277 boys have been disposed of in this way during 1870. Now this industry is unsuitable to any day school, or to any pauper school with less than 100 or 150 boys, the schools

that are still larger being most successful in training musicians. I append a list, in continuation of the one I gave in my last report, showing how the 277 musical boys have been disposed of in 1870.

I add, as an independent testimony to the value and success of this musical training, an extract from the report of the Inspector General of recruits just presented to Parliament:—"The number of boys taken from the industrial schools in the neighbourhood of London continues steadily to increase. These boys are found to be very well grounded in their instruction in music, and are very soon good performers in regimental bands. The report of these boys is very favourable from all commanding officers, and many of them have risen beyond the band, and become non-commissioned officers, from their superior acquirements in other studies besides music."

The next best occupation for boys of this class is the Royal Navy or the Merchant Service. I could wish that more model ships were erected in the large schools for training boys in seamanship, but the *Goliath*, which is now in action, is calculated to train 500 boys for the Royal Navy or the Merchant Service.

I may observe that, as respects the Royal Navy, I fear the late Admiralty regulations for the admission of boys will preclude the possibility of sending boys from this ship to that service. These regulations prescribe that every boy entering the navy must be 15 years old, over 4 feet 10½ inches high, and not less than 29 inches round the chest. Now it is well established that no town bred boys of the poorer classes, especially those reared in London, ever, except in very rare instances, attain the above development of form at the age of 15. A stunted growth is the characteristic of the race.

It is clear, however, that these two industries, music and seamanship, which experience shows to be the most successful of all in preparing boys of this class to gain an independent livelihood, cannot be introduced except in large boarding schools.

The cause of the success of these two industries in dispauperising the children is perfectly clear. Their parents and relations are always of the lowest class, which in fact is implied by the conditions under which they enter the schools. Now when children from these schools come to grief after they have been launched out into the world, I have found on investigation that the blame has been almost invariably due to their demoralised parents and relations inducing them to abscond from their situations, or plundering them, or in some way alluring them to crime and destitution. When they are enlisted in the army or sea service they are removed far away from their low connexions, and very rarely fail to become creditable members of society. The Portsea Island School, which contains 500 children, has sent out during the last eight years 171 boys into the royal navy, and 119 into the army, mostly as band boys, and by a late inquiry it appeared that only one of that number was in the workhouse, and that was owing to the loss of a leg. I could mention numerous similar instances of the favourable results of the training in these large schools.

I must also allude to another result of experience in all pauper schools, whether large or small, and that is, that the children who turn out best are those who are entirely orphans or deserted, or are not known to have any friends or connexions in the world. In the large separate or district schools we hardly have a single failure in children of this class. In fact, so successful are they, as several I have known to go to the Universities, that they sometimes excite the jealousy of the managers, who declare that many of them surpass their own children in the race of life; and I am always in the habit of insisting that none but children of this class shall be presented to me for examination as pupil teachers.

The cause of the superior success of these orphans is perfectly obvious. I have stated above that the fall of those children who come to grief is attributable to the influence of demoralized parents and relations. The orphan and deserted class, having no such connexions, are preserved from this source of contamination.

I am quite aware that the system pursued in district schools cannot supply the absence of parental care, which in the order of nature is the best preparation for life. But as respects these pauper children who have parents, experience shows that they are the children's greatest enemies, and the less they see of them the better; and as respects the orphan class, they turn out so extremely well, owing to the superior education imparted in these schools, that I cannot imagine how any other system can approach it in success.

I must beg leave to apply the preceding observations to the boarding-out system. It appears by the general order of the Poor Law Board that this system only applies to the orphan or deserted children, *i.e.*, to those children only who, as I have remarked above, always turn out well under the district or separate school system.

The boarding-out plan takes all these children out of the school, and leaves those only whom it is most difficult to teach and train. The pupils who would do most credit to a school, whose superior conduct, intelligence, and consequent ready response to the efforts made to instruct them is

the chief delight to a conscientious teacher in the arduous and monotonous work of his office, are all removed, and he is left with a caput mortuum of the most dull, the most irregular, and the most impracticable of his pupils. What good teacher could endure to live in a school of which the rule was that every promising child was to be instantly taken away. Would he not throw up his office in despair?

There are some Unions in my district in which the boarding-out plan has been introduced, and I find on visiting the workhouse schools, whence the boarded-out children have been removed, which usually contain two-thirds of all the pauper children, that all the results that might be anticipated have occurred. The schools are so bad that in some cases the instruction really amounts to nothing. All the best children, who formerly gave a tone to the school, set an example to the rest, and as monitors or otherwise were of the greatest assistance to the teacher, are gone.

It appears to me that the supervision forms the main difficulty in carrying out this system. It is impossible that the Poor Law Inspectors could perform this duty unless an army of them were employed. The guardians have usually some indisposition to sacrifice the time necessary for sitting at their board meetings, which are not too well attended, and the relieving officers, heavily burdened as they commonly are, are not the sort of persons to be trusted with this business. I believe that a committee of ladies, who would devote themselves to the work of inspection, would form the only effectual safeguard against abuses.

There are, I am well aware, many workhouse schools which are so badly managed that any change would be desirable, and it may be said in favour of the boarding-out system that it would not give worse results than in such workhouses. In truth, I believe this to be one of the chief causes why the system has apparently succeeded in Scotland, since Mr. Henley in his report on that country speaks very unfavourably of the provision for children in the workhouses, where he describes them as occupying "the same yards and day-rooms as the adults, and in the majority of instances they are, when out of school, under pauper supervision." It is well known what similar mal-arrangements led to in the old English workhouses. Two-thirds of the children went to the bad, and became paupers or thieves or prostitutes.

But a vast improvement has taken place in the management of English workhouses in late years, and in many of them the children turn out exceedingly well. So far as I have been able to ascertain, these successful cases of workhouse education accrue almost entirely in small workhouses in country unpauperised unions, where some benevolent ladies and guardians make it their special duty to look after the children, and where there is a workhouse master who takes a real interest in the welfare of the inmates. But the conditions of success are best explained by Mr. W. S. Portal, the able chairman of the Whitechurch Union, who in his address last July to the Conference on Poor Law Administration at Basingstoke, which I attended, used the following words:—

"The secret of success is this. Obtain a master or matron who have their heart in the work—good, kind, Christian people, but who do not come to the situation altogether for the sake of the salary that goes with it, but who will look after the orphan, the friendless, and the (otherwise) destitute child as if it were their own; who pride themselves on the number of children that they have been in great measure the means of sending out into the world ready and strong enough to grapple with the world's trials and difficulties, with good common sense and a supply of what we call 'nouse'; who teach the children to look to them not as their master but as their *friend*; who invite them to write to them occasionally when they leave the workhouse, and to tell them of their success or failure, as the case may be; who invite them, when on leave or holiday, to come and spend a day or two with them, even though it is at a workhouse (in the so-called 'vicious' and 'contaminating' atmosphere, of which I think there has been much exaggeration); who will advise them as to their clubs or their savings' banks; who will entwine themselves into their confidence, and who will (like their Great Master) never leave or forsake them."

Unfortunately I believe the majority of masters do not answer the above description, and in populous places, especially as in London and other large towns, I believe it to be next to impossible, whatever may be the character of the master, to bring up the children properly under the same roof with adult paupers. Even where the children have been well managed under the conditions described by Mr. Portal a change in the workhouse master or in some of the leading guardians or residents may cause the introduction of all the evils that so often flow from workhouse education.

I can, however, imagine the conditions under which the boarding-out plan might answer. Where there are few in the workhouse, and the neighbourhood is not pauperised, where model cottages abound and thus fitting sleeping accommodation is attainable, where there are thoroughly efficient schools under certificated teachers and inspected by the Committee of Privy Council on Education, and where a ladies' committee keep a constant supervision over every child, the system may be productive of good results. The weak point of these reasons is that the children benefited are precisely those who under any other well-managed system always turn out well, and it takes no account of two-thirds of the children to whom the boarding-out plan is not applicable, and who are thereby consigned to cold neglect.

I have stated above the necessity of making the education of pauper children industrial, which object can only be effectually carried out on the half-time system. But half-time schools are almost

unknown in villages, and even if they existed, the possibility of training the boarded-out children in the two occupations which have been found to answer best, the musical service of the army and navy, or the sea service, is out of the question.

I stated in my last report that not 4 per cent. of the children reared in district schools failed to become independent workpeople. This statement has been strongly contested, which induced me to look closer into the question, and I am now convinced that so far as any reliable evidence is to be obtained, my allegation that not more than 4 per cent. of failures occur among children reared in district schools is not only fully borne out, but that it is overstated, and that one per cent. is nearer the mark. The hundreds of letters which I have perused from these children after they have been sent into situations indicate generally an amount of education which I suspect few boarded-out children will be able to acquire. Several I have known to take degrees at the Universities of Oxford, Cambridge, and London, and so these schools have in some slight degree realised the hope expressed by a member of the London School Board, by furnishing a ladder of education with the bottom in the gutter and the top at the Universities.

I have had more experience in this work of educating the most destitute class of the community than most persons, and my final conclusion is that which I have so frequently urged in former reports, that the sole certain escape from the evils which are known to flow from educating children in workhouses lies in collecting them in large district or separate schools.

I have, &c.

E. CARLETON TUFNELL,
H. M. Inspector of Schools.

President of the Poor Law Board.

REPORT by T. B. BROWNE, Esq., on the WESTERN DISTRICT.

SIR,

January, 1871.

THE education of pauper children continues, I think, to improve in the Western District, but in several instances the children have for some time been so well managed as to leave little or nothing to be desired; the difficulty is to raise the inferior schools to the standard long maintained in the higher.

In proof, not merely of what is practicable, but of what is actually done in a workhouse, I give the results of a very recent inspection of the school at Liskeard in Cornwall. Out of 30 boys present 27 read the Acts of the Apostles well and distinctly, and passed a good religious examination, the same number could write well, and 16 wrote a sentence from dictation without a single mistake; 25 worked sums correctly in arithmetic in different rules, 10 of whom worked a sum in practice; 23 passed an intelligent examination in geography, and 14 in English history and grammar; 25 girls and infants present, taught by a schoolmistress, passed generally a creditable examination, though less advanced than the boys.

It is not probable that these results can be often exceeded anywhere. I apprehend that there cannot be many national schools where nine-tenths of the boys present can read and write well, and where five-sixths would prove correct in arithmetic, the majority in the compound and higher rules. Liskeard is not a solitary case; in the Hereford, Atcham, Bristol, Clifton, Truro, Great Boughton, Stroud, and many other workhouses, the state of education is very satisfactory, and two Shropshire workhouses, Wem and Church Stretton, may be mentioned as proofs that much may be accomplished with a small number of children. In fact, the workhouse schoolmaster has an advantage over the national, in the smaller attendance of children under his charge, and in the personal superintendence which he exercises over them out of school hours.

But the test of the character of education given in any school is the way in which the children behave on leaving it, when they grow up to be men and women. As far as I can ascertain, by making constant inquiries, there are very few pauper children who become adult inmates of the workhouses in which they were educated. But these children are scattered through the world, and many, doubtless, cannot easily be traced. Inquiry, as I conceive, would show that there is very little pauperism now which can be justly called hereditary, unless where the children have been influenced by bad parents.

A sudden check to the demand for labour in any district, such as that to mining in Cornwall a few years since, must, however, always be expected to throw numbers on the poor's rate, however good their education may have been.

But there is reason to believe that an impression prevails throughout the country respecting workhouse schools very different from what I have described. In the public prints, and at public meetings, it is common to find them denounced as nurseries of paupers and criminals. It is remarkable, however, that these denunciations are generally vague, and unsupported by facts. Names are seldom or never mentioned. It is not stated that on a given day a certain workhouse or a certain prison was visited and that in either many adult inmates were seen who had been educated at a workhouse school. That some failures must be found is inevitable. I do not suppose that there is, or ever was anywhere, a considerable school where all the pupils were so trained that they uniformly turned out well. But it would be unjust to condemn schools generally for occasional failures. Many other causes, besides schools, are in operation to prevent success in every instance.

It is to be expected that workhouse schools should contain a larger proportion than others of children, who, from some defect of mind or body, are unable to earn their own living. This I believe to be the fact, and it must necessarily tend to raise the per-centage of incapables somewhat against the workhouse in any comparison with another school. But the great and peculiar disadvantage under which many pauper children labour, is that of having vicious parents. If the parents had not been in very many instances tramps, drunkards, loose women, thieves, the children would probably not have been paupers. It is clear from the workhouse books, that very many pauper children throughout the country are taken out of the workhouse by their parents, and boys and girls are exposed to too severe a trial, however good their previous education may have been, if, when about 12 years of age, they are constantly associated with a vicious parent. It cannot be expected that tramps should teach industry, drunkards sobriety, loose women modesty, or thieves honesty. Children of the worst criminal class may be found in workhouses. A child was once pointed out to me in a workhouse school whose father had been executed shortly before for the murder of his wife, the child's mother, under circumstances of peculiar atrocity. As the mother, I believe, was a drunkard, emancipation from the control of such parents could have been, to say the least, no calamity to the child. The fullest inquiry would probably show that orphans and deserted children in workhouse schools are those who turn out best. Most workhouse children appear to be illegitimate.

Due allowance being made for a certain per-centage of young persons in workhouses prevented from earning a livelihood by natural defects, and for the bad influence of vicious parents, I apprehend that children in the many workhouses where the classification and other arrangements are fair, and where ordinary pains have been taken to appoint good teachers, will be found to turn out quite as well as those educated at average national schools. But misconceptions of facts relating to pauper children are strangely prevalent, even among the guardians. Thus, at a recent examination of a school, a Guardian present remarked, that much could not be expected from these children, as they were mere comers and goers, or in words to that effect. I said that the teacher's books would show how long each child had been at school. The books were referred to, and, as it was found that several children had been at school for some years, the Guardian candidly acknowledged that his impression was erroneous.

Again, the Clutton Guardians have lately broken up the schools in their workhouses, and boarded out the greater number of the children, on the ground that the schools had not succeeded. No facts, however, as far as I know, have been alleged in proof of such failure, no names given of children educated within these ten years at the workhouse school who have subsequently become inmates of workhouses or prisons. As I know that the Clutton Schools have been good for a considerable time, I apprehend that the Guardians have acted under a mistaken impression, and that fuller investigation would show that the children educated of late in the Clutton Workhouse have turned out better than would be anticipated from the terms of the resolution passed.

Workhouse schools should not be spoken of collectively, as if they were all alike. I conceive that no schools can differ more than the school in one workhouse is often found to differ from that in another. But there is no difficulty in tracing such differences to their source. The bad school might always be made good by suitable arrangements as to buildings and the appointment of a competent teacher. On the other hand the appointment of an incompetent teacher, though all things else remain the same, soon destroys the character of a good school, as I have often had occasion to observe. I believe, however, that the character of the inferior schools in workhouses continually improves, and that appointments of bad teachers are becoming less common. It is very desirable that it should be generally felt useless to appoint such persons, that they are likely to obtain a very small salary, if any, and, in the event of failure, to be required to resign their offices.

It is stated by Mr. Henley, Poor Law Inspector, in his report on the boarding-out of pauper children in Scotland, ordered by the House of Commons to be printed, 12th April, 1870, "that, from a return presented to Parliament in the year 1861, relating to English workhouses and district schools, it appears that of the whole number of children who in the 10 years ending in 1860, had been at least two consecutive years in school, and had left to take employment, the proportion who had returned to the workhouse up to 30th July, 1861, was as follows :"—

	<i>Whole Number discharged to employment.</i>		<i>Number who returned to Workhouse, per cent.</i>	
	Males.	Females.	Males.	Females.
Educated in English Workhouse Schools	14,933	13,418	14·4	26·0
Educated in District Schools	777	612	11·7	27·5

As considerable improvements have been made in the classification and arrangements of workhouses, and as many new workhouses have been built during the last ten years, and as, I believe, the number of bad and indifferent workhouse schools has sensibly diminished during the same period, it is reasonable to conclude that a similar return made up to the present time would be more favourable to workhouse schools than the last. But the return deserves attention on more than one ground. If it had been confined to the better class of workhouse schools, and not allowed such to be neutralized by the bad, where the classification of inmates is defective and the teachers incompetent, the per-centage of those who returned from their places to the workhouse must certainly have been much less. In well-managed workhouse schools it is quite possible that the number even of males who subsequently became paupers might be found to be less than in district schools. It is very remarkable that the per-centage of females educated in district schools who returned from situations to the workhouse should be larger than the per-centage of females who so returned in all the workhouses combined. Reasons, however, for this last result may be easily assigned. Large schools for girls are essentially unfeminine; they tend to make girls coarse and forward, and if there are some, as there must be among a great number, who know much that is bad, they will corrupt others. Inspectors familiar with mixed schools can hardly avoid observing that there is not the same intellectual energy and emulation among girls that there is among boys; girls have fewer resources, moral taint sinks deeper and is less easily thrown off. The proper management of pauper girls is the great difficulty under any system.

If it should be said that this return proves too much, and that the superiority of the district to the workhouse school must be greater than the results stated imply, the answer is that there are some advantages in well-conducted workhouse schools which, perhaps, have not hitherto been sufficiently noticed.

A large number of the schools in workhouses are small, with an average attendance of less than forty children, and a judicious teacher is thus enabled to exercise a personal influence over each child, which is impracticable in large schools where the teacher's influence is lost in a crowd. Again, the teacher and the children are not separated when the school is over, as in a national school; on the contrary, the children are considered to be under the teacher's superintendence at all times, as both the teachers and the taught live in the same building, and the attendance must therefore necessarily be more regular than in a national school, where many often have to walk a considerable distance in all weathers. Whatsoever the disadvantages of a workhouse school may be, it is certain they can be more than counteracted by the efforts of an intelligent, judicious, and Christian-minded master, whose heart is in his work, who feels a personal interest in the children under his charge, will talk to them out of school hours, try to make friends of them, take the trouble to find out their habits and characters, their likings and dislikings, and insensibly raise their moral tone. I remember a schoolmaster of pauper children, an admirable teacher, who, as I believe, did all this and was eminently successful, but his efforts were not appreciated, probably not understood, by those immediately set over him; he was continually thwarted and restrained in various ways, and, at length, finding that he could do little good, he resigned his office. It is, doubtless, a hard thing, and requires a peculiar gift in a schoolmaster, to influence children out of school hours by conversation, but when it can be done, both judiciously and from the heart, it is a new power in education, and may render even a pauper boy in a workhouse strangely independent of outward circumstances. If, as I believe, workhouse schools under many disadvantages are often more successful than those who are unacquainted with them would anticipate, the main reason, perhaps, is that they afford more scope than other schools for the exercise of a teacher's personal influence over the children. That the want of such personal influence formerly, both in public schools and in universities, was a great evil many must have felt from their own experience.

If district schools can effect no more for girls than the return above mentioned shows them to have done, it does not appear why girls should be sent to them; but another return, with certain variations for the last ten years, might lead to very important results. It is most desirable that it should be distinctly ascertained what has been accomplished in a well-managed workhouse, and how far the results differ from what is practicable in a district school under circumstances nearly similar. Thus it would be very interesting to ascertain whether the per-centage of children who have turned out well, or, if this cannot be done, whether the per-centage of those known to have turned out ill has been greater at the South-east Salop district school at Quatt than at the Atcham Union work-

house in the same county during the last ten years. Both schools are certainly well managed; the boys at Atcham may be slightly superior to those at Quatt in school-work, and I am not aware that the industrial training of the Atcham girls is excelled anywhere, but the Hereford boys have, I think, made greater progress, and show more intelligence than either those at Quatt or at Atcham. But the comparison of a small number of workhouse schools with district schools might not be satisfactory.

The return in question might fairly extend to a third of the workhouse schools in England and Wales, as in the western district alone fifty workhouse schools might be named which would fairly admit of comparison with district schools, whatsoever test might be adopted. It may be said that as there are more than six hundred Unions in England and Wales a return including fifty only in each of the four districts, or of two hundred only in all, would be unsatisfactory. But a return from two hundred workhouse schools of the better class would probably include a majority of all the children in the workhouses. The smaller schools are commonly those more inefficient because appointments to them are in general less carefully made, and because good teachers are more reluctant to take charge of them, and there are still several Unions without schools, and some without workhouses. No statements of particular cases can have the weight of an extensive return, but these are made from time to time as some proof that the labour of more than twenty years has not been always in vain. The following extract from a letter, dated 23rd December, 1870, addressed to me by one whom I believe to be a very able and good man, formerly schoolmaster at the Newcastle-upon Tyne workhouse, may speak for itself:—

“You will be glad to hear that many of my old pupils at the workhouse, who are now men, and more or less comfortably settled in life, gather round me now as personal friends. I have just invited two to spend Christmas day with us, one of whom is married, and has one little one, and the other, after spending ten years in Canada, has come back and obtained a good situation in Newcastle. The latter is so devout, that really the influence of his character is such that our positions are changed, he being now the teacher and I the poor scholar.”

It may be observed that at the Newcastle-upon-Tyne workhouse, as at Bristol, Clifton, and elsewhere, the schools are detached from the workhouse, so that there need not be any intercourse between the children and the adult paupers.

I desire only that the truth should be ascertained as to the way in which children turn out who have been educated at workhouse schools, and it appears to me that this has not hitherto been satisfactorily done. Impressions as to the state of such schools 30 years ago are not applicable now. If it is practicable to educate and train pauper children as well in a workhouse as elsewhere, it does not appear what can be gained by a change, since it is clear that pauper children can be educated in a workhouse more economically, more easily, and in greater numbers than if they are sent even to a moderate distance out of it. Unless the separate or district school is very near, some, whether because they are expected to be short-timers, or from various causes, will not be sent to it at all, or irregularly, and will derive no benefit from it.

The experiment of boarding out pauper children in cottages affects workhouse schools materially, and the attention of the school inspectors is therefore naturally drawn to it. Good schools in the Clutton workhouse, as already stated, have been broken up in consequence of the adoption of this arrangement; the Northwich school and the girls' school at Taunton have suffered greatly, and the Exeter school has also suffered to some extent. Orphans and deserted children, as the most regular long-timers, are the backbone of a school, and its character must inevitably decline if they are withdrawn. The children, if sent to worthy people as foster parents, may no doubt become valuable members of society, but this result has been often attained already, and the regulations issued by the Poor Law Board prove that close and constant supervision of the children boarded out is necessary, and it is evident from facts that such supervision is not always carried out. Industrial training might be expected by some to be more effectual in a cottage than in a workhouse, but a girl whom I saw in the Northwich workhouse school, and who had been boarded out for six months, told me that she had done no sewing during the whole time. Mr. Cane, Poor Law Inspector, states in his report, that out of six children between the ages of 4 and 12 boarded out in the Altrincham Union, Cheshire, one only attended a day school. Mr. Henley, Poor Law Inspector, observes, Reports, p. 172, “I fear it will be impossible to avoid by the strictest supervision the evils that may arise from the want of separation of the sexes.” Mr. Longe, Poor Law inspector, further states, p. 185, “Attempts to combine the advantage of obtaining the services of the children, who are able partly to earn their livelihood, with a supplemental allowance towards the cost of maintenance, have sometimes been made by employers, but the Poor Law Board have always discouraged such attempts, when they have appeared to amount to a payment from the poor rates in aid of wages.” It may be added that all that occurs in cottages where children are boarded out is not likely to be known while the children remain in them, however vigilant the superintendence may be; “the whole truth,” as Mr. Henley remarks, p. 16, “can hardly be ascertained from the children themselves.”

Whatsoever experiments may be tried for the benefit of pauper children, there is every inducement to persevere in endeavours to raise inferior workhouse schools to the level which in many instances has been reached, by appointing and encouraging good teachers, by obtaining the speedy removal of bad ones, by good industrial training both of boys and girls, and by due classification of inmates in workhouses. I would fain hope also that some means may be devised of checking the influence of vicious parents over their children. As a proof that what has been already done is not likely to be easily bettered by any change of system, I conclude with an extract from a letter lately received from Mr. R. T. Hughes, for many years head master of the Bristol workhouse school, and now Governor of the Bristol workhouse :—

“Many circumstances of the most cheering character have come under my notice of boys who left this school. For instance, a lad left here 12 years ago; he called on me last week; he is in the employ of the largest wholesale provision warehouse in Newport, receives £30 per annum and board and lodging. He said to me then, ‘Sir, I have good reason to bless the day that I came to this school; I am not ashamed to own it, and many expressed surprise when they heard where I came from.’ This young man since he left me took his mother from the workhouse, took lodgings, and furnished two rooms for her. This is not a solitary instance of boys who have taken their mothers from the workhouse. This week I received a letter from a lad; he says, ‘I am on board the *Cambridge* waiting orders for sea; I remember your advice, it has done me much good; I will write to you often and tell you about the voyage, and wherever I may be I shall never forget you.’ Many of the boys when they leave the school correspond with each other, one writes from the Cape to India, another from India to Bristol. I had incidentally seen one letter written by the latter; he says, ‘Mr. Hughes was a good friend to me, such as one may meet once in a lifetime.’ Another writes to me and says, ‘Sir, I have been stationed in Ireland, Canada, and England, but you were the best friend I ever met.’

“I endeavour to keep a watchful eye on the lads in the city; they are all anxious that I should continue to hold a high opinion of their good conduct. What you had seen in a local paper, on the day of your last inspection, will bear out this statement. One drawback to these schools is the want of home influence; I have always endeavoured to compensate for this deficiency by mixing with them in a fatherly and friendly way after school hours; I believe here lies a powerful means of doing good,—their young hearts and minds open and become devoted to the teacher.

“The boys like to visit us after they leave the school; this I encourage, as I am glad to see them, and their example produces a very wholesome effect on the young candidates for independence. They come neatly dressed, and present an appearance that is really gratifying. On one occasion I pointed out a young man to a Guardian. ‘What!’ (he said) ‘was he one of our Union boys? why, I thought he was a clerk in an office.’

“About ten months ago a young man walked into the school; he had been to India, had borne the climate well, is very temperate, his strongest beverage being tea and coffee, and as a reward for his good conduct is promoted to staff sergeant in his regiment.

“In 1867 a hair-dresser had a few of the boys apprenticed to him; all went well for two years, the master was subject to fits of intemperance, he became involved in debt and left the city. The apprentices have taken his two places of business, and are now their own masters; one of them has told me that he clears £1 per week after paying all expenses. Three of our boys (now young men) are each of them living in their freeholds purchased through a building society.

“I fear, Sir, I shall weary you, or I could enumerate hundreds of successful instances of boys that were in this school. I think I have stated sufficient to show that they are not imbued with a pauper and dependent spirit. And as for the hereditary pauper he has become almost extinct.”

I have, &c.

T. B. BROWNE.

*The Right Honorable
The President of the Poor Law Board.*

FURTHER statement made by Mr. R. T. Hughes, late head master of the Bristol school :—

The boarding out of pauper children at present occupies the attention of Boards of Guardians in various parts of the country, as also the serious consideration of the benevolent who are interested in ameliorating the social condition of the humbler classes. But, like all new suggestions that turn up to the surface, the advocates and opponents view the subject through glasses of a highly magnifying power; consequently each party receives distorted impressions on the point in question. Some opponents to the present system condemn it *in toto*. They seem to think that nothing good can come out of a workhouse school, that the children look crushed, degraded, and semi-imbecile, barely capable of performing the simplest duties in life, that they merely vegetate in the school to swell the numbers of the adult paupers, and, further, that the greater part of our pauper population is recruited from the schools. Certainly these are distorted impressions which cannot be supported by facts. These statements are maintained by persons whose sincerity and philanthropy command our esteem and respect. Yet if they could at this moment behold the scene which is now before me they would considerably modify their opinions.

It is now past six o'clock, a beautiful evening in spring, supper is over, and one hundred and fourteen boys are in their large playground (which contains 1300 square yards.) At one end is a group of about forty who have just relinquished bats and balls for a contest in races. At the other end another group, denuded of their jackets and vests, are most spiritedly contesting a similar game. In a quiet corner nine or ten are busily occupied with skipping-ropes trying to tire each other down. Seated on the benches under the yard-shed are two boys with a very small table between them deeply engaged in a game of chess, and surrounded by a group of interested lookers-on; others are similarly engaged or in playing draughts. About twenty are amusing themselves in attempting trials of strength on the gymnasium. Amidst all this bustle a few are preparing their lessons for next morning, and a few others are reading books borrowed from the library. While I write the sweet strains of their brass band reach me, the young musicians voluntarily practising for their own amusement. Not one idle boy to be seen; all around me is life, animation, cheerfulness, amid the sounds of merry voices. I am persuaded I have never beheld more evident indications of happy boyhood. Time is wearing on, and the lads know it, as they enter with a keener zest to hasten the conclusion of their games, for bell for reading will soon ring. The bell rings, they fall in in military order, march into the day-room. This is a large room, neatly coloured and painted, well ventilated, well lighted with gas, and kept very clean by the boys.

They cheerily sing a few pieces, the reading commences, and continues about three quarters of an hour. It consists of varied and amusing selections, and the object in view is similar to that of the Penny Readings in our parochial schools. It not only amuses and enlightens them, but it gives them a taste for reading in after-life.

The evening is concluded with family prayer, then the children quietly retire to their dormitories, when all is again silent until half-past five next morning. Thus, when the day's work is done, I have given a sample how the evenings are spent by the children. Can the boarding-out provide such means for improving the children? We are all lovers of home, and we may be led away by the cry of home influence, but this will not be found to be a panacea for these children. Read the hundreds of criminal cases daily brought before sitting magistrates all over the country; it is to be presumed that nearly all the defendants were brought up under home influence: judge the result.

I maintain that a well-regulated separate workhouse school or district school, superintended by an active school committee, and conducted by experienced teachers whose hearts are in their work, possesses great power for doing good, and will produce a more satisfactory result than the much vaunted boarding-out system. Suitable homes will be difficult to find; no doubt scores of persons may be found willing and apparently glad to receive an orphan, but whose home influence is not what might be desired. It is well known that some time ago a commission of inquiry into the house accommodation of the working classes brought to light many deplorable facts of the evils of overcrowded homes; yet these are the people that would most probably apply for a young boarder.

The Bristol Incorporation, who have at all times taken the deepest interest in the welfare of the children in their workhouses, and in order to test fairly the merits of the new system, boarded out six children; and the result of this experiment was given in a report read before the Guardians on Friday, 23rd inst. It stated that three were a failure, and gives a very favourable account of the other three. After twenty-two years teaching in workhouse schools it is my conviction that in England a greater amount of good can be accomplished in a good workhouse school than by scattering them through the country. Of course a good school implies a complete removal from all pauper influences, and where handicrafts and other industry constitute an important feature in the cost of instruction.

Elisha Robinson, Esq., late Mayor and ex M.P. for Bristol, read a paper on "The Administration of the Poor Law" before the Social Science Association, 1868, and I give the result of my experience by quoting the short extract given in that paper bearing on this school. Mr. Robinson is in favour of "boarding out." He says:—"But to show that the separate workhouse school or district school is not altogether bad, I give the following extract from a short account of the Bristol workhouse school furnished me by the schoolmaster, Mr. H.—. 'The Bristol workhouse school may be compared to a district school; it is completely apart and is a separate establishment from the workhouse. On the school premises there is nothing to remind the children of pauperism. There the teaching and training are made specially subservient to the requirements of this class of children. In them they are under constant supervision, and receive an education equal to that given in a National or British school, in conjunction

with field labour and useful trades by which they acquire habits of industry. This mode of training has succeeded most satisfactorily with the boys, as several hundreds can be pointed out who have left the school and are succeeding creditably in various positions in life, some as commercial travellers, clerks, shipwrights, sailors (one is a sea captain), servants, master tradesmen, journeymen tailors, shoemakers, and blacksmiths, sergeants and corporals in the army that were drafted from the workhouse band, common day labourers; six are in business on their own account in the city, others have pushed their way to America, Australia, and New Zealand, one is in the employ of the Oriental Steamship Company, another (in the band) on board the *Galatea*, and in the receipt of 30s. per week with board, and some few have fallen into crime. The number of this class is very small. During the last twenty years upwards of 1800 boys have passed through the boys' school, and of this number five are in the men's wards in the workhouse, three of whom from affliction were never physically capable of providing for themselves. To specify interesting facts of boys who have left us, and to quote gratifying extracts from their letters to us, would fill a small volume.'"

EXTRACTS from Instructions and Regulations of the Poor-Law Board for ENGLAND in permitting Guardians of populous Unions to board out Children in Country Districts.

BOARDING OUT OF PAUPER CHILDREN.

Circular Letter from the Poor-Law Board to Boards of Guardians of certain Unions.

Whitehall, November 25, 1870.

SIR,

I AM directed by the Poor Law Board to transmit to you a copy of the accompanying Order, which they have thought it expedient to issue, authorising Boards of Guardians to place out certain classes of pauper children beyond the limits of the Parishes and Unions to which they belong, and to request you to lay before the Board of Guardians the following observations, in explanation, &c.

* * * * *

Board of Guardians cannot, under the existing orders of the Board, place out the children in any homes beyond the limits of their own Unions. The consequence has been that the Guardians of large urban Unions have been prevented from availing themselves of various proposals made to them for training orphan and deserted children in homes in agricultural parts of the country, and consequently from trying the boarding-out system under those conditions which alone seem likely to give security for its success.

* * * * *

The Board desire to state in the strongest terms that they watch with grave anxiety the placing of pauper children in homes situated in populous and crowded places. It appears to the Board that, while the risk of abuses to which the system may be held to be liable under the most favourable circumstances is greatly increased in towns as compared with country villages, the facilities for discovering those abuses are considerably lessened. So strongly do the Board hold this opinion, that if the practice of boarding out children in town homes were to become more general, they would have to consider the expediency of prohibiting it by a general order.

* * * * *

With regard to the ordinary *Workhouse Schools* * * * * * imperfect classification, incomplete separation from the adult inmates, the associations inseparable from the workhouse, and the circumstance that orphans who may be unfortunately thrown out of employment a few years after leaving the workhouse, invariably look upon it as their natural home where they have left their friends and acquaintances; the fluctuating terms for which children are admitted, and the smaller competition for the posts of schoolmaster and mistress in workhouse as compared with other schools, constitute difficulties of too formidable a character, both in social and educational respects, to justify any preference for the system if any other practice should appear to offer reasonable chances of success.

On the other hand, the educational and industrial advantages of the *district and separate* schools, especially in the case of boys, are undeniable, and the Board desire to render full justice to the zeal, ability, and liberality with which many of them have been managed. Indeed, it appears scarcely to admit of a doubt, that, as regards the imparting of instruction, they confer a higher degree of education than is likely to be acquired by children boarded out. Where permanent and secure employment can be found for boys on leaving these schools, as, for instance, in the case of the numerous boys drafted into regimental bands or into the sea service from some of the metropolitan schools, their success seems complete. But these schools are deficient, especially in the case of girls, from the unavoidable circumstance that no family or domestic ties of any kind are established, and that the children have no other home to fall back upon than the workhouse in the frequent event of troubles befalling them. Besides, they have another disadvantage: orphans and deserted children brought up in pauper schools live there continuously. There is no change from their school life during a part of the year, such as is enjoyed by children brought up in

public schools in other spheres of life. The monotony and confinement of pauper schools must necessarily be unbroken, and prevent to a great extent the development of many of those faculties of mind and body which in the case of children who must look forward to a hard industrial life it is most important to expand. No system of public education can possibly supply the place of that parental care and those home influences of which orphans and deserted children are necessarily deprived. In the district schools, naturally, no attempt of the kind can be made. They aim at, and have succeeded in giving the best intellectual and industrial training possible under the circumstances.

The boarding-out system aims at solving the problem in a different direction, and while inferior as an agency for intellectual education, it may possibly secure many other advantages of a very high order, both to the children themselves and to the community, by replacing the children to a certain extent in that family life, from which it is a calamity for them to be entirely excluded.

It is further urged by the advocates of the boarding-out system, that it tends to merge the pauper children to whom it is applied, in the general body of the population: and if this result can generally be achieved, no more powerful argument can be adduced in favour of the scheme.

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The success of the system in Scotland was found to vary with the nature of the locality, and the care exercised in watchfully superintending its administration.

* * * * *

At the same time the Board desire to state that they are fully aware of the risks and abuses to which a system of this nature is necessarily exposed. Its success must depend upon the exercise of the utmost caution and diligence on the part of those who are called upon to administer it; and they have accordingly felt it to be incumbent upon them to embody in the Order certain conditions and regulations, upon the fulfilment of which the sanction of the Board will be dependent.

The Order is founded on the assumption of voluntary associations being formed for the purpose of co-operating with Boards of Guardians in providing and superintending homes for pauper children, evidence having been placed before the Board of a desire on the part of many persons in several parts of the country to devote time and personal attention gratuitously to this useful work. The Board are aware that many objections may be raised to the formal recognition of voluntary organizations formed with a view of taking a certain part in work of which the ultimate responsibility must fall on legally constituted bodies. But the Board see no reason why such a voluntary agency should not be made available, provided due securities are taken—

1. For the respectability and disinterestedness of such voluntary associations;
2. For the regularity of their proceedings, and for the due observance on their part of the legal requirements attaching to the work which they undertake.

The Board could not sanction the placing of children in distant homes without a definite plan being submitted to them for the superintendence and regular visiting of the children thus boarded out. Article I. accordingly contains a proviso that satisfactory arrangements must in all cases be made with two or more persons, to be called the Boarding-out Committee, for finding and superintending such homes.

* * * * *

Article III. provides that any person deriving any pecuniary or personal profit from the boarding out of any child shall be thereby disqualified from being a member of any such Committee. The Board have been anxious by this provision, as well as by Article V. which prohibits more than two children, save in exceptional cases, being boarded out in the same house, to prevent the serious abuses which were found to surround the "*farming-out system*" at the time when it prevailed.

No system of contracting with one person for a round sum to provide homes and maintenance for a given number of pauper children would be sanctioned by the Board. The attention of the Board has been drawn to a suggestion that advertisements might be issued by Boards of Guardians inviting persons to apply for the charge of pauper children. The Order of the Board now issued would not permit such a practice. Experience has conclusively proved that unless the homes are carefully selected by persons who have an intimate knowledge of the locality, and who, at the same time, take a responsible interest in the children to be placed out, *great abuses are quite certain to ensue*.

When an application is made to the Board for the written authority required by Article II., it will be necessary that the Board should be supplied with references as to the standing and qualifications of the applicants. Where the proposed Committee consists of three or more members, the Board will further require to be furnished with the name or names of the member or members of the Committee who engage to perform the duties of Secretary or President and to make themselves responsible for conducting the correspondence and business transactions.

The Board have not prescribed any fixed form for the arrangements between the Guardians and the Committees in the present Order, as they are anxious to leave as much latitude as possible. But they wish to call attention to the necessity of engagements being taken with respect to the following points:—

1. On the part of the Guardians—
 - a. As to the sum which they will pay for each child *weekly* on a suitable home being found.
 - b. As to the mode of payment; for instance as to the period at which the money will be remitted.

- c. As to the clothing of the child.
- d. As to school fees.
- e. As to the payment of medical fees, medicine, and extra nourishment in time of sickness.
- f. As to the payment of burial expenses in case of the death of the child.

2. On the part of the Committee—

- a. To find homes for a certain number of children.
- b. To visit the homes at certain intervals.
- c. To insist on the fulfilment of the regulations prescribed by the Guardians and by the Poor-Law Board.
- d. To make such reports to the Guardians in such matters as may be agreed upon.

Experience will doubtless show the necessity of further points being settled in advance between the Guardians and the Committee.

One of the most difficult arrangements to be determined relates to the medical attendance to be given to the children. Boards of Guardians will be bound to take precautions that medical attendance is promptly secured for such children as require it. At the same time it will be necessary to provide a proper and continuous check over the expenditure which may thus be incurred.

Article V. contains the regulations which are to be observed by Guardians in the boarding out of pauper children. Most of these regulations require little comment. The first defines the class of children who may in future be legally boarded out: they are to be *orphans or deserted children*. The arguments in favour of limiting the system to this class will be at once apparent. It is most important on all grounds to avoid severing or weakening in any way the ties of family, even where, owing to the character of the parents, it might be thought that the children would be benefited by removal from their control. The Board have accordingly included in the Order only those children who by the death, desertion, or permanent disability of their parents are *practically orphans*.

The second regulation defines the limits of the ages before and after which children may not be placed out for the first time. The experience gained in Scotland strongly proves the many objections to the boarding out of older children, and all the information received by the Board leads them to recommend Guardians to place out children *at as early an age as possible after infancy*.

The eighth regulation prescribes a maximum weekly sum. The Board consider it advisable to fix a maximum in order to avoid the possibility of Unions bidding against each other. Nothing would, in the judgment of the Board, be less desirable and more calculated to defeat the success of the whole scheme than any attempt to force it by the offer of high pecuniary inducements. The payment for clothing has also been left undetermined. When Committees of ladies are willing themselves to undertake the clothing of the children, an engagement to that effect should form part of the arrangements with the Guardians.

To the 9th and 10th regulations respecting the school arrangements for boarded-out children the Board attach the greatest importance. It appears to the Board that, if regular reports from the schoolmasters of the schools to which the children are sent can be secured, a very valuable additional guarantee against any ill-treatment of the children remaining undiscovered will be afforded. The Board trust that the Guardians will, by unremitting watchfulness, maintain the effectual observance of these conditions.

The Board consider the existence of facilities for visiting the children to be so important that they could not sanction any child being placed in a home at a great distance from the residence of some member of the Committee. By the 11th regulation the distance is limited to 5 miles, and the Board consider it as a rule desirable that the homes should be still more accessible.

Article VI. enacts that every boarded-out child shall be visited by a member of the Committee at intervals of six weeks, and that reports of such visits shall be made by the visitors. As it is desirable that the Committee should be aware of the nature of the report of each individual visitor, the Order prescribes that these reports shall be made, in the first instance, to the Committee, and then forwarded by them to the Guardians not less often than quarterly. When the Guardians make their arrangements with Boarding-out Committees they will further have to stipulate that in the case of a child's illness a special report shall be made by the visitor, signed by a medical man, and forwarded to the Guardians directly.

As the Board have already observed, the success of the system appears to depend entirely on the regularity of the inspection of the homes where the children are placed. If cases should occur of Boarding-out Committees becoming remiss in this respect, immediate action will have to be taken, either for the removal of the children, or for their inspection by other means. Accordingly the Order prescribes that if the Guardians are not informed as to visits paid to the children at their homes for four consecutive months, the Guardians must either arrange for the visiting of the children by their own officers, or take back the children.

Similarly Article VII. declares that, if the authority given by the Poor-Law Board is withdrawn by them from any Boarding-out Committee, the Guardians must either take back the children, or provide inspection themselves.

Where children are boarded out by Guardians at a long distance from their own Union or Parish, it may often be inconvenient, except in the case of many children being placed in the same neighbourhood, for the Guardians to arrange for the children being visited by their own officer as frequently as the Board deem indispensable when the promised inspection by the members of the Committee has ceased. It follows, therefore, that if the voluntary Boarding-out Committees should allow their vigilance or their interest to flag, the Guardians will in all probability seldom have any other alternative but to take back the children.

The Guardians will not fail to notice that, except in the case of the default of the Boarding-out Committee, no provision is made in the order for the inspection of the children by any official person other than the members of the Committee themselves. Such provision will, however, ultimately have to be made in the most systematic manner, as the Board think it important that, besides the visits of the members of the Committee, an official inspection should be instituted, though at less frequent intervals. The Board feel that they will not be in a position to judge of the most efficient and most convenient means of securing this inspection, either by agents of the Guardians or by inspectors of the Board, until experience has shown what number of children are likely to be boarded out in one neighbourhood. So long, therefore, as the Board have no data before them as to the extent to which the plan may be carried out,—and as to the degree in which children may either be scattered over the whole country or be concentrated in certain neighbourhoods, they consider it advisable to defer making any definite arrangements for official inspection. As however by the 20th Sect. of 10-11 Vict. c. 109, any inspector may visit any place where a poor person in receipt of relief is lodged, there will be no difficulty in the Board's enforcing the inspection at any time.

Lastly, I am desired by the Board to call the particular notice of the Guardians to the following recommendations referring to points in the boarding-out system to which, while anxious not unnecessarily to fetter by stringent rules the discretion of the Guardians or of the Boarding-out Committees, they are most desirous that careful attention should be paid. Some of these points involve important principles, but are nevertheless of such a character as scarcely to admit of satisfactory and decisive settlement until the experience of practice has been brought to bear upon them.

The Board therefore recommend:—

1. That children should not, save in special cases, be boarded with relations or with persons in receipt of relief out of the poor rates.
2. That children should not be boarded out in any home where the father is employed in night work; and that in every case the foster-parents should be by preference persons engaged in out-door, not in sedentary, labour.
3. That in choosing the home especial attention should be paid to decent accommodation and the proper separation of the sexes in the sleeping rooms. Children over 7 years of age should never be allowed to sleep in the same room with married couples.
4. That no child should be boarded out in a house where sleeping accommodation is afforded to an adult lodger.
5. That particular attention should in all cases be paid to the schoolmaster's quarterly report; and if after two warnings to the foster-parents the report continue unfavourable the child should be instantly withdrawn, and either transferred to another home or sent back to the Union from which it came.
6. That great care should always be given to providing the children with good ordinary clothing. No child should ever be sent by the Guardians to be boarded out of their Union or Parish without a suitable outfit, for the repair and renewal of which a quarterly allowance, not exceeding 10s., should be made to the foster-parents by the Guardians. Anything resembling a "work-house uniform" should be most carefully avoided.
7. The Board have been unwilling to lay down any regulations as to the size of towns and villages to which pauper children might be sent, but they recommend the adoption of the rule that children should not be sent out to homes in places containing more than 15,000 inhabitants. All boarding out in larger towns should be avoided.

It remains to be noticed that the Order is at present issued only to Unions or separate parishes in large and populous towns, as the Boards of Guardians of country Unions will probably prefer, where they adopt the system, to board out children in homes within the limits of their own Unions and accessible to their own inspection.

The Board earnestly invite the cordial co-operation of Boards of Guardians, &c.

ARTHUR W. PEEL, *Secretary.*

BOARDING OUT OF PAUPER CHILDREN.

General Order.

To the Guardians, &c. * * * in the Schedules (C) and (D) hereunto annexed ;—
 To the Clerk or Clerks to the Justices of the Petty Sessions held for the Division or Divisions in
 which the said several Unions and Parishes are respectively situate ;—
 And to all others whom it may concern.

WE, the Poor Law Board, in pursuance of the authorities vested in us by an Act passed in the 5th year of the reign of His late Majesty King William the Fourth, intituled "An Act for the amendment and better administration of the laws relating to the poor in England and Wales," and by all Acts amending the same, do hereby order, direct, and declare, * * * * * as follows :—

Article I. Notwithstanding &c. * * * * * Guardians may board out pauper children in homes beyond the limits of such Union or Parish, provided that they have entered into arrangements, approved of by the Poor Law Board, with two or more persons, hereinafter called the *Boarding-out Committee*, for the purpose of finding and superintending such homes.

Article II. No such arrangements shall be made with any such Boarding-out Committee unless each member of the Committee have signed an undertaking truly and faithfully to observe all regulations in this order prescribed, or which may from time to time be prescribed by the Poor Law Board, with respect to the boarding-out of pauper children, and unless the Committee have obtained the written authority of the Poor Law Board to make such arrangements.

Article III. Any person deriving any pecuniary or other personal profit from the boarding out of any child shall be thereby disqualified from becoming or continuing to be a member of such Committee.

Article IV. The Guardians of any Union or Parish from which any child is sent to be boarded out in any home so found, may at any time withdraw such child from the said home, notice of their intention to do so being given at least one week beforehand to the Boarding-out Committee.

Article V. The Regulations to be observed by the Guardians with respect to the boarding out of pauper children shall be as follows :—

1. No child shall be so boarded out unless such child is an orphan ; or being illegitimate, deserted by the mother ; or being legitimate, deserted by both parents ; or deserted by one parent, the other parent being dead or under sentence of penal servitude or suffering permanently from mental disease, or out of England.
2. No child shall be first boarded out at an earlier age than 2, or at a later age than 10 years.
3. No child shall be boarded out without a certificate, signed by the medical officer of the Union or Parish from which it is sent, stating the particulars of its health, such certificate to be forwarded by the Guardians to the Boarding-out Committee.
4. Not more than 2 children, save only in the case of brothers and sisters, shall be boarded out in the same home at the same time, and in no case shall the number of children boarded out in the same house exceed 4.
5. In no case shall a child be boarded out with foster-parents of a different religious persuasion from that to which the child belongs.
6. Before receiving any child to be boarded out with them, the foster-parents shall sign an undertaking in duplicate, which shall, in addition to any other matter which may be agreed upon, contain an engagement on the part of the foster-parents, that, in consideration of their receiving a certain sum per week, they will bring up the child as one of their own children, and provide it with proper food, lodging, and washing, and endeavour to train it in habits of truthfulness, obedience, personal cleanliness, and industry, as well as in suitable domestic and outdoor work ; that they will take care that the child shall attend duly at church or chapel, according to the religion to which the child belongs, and shall, while boarded out between the ages of 4 and 12 years, attend a school, unless prevented by sickness or other urgent cause, during all the usual hours for instruction thereat ; that they will provide for the proper repair and renewal of the child's clothing, where an allowance is made by the Guardians for that purpose ; and that in case of the child's illness, they will report it to the Guardians, and also to the Boarding-out Committee ; and that they will at all times permit the child to be visited by any member of the Boarding-out Committee, and by any person specially appointed for that purpose by the Guardians or by the Poor Law Board.

The Guardians shall cause one copy of this undertaking to be forwarded to the Poor Law Board.

7. On the delivery of the child to the foster-parents or foster-parent, an acknowledgment shall be given in the form set out in Schedule (A) hereto annexed, or to the like effect.
8. In no case shall the weekly sum to be paid by the Guardians to the foster-parents for the maintenance of a child, inclusive of lodging, but exclusive of clothing, school-pence, and fees for medical attendance, exceed four shillings.
9. No child shall be boarded out in a home distant more than a mile and a half from a school, the schoolmaster of which is willing to undertake to send to the Guardians a written report upon the child, in the form contained in the Schedule (B) hereto annexed, at least once a quarter.
10. The Guardians may allow an extra school-fee, not exceeding one penny per week, to be paid to the schoolmaster of the school at which such boarded-out child attends, the same to be a remuneration to him for drawing up and sending the quarterly report upon such boarded-out child prescribed in the regulation last preceding.
11. No child shall be boarded out in any home which is distant more than 5 miles by the nearest road of access from the residence of some member of the Committee.

Article VI. Every boarded-out child shall be visited not less often than once in every six weeks at the home of the foster-parents by a member of the Committee ; and the visitor shall thereupon make a

report in writing to the Committee, stating the apparent bodily condition and the behaviour of such child, and all reasonable complaints made by or concerning the child, against or by the foster-parents.

These reports shall be forwarded by the Committee to the Guardians not less often than quarterly.

And if in the case of any boarded-out child no such report shall be received by the Guardians for the space of 4 consecutive months, the Guardians shall either provide for the visiting of such child at the home of its foster-parents by an officer of the Guardians at intervals of 6 weeks, or shall withdraw the child from the home with all reasonable expedition.

Article VII. If the Poor Law Board shall withdraw from any Boarding-out Committee the authority required by Article II., the Guardians who have made arrangements for the boarding out of pauper children with the said Committee shall, on receiving notice of such withdrawal, take back with all reasonable expedition all children boarded out in homes found by such Committee; nevertheless it shall be lawful for the Guardians, subject to the approval of the Poor-Law Board, to continue to board out the children then being in such homes, provided that they cause the children to be visited by one of their own officers at intervals of 6 weeks.

Article VIII. It shall be lawful for the Guardians, notwithstanding any provision contained in the General Order of the Poor Law Board, bearing date the 14th Dec. 1852, or in any Order containing the same provisions since issued to any Union or Parish where children are boarded out in conformity with the previous Articles of this Order, to pay out of the funds in their hands the reasonable expenses incurred by them in conveying the child to and from the home in which it is boarded out, and in the case of a Union to charge the same to the common fund.

Article IX. Whenever in this Order the word importing the singular number or the masculine gender only is used, it shall be taken to include and apply to several persons as well as one, and to females as well as males, unless there be something in the subject or context repugnant to such construction.

Article X. The word "Guardians" in this Order shall include, &c. * * *

Article XI. Ditto "Union" * * *

Article XII. Ditto "Parish" * * *

(Signed) GEORGE J. GOSCHEN, *President*.
H. A. BRUCE.
ROBERT LOWE.

25 November, 1870.

SCHEDULE (A.)

I, A.B. of _____ hereby acknowledge that I have this day received C.D., aged _____ years, from the Guardians of the Poor of the _____ Union or Parish, on the terms and conditions contained in the annexed undertaking; and that I have also received for the use of the said C.D. the articles of clothing set out in the list appended hereto.

Dated this _____ day of _____
(Witness) _____ (Signed) _____

List of Clothing.

Number.	Description.	Quality and Condition.

Form of "Undertaking" by the Foster Parent.

I, _____ foster-parent, do hereby engage, in consideration of my receiving the sum of _____ per week, to bring up _____ as one of my own children, and to provide it with proper food, lodging, and washing, and to endeavour to train it in habits of truthfulness, obedience, personal cleanliness, and industry, as well as in suitable domestic and out-door work; to take care that the said child shall attend duly at a church (or chapel) of _____ denomination; and shall, while boarded out, between the ages of 4 and 12 years, attend a school, unless prevented by sickness or other urgent cause, during all the usual hours for instruction thereat; in the case of the illness of the said child to report it to the Guardians of _____ and also to the Boarding-out Committee of _____; and at all times to permit the said child to be visited by any member of the said Boarding-out Committee, and by any person specially appointed for that purpose by the Guardians of _____ or by the Poor Law Board.

NOTE.—Where an allowance is made by the Guardians for that purpose, a stipulation should be inserted "to provide for the proper repair and renewal of the child's clothing."

SCHEDULE B.

<i>School.</i>				<i>Report for the Quarter ending</i>			
<i>Name of Child.</i>	<i>Age.</i>	<i>Names and Address of Foster-parents.</i>	<i>Days absent from School during the Quarter.</i>	<i>Alleged causes of absence.</i>	<i>Observations as to appearance, conduct, and progress of Child.</i>	<i>Books and Stationery supplied during the Quarter.</i>	<i>School Fees and cost of Books and Stationery.</i>
							£ s. d.

(Signed) _____

(date) _____

N.B.—This report may be arranged in any other manner which may be deemed more convenient, provided that all the particulars above mentioned be included in it.

MEMORANDUM on the Mode of Proceeding suggested for the Guidance of Boarding-out Committees.

WHERE there are not more than 2 or 3 persons who intend to take part in the movement, they need simply to fill up a form similar to the "undertaking" enclosed, and forward it, giving references, to the Poor Law Board, with a request for their "written authority."

If satisfied with the references the Poor Law Board will thereupon sign an "authority" in the form enclosed.

Where the proposed Committee is to consist of more than 3 persons (but not otherwise) they should, in their application to the Poor Law Board, further state the name or names of the person or persons who will act as President or Secretary in corresponding with the Poor Law Board or the Boards of Guardians.

As regards the *number* of which a Committee should consist, the chief point to be borne in mind is that the number should be sufficient to enable the visiting of the children, which forms an essential part of the duties of a Boarding-out Committee, to be conducted with regularity and certainty. Where only one or two children are taken it might be sufficient that two persons should undertake their supervision; but persons should always remember that they may be from various causes temporarily absent from the neighbourhood, and that, in consequence, there ought to be others associated with them who would visit the children in the interval. The Poor Law Board cannot sanction *one* person undertaking the task on account of the risk of the children not being duly visited in the event of his or her absence or illness.

On receiving the "authority" of the Poor Law Board the Committee (and it is convenient that even where there are only two members they should call themselves a Committee) can proceed to determine to what Board of Guardians they will make proposals, &c.

* * * * *

FORM of "Undertaking" of Boarding-out Committee.

WE the undersigned, being the members of the Boarding-out Committee, forward for the purpose of finding homes for pauper orphan or deserted children in the neighbourhood of _____ do hereby engage truly and faithfully to observe, as regards all the children for whom we may find homes, the regulations which are prescribed in the Order of the Poor Law Board, dated November 25, 1870, or which may from time to time be prescribed by the Poor Law Board with respect to the boarding-out of pauper children.

(Signed) _____

FORM of "Written Authority."

WE, the Poor Law Board, hereby authorise the Boarding-out Committee of _____ composed of the following members, viz.— _____ and of _____ which at the present time _____ is President, and _____ is Secretary, to enter into arrangements with Boards of Guardians for the purpose of finding and superintending homes for pauper children, under the provisions of our General Order, dated November 25, 1870.

VICTORIA.

BOARDING OUT CHILDREN FROM THE INDUSTRIAL SCHOOLS.

(Published 18 January, 1873.)

THE Governor, with the advice of the Executive Council, has approved of the following Regulations for boarding out children from the Industrial Schools :—

The Government having decided to test the system of boarding out children from the Industrial Schools, hereby invite the co-operation of *Ladies* in giving effect to the proposed scheme, such success as has attended the adoption of the plan in other countries having been mainly due to the Ladies' Committees. The following are the Conditions and Regulations under which children will be boarded out :—

Conditions.

- A. No child will be boarded out in any district until a Ladies' Committee or Association of not less than three persons has been formed, and has undertaken to find homes for children, and to superintend such homes while children are boarded therein. Applications will only be dealt with when recommended by the Committee.
- B. No person deriving directly or indirectly any pecuniary or other personal profit from the boarding out of any child shall be a member of such Committee.
- C. Every boarded-out child shall be visited not less often than once in every six weeks at the home of the foster-parents by a member of the Committee; and the visitor shall thereupon make a report in writing to the Committee stating the apparent bodily condition and the behaviour of such child, and all reasonable complaints made by or concerning the child against or by the foster-parents. These reports shall be forwarded by the Committee quarterly to the Inspector of Industrial and Reformatory Schools.
- D. If in the case of any boarded-out child no such report as that specified in the last preceding clause shall be received by the Inspector for the space of four consecutive months, he (the Inspector) may, after giving fourteen days' notice in writing to the Committee and the foster-parent with whom such child is placed, remove the child.
- E. The Committee will exercise general supervision over the children and the persons they are placed with, advising them as may seem necessary; and in cases requiring prompt action, such as the removal of a child from one home to another, &c., they will be authorised to effect such removal, but will require to report the same at once to the Inspector of Industrial and Reformatory Schools for such further action to be taken as may be necessary.
- F. Accounts will be paid to foster-parents upon the certificate of, and through, the Ladies' Committee.
- G. Every Committee will require to appoint one of its number to act as correspondent, and to certify accounts.

Regulations.

1. Applicants (hereinafter called the foster-parents) for children under these Regulations must be females of good moral character, good health, not over 45 years of age, and, if married, their husbands must be of the same religious persuasion as themselves. They must not be in receipt of assistance from any benevolent asylum or charitable institution or society, hospital excepted.
2. Applications for children must be sent in to the Ladies' Committee, and must be accompanied by the certificate of a clergyman of the church attended by the applicant and her family as to the moral fitness of herself, and, if married, her husband to be entrusted with the training of children.
3. Every applicant for a child over 5 years of age must be able to read and write, and if she has children above the age of 7 years, it must be shown that they have been or are attending school, or a satisfactory reason be given for their being detained therefrom.
4. The family of a foster-parent must not at any time consist of more than six, including the children boarded from the Government, but exclusive of herself, and, if married, her husband.
5. No males above the age of 12 years may at any time form portion of a family in which female children over 8 years of age are boarded.
6. The residence of a foster-parent must not be more than 1 mile from a State school, 3 miles from the residence of a medical practitioner or hospital, or 5 miles from the residence of some member of committee. The accommodation provided must be sufficient, and suitable and separate sleeping rooms must be provided for male and female children when above the age of 7 years.
7. No boarders or lodgers (children or adults) other than the children boarded for the Government may be received by foster-parents, nor may a foster-parent or her husband be the holder of any licence for the sale of fermented or spirituous liquors, or any member of her family hold such licence for premises situated within 3 miles of her residence.
8. The family, including the children boarded, must all belong to the one religious denomination and attend the same place of worship.

9. The children must be properly fed and kept decently clothed by the foster-parents with sufficient and seasonable clothing; the supply at all times to be complete to the extent shown in the Schedule hereto. Clothing to remain the property of the children, and to be at all times clean and in good repair.
 10. The children will be visited from time to time by some member of Committee, who, as well as the Inspector of Industrial and Reformatory Schools, or any one appointed on his behalf, shall have free access to them within reasonable hours. The certificate of the Committee approving of the treatment of the children must be forwarded to the Inspector with the account for payment.
 11. Should a child meet with an accident, or become ill, it must be taken without delay to the medical officer hereinafter mentioned, or, if it be not practicable to take the child, the medical officer must be called in to attend to it, under such regulations as regards charges as may from time to time be made.
 12. No child boarded out may be placed at service, or hired out to any kind of employment, except by the written direction of the Inspector of Industrial and Reformatory Schools.
 13. The children must be sent from the age of 7 years to the nearest State school. They must attend regularly according to the Education Act, unless the Inspector of Industrial and Reformatory Schools, on the written recommendation of the Committee or the medical officer, authorises in writing their non-attendance.
 14. The foster-parents will be expected to attend to the moral and religious training of the children, who must, when of a suitable age, be sent regularly to a place of worship and to Sunday school, and clergymen of the denomination to which they belong must also be allowed every reasonable facility for imparting to them religious instruction.
 15. Should a child meet with an accident, become seriously ill, die, or run away, information must be at once given to the Committee for report to the Inspector.
 16. Children received under these regulations may not be transferred by foster-parents, or placed permanently under the care of any other person, without the consent in writing of the Inspector of Industrial and Reformatory Schools. But the Committee has power in any case which they consider urgent to remove children from foster-parents in anticipation of the directions of the Inspector. Foster-parents may not change their residence without giving 2 weeks' notice of the proposed change to the Committee for report to the Inspector.
 17. Payments will be made for the children at the rate of 12s. per week for each child up to the age of 1 year, 7s. per week up to the age of 7 years, 6s. per week up to the age of 10 years, and 2s. 6d. per week to the age of 12 years. Payment to cease in the case of children who have attained the age of 12 years, when they can either be returned to the school or retained without payment, as may be agreed on. If retained after reaching the age of 13 years, it will then be under the licensing regulations of the department. Should the Government decide to reduce the rates of pay, 3 months' notice will be given to the foster-parents.
 18. Deductions may be made from the monthly accounts at the discretion of the Inspector for any neglect or improper treatment of the children.
 19. A medical officer will be appointed for every district in which children are boarded out. His duty will be to visit the children not less than once in every 3 months, and to attend to them in illness or in case of accident, either at the residence of their foster-parent, or his own residence or surgery, as may be necessary, and to supply all requisite medicines and medical appliances. He will be required to report any deficiency of accommodation, any defects in the sanitary condition of the residence, insufficient supply of food or clothing, or absence of cleanliness, and generally any ill-treatment of the children, or cause for complaint that may come under his notice.
 20. An allowance for such attendance and supervision as above mentioned will be paid by the Government at the rate of £1 per child per annum.
 21. The Inspector may remove or direct the removal of children at any time he considers it necessary or expedient. Persons taking children under these Regulations will be at liberty to return them to the school from which they received them upon giving 2 weeks' notice of their intention to do so.
 22. The Government will make such further rules and conditions as may from time to time be necessary, and foster-parents will require to comply with the directions they may receive from the Inspector, whether provided for in these conditions or not, and to give effect to the requirements of the Committee hereinbefore referred to.
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SCHEDULE to Boarding-out Regulations, (Clause 9.)

BOYS.		GIRLS.	
Articles.	Quantity.	Articles.	Quantity.
Boots, pair	1	Boots, pair	1
Caps or Hats	2	Hats	2
Jackets	2	Jackets	2
Socks, pairs	3	Dresses	2
Vests	2	Chemises	2
Trousers, pairs	2	Stockings or Socks, pairs	3
Shirts, serge	2	Drawers (girls over 8 years)...	2
Belt	1	Petticoats	2
Flannels*	2	Pinafores or Aprons	2
Handkerchiefs	2	Flannels*	2
		Handkerchiefs	2
		Collars, linen (girls over 12)....	2
		Night-gowns	2

* For those children only who wear them by Doctor's instructions.

EXTRACTS FROM "CHILDREN OF THE STATE," BY
FLORENCE HILL.



EXTRACTS from a Work by FLORENCE HILL, entitled "Children of the State," in reference to the Boarding-out System.

THE "NORWICH HOMES."

AN article in the *Friend of the People*,^a entitled "Prevention better than Reformation," quoting the startling fact that in one penitentiary in Bristol there had recently been found twenty inmates who had been brought up in workhouses, and urging Poor Law Guardians to pursue a different mode of education for pauper children than that which, in the words of a constant visitor to the London prisons, "only trains up and turns out victims for the streets and inmates for the gaols," called forth two letters^b from the Rev. P. U. Brown, Chaplain of the Norwich workhouse, in which he described the course adopted by that Board. In 1845, the guardians, impressed with the evils to which the children were exposed in their workhouse (since rebuilt), a medieval building, ill adapted to its modern use, and in which classification was impossible, removed (at the suggestion, we believe, of their medical officer, Mr. Johnson) a few of the elder boys to a separate house, where they lodged under the care of the schoolmaster, while they worked for various employers in the city. Their board and clothing continued to be provided by the guardians, who in return received their wages. The feeling that they had *money worth* proved morally invigorating to the lads; while the arrangement scattered them among the industrial population, so that, when they grew up and left the Home, they had already gained a position in the world. The marked improvement in these lads led the guardians in 1850 to remove the elder girls to a similar home outside the city, where industrial training is made the chief object. In 1853 the school boys were likewise taken out of the workhouse, and located with those earning wages, in a convenient building; and from that date only casual girls and infants have been retained in the house. In reporting upon the Homes in 1855, Mr. Bowyer, School Inspector, stated that while the Norwich workhouse had been "to the children especially inevitable ruin," the condition of these was now as high above as it was previously below that of the corresponding classes in other Unions.^c But great difficulties had been encountered. The boys at first stole everything they could lay their hands upon in the garden and orchard; yet the effect of a mode of life appealing constantly to their better feelings was such, that honesty in the minutest details became the rule, and they declared they would not have a thief among them "to disgrace the Home." "A forcible instance of the beneficial influence which the home-life exercises upon the boys' character is seen in the intercourse which exists between them and the master's daughter, who assists her father in the day and evening school, accompanies them to church, &c., and takes a great share in the arrangements for their domestic comfort. She is a gentle, intelligent girl, about sixteen years of age, and rules these once rude, coarse, uncontrollable boys with a silken cord. Nor ought this to be looked upon as an adventitious circumstance. The mental elevation or degradation of both sexes is chiefly dependent upon early impressions, and therefore in all legislation for the training of boys of whatever class, the value of a pure, righteous, and judicious intercourse with women, both old and young, should be recognised, and as far as possible provided for. The worst form of pauperism exists in the offspring of depravity; but boys accustomed to depend upon the care and kindness of pure-minded women for their daily comforts, are soon brought to value the decencies of life, and to respect and imitate those who practise them."^c

The results of these *Preventatories*, to use the apt designation employed by Mr. Brown, are thus stated by him:—"After fifteen years' experience, of the boys' home, of 125 lads placed out from it nine had died, one was idiotic, one had emigrated, sixteen had been lost sight of, but ninety-eight were known to be in respectable employment, and some of them in a comparatively high social position. Of eighty girls discharged during ten years from the Home but twelve had at any time re-entered the workhouse, and of these only six were permanent paupers, one of them being a lunatic, and one afflicted with epilepsy. Of the remaining sixty-eight all were in service or other employment, or married or living with their parents, except three who had turned out badly." Let us contrast this return with that of those other eighty girls from a London workhouse, *all* of whom were found to be on the streets!

Pecuniarily the success was not inferior. The annual average cost of an inmate of Norwich workhouse was £12 16s. 8½d. In the Girls' Home it was £12 12s. 2½d.; while the wages earned by the elder

^a March 17, 1860.

^b Ibid, April 14 and May 5, 1860.

^c "Norwich Pauper Homes," by the Chaplain. *Workhouse Visiting Journal*, July, 1860.

boys, amounting to considerably more than £100 a year, brought down the average cost per head in their Home to £10 19s. 1½d. The whole saving on the workhouse rate during the five years ending 1859 was £629 18s. 4d.

Strange to say, in the face of results so satisfactory, a rumour went abroad that the Homes were to be closed, and subsequently it was generally believed this unmerited fate had befallen them. In March of the present year, however, we rejoiced to learn from the Rev. Henry Symonds, of Norwich, that they are still flourishing. Each, he informs us, will contain 40 inmates, restricted to orphans or deserted children, in receipt of parish relief, but not necessarily having entered the work-house; they are admitted between the ages of eight and twelve, and remain until they are fifteen. Many of the boys after their departure correspond with the master. They are regarded favourably in the city, and a large proportion do well. The children having parents in the workhouse, and infants of all classes, are still retained there.

Of the girls further information has been kindly communicated by the matron who prepared the Home for its inmates in 1850, and has remained ever since at its head. Since 1860 (to which date Mr. Brown's narrative comes down) eighty-six girls have been admitted, of whom thirty-seven are now inmates. Of the rest, four (afflicted when they came) returned to the workhouse from ill health; two have died; three, whose conduct was unsatisfactory, have re-entered the workhouse of their own accord, and have proved thoroughly bad. The remaining thirty-nine are doing well; thus, in ten years, the total of moral failures has been four. Situations with superior employers are readily found, and, with the matron's aid, children changing their places usually pass direct from one to another; but, in case of an interval occurring, they are, if respectable in character, permitted to spend it at the Home. The girls at service in the City the matron occasionally visits, and with those at a distance she corresponds. No servant is kept in the Home, the girls doing the whole of the house-work. They knit their stockings, cut out, make, and mend their clothes, and also receive daily three hours' school instruction. The evening affords time for harmless recreation, which probably has no less wholesome an effect than the busy occupation of the day.

INDUSTRIAL HOMES.

THE friendless position of orphans in workhouses has suggested the establishment of small Industrial Homes for their reception in various parts of the country. The first of these was founded by Mrs. Way at Brockham (near the Betchworth Station, on the South-eastern Railway) in Surrey. It has been fully described, and with strong commendation, in various periodicals, among which may be mentioned the *Friend of the People*, *All the Year Round* for October 1862, and *The Monthly Packet* for February, 1867; and Annual Reports are issued, the candid tone of which, neither under-rating difficulties nor over-estimating success, carries conviction of the wisdom of the managers. Its purpose is so to train orphan girls dependent on parochial relief, as to fit them to earn their livelihood in respectable service; and almost all its inmates have been the legitimate children of industrious parents, who had maintained them by their labour during their lives. The demand for good servants is ever increasing, while the supply, from various causes, diminishes. Mr. Stephen Cave, alluding to this fact at one of the annual meetings of the institution, said he had recently heard of an application from one of the colonies for cooks being forwarded to Cornwall whence servants were generally procured, to which the answer was, "Cooks! we could as easily send elephants!"

Mrs. Way lays great stress on the boon to be conferred on employers as well as on the poor children themselves, by converting them into skilful servants. With this view, she has them prepared to take the places of under-house and lady's-maids, laundry-maids, and kitchen-maids, and then, as far as possible, selects for them service in a household whose mistress will care for their moral welfare, and in which they will be under a respectable head servant in their several departments, so that they become, in time, competent to fill superior places themselves. True, there is usually an ample demand for girls even taken directly from the workhouse, but generally it is to be the over-worked drudge of an over-worked mistress, who has neither time nor knowledge to instruct her little maid-of-all-work, nor thought to spare for keeping her out of temptation, or counselling her in any moral difficulty. Nor should it be concealed that these friendless girls, about whom enquiry is unlikely to be made, are not infrequently sought for the worst purposes—disguised, indeed, under the offer of domestic service.

Mrs. Way's Home was opened on the 1st Feb., 1859, on a very small scale; namely, with two girls, in a cottage containing six rooms. Soon afterwards, to enable guardians to pay for the children they sent thither, it was certified under the Industrial Schools Act; but this, among several inconveniences, gave it, in some degree, the character of a reformatory institution, which it was desirable to avoid; and Mrs. Way exerted herself to obtain an Act under which her own and similar institutions could be certified by the Poor Law Board, and voluntary and parochial aid be thus harmoniously combined. This she accomplished in 1862, when the Pauper Education Bill having been brought into the House of Commons by Sir Stafford Northcote, and carried through the Upper House by Lord Devon, became law, and is technically known as the 25 and 26 Vict. Cap. 43.

The Brockham Home, with its new certificate, has increased in usefulness, and from the last Report we learn that "88 girls have been admitted, the greater number of whom are now useful members of society, as domestic servants, giving satisfaction to their employers." Of these, five are earning from £12 to £18 a year; and of thirty-three the wages vary from £6 to £12. They are thoroughly unpauperized; so much so, that it is not known to their fellow-servants that they were ever dependent on the parish. Some of them, indeed, were sent by the guardians direct to Brockham Home on the death of their parents, and thus did not even enter the workhouse. Of the others, the characteristics too often are dulness of

apprehension, ill-temper, a want of self-respect, and negligence as regards the care of property,—the usual and, perhaps, inevitable consequences of ordinary workhouse life. But these faults yield before individual treatment; the pleasures and duties of family life, (for it is a leading object to render the institution a home in truth as well as in name); and still more, under the genial influence of strong personal attachment towards the ladies who devote their time to the institution, and especially to one not far removed in age from the girls themselves.

The number in the Home seldom much exceeds twenty. The age at which the children were first received was twelve and upwards; Mrs. Way has, however, found it expedient to reduce it to eleven. They remain two or three years under training; and the annual cost per head is £17. Washing and sewing are taken in, and some money is earned by bread and cake making. In winter, soup also is made for sale at a low price to the neighbouring poor.

A savings bank has been established for the deposits of the young people in service, and a very considerable sum is accumulating there. To a department for the reception of the girls, (under twenty years of age), when ill or out of place,—unless for serious faults, in which case they are otherwise provided for—Mrs. Way attributes even more importance than to the training given in the Home. A cottage near to it is appropriated to this purpose, and has proved an unspeakable blessing to those it shelters; a shilling a week is all they pay for their accommodation.

Although it does not suit the character of the Home to receive pupils under eleven, experience has shown the importance of removing them from the workhouse at a much earlier age; and *Nursery Homes*, Mrs. Way suggests, might easily be set on foot in connexion with village schools; the guardians, we presume, contributing to the support of the children.

A lady who has founded a Home in Wiltshire, similar to that at Brockham, describes its origin in these words,—“A little girl, previously known to me as having been brought up in the workhouse school, one day ran after me in the street, crying out, ‘Please ma’am, will you send me to the Penitentiary.’ I knew *that* was not the place for her, poor child; she was not a lost one, although, in all probability, she would soon become, like too many of her fellow-paupers, ruined for want of proper care and protection. To find a safe refuge where she would be kindly treated was the only idea of the poor child. I made inquiries into her story, and ascertained that it was true; she had been obliged to leave the wretched situation she was in as maid-of-all-work from the unkind treatment she had received; she had no clothes but those she had on, which were threadbare and ragged; she was an orphan, and had no home to turn to, no friend to care for her! This appeal, with the knowledge that there were others in similar circumstances, made me anxious that some effort should be made to aid such helpless ones, and the result was that, before long, a Home was opened into which this poor girl was received, with three others.”

This was in 1860. The children are generally admitted when twelve or thirteen, and many remain until their sixteenth year. They are instructed in different branches of domestic work, and most who have been placed out are good and steady servants. They maintain frequent intercourse with the Home by correspondence and occasional visits. The anniversary of its opening is made a happy holiday, and an address upon that occasion from the clergyman to whom the girls owe their religious instruction, is found to impress their minds beneficially. The cost of the institution is moderate, and a portion of the children’s maintenance is defrayed by payments from guardians. The whole expenditure for the first six years of its existence, including furniture (but not the price of the dwelling, which was a gift), was under £796; and taking the annual expenditure of the last four years, with an average attendance of ten girls, the cost, per head, is under £14, of which more than a fifth has been paid by their earnings by industrial work. It is considered essential they should feel they are contributing to their own support, and washing and needlework are made chief objects in their training. They are provided with a good outfit on going to service, and usually repay ten shillings of its cost from their wages. They are allowed, as a favour, to return to the Home when out of place, but they are strongly urged not to give up their first situation, and if they remain in it more than a year £1 is placed to their credit in the bank.

In 1861 the late lamented Countess of Devon opened a Home for eighteen workhouse children, and others, who are orphans or deserted. With the former the guardians pay what they would cost in the workhouse; and £5 is expected from any private person placing a child in the institution. It is at Kenton, close to Powderham Castle, whence the laundry and dairy establishments have been transferred to it, and so well do the girls work under efficient teachers as materially to defray the remaining cost of their maintenance. Such training prepares them to be good servants, and we are not surprised to hear that of thirteen placed out—some in moderate, some in large households—only one has done badly. They are admitted at various ages, but are not sent to service until sixteen, after being confirmed and becoming communicants.

“The lamentable statements,” says the first report of the Training Home for Destitute Orphan Girls in connexion with the Wolverhampton Preventive Mission, “issued by authority respecting the career of girls, after leaving the Union Houses in various parts of the country in which they had been for some time residents, seemed to demand an effort to rescue some of those who were yet young in the Union House of Wolverhampton from a life of after degradation and sin.” To meet this crying want the Home was opened in January, 1863, for sixteen girls, commencing with ten. This number was probably too large to begin with, and some of the girls were, perhaps, too old to be reclaimed, for the difficulties of the first year were very great. The age of admission has gradually lowered, and now none are received over ten years old; while it is found better that they should come even much younger, to save them from depraving influences; and to give them several years training. The foundress does not bind herself by any rule to place them at a fixed age, judging it best to let that event be decided by the fitness of the individual to go out into the

world. That the right spirit prevails among them we may hope from the answer of one who had been sent to service. "Would you not rather be in the Home again?" she was one day asked. "No," she answered; "the Home has been a good home to me, and I love it dearly—but now *I am getting my living.*"

Not many have yet been placed out, and four of the early ones must be considered failures; but the rest appear to be thoroughly unpauperized, mixing on an equality with respectable servants.

The children receive elementary instruction from ladies attending as voluntary teachers, and are taught all kinds of housework; but owing, probably, to their youthfulness at present, they do not undertake remunerative employment. They cost, all expenses included, about £18 12s. a year, more than half of which is supplied by payments from guardians, and the rest by unsolicited donations, many of them in kind.

The foundress has for some years had a Free Registry Office, which has been the means of placing 900 girls in service, who are visited and watched by an appointed agent, sheltered if homeless, and nursed when sick. An intimate acquaintance has thus been gained with a large number of very destitute young women, and yet the opinion of the manager of the Home is, that "girls springing from the same class, *who have been long in the workhouse*, are the worst by far; more idle, more obtuse and difficult to rouse to a desire for self-improvement and to sentiments of honour than those who have been brought up at home—wretched as their homes may be."

A Home has been lately established by Lady Emma Stanley and Lady Cecilia Molyneux for the reception of orphans from West Derby Union. The guardians pay what each child cost when in the workhouse, and the institution is of course open to the Poor Law Inspector. The Home will receive ten pupils, and their ages vary from seven to twelve. They are divided into two parties, who attend the National School on alternate mornings; those who remain at home do the housework, wash, &c. In the afternoon all learn to knit and sew.

Other kindred institutions exist in various parts of the country; their object being to root out, by the influences of a well-ordered home, the evil wrought by wrong training; and to prepare their wards, by careful instruction in all household arts, to take a good position in domestic service, and afterwards as wives and mothers. If the inmates be rigorously limited to a number small enough to preserve the characteristics of a home, it cannot be doubted that such institutions are admirably adapted to the end to be attained; but there is little ground to expect that they will ever be so multiplied as to deal, collectively, with more than a few hundred girls, while thousands are crying to us for rescue.

In March, 1861, Miss Twining opened a Home in New Ormond street, for girls who, having gone to service chiefly from pauper schools, were out of place; and had no refuge but the adult ward of the workhouse. One of the objections raised to the scheme,—and what enterprize, however simple, however beneficent, has not been impeded at its outset by ignorant and selfish cavillers?—was that "no girls who went into workhouses were worth trying to save, as all were already bad; none, who had any character left, would go there, or would be needing help after having been once launched in service on leaving the schools." What a cruel calumny on the friendless orphan, who, cast adrift from her place by illness or the unreasonable demands of employers, or, may be, her own incapacity, seeks the dull cold shelter of the workhouse rather than live by sin; and how bitter a comment on the inadequacy of the training bestowed at great expense by the State upon its children to keep them in the path of virtue!

The first year's history of the Home proved the existence of a large class capable of benefiting by its aid. Upwards of sixty girls of good character were received from eighteen unions. Of these about two-thirds had been educated in District, Separate, or Workhouse Schools, the remainder in non-pauper institutions; but for all, the only present refuge would have been the adult ward of the workhouse, those alone excepted who were young enough for admission to their respective schools. The following is a fair specimen of the class to whom Miss Twining extends her protection at those junctures of life, when, without such aid, ruin is almost inevitable.

"M. L., aged sixteen, an orphan, and does not remember her parents; has been three years at a district school, so has more learning than the rest, but also more knowledge of evil, much of which was unfortunately derived from a wicked woman in the adult ward, where she was placed on leaving her situation to return to the workhouse, though she had only been there now six weeks. She had had three different places, since she left the school, at coffee-shops, which seem to offer sad risks and temptations to these poor friendless girls; up late at night and early in the morning with no rest even on Sundays; it is indeed surprising if any remain in such situations with good character.

"One cannot but think that the careful and expensive education of our district schools ought to end in something better than these places, or on leaving them, the adult wards of workhouses."^a

While in the Home the girls are occupied in household work, in sewing, and in nursing the sick and infirm in a separate department of the institution. If they need training they are retained for that object; otherwise they are placed in service without delay—as a rule, in small households, which Miss Twining considers more suitable for them than larger establishments. Mrs. Way, it will be remembered, prefers the latter for her girls; but it must be borne in mind that Miss Twining's Home is intended for an older class, who have not had the blessing of such training as Brockham affords. The young people are encouraged to regard the institution as a real home, returning to it on holidays, or if in trouble, or when

^a *Journal of the Workhouse Visiting Society*, May, 1861.

out of place (paying, of course, for the accommodation when able); and all who bear a good character are invited to the annual festival on the anniversary of its establishment. These meetings have been attended by persons of distinguished rank and social influence, who have testified, not only by their presence, but in words, their favourable opinion of the institution, and sympathy with its objects. At one, the Right Honourable William Cowper, who presided, remarked,—“This Home sprang out of the Workhouse Visiting Society, which itself arose from the reflection that the poor in workhouses were least cared for. The Poor Law intended workhouses as a test for the prevention of imposture, and in that they had succeeded; but these laws could not provide that friendly and fraternal care which the aged needed in illness, and of which the children were necessarily deprived. It had always been held in theory that private benevolence might assist the Poor Law, but the unions generally were not accessible, and to those that were the supply of visitors was not equal to the demand.”^a

On the same occasion the Earl of Devon said, with reference to the Workhouse Visiting Society, that “he had always looked upon such societies as necessary, and supplemental to the Poor Law system. The very nature of the workhouse itself—intended as it was by law for all classes of society—precluded that individual, friendly, and maternal feeling, which all know to be a most efficacious element in the training of young females. And, when they added to that the fact that these persons, after passing a certain age, were placed in the adult wards, where sometimes women of the most vicious and abandoned character were found, it needed nothing more, he thought, to convince every one that the institution of the Home for girls was calculated, by the blessing of God, to be of the greatest benefit to that class of society who so much needed their care and attention. They could hardly imagine a more unfortunate position for a young girl to be placed in, on arriving at the age of sixteen, than that of being removed from the schools and placed with adult females.”^b

The same nobleman said on the following anniversary, when the Archbishop of Canterbury presided, that he regarded this institution “as supplying that which was an irremediable defect in the workhouse;” it “did that which no legal relief could do—it exercised a personal sympathy which could not be given in workhouses.”^c

The Rev. O. J. Vignoles, Chaplain of the North Surrey District Schools, moved a resolution to the effect “that it is desirable that no girls should be in workhouses after the school period, *as undoing all the benefits of separation and previous training in district schools.*” And the Rev. G. H. M’Gill, Chaplain of St. George’s in the East Workhouse, supporting him, said, that after some opposition the Board of Guardians of that parish had agreed to send girls to the Home; and that “out of the forty-five who had been sent there, not more than four had returned to the workhouse; so that, independent of all other considerations, it was a great saving to the ratepayers.”^d

From the last Annual Report of the institution,^e we learn that about 400 girls had been admitted during the six years of its existence. Some indeed had proved failures, but they were, in proportion, few; and the healthy unpauper aspect of those who had been guests at the previous anniversary, with the expressions of warm gratitude in letters from many others at a distance, afforded proof of a large measure of success. Applications from respectable employers very far exceed the number of girls to be placed out; and another equally satisfactory fact is that the Home has completely destroyed in the girls all attachment to the workhouse. A very few, incapacitated by ill-health or inefficiency, have re-entered it, and some, though fewer still, have been returned, for incorrigible naughtiness; but none have gone back voluntarily.

The cost of such an institution is a serious consideration; and though, in Miss Twining’s opinion, State aid may wisely be supplemented by private benevolence, she, herself, fears the want of funds will always keep the Homes few in number. In her’s the cost per head is about seven shillings a week, and of this sum only half is paid by guardians for the girls they place there.

The Governor of Liverpool Workhouse has added to it a department resembling, in some respects, Miss Twining’s Home. The evil of permitting respectable girls to associate with the dissolute women in the adult wards, was brought forcibly to his mind by an instance of abandoned conduct, not, we fear, uncommon among this miserable class,—when two stripped themselves naked at night and danced about the dormitory. He caused a vacant building to be fitted up for well-disposed girls, who were too old to enter the school, and placing a matron over them, had them instructed in all domestic work. He does not allow them to take other than good places at good wages, and there is a demand for them in the respectable households of Lancashire. Of 390 girls who have passed through this department 138 have been lost sight of, chiefly through records not having been kept in the early years of the institution; but of the remainder, 171 have done well, and only eight have returned to the workhouse.

To be certain only of the well-doing of less than half would indicate no very brilliant success, had the circumstances of the training school been more favourable. But the heavy disadvantage it labours under, in being enclosed within the workhouse walls, must be borne in mind; and comparing the results with what would, in all probability, have been the fate of these poor creatures had no attempt been made to rescue them, the benevolent author of the plan may reasonably congratulate himself on the operation of a scheme which has cost the ratepayers nothing but the matron’s salary—a sum that must have been saved to them over and over again, by the girls she has trained becoming self-supporters.

^a *Journal of the Workhouse Visiting Society*, May, 1863.

^b *Ibid.*

^c *Journal of the Workhouse Visiting Society*, April, 1864.

^d *Ibid.*

^e Sixth Report of the Industrial Home for Girls, and Home for Incurable and Infirm Women, 1867.

In September, 1864, the guardians of Cork opened an Industrial Home for fifteen girls from their workhouse. Four were received in the first month, and the number was gradually increased. It was placed under the management of a committee of ladies, and fitted up in such a manner that the inmates could be instructed in laundry and housework. When first admitted, so ignorant were they of ordinary life that they did not even know how to use knives and forks, and, indolent and listless, seemed unable to think or, it might almost be said, even to *see* for themselves. In January, 1867, it was, unfortunately, found necessary to close the institution, the house having proved unfit for its purpose; but already seventy-seven girls, varying in age from nine to eighteen, had received more or less training there. Several of these had been in the workhouse from birth, the average time spent therein being nine years; and most were orphans of one or both parents. Nineteen proved failures, nine returned to the workhouse through illness, nine were in the Home when it closed, but forty were at that date in situations.

No wonder the guardians consider their experiment sufficiently successful to authorize its renewal, and are unanimous in their intention of re-opening the Home as soon as a suitable house can be found. True, the failure of nearly one-third of those able to work, is positively a large proportion, but, comparatively,—remembering that the raw material was of the genuine workhouse type—it will be acknowledged to be small by all acquainted with that class. The guardians cordially attribute their success, in great degree, to the ladies who were, in fact, the originators of the institution, and who have constantly watched over the girls, both under its roof, and, as far as possible, when placed in service. Their co-operation is invited in the management of the new Home; and as it is proposed to place this outside the city, and, while receiving the girls at an earlier age, to extend the period of training for each inmate to at least twelve months, we trust the results hereafter will be far more satisfactory even than those already obtained; and that a similar effort to meet the great demand in Ireland for good servants, as well as to open to thousands of poor workhouse children an honest and independent career, will shortly be made by other Boards following the wise example of the guardians of Cork.

Several years ago two ladies devised a method for giving industrial training to some of the female "City Arabs" of Dublin, and for procuring them employment by which they might rescue themselves from destitution.* They were instructed in laundry-work, in sewing, and in the delicate crochet which rivals antique lace, one of their patronesses (who had already set a similar institution on foot in Cork during the potato famine) being most energetic and successful in obtaining large orders from houses of business. The course adopted was to pay the young people weekly wages for their labour, however small the sum due to them might be; and this substantial result of their efforts soon made them regular attendants at the school. Subsequently it became necessary to close the laundry, the girls who had worked there being provided with occupation elsewhere; but the sewing and crochet classes were continued. The workers chiefly lived at their own homes, of which they often became the rent-payers, while sometimes they were the sole supporters of their families. At the school they received mental instruction from a certificated teacher, and were also regularly visited there by several ladies who read and talked with them, becoming thus intimately acquainted with their circumstances and able to help them in various ways,—often by obtaining for them, when prepared for it, permanent occupation, generally in service. One of these excellent persons took no fewer than nine girls in succession into her own house, and after training them in domestic duties found for them good situations.

The attention of the conductors of the institution being drawn to the lamentable condition of girls in workhouses by Mrs. Jameson's "Communion of Labour," they asked permission to take a few into their school. "What," said the gentleman in authority,—a very benevolent man—to whom they applied, "will you really take girls out of the workhouse? Do you know that they are all bad? Are you not aware that ninety-nine per cent. are such as you dare not bring in to your school?" adding—such was his impression of the effect of workhouse life,—that it would be better to take pupils from the gaol or the reformatory. A visit to the hundreds of young women who crowded the adult wards of the workhouse with which this gentleman was connected, convinced the applicant that the step she had contemplated involved a risk she could not run; but eventually a few younger girls were selected from the juvenile department of another union upon whom the experiment should be made. They were first formed into a probationary class within the workhouse, where the mistress undertook to prepare them for the particular kind of needlework they would have to execute; and gradually twelve were drafted into the school henceforth to be also a Home. The average age of these girls was 16½ years, and the average period they had spent in the workhouse 10½ years, so that they were fair specimens of the training given there. They could read and write, they exhibited no vicious propensities, were honest and did not tell lies; but they were sickly and spiritless, stupid to the last degree, and so totally devoid of a knowledge of common things that they seemed destitute of ordinary intelligence. One was terrified on being put into a railway train; another after a fall of snow, asked "how the dust would be got off the trees?"

They knew nothing of the use of money. As long as they could recollect—the monotonous round of workhouse life, like the "raising" system which produced poor Topsy, often obliterates all memory of previous existence, and the child loses count even of its own age,—food, clothing, everything had been supplied to them they knew not how; and their utter indifference to any amount of mischief they did, was most perplexing to those who had taken charge of them. A curious fact revealed itself in the history of this little institution. During its early period a matron of the social position such an officer usually holds was found competent to its management; but when the workhouse girls were admitted her efficiency ceased; and it was not until a woman of education and refinement—in other words, a lady—undertook the post, that these poor, undisciplined, and stupidified creatures could be successfully treated. Similar experience, we are informed, has been gathered in the conduct of gaols.

It had been intended to train these girls, eventually, for service; but it was soon found that, as regarded many, it would be impossible to fit them for such a destination. They had never seen a pot put on the fire, nor a joint of meat, nor undressed vegetables; they did not know the use of knives and forks; nor could some of them go up and down stairs without falling! Perhaps more hopeless than all was their liability to violent passion or dense sulkiness; ill temper, indeed, is one of the most marked characteristics of workhouse children, deprived as they are of the salutary influence both of the individual affection and the various trials of home life. The only way to mitigate the evil, if it cannot be uprooted, "is to believe firmly that the child has been born with a heart and feelings like other people, and seek out these buried treasures at any cost. One gets into deep soundings, but the search is seldom altogether in vain." So said the ladies, and so have they acted. The institution was made as homelike as possible; intercourse with the *extern* pupils with their knowledge of ordinary life and devotion of their earnings to the support of themselves and their relatives, was most beneficial; and equally so was the presence as *interns*, or boarders, of two orphans who had never been in a workhouse, and whose superior intelligence brightened the whole household. All attended a Sunday school, taught by the Sisters of St. Vincent de Paul; and the influence of the ladies who visited the school on week-days, and whose good opinion was highly valued, was brought to bear specially on difficult cases. Banishment to the workhouse was held over them as the greatest possible punishment, while a crowning reward for good conduct, was permission to bring thence a former companion when a vacancy occurred in the Home, the girl to whom the favour was accorded being made, as it were, bail for the right behaviour of her *protégée*;—a course similar in principle to that adopted with success in dealing with criminals by Captain Maconochie, when governor of Norfolk Island.

Careful teaching soon enabled the girls to earn a few pence during the week, and this sum mounted in course of time to shillings. The unwillingness to adopt a suggestion made to some of them, that, being now able to support themselves, they might remove to lodgings, revealed the disposition still remaining to depend upon others for care, and for the provision of food and shelter; and thus indicated a defect in the institution, inseparable probably from every artificial arrangement to replace the natural home. Gradually the reluctance to self-dependence was overcome, and the old pupils established themselves in lodgings, under the friendly supervision of the ladies. They were induced as much as possible to procure work for themselves, and many obtained employment in a large factory for ready-made clothing, where the wages vary from 2s. 6d. to £1, or more, a week. The girls are enrolled in a small religious association with the ladies which maintains the bond between them, and their benefactors frequently visit them at their work.

A plan in some degree resembling that we have just described, has been pursued of late years in connexion with the South Dublin Union, with the friendly approval of the guardians, and the co-operation of the present enlightened master, who has himself introduced many reforms into the workhouse, and promotes every effort for the benefit of the inmates.

Two "Ladies' Visiting Societies" have been established, the one Protestant, the other Catholic, which, limiting their ministration strictly to the followers of their respective creeds, work side by side in harmony, and have attained remarkable success. Besides devoting much attention to the sick and infirm, classes for the able-bodied women have been formed. Sacred music, with the aid of a harmonium, the gift of an ever-generous friend, is one of the subjects taught, and has a peculiarly softening influence. Admission to these classes is a coveted reward for good conduct in the laundry or oakum shop; while they enable the ladies to observe the character and capacity of the young women, and so to seek for them fitting occupations out of doors. Some are even doing well in service; but for the greater number employment has been obtained at factories, they being allowed to sleep at the workhouse until they can earn wages sufficient to pay for a lodging. This is found for them in respectable though very humble families,—a better plan, as experience has proved, than collecting them in a Home, however small.

The young people when they have felt the dignity of independence, are usually eager to destroy every trace of their connexion with the workhouse; and in order to avoid mutual recognition they disperse themselves as widely as possible. Thus, positive statistics of those rescued from pauperism would be hard to obtain; but their benefactors are usually able to pursue their career with watchful eyes; and on their assurance that the measure of success is large, we confidently rely.

Not many years ago the young women in the Dublin Unions were known only for their lawless behaviour and utter insubordination. They exhausted every means of control within the workhouse, were frequently before the magistrates, and occasionally were consigned even to the convict prison. "I have heard a guardian say," we are informed by a writer on Irish workhouses, "that during one of the frequent outbreaks in the union he has seen all the wardmasters, the street police, and the whole body of guardians, assembled on Board day, standing at fault before a yard full of these desperate girls, and succeeding only after a long delay, and the use of the rudest physical force, in securing and carrying off to prison the ringleaders of the tumult."* It is the members of this same class,—in some instances the very individuals themselves, who by the influence of Christian gentlewomen have been converted into self-respecting, docile, and industrious citizens, free, it is to be hoped, for ever from the workhouse, and absorbed into the respectable labouring population.

THE BOARDING-OUT SYSTEM.

THE Irish Orphanage we are about to describe is not a pauper institution; but the children it provides for are of the same class with many who drift into our workhouses, and we give its history as that of a highly successful instance of the "Boarding-out System" which approves itself to us as peculiarly adapted to supply the wholesome training for after life which the workhouse fails to afford.

* Journal of the Workhouse Visiting Society, Feb. 1860.

THE DUBLIN PROTESTANT ORPHAN SOCIETY.

In 1828 was originated in Dublin by three Protestants of very humble position, an Orphanage for the fatherless of their own faith.^a Until that period such bereaved little ones had frequently found a refuge in the numerous institutions established by benevolent Roman Catholics; but in these, not unnaturally, conversion to the creed of their benefactors became, if not absolutely a condition, generally a consequence of the children's admittance; and to provide for their education in the religion of their parents, the Protestant Orphan Society was founded. A *penny-a-week* subscription was set on foot by the suggesters of the scheme (in Ireland a common, and, as it appears to us, a touching mode of raising funds for charitable purposes, including as it does the offerings of the lowliest), and with the humble sum of threepence they commenced in November, 1828, their operations. Difficulties, at first appearing almost insuperable, were by energy and perseverance surmounted; money flowed in apace, and the Archbishop of Dublin became the Patron of the Society, while the Provost of Trinity College and the Dean of St. Patrick's accepted the office of Vice Presidents. Twenty-four destitute orphans were selected as the first recipients of its bounty, and a plan was adopted for training its wards, which has ever since been pursued. No vast and imposing building was erected, swallowing up the funds of the institution, and agglomerating the children in unnatural masses; but the orphans were sent into the country to board in the families of respectable Protestants, usually labourers or small farmers, the moral and religious character of the foster-mothers being duly ascertained as follows:—

"Nurse's Certificate.

I do hereby certify, from my own knowledge, that _____ is a Protestant, and married to a Protestant, and that she resides in the Townland of _____ in the Parish of _____ Post Town _____ County of _____ at a distance of _____ from the Parochial School of _____. She has _____ Children, viz. _____ Males, Females; she has a House of her own, and _____ acres of Ground, and _____ Cows. She has not any other Children under her care from any other Institution; I therefore recommend her as a proper Person to be entrusted with the care of a Child from the *Protestant Orphan Society*.

The above recommended person is about _____ Years of Age, about _____ Feet _____ Inch in Stature, Complexion, _____ Eyes, _____ Hair, her last Child being _____ Dated _____ day of _____ 183 _____

} Minister
or Curate.

Name and residence of }
nearest Magistrate. }

Nurses are to take Notice, that no Child will be given to any person who has not been particularly described as above; and if detected in any attempt to impose on the Charity, will be punished as the Law directs."

Subsequently the churchwarden's attestation was also required, and it was made a condition that the nurse should not receive children from the Foundling Hospital or any other charitable institution.

Inspectors were appointed to visit the homes from time to time, to verify the statements of the certificates, and to investigate the treatment of the children, filling up the following forms with the result of their observations.

"Form of Inspector's Report on each Nurse, and each Child in her care.

PARISH OF _____
NURSE _____

Name, age, and occupation of nurse?
Name of her husband?
Number and ages of nurse's children, distinguishing males and females?
Has the nurse any children from any other Society, or from private individuals?
Name of townland?
Distance of house from church?
Distance from School, and its name?
Name of school-master or mistress—if trained—where?
Number of children attending school?
Boys. Girls. Protestants. Roman Catholics.
Is there a separate female school?
Are the girls taught needlework?
Who superintend the school?
Give your opinion of the school fully?
How are the orphans employed when not at school?
Is family prayer used in the nurse's house, and what form?
Can the nurse, or any of her family, read?
How often do the orphans and nurse's family attend church?
How often does the superintending clergyman visit the nurse's house?
Is there any Dispensary in the neighbourhood, or can medical advice be had conveniently?
State of nurse's house as to situation, cleanliness, furniture, &c. &c.
How are the orphans accommodated, as to bedding, &c. &c.
How many cows has the nurse? what land? and what apparently are her circumstances?
Do you think the nurse should get more orphans in addition to her present number (if less than three,) or in place of any of them who may be removed?
Are any of the orphans fit to be placed in the apprentice-class? if so, state their names and descriptions? Could the nurse's family take any of them as apprentices? or what tradesmen near them could do so?

^a Annual Reports of the Protestant Orphan Society, 77 Upper Sackville-street, Dublin.

ORPHANS WITH NURSE _____

- No. 1. _____
 2. _____
 3. _____
 4. _____

Name and age of Orphan.—No. 1.

State of health and appearance.

Does he say his prayers morning and evening? can he repeat them accurately?

Has he a Bible and Prayer-book? if not, is he of suitable age to use them?

Proficiency in Scripture and Catechism?

Ditto in Reading and Spelling?

Ditto in Writing and Arithmetic?

Same queries to be answered respecting each Orphan."

These Reports are filed at the office of the Society, so that the condition of each child, its progress at school, &c., can at any moment be ascertained.

The children were also taken under the voluntary supervision of the Protestant clergyman of the district in which they are located, with whom the Committee of the Society constantly correspond concerning their welfare, and through whom all payments to nurses are made; and to these three safeguards—the respectability of the foster-parents, the uncertain visits of the Inspectors, and the constant friendly surveillance of a resident clergyman—were soon added yearly, and, if occasion required, still more frequent visits by three members of the Committee. One of the three was the lamented Rev. Thomas Shore, late Chaplain to the Male Convict Prison in Dublin, and to the male and female Protestant reformatories in that city. His thorough appreciation of the principles upon which the Irish convict system is based, enabled him to co-operate with peculiar success in its administration; while to his introduction of the same principles into the management of the reformatories, together with his constant supervision, may be attributed a large portion of their remarkable success. A sagacious benevolence was combined in Mr. Shore, with unwearying self-devotion; and to the favourable opinion, therefore, which he expressed to us, shortly before his death—founded upon twenty years' personal observation—of the plan pursued by the Orphan Society, we attribute great weight.

It may readily be believed that by the means we have described effective protection against ill-treatment is afforded to the orphans; for though occasionally it is found necessary to reprove a foster-mother, or "nurse" as the Society styles them, and sometimes, though very rarely, even to dismiss one, the constant watch upon their conduct prevents any wrong towards the little ones being long continued. The nurses are required to present themselves and their wards at the annual meetings of the Society (their travelling expenses being defrayed by it), and to produce a certificate from their clergyman that the children regularly attend a Protestant place of worship, and the day and Sunday Schools. A reward to the *teacher*, if the child on leaving school is found to have been well instructed, secures his interest in its progress; while the regular attendance of little orphans enables them to carry off a large share of the prizes.

The sums paid by the Society to the nurses were originally £4 per annum for children under two years old, and £3 10s. for all above that age. These were to cover the expense of food, lodging, washing, and education,—the Society providing clothing. Subsequently these amounts were raised to £5 for children under one year old, and £4 for all above; the Society paying 5s. per annum to a neighbouring school for each child able to attend.

A considerable number of the subscribers had desired, when the association was formed, that a house should be taken as a dwelling for the orphans; and consequently a very careful investigation was made into the relative merits of the two schemes. The inquiry resulted in the conviction that the cost of the children maintained in a house apart, would be three times that of their support in families; while the moral advantage of replacing them as nearly as possible in the circumstances appointed by nature—where, in the circle of an industrious family, they would be trained by example as well as precept in habits of activity and labour—was believed to afford an equally strong motive for adopting the boarding-out system.

There appears to be a growing feeling against Orphanages at home and abroad. "Une grande question a été mise à l'ordre du jour d'une importante assemblée qui doit se tenir dans le courant de cette année en Hollande, 'Le peu de succès qu'obtiennent les orphelinats,'"—writes Monsieur John Bost in his last Annual Report of his marvellous institution at Laforce in France, where orphans form one of the many classes of the bereaved and afflicted whom he takes under his benevolent care, and teaches to be mutually helpful.^a He argues, however, that unless every orphan can find a home in a family, orphanages are "*une déplorable nécessité*;" but he urges in eloquent and touching language the importance of rendering life in such institutions as little distinct as possible from that of the outer world, and shows how this is accomplished at Laforce. We wish his words may reach those excellent persons who are engaged in the management of kindred establishments in this country. We have heard of one in which classification of the inmates by age leaving the infants without more companionship with older people than the nurses afforded, symptoms of idiocy appeared among them; and a healthful tone of mind was not restored until they were allowed to mingle freely with other children further advanced in years and

^a *Les Œuvres de Laforce.* London: Nisbet & Co., 1867.

intellect. From another Orphan Asylum some little people being permitted to pay a visit at a gentleman's country house, and who had in order to reach it to pass through London, were observed in that part of the transit which was performed on foot, to cling to each other or to the railings, apparently unable to walk alone. Arrived at their host's residence, the "common objects" of rural life seemed to bewilder them, and, among these, chickens were gazed and exclaimed at in astonishment. Knowing that the Asylum which had received them was in the country, we were ourselves amazed at their ignorance until we happened to meet in a Report of the institution with the following regulation: "that no dogs, birds, rabbits, pigs, &c. shall be allowed on the premises."

The number of children under the care of the Dublin Society had by 1832 increased to 115; and in that year branch associations began to be formed in provincial towns, which have proved equally successful with the original institution. This had been in existence six years when some of its wards had reached an age suitable for apprenticeship, and the committee pledging itself to equal care in the selection of employers as they exercised in the choice of nurses, required the following certificate duly filled up to be presented by any applicant for their children.

"FORM OF APPLICATION FOR APPRENTICES.

To the Committee of the Protestant Orphan Society.

^a sets forth that he is a Protestant, is ^b whose name before marriage was and that he is aged about years, that he has sons living with the eldest about years and the youngest years, and daughters, the eldest about years, and the youngest years, who are all brought up in the Protestant Religion; that he has Apprentices, who have been educated in the Protestant Religion, and no others; that he does not retail Malt or Spirituous Liquors: that he resides at No. ^c street in the Parish of and County of where he rents, and occupies a ^d and Farm consisting of Acres, which he holds for an unexpired term of and has resided in the same place years, and that he there carries on the business of and is able to maintain and instruct an Apprentice in the same Business; ^e he therefore humbly prays your Committee to grant as an Apprentice, a named now living with at to be by instructed in the Business of

Witness

Signed

Applicant.

We, the undersigned Minister of the Parish of and Protestant Householdors in said Parish, in the County of do hereby certify that we have attentively read and examined the above Memorial, and on inquiry we find that therein named, is honest, sober, moral, and industrious, and a Person of quiet and regular behaviour; and we believe that the facts stated in the above Memorial are true.

Dated this day of 183

} Rector or Curate of
County of

} Protestant Householdors
in said Parish.

Further it was provided that triplicate indentures should be signed, the treasurer of the Society being one of the parties.

In 1836 it was thought expedient to procure for the elder children instruction superior to that afforded in country schools; and with this object it was decided to remove to Dublin a class of six of each sex, to be filled up as vacancies occurred, placing them in the best parochial schools, which it was found could be done with no great increase of expense. In the capital, moreover, they could be seen by employers more conveniently than in their country homes. The advantage of this plan proving to be considerable, it was determined three years later to establish a home in Dublin for these elder children; and a suitable building was purchased in Percy Place, which thenceforth has been the "local habitation" of the Society. Their wards receive gratuitously excellent instruction from a neighbouring school, and the girls are practised in a higher class of housework than is attainable in a farmer's dwelling; while the clothing for all the orphans is stored here, and the house affords a home for the nurses and their wards on their annual visit to Dublin.

All the children placed out by the Society are apprenticed,—the boys for five or seven years to trades, the girls for three or five years to trades or domestic service, and thus a certain degree of control is maintained over them during youth. A fee, graduated according to circumstances, is given with each child apprenticed to a trade. Great care has always been exercised in the selection of employers, and several years ago an Inspector was appointed to visit every apprentice twice yearly, and to keep up a constant intercourse by letter. In 1842 an "Apprentice Relief Fund" was formed to afford assistance in cases of extreme need, where the apprenticeship has been faithfully served.

A burial place, for those of the orphans who may die in Dublin, was granted, unsolicited, by the

^a Name of Applicant. ^b This Blank to be filled with, Married to a Protestant, or Unmarried, Widow or Widower as the case may be. ^c State Residence. ^d A House or Apartments, as the case may be; if no Farm, the words relating thereto are to be struck out. ^e If the Apprentice be wanted as a Servant, it must be so stated."

incumbent of St. Catherine's. The spot he gave is close to that where, having just laid the body of a friend in its last resting-place, and deeply moved by the destitute condition of his children, three humble tradesmen devised the Protestant Orphan Society. A suitable inscription on the tombstone placed in memory of the orphans first buried there records the origin of the Association. It has indeed become a mighty tree from so small a seed ! The provincial branches, as we learn from the Annual Report issued in March, 1866, have increased to thirty ; they have 2208 orphans under their care, and have placed out in the world 5376. 1817 Orphans have shared the bounty of the parent society, of whom 453 children are now under its charge ; 831 have been apprenticed ; and 428 have been returned to friends whose circumstances had sufficiently improved to authorize the restoration.

The mortality of the Dublin orphans calculated in 1862 upon several preceding years is, according to the eminent statician Dr. Neilson Hancock, slightly under 1 per cent. per annum, the average national rate for their age being $1\frac{1}{2}$ per cent.^a Let us contrast this with the deaths for the same period throughout Ireland in workhouses, which, for children under sixteen, was about three times the national rate, while in Cork Workhouse this was multiplied ten times ; and in North Dublin Union the mortality of children under two years amounted to 116 per cent.,—"In other words, children under two years of age were not likely to live more than ten months in the house."^b No wonder the guardians of that Union urged the non-admission of such children, "as it would be nearly certain death to receive them."^c

The healthy, happy aspect of the orphans, and the motherly care they receive in illness, are frequently commented upon by the Members of the Committee after their annual visit to the children, and by the clergymen in whose parishes they dwell. One of these gentlemen, Dr. Fletcher, writes, "I often see the little Protestant orphans in the simple livery of that benevolent Society, going to and coming from school, or playing at the cottage doors, where they are living, with such ruddy health, and happy faces, and comfortable dress, as prove the excellence of the system, and the humanity and tenderness of the families in which they are placed ; and upon inquiry into the feelings which subsist between them and their nurses, I always find them to be those of filial attachment on their side, and parental kindness on the other. You may recollect a case of this description here last summer, in which a child about to be removed from one family to another grieved so bitterly that the Society did not insist upon the change. In short, I am convinced that all the children are happy, and scarcely know that they are orphans ; whilst the nurses in a great measure forget that they are not their parents. Take it for all in all, I do not know a more useful and excellent society."^d He elsewhere remarks, "The Society is so simple in its moral constitution that all its resources are expended on its legitimate objects, and not wasted on cumbrous and unprofitable machinery. Every shilling tells, and the connexion is immediate and palpable between the outlay and the gain. It is the best substitute in existence for parental kindness ; and sometimes excels in this respect the provisions of nature, because even where affection fails other feelings come in to supply their place ; and most of the virtues and the faults of common life work together for the orphan's good."^e

The annual cost of the children (exclusive of the apprenticeship fee) is between £10 and £11 per head, dividing the whole expenditure of the Society by the number of its wards. We are informed that, in this country, the friends of an orphan frequently pay (in canvassing expenses, purchasing the right to vote, &c.) £100 to obtain its election to one of our Asylums^f—a sum which if expended on the plan of the Dublin Society would, in numerous cases, entirely maintain the child until able to support itself.

The Reports do not afford minute statistics of moral results, partly, no doubt, because the children as they establish themselves in life are gradually lost sight of ; but careful and extensive enquiry, both from those engaged in this benevolent enterprise and from disinterested observers, has convinced us that the results are not less satisfactory under a moral than under a sanitary and pecuniary point of view.

About nine years ago a similar orphanage, called St. Brigid's, was established by a Roman Catholic lady in Dublin, with the warm approval of the Roman Catholic Archbishop, for children of that faith. Placed to board in respectable country families, they are constantly visited by the conductors of the Orphanage, and watched over by the priest of the parish in which they dwell ; and at a suitable age they are apprenticed to trades or service. Within seven years of the commencement 500 children had been taken in charge, of whom only three or four had turned out ill, while 200 were "already working for themselves in trades, at service, or growing up in the families and as the sons and daughters of their foster parents."^g Fifty have indeed been thus adopted. "A poor man, whose wife had charge of one of the orphans, was obliged to go to England to look for employment. He obtained a good situation, sent for his family, and charged his wife to bring the boy. 'Go,' said he, 'to St. Brigid's, and tell the lady that we will make our own of the child, and that we will do for him the same as our own, and there will be no difference between them.' When a good woman was told that a child of whom she had charge was about to be taken from her, and provided for: 'Give me back my child,' she said; 'I'll go home desolate without him. Leave him with us a little, and we'll do for him. My son is learning a trade; in a few years he will be a tradesman and will teach James the trade. For God's love do not part me and my child.' One poor woman wrung her hands when she heard her foster-child was about to be provided for. 'God gave me seven children, and He took them again from me by death ; and this is the only one I have

^a The Mortality of Children in Workhouses in Ireland ; by W. Neilson Hancock, Esq., L.L.D. Dublin, 1862.

^b Ibid. ^c Ibid.

^d Tenth Report of the Protestant Orphan Society.

^e Fourteenth Annual Report of the Protestant Orphan Society.

^f The Orphan Asylum at Ashley Down near Bristol is an exception. The founder and director of that institution, Mr. Müller, ascertains the genuineness of the claim of each applicant, and if this be established the child is admitted to fill the first vacancy.

^g *The Lamp*, No. 123.

now ; I'll keep him in the place of my seven, and I'll rear him, and not be lonesome in my old age.' Another, finding that an orphan could no longer be paid for, said, 'Well, my own little girl died a short time ago, and perhaps God Almighty took her to make room for Mary ; and so, if you are pleased, she will be to me instead of my own daughter.' And again, a strong man came with tears in his eyes to a priest to implore him that a child who had been in his house might not be taken away. 'My wife will break her heart if the child be torn from us,' he said ; 'leave her with us and we will make her our own.'"^a

There are absolutely no establishment expenses in connection with this Orphanage, as the Confraternities in the City voluntarily collect the subscriptions ; and the inspection is performed entirely by the ladies connected with St. Brigid's. In this latter respect it may even be superior to the Protestant Orphanage, for, able and devoted as are the gentlemen who visit the little Protestants in their homes, it cannot be disputed that women are, by virtue of their sex, more competent to judge of the well-being of children.

Within the last few years the Dublin Guardians have sent infant orphans, and deserted children, to foster nurses in the country. These bring their wards periodically to be inspected by the Board, and are also visited frequently in their own homes by the relieving officer. Although circumstances have occurred indicating the need of supervision by persons of a higher class, the authorities are, on the whole, well pleased with the result so far, and the healthy appearance of the children testifies favorably to the plan. Unfortunately, in the present state of the law, they must be transferred to the workhouse at a very early age : unless, indeed, they are adopted by their foster-parents, a result which the affectionate nature of the Irish character renders by no means improbable, as experience has already shown. Guardians and Poor Law Commissioners are alike desirous that the period should be extended until the children have reached the age of twelve, on the ground that by that time they would have become useful to their foster-parents, who would thus be able to retain them, so that they need never enter the union at all.^b It is to be hoped that the opinion of the authorities practically engaged in dealing with these children may speedily be rendered effective by law.

The Boarding-out system, we learn from M. de Liefde,^c has long been practised in various parts of Germany by the administration of public relief to the poor ; but in some provinces inadequate care in the selection of homes and the lack of efficient supervision has raised against it a feeling akin to that excited by the parish-apprentice system in this country which still lingers amongst us. The defects, however, and the inadequacy in number resulting from their costliness, of establishments for homeless children became long ago painfully apparent to many German philanthropists, and to none more so than to Pastor Zeller of Beuggen. His aspiration, although his whole life may be said to have been devoted to the redemption of children by means of schools and asylums, was that these should be superseded by a genuine family system. "The Christian family parlour," he was wont to say, "is the best reformatory." Among the hearers whom, forty years ago, he imbued with this doctrine, was Andreas Bram, a native of Basle, who not only recognized in it the salvation of the child received into a home, but a reciprocal advantage to its benefactors, by the opportunity afforded them of carrying into practical effect the teachings of Christ ; and experience has proved his conviction to have been well founded. He was aware, however, that a class of children existed for whom the stricter discipline of an institution was necessary, and desired that these should be dealt with in reformatory schools. Entering the ministry, Pastor Bram was in 1835 called to Neukirchen near Moers in Rhenish Prussia, where he still resides. There public opinion was entirely opposed to his views, and for ten years he contented himself with labouring to disseminate them, travelling for this purpose great distances, visiting leading men, and delivering lectures. The common objection urged was that no suitable families could be found—an objection which at length, in 1845, the time seemed ripe for refuting. A family in his own congregation was willing to adopt his plan, and a destitute child was entrusted to his care, a small weekly sum for board being paid partly by the community, partly by voluntary gifts. The experiment was perfectly successful, and soon a second was tried. In a short time twenty-five children were thus placed out in nine families. Some organization became now needful for conducting the enterprise, and the "Society for the education of poor, abandoned, and neglected children in Christian families" was formed, with Pastor Bram for its President. The members sought suitable homes, and were even astonished at the number they met with, although the remuneration was purposely fixed low that there might be no temptation of pecuniary profit.

They also visited the children and their foster parents frequently, but rather in a spirit of friendly interest towards both parties than as inspectors coming solely on behalf of the children. Branch societies were formed, and in some Districts an offer to Government was made, and thankfully accepted, to undertake the supervision of children boarded out by the public authorities. It was soon found necessary to have a house as a temporary refuge for children needing shelter while a suitable home was selected, and in 1849 one was hired for the purpose at Neukirchen, the family character being still as far as possible maintained in its management.

The statistics of the Society for 1863 (the latest given by M. de Liefde), show that 296 children had been taken charge of during its existence of eighteen years, of whom 113 were still under its care ; the death rate had been about $1\frac{1}{2}$ per cent., the average annual cost of each child was £6 15s. 4 $\frac{1}{2}$ d. Friendly intercourse is maintained with them after they are placed out in the world ; and though some have failed to do well, a large majority are artisans and domestic servants of good character.

At Hamburg the Boarding-out system is pursued ; and more than half the pauper children of Berlin

^a *The Lamp*, No. 123.

^b Irish Poor Law Report, 1867.

^c *Six Months among the Charities of Europe*, by John de Liefde. London, 1865.

are thus dealt with. The regulations for their management issued in 1866, and confirming the Code of 1854, lie before us. This department is under the control of the Poor Law Board, but its local administration is entrusted to an association of not less than five persons called an "Orphan Office." The members, entitled Warders and Wardresses,—the former superintending boys at school, the latter girls and little boys,—are proposed by the Poor Law Board, and appointed by the local magistrate. They assemble once monthly, when a member of the Poor Law Board has a right to be present, for consultation; and twice in the year all the Orphan Offices hold a general conference under the presidency of the Orphan Department of the Poor Law Board.

There is an Orphan Office in each Poor Law district, wherein the number of orphans boarded out is restricted to fifteen, in order that the members of the Office may not have more than three children respectively to superintend. Their duty consists in verifying the proofs of suitability for the charge of children presented by foster parents (who must not be in receipt of alms or parish pay, and who must comply strictly with the directions given by the Warders and Wardresses of their district); in closely watching by frequent visits the condition, treatment, and regular attendance at school of the orphans, and reporting the same half-yearly to the Poor Law Board; and in paying the foster-parents their allowances. These are, for children under one year old fifteen shillings a month, diminishing until for children between seven and fourteen it is nine shillings. The Board provides clothing for the infants and "also for children under six years old who have been well taken care of for six successive months by the same foster-parents." In case of illness, the child is attended by the district pauper medical officer.

In addition to the close personal supervision expected from the Warders and Wardresses, the city districts are visited by the Poor Law Inspectors, whose duty it is to point out to the different Orphan Offices any defects they may have observed, and if necessary to report them to the Poor Law Board.

The head of the Orphan Department in Berlin is M. Zelle,^a and the following data obtained from him we owe to the kindness of the distinguished jurist Baron Von Holzendorff, who writes, "We have a mixed system; part of our pauper children are educated in orphan houses, part are given in charge to trustworthy cottagers and citizens of towns. Berlin has a large orphan establishment in its rural vicinity, consisting however of several distinct houses. The spot is called *Rummelsburg*; there are five houses for 50 boys each (250 children), two houses for girls (100), a department for the agricultural training of girls between fourteen and fifteen years (50 girls), a nursery for children under 7 years (30), a hospital (containing now 30 children), an establishment for the reception of children affected with chronic diseases (20); in all 480 children.

"The majority, however, are boarded out, the total number being 1520. About 800 children are in cottages distributed over the whole of the province of Brandenburg, either in rural districts or in small towns, the clergy voluntarily exercising surveillance over those in the villages. In Berlin there are many non-clerical members of the administration, gentlemen and ladies, who offer their assistance for the same purpose. Boys are dismissed at the age of fourteen, girls at fifteen years.

"The result of my own observations, and the opinion of my friend, Mr. Zelle, are as follows:—Both systems, when well administered, may do; it depends on circumstances which ought to be preferred. It is desirable to have both; and to make a proper selection of children before subjecting them to either. For boys a *combined* educational training in a common establishment works well; for girls *individual* treatment is decidedly better than keeping them in orphan houses."

A Russian gentleman, Baron de Bode, informs us,—“We have a public institution, framed somewhat on the plan you mention of placing orphans to board among cottagers—children are sent from the Foundling Hospital in St. Petersburg into rural districts to be brought up in peasants’ families; they are supported by the funds of the Hospital. Central stations are erected in the country, with infirmaries to which children placed in the neighbourhood resort when ill; there they also receive their elementary education; and, when they become of the right age, they choose their own trade, and receive a stipulated sum to set them up in life, from their guardians the authorities of the Foundling Hospital. Marriages are encouraged, mostly among themselves,—I believe even portions are established for that purpose; and for those who have a turn for agricultural pursuits land is granted by Government. But there is one great drawback in this, in other respects benevolent plan. It creates a sordid spirit among mothers of the rural population, much to the detriment of their own offspring, who are often neglected by them for fear of losing the stipend granted for the care of the nursling. It has even been observed in these localities where orphans are given out to nurse that population is on the wane. However, with proper management, the defect might be obviated.”

The plan of boarding out children has existed in France for several centuries, having had its origin in the practice of sending them out of Paris and probably other large towns, immediately on their birth, to be nursed in the country. An *ordonnance* of the reign of King John (January 30th, 1450,) regulates the salary of the nurses, and also the emoluments of the agents at Paris, called *raccommenderesses*, who sought and engaged them. In 1613 under Louis XIII., letters patent were issued confirming their rights and privileges to four *raccommenderesses*, and prohibiting any addition to their number. In 1769, however, a dearth of nurses had arisen, owing, in part at least, to the non-payment of their salaries by the *raccommenderesses* (a testimony, by the way, to the evils of monopoly); and to remedy the deficiency a government department was established, entitled "*Le bureau general des nourrices, et des raccomman-*

^a This gentleman has just published an historical sketch of Juvenile Pauperism in Prussia, entitled "Care of Orphans; and the Orphan Children of Berlin," giving interesting details of the system now pursued.

deresses." Inspectors were appointed to visit the nurses, but they were not active in the discharge of their duties, nor were the local medical officers who superseded them much better. At length, after the difficulties of the revolutionary period, during which the nurses were the objects of many legislative measures, the Bureau passed, in the year IX. under the administration of the *Conseil general des hospices*; and thus arose the department of "*Le service des enfants assistés*," which, after successive improvements, is now—under the able direction of M. Husson,—popularly known in Paris as the "*Bureau Sainte Apolline*." To the office of providing nurses for the offspring—entitled *enfants placés*—of parents who pay for their services, is added the whole charge of the class corresponding to our juvenile paupers,—called *enfants assistés*; for though there is no Poor Law in France, provision for the relief of the destitute is made; and all the children thus relieved in Paris are dealt with by the Bureau Ste. Apolline, whether their destitution arise from their being orphans, or from the poverty of their parents, or temporarily from the incapacitation of the latter to support them through being either in hospital or in prison. In any of these cases the destitute child is taken to the Bureau, where he is immediately registered, and a parchment bearing his name and number, with the date, is attached to his arm. If his health demands medical care, he remains until cured at the Hospice of the institution. Otherwise, a small silver medal, bearing on one side the head of St. Vincent de Paul, on the other the child's number, is fixed round his neck, never to be removed until he is six years old, except in extreme cases, and with legal formalities; he is then entrusted to a nurse residing in the country,—a sufficient supply of whom are constantly brought to Paris, under the escort of a *surveillante* to fetch their foster children. These are likewise placed under the close supervision of a medical practitioner, and a *sous-inspecteur*.

Formerly the children were dispersed by the Government institution over twenty-one departments, but the rival demands of the private bureaux restrict them now to five. These are respectively divided into six "*circonscriptions*," at the head of each of which is a *sous-inspecteur*, whose salary varies with the number of children under his care, but must never exceed £140 a year. He acts in unison with the numerous local medical officers, and his duties are multifarious. He aids in selecting nurses (giving preference to those who possess a cow or goat); he appoints and must always have ready a *surveillante* to take charge of nurses and children on their journeys to and from Paris; he examines both on their arrival, and ascertains that the child wears its medal; he sees that the medical officers discharge their duty; he must visit every child in his district once in three months, satisfying himself of its welfare, or, if necessary, transferring it to another nurse; and putting himself in communication with the Maire, the Curé, and other principal inhabitants, he must solicit their friendly notice of the children. He also orders, and accounts for, every disbursement; and it is duty to keep the central administration informed of the exact state of each child in his district.

The duties of the medical officer are still more onerous. He must recommend to the *sous-inspecteur* a sufficient number of nurses. He examines every child on its arrival from Paris, entering its condition in a Book; he should visit them monthly, and the nurslings even more frequently; while those who are ill he must attend as often as may be needful, and supply them with medicines, &c., at his own cost. He has to keep the *sous-inspecteur* constantly informed of the state of the children, and to report every three months upon their condition. Also, it devolves upon him to take charge of the belongings of those who die. His payment is twelve francs per annum per child.

The nurse must produce a certificate from the authorities of her Commune that she is married, of good character, and in circumstances to take proper care of a foster-child. She must be between twenty and forty years of age, and is not permitted to take charge of an infant unless her own is nine months old, and has been weaned; she is, moreover, subjected to three distinct medical examinations to test her fitness as wet-nurse.

The rates of payments are, for children aged from one day to twelve months, twelve francs a month—

	Francs.
From 1 to 2 years	10
„ 2 to 4 years	8
„ 4 to 6 years	7
„ 6 to 12 years	6

The nurse is bound to send her foster-child from the age of six to fourteen regularly to school, (the fees being paid by the Bureau), and to receive religious instruction—a certificate that she has done so being required; and those who can produce it, and show that the children received under one year old have been well cared for, and kept free from accident until twelve, obtain a reward of fifty francs for each. Clothing is provided by the Bureau, and its Reports contain the most elaborate tables of the garments supplied at different ages, with minutest calculations—even to thousandth fractions of a franc—of the cost. This amounts to about £1 for the first outfit, and the additional supplies up to five years of age, cost £2 10s. more. From that period, sex is recognised in the distribution of garments,—the boy assumes the lordly pantaloons, and costs henceforth for clothing nearly a third more than the weaker vessel—the respective averages being twenty-six and eighteen francs per annum up to twelve years of age, when the supply ceases. At that age the foster-child is eligible for apprenticeship, and the nurse—or probably her husband—frequently retains it in this relation. No premium is paid, and only in cases of illness any allowance for support, but the employer receives fifty francs for clothing; he has, however, to supply a certain outfit on the expiration of the apprenticeship. Occasionally he foregoes the expenditure of the fifty francs, in which case it is placed in a Savings' Bank as a resource when the young person shall start in life, and he is urged to augment it from his earnings. The *sous-inspecteur* draws up a formal agreement with the employer, and in obedience to rules issued by the Bureau he apprentices the child for only three or four years. At the expiration of this period he makes a new engagement with the same employer, or, if his conduct has been unsatisfactory, another is sought.

The *sous-inspecteur* exercises a constant supervision over the apprentice, and if vicious tendencies appear he first strives to induce him to amend his ways; but if he fail, he causes the youth's removal to the Hospice, whence he is sent to a reformatory,—the girls being analogously disposed of. The proportion, however, who need such discipline is very small, only 58 out of about 10,000, between the ages of ten and twenty-one, who were under the care of the Bureau, having incurred correction in 1864, and those for trifling offences.^a

The average number of children annually relieved by the Bureau in the ten years from 1855 (when the institution was put on its present footing), until 1864 was 21,934, of whom 3535 have been reclaimed by their parents or other relatives; and the average annual expenditure amounted to 2,646,030 francs, or a little under 13 francs for each child relieved, so that it is evident many can have been under the care of the Bureau for only very short periods.

Although the rate of mortality had been steadily diminishing for some years, it was in 1864 for *enfants placés* under one year old above 30 per cent., or rather more than double the normal death-rate for the whole of France!^b Calculated, however, upon the number of *enfants assistés* under twelve years of age, it was 9·17 per cent. for the sickly children detained in the hospice, and 7·96 for the rest sent into the country.^c

Some very startling statistics of the mortality of infants put out to nurse in France, have latterly attracted attention in that country and our own; and lest these results should be confounded with the operations of the Bureau Ste. Apolline, it is incumbent on us to state that the statistics referred to relate, as regards *enfants assistés*, to those in the provinces; and as regards *enfants placés* to those entrusted by their parents to nurses engaged at private bureaux, where the most shocking negligence prevails in selecting them, and whence apparently no supervision at all is exercised over them after their return with their foster children to the country. A government inquiry into this frightful abuse, in 1860, ascertained that infants under one year old were dying at the rate of 58, 70, 87, and even 90 per cent. The superiority of the Bureau Ste. Apolline over the innumerable private offices for providing nurses at Paris, appears from the mournful statement of M. Brochard, that of *all* the children sent out of Paris to be nursed *three quarters die*!^d

It will be now clear to our readers that infant mortality has reached a maximum as frightful among the offspring of parents who are living, and ostensibly their guardians, as among the deserted and orphan children dependent on public charity; and that, moreover, the causes of this appalling destruction of human life are not only preventible, but as regards the latter class in the department of the Seine—namely the *Enfants Assistés* under the care of the Bureau Ste. Apolline,—are to a great degree prevented. The mean death-rate for these children under 12, in the Hospice and in the country, is about 8·77 per cent.^e Perhaps it might be further reduced by more liberal pay to the nurses, and especially to the medical officers, who can hardly for twelve francs a year bestow the needful amount of attention on each little patient. We are inclined also to believe that, were the nurse a freer agent, so that responsibility for the welfare of the infant should rest upon her instead of on the *sous-inspecteur* and the medical officer, which reduces her to the position merely of a servant of the Bureau—she would probably take a more affectionate interest in her nursling, telling favourably on its physical and also, doubtless, on its moral condition. In the latter respect, however, satisfactory results seem already to be obtained.

As we have seen, the proportion of *enfants assistés* incurring reprimand or punishment is very small, although the period during which the department takes cognizance of their conduct extends till they are twenty-one,—a certain amount of control being wisely retained over them until they have reached that age. As regards the important question, whether they really become *grafted*, so to speak, upon the family to which they been entrusted, we are informed by M. Husson, in a letter with which he has favoured us,—“La plupart d’entre eux trouvent ainsi une véritable famille, et des sentiments d’affection réciproque se développent facilement entre les nourriciers et les enfants, surtout quand ces derniers ont été allaités par la femme à laquelle ils ont été confiés.”

The Boarding-out system has approved itself, we may assume, to the highest power in France, as we learn that the Orphanage founded in 1856, in the name of the Prince Imperial and taking its title from him, is conducted entirely on this plan. The results appear to be completely satisfactory.^f

PAUPER CHILDREN BOARDED OUT IN SCOTLAND.

IN 1864, the *Workhouse Visiting Journal* printed an abstract of answers to questions submitted by it to Mr. Greig, clerk to the Edinburgh Parochial Board, upon the system adopted by that body in respect to the orphan children under their care; and the document has been since reprinted in various publications. We are enabled, by his courtesy, to give the following fuller information, brought down to the end of 1866:—

^a Rapport sur les enfants assistés. Paris, 1865.

^b *Discours sur la mortalité des jeunes enfants*, par M. A. Husson. Paris, Baillière et Fils, 1866. This high rate is partly accounted for by the fact that wet-nurses can only be found at a considerable radius from the capital, necessitating a long journey, which, immediately after birth, whatever the season may be, is of course inimical to the infant's life. *Rapport sur les enfants assistés*, 1866.

^c Rapport, 1865.

^d *Gazette des Hôpitaux*, 27 Septembre, 1866.

^e Rapport, 1866.

^f *Times*, August 19, 1863.

“Report by George Greig, Inspector of Poor for the City Parish of Edinburgh, as to the mode of dealing with Orphan Children in that Parish. 1866.

“The pauper children of this parish were formerly maintained in an institution called the Orphan Hospital, apart from the poorhouse, but so dissatisfied was this Board with the results, that about eighteen years ago they resolved to board the children with families in the country, where they might have the physical advantage of the country air, as well as the moral one of being separated from bad associates, and brought into contact with people of good character. This plan has since been followed by all the larger parishes in Scotland; the numbers sent out at present by the parishes of Edinburgh and Leith being upwards of 700, by Glasgow somewhat more, and by Dundee, Aberdeen, and other towns in proportion to their population.

“With the view of securing proper supervision in carrying out the family system, this Board appointed an assistant to the inspector, whose sole duty it is to superintend the children boarded out, both boys and girls, and to find out good nurses for them.

“They are boarded with cottagers, farm servants, or tradespeople, and not with persons who make the care of them their only task.

“Preference is given to people of character who have a steady income apart from the allowance for the board of the children, and who will receive and treat them exactly as members of their own family; and it is found that when the children are sent out young, they learn to call the parties to whom they are sent father and mother.

“They acquire towards them the feelings of children, and the result generally is that the nurses acquire for them a parental affection.

“In selecting nurses for the children the assistant inspector visits the parties who agree to take them (and there are generally plenty of applicants), and makes enquiry in the neighbourhood as to their character; inspects the house as to its accommodation, dryness and ventilation; ascertains if there is a well-taught school in the neighbourhood; and it is only after being satisfied on all these points, that children are sent.

“He afterwards visits the nurse as well as the school at least eight times in the year; satisfies himself that the children are healthy, sufficiently fed, cleanly kept, and their education attended to; and, in addition, the Inspector and Members of the Board, in rotation, visit the whole children boarded out once a year.

“People of excellent moral character are generally got to take charge of the children; but, should inferior persons be, perchance, selected, the close superintendence prevents them from doing injustice. Should neglect occur in any case, however, the children are at once removed; but, although there are about 300 children boarded out, and, some years ago, there were 400, I have only had occasion to remove children, in consequence of neglect on the part of their nurses, on three or four occasions during a period of five years.

“The localities selected are generally small villages at a distance of ten, fifteen, or twenty miles from Edinburgh, and of convenient access by railway; and never more than four children are sent to one family.

“In consequence of our requiring the regular attendance of the children at school, the teacher has to fill up a schedule—showing their progress, and each day's absence, with the reasons given—which forms a check on the nurse. Our children are consequently the most regular in attendance; are generally the best scholars, carrying off a large share of the school prizes; and when sent to service, prove as good servants as the children of the cottagers or workpeople not dependent on the rates usually do; certainly not inferior, and many of them rise to positions of trust. It is a rare thing for either a boy or a girl, who have been brought up by the Parochial Board in this way, to become chargeable to the parish in after life, which was not the case as to the children who were brought up in the hospital in town.

“In a Report by Mr. Adamson, the able inspector of Glasgow, issued in August, 1864, reference is made to results, equally satisfactory, in the case of the children who had been boarded out and brought up in the same way by this Board. He gives the following return as to the subsequent history of the children who had been boarded out and brought up in the same way by his Board:

	Males.	Females.	Total.
Residing in Glasgow,	53	82	135
Residing in other parishes,	128	112	240
			— 375
Occupied at trades,	64	11	75
Occupied at weaving and factory work,	22	54	76
			— 151
Domestic servants,	0	125	125
Farm servants	66	0	66
Clerks,	12	0	12
Miners,	17	0	17
Sailors,	3	0	3
Soldiers,	1	0	1
			— 375
Characters good,	182	180	362
Characters bad,	2	11	13
Dead,	6	5	11
In poorhouse,	2	4	6
Convicted of crime,	1	4	5
			— 397

"The Board pays to the nurse, for each child sent to board, two shillings and sixpence a week, which covers board, lodging, washing, and mending. The Board, in addition, provides clothing, which is sent from the poorhouse, of a good quality, and not uniform in colour or kind; and also pays the fees to the schoolmaster, the same as paid by the children of the district. In cases of sickness, which is rare, the nurse obtains the services of a medical man in the district, for which the Board pays. The total amount of all these charges for each child, for the past year, including the salary of the assistant inspector and all expenses connected with the children, was £8 10s. 10d.

"It is the nurse's duty to take the children with her to the church which she attends, to see they attend the Sabbath school, and study their lessons, and, in short, to deal with them in every way as if they were her own; and with the view of extending the benefits of the domestic influence on the children beyond the period when the Board has charge of them, we get the nurses to find apprenticeships for the boys, and service for the girls, as much as possible, with employers in their own neighbourhood, so that the children may have an opportunity of visiting their nurses on the Saturday afternoons, or at other times when they get liberty; and, in these cases, the nurse continues her care over them, and washes and mends their clothes when necessary, for which they remunerate her.

"On such visits the children are received with friendly welcome as if it were their home; and they thus contract the habit of returning to it at intervals, assured of meeting with advice in difficulties, sympathy in distress, and heart-felt congratulations on success.

"In the event of a boy or girl having to leave their service, through sickness or otherwise, they return to their nurse's house, and are often supported there for months, without any remuneration ever being asked from the Board. Should the nurse, however, not be in a position to do this, or wish assistance, the Board readily grants it, but this is seldom asked.

"Many cases have come to my knowledge, where the child has in after life contributed towards the support of the nurse.

"The children are sent to board at all ages, but the younger they are sent so much the better.

"If sent when at the breast, the nurse cannot help having a strong affection for them. In those cases where the children are ten or eleven years of age, before they have come on the Parish, and whose previous training has been vicious, the same good results cannot be looked for; still, it is found that a religious education, kindness, and the moral influence of their new friends and associates, do much for them.

"Cases have occurred where such have acted well so long as under these influences, but on return to town, and meeting old friends, have fallen back into their old habits; hence this class are sent to the most distant localities, and situations are found for them, in the district if possible, so that they may not be again brought into contact with old associates.

"The children thus brought up, are not only well educated, but understand and can discharge the various duties in a household, which children brought up in a school or hospital know nothing of; hence our children are preferred as servants and apprentices, to the children brought up in the various hospitals in this city, at a cost of as much as £50 a year each.

"We are still compelled to have a number of children in the Poorhouse, when their parents are in gaol, or in sickness, and therefore the chargeability merely casual; and amongst them we daily see the evil effects of having a larger number of such children congregated together, as not only do they encourage each other in present evil, but the fact of being inmates of such a place has a debasing influence on their after life.

"The evils attending the rearing of children in workhouses are well described in an article in the *Journal of the Workhouse Visiting Society* for September 1861. It states,—'The main objection to workhouse schools are, 1st, the keeping up a condition of pauperism in the children by the associations of the workhouse; 2nd, the impossibility of teaching useful knowledge to fit the children for practical life, without the contamination of the adult. Communication with the adults and the influence of the low tone of morality of pauperism are inevitable. The mere learning in school is insufficient to overcome it, and the teachers strive against it in vain.'

"The danger here adverted to, of keeping alive the spirit of pauperism, is one which this Board has had particularly in view, and against which it has felt too many precautions could not be taken. In a large adjoining parish in Edinburgh, the managers or Guardians, some years ago, arranged a plan by which they personally visited the children, after they had been sent to service, and endeavoured to exercise a care over them; but it was found that the personal intercourse thus maintained by these parochial gentlemen, had the effect of keeping up in the children a feeling of their connection with the parish, and a depressing consciousness of dependence which was quite opposed to individual effort, and consequently to success in life.

"In fact, the blight of pauperism extended over, and deprived of beneficial influence, all these friendly communications, often well meant and attended with no small trouble on the part of the gentleman who engaged in it, and the plan had consequently to be relinquished. The cause of this want of success it is easy to discover. It was that these gentlemen in a higher station, having no connection with the children excepting that they were members of the parish Board, instead of forming a link between the child and the

kindly influences of home which the nurse can do, kept up a connection between the child and its former condition of pauperism, degrading it in its own eyes, and, when known to its fellows, subjecting it to their scorn.

"When a child is sent young to the country, or has been there for some time, and is taught to look on its nurse as its parent—I say parent, as we transact with the wife as the party having immediate charge, but the husband takes an equal interest in the child, and is equally regarded by it,—and when the nurses are themselves quite independent of the parish, the child regards itself as a member of the family, its connection with the parish is neither felt nor understood; and I have often found that the only idea it had, was a vague one that the assistant inspector, who called so frequently, had somehow some charge over it, but it had no idea that it was a pauper; and would treat with the same horror and contempt, as is entertained by the respectable working people, a proposal to remove it to the workhouse.

"This removal of the consciousness of a state of dependence on the parish, and the engendering of a spirit of self reliance which is cherished by the class with whom the children are brought into contact, is a sure means of preventing them from lapsing into a state of hereditary pauperism; a result which can be obtained by no method that I am aware of but the family system adopted by this Board.

"In adopting this system, in restoring, as it were, the lost link, and giving these poor children new parents and homes with their sacred influences and endearing ties and associations, this Board is persuaded that they are acting in accordance with a law ordained by Him who has framed the moral government of the world; and the results obtained in the moral elevation and excellent education of the children, in adapting them for the duties they will be called on to discharge, in the position of life they are likely to occupy, have been such as might have been expected from a plan thus solemnly sanctioned."

Confirmation of this favourable Report by Mr. Greig—so far as she has had opportunities of observing—is communicated to us by a lady, who for many years has been led by her philanthropic labours among the working people of Edinburgh and the adjacent counties. She has thus become acquainted with some of the cottage orphans, and all of those she has known have been well treated by their nurses, and, so far as she is aware, have prospered in after-life. One of them, a foundling girl, became so dear to her foster-parents that when the Board ceased to pay for her they would not part with her, keeping her in their house till she was old enough for good service. "She was for six or seven years housemaid to my aunt," writes our informant, "and has since her death been in other good places, and is a clean notable servant. That poor family are so fond of her that the daughter used to tell me her old mother gazed at her as if she were a lovely picture every time she got out to see them; and the grandson considered her quite as an aunt."

Another correspondent—Dr. Browne, Commissioner in Lunacy—who has peculiar opportunities for investigation, having had his attention requested to the subject, has satisfied himself by observation and inquiry, that although the benevolent advocate, and we believe author of the plan, Mr. Greig, may view the system itself and its results under a somewhat rose-coloured aspect, yet it is assuredly a success. The benefit resulting from the natural cottage life, as compared with the artificial existence within workhouse walls, he regards as incalculable; but the cottager class have failings, nay vices, of their own to be guarded against, and probably those are exceptional members of it only who are desirable as foster-parents. Moreover, a closer and more constant supervision he holds to be needful to prevent abuse. "To formularize my convictions," he concludes, "I should say that the system of boarding-out has been fairly tried, has been found satisfactory, and that if worked out and developed, it is calculated to enfeeble and perhaps ultimately to eradicate the pauper tendency; but that it may still be regarded as in progress, imperfect, and *sub judice*."

From the Report containing the satisfactory statistics quoted by Mr. Greig, relating to children placed in families by the Glasgow Parochial Board, we learn that this system has been pursued there for upwards of a hundred years; and although the late Chairman of the Children's Committee "had at one time a strong feeling in favour of a large establishment where our orphan and deserted children could be kept and properly trained; and collected all the information he could from similar institutions, both in this country and elsewhere, he never felt justified in proposing an alteration of our present system."^a

"The family circle," continues the Report, "is the most natural one for the bringing up and training of children. It is of Divine appointment; and, in their humble endeavours to follow out this plan, the Committee feel confident they are more likely to succeed than by congregating a great number of children in an orphanage, where one wicked, bad child may be the means of corrupting many; while in a family, under the eye of a judicious and vigilant nurse, where there are only one or two children, perhaps only one, a bad child is all but incapable of doing injury to others..... The children do not certainly come in from school or play with that precise, demure, and well-disciplined appearance that you find in a well-managed orphanage; but what pleases the Committee more, they appear with a buoyancy of spirit, a confidence of manner, and a happiness of countenance, which show that they are at home, are happy, and well cared for."^b

Mr. Beattie, who holds the same office in the Barony Parish that Mr. Adamson does in the City Parish of Glasgow, relates a touching incident, illustrative of the strong attachment which grows up between the foster-parents and children. A child who had been placed to board with a woman in his district was subsequently discovered to have its settlement in Edinburgh, whither the parochial Board of

^a Report on the City Parish, Glasgow, Relief Rolls, by E. Adamson, Inspector of Poor, August, 1864.

^b Ibid.

that city directed it should be removed. The foster-mother hearing that the child was to be taken from her, repaired in the utmost distress to Mr. Beattie, and besought him to obtain a reversal of the order. He explained to her that this was impossible; when falling on her knees, the tears streaming down her cheeks, she implored him to let her keep the child as her own, without payment, for part with it she could not. And it was accordingly adopted by her.

The boarding-out system is pursued, as we have seen, by the parochial authorities at Aberdeen, where it has the approval of the benevolent and sagacious Sheriff Watson. He, however, is of opinion that simply official supervision exercised over the children, however conscientiously performed, is insufficient; and that a well-organised visiting society of ladies would be a valuable improvement.

PAUPER CHILDREN BOARDED OUT BY POOR LAW GUARDIANS IN ENGLAND.

SOME ten years since the Guardians of Leominster Union adopted the boarding-out system for the orphans, both boys and girls, under their care, as a means of rescuing them from the contamination of the workhouse; and they are well satisfied with the plan which they still pursue. About 150 children have thus been dealt with, and seventeen are at the present time (May, 1867), in cottage homes. They are placed in superior cottages only, where they will have good domestic training; and attendance at school is expressly stipulated for. The payment is two shillings and sixpence a-week, if the foster-parent provides clothes, and two shillings where these are supplied by the Board. The Relieving Officers superintend the orphans, and in case of complaint the child and its foster-parent are brought before the Board. Most of the young people eventually go to service, and it is believed that the domestic knowledge they have gained procures for them better situations than they would otherwise obtain. These are usually found for them by their foster-parents, the sanction of the Guardians being, however, required before an engagement is made.

The history of the efforts to secure the best attainable training for the children under their care, made by the Guardians of Eton Union, while highly honourable, to them, is peculiarly instructive in our present investigation. In Mr. Tuffnell's report for 1862 we find the school of that Union described as admirable in every department, so far as could be ascertained by two independent inspectors—himself and the Diocesan School Inspector; while the success of the pupils in the Diocesan Prize Association seemed to afford a further proof of the excellence of their training. "Any one," says Mr. Tuffnell, "reading the above account, might possibly conclude that the school was perfection; and it may excite some surprise when I state that, on close examination, the school appeared in so unsatisfactory a condition that it was determined to break it up and send all the children to the Central London District School, where they now are; and I fully concurred in this decision of the Guardians."

Before arriving at this determination the Guardians had caused a Return to be made, showing the particulars, so far as they were known, of all the children placed out as servants or apprentices from January 1st, 1858, to December 31st, 1861. More than 40 per cent. had turned out ill!

"Towards the close of 1863, however, we find the Guardians again dissatisfied with the position of their children. Their health was not good, and the cost of their maintenance at the district school was almost double that in the workhouse, while many of the evils of the latter were not avoided. The Guardians resolved upon a second change, and addressed a letter to the Poor Law Board explanatory of their reasons—an abstract of which will be found in a Report published by them last year.^a The industrial training in the larger institution is admitted to be superior, but "in the one school as in the other, children are brought up under conditions the very reverse of those, which, by the very constitution of human society and by the experience of all time, are pointed out as naturally best adapted for the development of the child's powers physical, intellectual, and moral." Contrasting *family* life—of which habits of observation and self-government are the natural result, and where the child "learns to bear and forbear, to seek help and to give it, to suffer and to enjoy, and out of many failures to act, as out of many falls he learns to walk,"—with life in the workhouse, where, amid the four whitewashed walls of the "nursery" and the four brick walls of the "yard," the "same objects and the same faces come before the eye day after day, the same events repeat themselves at the same hours with the wearying monotony of a well-ordered system," they declare the latter to be "as unfavourable to healthy moral growth as to vigorous development of the physical and intellectual powers."

Passing from the Workhouse to the District School, the child "is once more in an atmosphere of mechanical routine and of compulsory discipline, as different as can well be conceived from that of the family—or from those conditions of outward life, upon which at fourteen years of age, or it may be a year or two later, it will suddenly enter," when it goes forth into actual social life. "With a training so wholly unnatural," the Eton Guardians conclude, "it is rather matter for wonder that any should turn out well, than that many should turn out very ill."

Their experience of the District, as of the Workhouse, School having proved unsatisfactory, they were utterly at a loss what course to adopt. At length it occurred to them to place the children to board with respectable cottagers. Suitable homes were found upon the following terms:—The Guardians were to allow three shillings and sixpence a week, to be paid weekly by the Relieving Officer for board and lodging. They were to provide an outfit of clothing, and after the expiration of three months six shillings and sixpence quarterly was to be paid in advance for wardrobe expenses; or, at their option, the Guardians would supply fresh clothes,—these in either case to be considered the property of the Board. The children

^a *Home Training for Pauper Children.* Printed by E. Herbert, Slough, 1866.

were to attend a Sunday school where practicable, to be sent regularly to school on week days (the fees being paid by the Guardians) until the age of thirteen, when they might be employed for wages in any labour approved by the Guardians, two-thirds of the wages to be deducted by the Relieving Officer from his weekly payments, and the remaining one-third to be the property of the person having charge of the child, in compensation for the extra expense in food and clothing its employment might entail.

The Report from which we quote was issued after a three years' trial of the plan. Experience had led the Guardians to add to the supervision of the Relieving Officer, by a visit to the children, at least twice a year, from members of their own body, who should in writing state their condition,—this report to be supplemented, if possible, by a similar one from the clergyman of the parish in which the children are placed. From the latest return, dated October, 1866, we learn there were then thirty-four children placed out. Opposite to each name we find a short report on the condition of the child, made after personal inspection, by either a guardian or a clergyman, uniformly satisfactory as regards the conduct of the children, and in only two instances pointing out anything to be remedied in their treatment. A visit we have ourselves recently paid (without appointment, that it might not be prepared for) to some of the Eton children, confirmed our already favourable opinion of the boarding-out system, as good for both mind and body, and affording a wholesome training for after life.

The total cost of the children, when at Hanwell, amounted to an average of 8s. per week each; in the workhouse it had been 4s. 2½d., while in the cottage it is 4s. 2d. To the latter must be added the outfit of clothes, with a box, a bible, and a prayer-book, supplied to each child when put out to board, and an annual gratuity of £5 to the Relieving Officers for their extra trouble. "These charges, however, are far more than met," the Report informs us, "by the sums received on account of wages earned by some of the older children, which have amounted in the last three years to £121 0s. 6d."

The School Committee, in their Report, discuss the important question of the *class* of children whom it is desirable to board out; and with reference to the illegitimate and deserted, state that, although it would be greatly to their advantage to be thus dealt with, they agree with the Poor Law Board that the spectacle of such children being brought up under the favourable circumstances now enjoyed in the Eton Union by the orphans of respectable parents, would have an effect injurious to the morality of the lower classes (an opinion from which we must dissent), and for them they recommend a small district school, such as that at Cowley; while they advise that children admitted with their parents, temporarily, into the workhouse should remain there. In conclusion, the committee "express their strong conviction that the system adopted by this Board is greatly to be preferred both to the old workhouse school, and to the district schools, such as those at Hanwell and Norwood. How far what has been done here can be done, or is desirable to be done elsewhere, it is not for this committee to judge. But the unanimous votes by which, without one exception for the last three years, they have been supported by the Guardians of this Union, give your committee the great satisfaction of knowing that their own opinion of the value of our present system is shared by all those in whose name they are privileged to act."

CONCLUSION.

It remains now shortly to review the various means we have described for training juvenile paupers; and in doing so—while recognising the probability that different methods may be found efficacious in different localities—the gauge by which we purpose to estimate their intrinsic value will be their greater or less success in attaining these two results:—

1st, That of depauperising the children by enabling them to take their place on an equal footing among the honest and industrious of the labouring classes; 2nd, Of securing to them the friendly interest in their welfare, after they have gone into the world, of persons able to afford them the protection and advice needful to sustain them amid the temptations and difficulties with which they will inevitably be beset.

That schools attached to workhouses fail to any practical extent to attain these objects we assume to be a generally admitted fact; and regard their continuance as only to be accounted for on the hypothesis that they are believed to be cheaper than any other system. But even in actual expenditure it would appear that the boarding-out system, and still more markedly that of apprenticeship to manufacturers, is less costly; while the future tax upon rate-payers by the return of the pupils upon their hands as permanent paupers, or upon the country at large by their sinking into the criminal class, or even the loss only of their worth to the community as producers, is to be estimated, not by a few pence more or less a-week, but by hundreds of pounds. "Every able-bodied pauper, Mr. Chadwick calculates, who enters on life without the will or the power to earn a living, must cost the community, at the lowest estimate, £400, at the rate of £10 a-year for the forty years which the Insurance Tables give as the probable duration of his life from the adolescent stage. The value of his wages for the same period would, at the average rate of £30 a-year, be £1200. Thus, between the productive labourer and one of the class for whom Mr. Chadwick revives the expressive old English word of 'wastrels,' there is a difference of £1600. If the pauper turns vagrant, he will levy contributions in a different manner, but to a greater extent. If he turns thief there is no assigning their limit."^a Further, it should be borne in mind that—as Miss Twining has wisely remarked—the better the school as regards kindness towards its pupils the more will these cling to it as "home"—and this certainly is the very last association with the workhouse, with which we should wish to inspire the young pauper. Under every aspect, therefore, we must regard workhouse schools as failures, and their abolition to be earnestly desired.

^a *Quarterly Review*, Oct., 1861.

In many respects apprenticeship to manufacturers under the conditions of the experiments made at L—, and N—, seems to ensure the two results we have defined as the standard of success. But we have seen that more recent attempts have proved less satisfactory; and the experience of the Messrs. Whitworth tends to show that under the present limitation of the hours of work of children in factories, their labour will not wholly remunerate employers for their maintenance, rendering necessary a subsidy from Guardians. Such children would now to a certain extent be protected from ill-usage by the Acts regulating the treatment generally of juvenile workers in factories; but their welfare is still largely dependent, not only on the conscientiousness, but on the good sense of their employers; and Guardians are undoubtedly under a heavy moral responsibility to ascertain that these qualities are not wanting in those to whom they apprentice the children under their care. We would fain see, moreover, some legal power created by which the conditions of the agreement entered into by the manufacturer may be readily enforced or redress for their violation obtained.

A Separate School, judged by the Children's Establishment at Limehouse, may succeed to a great degree in depauperising its pupils; while the large staff of officers, and small number (as compared with those in District Schools) of children congregated together, affords opportunity for individualisation, which—among its many excellences—includes that of engendering a mutual affection between teacher and pupil, and a strong interest on the teacher's part in the child's future welfare, leading to practical effort—in the form of correspondence or visits—to maintain a wholesome influence over it in after life. Still, it must be admitted that those objections which are intensified in proportion with the denseness of the masses of children assembled under one roof, affect in a minor degree Separate Schools; and we fear some of these establishments are in a far less satisfactory state than that at Limehouse.

The very elaboration and perfection of arrangement,—usually regarded as an advantage,—incidental to the large numbers dealt with in a District School, are, we must consider, even an aggravation of the evils inseparable from vast establishments; and peculiarly inimical to one of the principal objects we have suggested as essential in the training of pauper children. The Secretary of the Rescue Society tells us of a girl brought up in a District School, and who falling into vice was received into one of the Society's Homes, who actually cried because she was required to carry water upstairs—hot and cold water having, she said, been laid on all over the building in which she had grown up. The further the life of these young people differs from that of the work-a-day world, the more difficult will they find it to accommodate themselves to its demands when they go forth into it to earn their living; and an establishment where food and every other necessary of life presents itself as a matter of course, where accomplished servants perform the difficult work, and where, above all, the children engross the care and attention of a large staff of officers to whom they have no natural duties to render in return,—an establishment such as this cannot, we aver, duly prepare its inmates to take and hold their place among our working classes: while to retain an influence over its pupils beyond the age of sixteen does not (with the exception we believe of the North Surrey School) appear even to form part of its plan. Mr. Edwards, indeed, in the Letter to the President of the Poor Law Board already quoted, proposed that children sent to service from the Central London School, and having no relations to go to when out of place, should be permitted to return to the school, performing while there the duties of domestic servants, and receiving clothes and rations but no wages. He had good ground for believing that these young persons would be much sought for by employers requiring older servants than the pupils when first placed out, and that the plan would result in an actual saving to the Poor's rates. We regret that it has not been tried.

It is said, on high authority, that the inmates of such institutions need more bodily sustenance than children brought up under the conditions appointed by nature;^a just as prisoners require better food than free men to keep them in health and strength. It would appear that the artificial constraint in both cases, acting through the mind upon the body, involves a waste of power, demanding in compensation extra diet.

The cost, as we have seen, of some of the district schools is excessive, and has apparently had the effect predicted of greatly limiting their adoption. In twenty-five years only six have been established, receiving barely 3000 children, at an annual average expense per head of £19 18s. 7d.^b

In the Norwich Homes we find an institution established by the Guardians, and completely under their control, in which a certain degree of family life is combined with a method for *planting-out* the boys—so to speak—among the working population, and for giving to the girls some portion of individual training in ordinary domestic work. The results, measured by our standard, are satisfactory; and there is, moreover, an absolute saving in money to the ratepayers. Admission to the Homes, however, is not granted to those whose parents are casual inmates of the workhouse, an arrangement which usually exposes them to more association with the adults than where the children of all classes are retained in the house. But for this serious drawback, we should rejoice to hear of the extension of the Norwich plan. Might not the Homes be copied, and some fitting arrangement be made—a Probationary Home, perhaps, for those children to whom, often alas! their parents are not a blessing but a curse?

^a "The loss of the freedom of home, the absence of the care of parents, and the deadening influence of unexercised affections, entirely counterbalance the supposed advantages in food, air, and clothing." Report on the general sanitary condition of Cowley Industrial School, by Henry W. Ackland, M.D., Regius Professor of Medicine in the University of Oxford. Printed by desire of the Oxford Guardians. Oxford and London, J. H. & J. Parker, 1863.

Dr. Ackland is speaking of a Separate School, and, by a subsequent passage in his Report, appears to think that District Schools avoid the evils he indicates. It seems to us, however, inevitable that the unfavourable characteristics he enumerates should attach equally to the larger institutions and even with increased intensity.

^b Eighteenth Annual Report of the Poor Law Board.

Industrial Training Homes established by private individuals (like that at Brockham, &c.), of which nine or ten (besides several institutions for idiots, and for the deaf, dumb, and blind) have been certified under the 25th and 26th Vict., Cap. 43,^a are most valuable institutions, attaining, we are convinced, a large measure of success in the objects we esteem essential. But it must be remembered that they deal, to a certain extent, with selected cases, that they depend for very existence on the exceptional benevolence and capacity of individuals, at whose death they are liable utterly to collapse; while even Mrs. Way herself—their unwearied advocate, and most munificent and devoted patroness—believes their costliness must render their general adoption impracticable,^b and almost preclude them from dealing at all with young children. Their multiplication we earnestly desire; but we have no hope of its ever proving commensurate with the want they aim at supplying. The same may be said of Miss Twining's Home for older girls. It is the only institution of its kind yet opened, and receives forty inmates; while thousands of young women must assuredly—so long as workhouses remain what they are—need the help it affords.

We have now to consider the Boarding-out System, which we have described in much detail, and as existing in several countries. It has been pursued long enough, and under sufficiently varied circumstances to reveal its excellencies; and for us to estimate how far the defects disclosed are capable of removal or amendment. In Ireland, as a purely voluntary enterprise, it has attained marked success and won general approval; while in Scotland it has been widely adopted, and entirely administered by the parochial authorities. Of their satisfaction with it, under both a moral and pecuniary aspect, we are informed; and have seen that it has obtained also the qualified approbation of disinterested but peculiarly competent observers, who are of opinion that an admixture of voluntary agency, including some additional supervision by ladies, would render it still more efficient.

In the United States we learn that it has been for many years adopted by voluntary workers, and by semi-official labourers in reformatory schools and cognate institutions. In France we observe it to be largely practised by a department of the State; and where successfully pursued—under the administration, namely, of the Bureau Ste. Apolline—we learn that voluntary aid is invoked in the form of sympathy and friendly supervision from persons of social eminence residing in the neighbourhood of the children's homes.

In Germany we find distinguished men, whose opinions founded on official knowledge carry just weight, approving the plan,—particularly with reference to girls; and there also we see independent philanthropists, who have made the salvation of destitute children their special mission, elevating the influence of domestic life above every other agency that can be brought to bear for their reclamation.

We learn that the same system is pursued in Russia in the disposal of orphans; and, as regards *them*, it would appear successfully. The neglect of their own offspring by the foster-mothers is a result too shocking to be compensated by any advantage to the alien child; but by regulating the payment so that it shall afford no temptation to cupidity, this evil, as we have seen by the experience of other countries, and markedly of Germany and Ireland, is avoided. That the foster-parents should not be out of pocket by their acceptance of an orphan is, we are persuaded, all that should be aimed at in apportioning their remuneration. Food, clothing, and shelter, may be paid for by the State; but the love, watchfulness, and sympathy which are equally essential to a child's welfare should be the far more precious contribution of the foster-parent; and in this, truly, the giver and the receiver are equally blessed. Such feelings may reveal themselves in care for the daily comfort and little pleasures of their object, as well as in providing for its moral and spiritual advantage. We have rarely witnessed a more touching scene than presented itself in the modest home of one of the little orphans we have already referred to as placed to board in an English cottage—the abode of two old maids. They doat upon the child, and she has become to them the very light of their house. The joyous pride is not to be described with which they displayed her neatly-arranged clothing, the patchwork they taught her to make, the mittens she had knitted for them and herself, the umbrella they had persuaded her to save her pence to buy, and which was to protect the pretty little hat into which a well-worn bonnet of their own had been converted,—a little history of kindness attaching to almost every garment; for though all substantial requirements are provided by the Guardians, there is still ample scope for affection to employ itself in making up the material invitingly, and adding the various *et ceteras* which mark the difference between the little pauper in its dull uniform, and the well-cared for cottage child. The orphan in question peculiarly illustrates the beneficial working of the boarding-out system. An illegitimate child, she was about at her mother's death to be consigned to the workhouse when a lady in the neighbourhood obtained permission to place her in a cottage, the Board of Guardians allowing her out-door relief. An aunt in service at a distance had come to attend the mother's funeral, and the child's patroness appealed to her to contribute to its maintenance. Thankful that the little creature should be saved from the work house, she gladly agreed to give a shilling a week,—a large sum for her, and has transmitted this money ever since, not only cheerfully, but with expressions of the warmest gratitude to the benevolent suggester of the plan.^c The woman is deeply interested in her niece's welfare, with whom a natural and wholesome connexion is maintained; whereas, if the little thing had gone into the workhouse, her relative would probably have felt ashamed of, or even forgotten, her. We make a great mistake, as the child's patroness remarked to us, in assuming that pauper orphans are isolated beings without relatives in the world. They are rarely thus destitute; and frequently have connexions able, if not to support them entirely, at least to help in their maintenance. But they reside perhaps at a distance from the place where the parents die, and unless there is some one sufficiently interested in the child to appeal to their better feelings in its behalf, they remain neglectful, or perhaps even ignorant of its bereavement; it drifts into the workhouse, becoming a heavy burden on the ratepayers during its childhood, and too often a disgrace to its family and its country for the rest of its life.

^a Seventeenth and Eighteenth Reports of the Poor Law Board.

^b Evidence before the Poor Relief Committee, 1861.

When the time arrives for the little maiden, whose history we have sketched, to go to service, her patroness trusts the aunt will seek for her a place and keep her under her eye; but should this not come to pass, we can hardly doubt that she will have the friendship and protection, as long as they live, of the two women to whom she is now as a beloved child.

We could not, however, conscientiously advocate the boarding-out system unless it be accompanied with constant and active supervision. This the authorities assure us is amply exercised by officials in those districts where the plan has originated with Boards of Guardians. But zealous and kindhearted as the officers appointed to this important duty may be, it must be performed by them to a greater or less degree as a matter of routine; the time of their visits of inspection may generally be calculated, and these cannot be sufficiently frequent to prevent, at any rate, the possibility of ill-usage. Moreover, a man, however thoughtful for the children's welfare, does not possess the knowledge of their wants and difficulties which comes to a woman almost intuitively; and to supplement, therefore, official authority by the friendly watchfulness which a woman of superior social position, residing within easy reach of the orphan's home, can exercise, appears to us the keystone of the system, ensuring to it public confidence and permanent success.

Those who, like ourselves, had the privilege of hearing the late Prince Consort deliver the inaugural address at the conference on National Education held in June, 1857, will not have forgotten his touching reference to the share taken by the poor man's children in the support and care of his household. "The daughters especially," said the benevolent and enlightened speaker, "are the handmaids of the house, the assistants of the mother, the nurses of the younger children, the aged and the sick."^a

Treating the same subject Miss Carpenter remarks, "The girl is especially adapted by nature for a home. . . . The affections have large sway over her whole being. Nature has given her varied scope for them in the true home. She is the object of the tender love of the parents, and of her brothers and sisters, and love is constantly awakened and called out by her position in the family. She has the babies to fondle and nurse like a little mother herself; she has a thousand household cares to attend to, and learns cooking practically while she helps to get her father's dinner; and, if the eldest girl, feels herself a very important help in the house. After going regularly to a good day-school, and learning needlework, and enough of reading, writing, and arithmetic for all common purposes, she is prepared at fourteen to take her humble position in life as a little servant, or her mother's helper and right hand, and to fill it with credit. A real good home is infinitely better than any school for the education of girls,—even a second-rate or a third-rate one is preferable. There her true nature is developed, and, unless she is thus prepared to fill its duties well in after life, all other teaching is comparatively useless."^b The passages just cited speak only of young persons dwelling with their parents, but they are equally applicable to foster-children; and if, thus accustomed to the duties, hardships and pleasures of ordinary life, these could have the additional boon of one or two years training at an Industrial Home, in the branches of domestic work it must be able to perform in a gentleman's house, it appears to us that a future career of usefulness and respectability would be, in the present lack of servants, almost absolutely ensured to it. The Industrial Home would thus take the place of a "finishing school;" and we would complete the analogy by permitting the pupil, where practicable, to return for occasional short holidays to its cottage home, that the family bond, on which we count so much for its future guidance and protection, might not be severed.

The want of skilled servants is daily making itself more and more felt. The demand increases while the supply, from various causes, as markedly diminishes. "The greatest step taken will be," says a writer discussing this fact in the *Edinburgh Review*, "when we can raise the lowest social class into the late position of that which is escaping from our command,—when we can replenish domestic service from schools which will have rescued pauper and ragged children from pauperism and raggedness."^c The 12,000 pauper orphans thrown annually on our care, may be regarded at once as the *élite* and the most manageable of that class; and they afford a stock of raw material from which we may hope, by due training and the development of their moral nature, to replace the capable and attached servants who are finding their way into other paths of life.

An objection to the Boarding-out system to which we have already referred, namely the insufficiency of good cottage homes, is we ourselves believe, from inquiry and observation, ill grounded; and the experience of those benevolent persons who have introduced the plan in various parts of England strengthens that conviction. All who are intimately acquainted with our humbler brethren (whose generosity in giving far exceeds that of the wealthy classes) are aware it is no unusual circumstance for a child who loses its parents to be spontaneously received into another family. Again, it must be remembered that where Mrs. Archer's scheme is adopted the very presence of the orphan will tend to improve the cottage in which it is placed, by laying it open to the inspection of a person whose good opinion the cottager will be anxious to preserve; while the orphan will in some respects enjoy even an advantage over the offspring of the cottager, namely in its regular attendance at school, and still more in the fact that it is an object of interest to a neighbour of superior position who is responsible for its welfare, and able to remove it if the circumstances of its home are unfavourable.

But, if, on a general adoption of the system, good homes should not be found in sufficient abundance, they might be supplemented by a plan which suggested itself many years ago to the Dean of Bristol, and which is recommended also by Canon Moseley, whose long experience as a School Inspector renders his

^a *The Principal Speeches and Addresses of His Royal Highness the Prince Consort.* London, John Murray, 1862.

^b *Social Science Transactions*, 1862.

^c *Edinburgh Review*, April, 1862.

sanction invaluable. Canon Moseley, we may add, entirely approves Mrs. Archer's scheme for boarding children in cottages, which has been in satisfactory operation in his own parish for two years, under the supervision of his wife and daughters. "It struck me," the Dean informs us, "when brought in contact with sundry country schools, that it might be possible to graft on them a boarding system, the boarders to be children who would otherwise be in poorhouses. I assumed that there might easily be found among the country schools, a very considerable number of schoolmasters and schoolmistresses who were quite capable of undertaking the care of boarders. I felt that it would be a very great advantage to the pauper children to be thus dispersed in country homes,—not the least being that they would by natural process be absorbed into the labour market. I thought also that the guardians might be induced to grant such allowance with the children as would enable many a school to struggle out of present difficulty, and as might perhaps be conducive to bring others into existence. Superintendence would have to be provided, but that is already given in most agricultural schools by the clergy and other friends."

An objection to the plan as advocated by Mrs. Archer has been raised by the Poor Law Board itself, on the ground that it affords no sufficient guarantee for the protection and welfare of the children. Far be it from us to deprecate the closest watchfulness on the part of the central as of the local authorities over the young people for whom they are responsible to their country, and to God. We think, however, that this objection must have been advanced without due inquiry into the provisions of the scheme; and we cannot but discern a sad mockery in such an argument when proceeding from those who for thirty years have been cognizant of the destruction awaiting young girls thrust among the adult inmates of workhouses, and yet have been satisfied by offering a "recommendation,"—rarely acted upon—to local Boards, to provide a separate ward for these innocent and helpless creatures. The insufficiency of the objection will be felt when it is remembered that Mrs. Archer's plan can be worked only with the consent and co-operation of the Guardians who must be either already acquainted with, or perfectly capable of ascertaining, the estimation in which any lady applying to them for permission to undertake the care of orphans, is held; and to whom her social position is a guarantee of her competence to the charge.

But if the Central Authorities be still dubious of the security offered, we have seen by the example of the Berlin Poor Law Board how the invaluable benefit of voluntary supervision may be combined with responsibility to an official head. Already in our own country, ladies in their corporate capacity as members of Committees of industrial and reformatory schools, by accepting a Government certificate for those institutions, place themselves in an official relation of responsibility to the State; and we see no reason why the same principle should not work successfully if applied to Associations for befriending pauper orphans; or even to individuals labouring for this object.

Increasing faith in the healthful influence of family-life is revealing itself in many directions, and under conditions where we certainly were unprepared to find it. Dr. Howe, the distinguished American Physician—whose development of the mental powers of the blind deaf-mute, Laura Bridgman, has obtained world-wide fame—has come, after many years experience, to regard the assemblage in institutions of any class of sufferers as an evil which must be modified by every means in our power; and, if possible, altogether avoided. At a recent public meeting he said, "I not only organised the first [Institution for the Blind] in the United States, the main features in the administration of which have been widely copied, but laboured with more zeal than knowledge to induce people to found others; and made direct efforts to the Legislatures of a dozen different States to appropriate money for their support I accept my full share of condemnation when I say that grave errors were incorporated into the very organic principles of our institutions for the blind, which make them already too much like asylums; which threaten to cause real asylums to grow out of them, and to engender other evils. . . . All great establishments, in the nature of boarding schools, where the sexes must be separated; where there must be boarding in common and sleeping in congregate dormitories; where there must be routine, and formality, and restraint, and repression of individuality; where the charms and refining influences of the true family relation cannot be had,—all such institutions are unnatural, undesirable, and very liable to abuse. We should have as few of them as is possible, and those few should be kept as small as possible. . . . We should be cautious about establishing artificial communities, or those approaching them in character, for any children and youth; but more especially should we avoid them for those who have any natural infirmity; or any marked peculiarity of mental organisation. . . . Separation, and not congregation should be the law of their treatment As much as may be surround insane and excitable persons with sane people, and ordinary influences; vicious children with virtuous people and virtuous influences; blind children with those who see; mute children with those who speak, and the like. . . . Beware how you sever any of those ties of family, of friendship, of neighbourhood, *during the period of their strongest growth*, lest you make a homeless man, a wanderer and a stranger. Especially beware how you cause him to neglect forming early relations of affection with those whose sympathy and friendship will be most important to him during life, to wit, those who have all their senses; and how you restrict him to such relations with persons subject to an infirmity like his own."^a The latter remarks have especial reference to the blind; but a close parallel may be drawn between their affliction, shorn of an important sense, and that of the orphan, bereft of his natural protectors; and the method of treatment subsequently sketched by Dr. Howe is analogous to that we are advocating for the parentless child. He urges that the blind should dwell in their own family circle, and even attend as long as possible the ordinary local schools, needful mechanical aids for their instruction being supplied. Only when special teaching is required would he advise their resort to a special institution, and where practicable he would have them attend it simply as day-pupils, that their connexion with family life may remain undisturbed. If circumstances make residence in the institution a necessity, Dr. Howe would limit it to the shortest period within which the instruction they seek can be obtained, and one object of their training while there should be, to fit them to live usefully and happily in the outer world.

^a Address delivered at the Ceremony of laying the Corner Stone of the New York State Institution for the Blind, Sept. 1866. By Samuel G. Howe. Boston: Walker, Fuller & Co. 1866.

In a letter, dated March, 1858, to a friend in the United States (which has been printed for circulation at home), Mr. Wm. Chambers the present Lord Provost of Edinburgh, who, with his brother Robert, is known throughout the civilised world as the friend and promoter of education in its widest sense, thus expresses himself on the subject we are considering:—"I would, in any case, deprecate the assemblage of large numbers in a single establishment. For orphans, the deaf, the mute, the blind, and the weak in intellect, the nearer we can bring the family principle into operation the better. In Edinburgh an hospital for pauper children has been given up with, I believe, good effect. Instead of being immured in a large building, and brought up in a dull, moping sort of way, the children have been all boarded out among families in the country, where they enjoy better health and spirits, besides getting acquainted with a thousand things of which they could have gained no knowledge in their dreary hospital home. Another example presents itself. Latterly, the buildings of George Watson's hospital (for boys), Edinburgh, have been undergoing extensive repair; the inmates have, therefore, been boarded out, and only come to their classes in the hospital. Now, I have it on good authority, that since the boys went to live with families, they have assumed a different look, are much smarter than formerly, and, in particular, walk alertly; instead of shambling in their gait, as is the bad habit of hospital children. . . . Of the vices which are apt to grow up among either boys or girls under the monastic system, I would rather not speak. It is perhaps sufficient to say, that by no conceivable rules can we enforce the humanising discipline of the paternal home within the sphere of hospital—or call it college—routine. Where the heart is left unsolaced by the holier affections, or is not exhilarated by a sense of freedom and a happy intercourse with the world, it naturally becomes a prey to the baser passions; and much have they to answer for who, from mistaken motives of benevolence, contribute to this course of demoralisation."

From the eastern hemisphere comes another striking testimony to faith in the wholesome influence of domestic life. In his able work on Crime in India, published a few months ago, Major G. Hutchinson describes the manner in which members of two notorious thieving tribes, the Sansees and the Pukheewars, have been dealt with. The scheme was originated in 1858 by Mr. Prinsep, Bengal Civil Service, and consists in locating the criminals and their families in "reformatory villages." These are walled enclosures, called by the natives "kots." To the head of each family was allotted land sufficient, with careful cultivation, for subsistence. Seed, implements, and cattle were given, and wells were sunk. Although these people had led the wildest jungle life, supporting themselves by theft, they have gradually settled down under the double influence of restriction to one spot, and incitement to honest labour; and burglarious offences in the district had in 1862 diminished by nearly 50 per cent. "Their character," says Major Hutchinson, who inspected them officially in 1865, "is decidedly improved, and in some kots they have really adopted clothes in addition to a mere loin-cloth; and as I myself saw with agreeable surprise, those clothes in the case of two or three head men were positively clean. Crimes are stated by the Deputy Commissioner to have decreased since these tribes were thus collected in reformatory villages. Schools are in full work amongst them; the scholars—boys and girls—examined before me showed quite sufficient ability to give great encouragement to this most important part of reformatory treatment. . . . It is no slight responsibility which the Government has undertaken, but I may note as worthy of attention that the Government commences its labours with the great advantage of having all these people in families, the very system which at Mettray is found to be so absolutely necessary." ^a

One more example we will cite of the beneficial influence of home life. On becoming Recorder of Birmingham, Mr. M. D. Hill pursued with regard to juvenile criminals a plan he had seen successfully practised by the Magistrates of the Warwickshire Sessions. If the offence had been committed against the youth's master, and he was willing to take the delinquent back, the Recorder—unless the crime had been of too serious a nature—consigned the young person again to his care. Out of 417 thus dealt with, and of whose career as complete a register as circumstances permitted, was kept by the Chief of Police, only 80 at the end of 12 years (when the passing of the Reformatory Schools Act placed the treatment of young offenders on a new basis) were known to have been reconvicted. Yet the circumstance that they returned to the same position in which they had gone astray, and were thus probably exposed to the same temptations, and perhaps to the same evil companions whose influence had caused their fall, was strongly adverse to their reformation; and it is to the fact that they were received into the bosom of a family, that the Recorder attributed the chief portion of the success attained by the course he adopted. ^b

But, desirous as we are for the extension of the boarding-out system, and sanguine of its favourable results, we do not recommend it as a panacea. Under existing circumstances, especially while the law leaves to the vicious or idle pauper authority over the disposal of the child he would corrupt, or will not maintain,—perhaps under any social conditions to which we can yet look forward, it would be neither expedient nor possible thus to deal with *all* the children of the State. Yet, to do our utmost to unpauperise the whole body is alike our duty and our interest. It is hard upon the honest parent, whom misfortune alone has brought into the workhouse, to subject his offspring to the corrupting influences from which we withdraw the orphan; and it is hard upon the yet innocent child of the vicious parent to leave it to become what its progenitors are. It is unwise to throw away the opportunity afforded us, however slight it may be, of benefitting that class which is perhaps the most pitiable in the whole community,—the children of criminals who become dependent on the State, because their parents are in prison. And some children there, doubtless, are so depraved that it would be wrong to risk their contaminating the offspring of the honest cottager; for these, however, the union affords no proper treatment,—they should be consigned to the industrial or the reformatory school.

^a *Reformatory Measures connected with the treatment of Criminals in India*, by Major G. Hutchinson, Inspector-General of Police, Punjab. Lahore, 1866.

^b *The Repression of Crime*, by Matthew Davenport Hill, Q. C., London: Parker & Son, 1857.

If then the boarding-out system cannot be pursued with every class, it behoves us to seek the next best remedy within our reach. The scheme hereafter submitted to our readers is suggested by Mrs. Archer as capable of dealing in their respective classes with all our pauper children. On some points we feel bound to express our dissent; but we do so with hesitation, our own practical knowledge of the question being extremely limited compared with her's, founded on a close observation as a constant visitor in a workhouse during twenty-four years. Conversant as she has thus become with the operation of the Poor Law, any proposal from her on the subject is entitled to respectful consideration. We are incompetent to offer an opinion on the practicability of her scheme in its entirety; but we would venture to suggest to Guardians who are dissatisfied with the existing state of things, that portions might be, experimentally at least, adopted.

If, moreover, we have succeeded in proving the eligibility of the boarding-out system for the classes recommended for it by Mrs. Archer, to which we would add deserted children (due legal power being created to prevent any subsequent interference by parents; or if their offspring should eventually be restored to them, to obtain surety for their proper treatment), the numbers left to be dealt with by other means would be comparatively small. Of these some might be disposed of by apprenticeship to manufacturers; and for some 'Homes' like those at Norwich might be suitable.

One serious objection will doubtless be urged against the abolition of workhouse schools,—namely, the loss of the money already expended in their erection. This is indeed a grave consideration; but if investigation should prove that such schools not only fail to convert bad citizens into good ones, but actually turns good citizens into bad ones, it will be seen that even pecuniary extravagance lies, not in abolishing, but in retaining the institution. Moreover, the experience of Eton Union shows an actual excess in the weekly expenditure for children retained in the workhouse as compared with those boarded out, independent of the earnings of the latter.^a At any rate we would earnestly implore all Boards who have yet to provide for the children of their unions, to ascertain for themselves the merits of the different methods of training we have endeavoured to describe. And as regards those workhouses, already supplied with schools, in which additional accommodation for adults may be required, we would urge the expediency of dispersing the children abroad, and appropriating their portion of the buildings to meet the want.

MRS. ARCHER'S PROPOSAL;

(With our Notes thereon.)

"Classes of Children in Workhouses; How I would deal with them."

CLASS 1.	CLASS 2.	CLASS 3.	CLASS 4.	CLASS 5.	CLASS 6.	CLASS 7.	CLASS 8.
Orphans who have lost both parents.	The children of Lunatics.	The children of infirm persons residing in the workhouse.	The children of respectable persons residing in the workhouse.	Children deserted by their parents.	The children of persons in prison.	The children of disreputable married persons in the workhouse.	The children of unmarried women in the workhouse.

"CLASSES 1 and 2.—*Orphans having lost both parents, and the children of Lunatics.*—These children might be placed out with cottagers, giving them a liberal weekly allowance so as to get them into first-class cottages. They should be under the supervision of ladies, according to my Scheme, and educated at National Schools. If in any case a proper cottage home could not be found for one of these children, the child might be sent to an Industrial School, founded especially for such children. One such Industrial School would be sufficient for the children of several counties.^b The orphans and the children of lunatics might be sent, at times, for special training, to one of these Industrial Schools (just as middle-class people send their sons and daughters to boarding schools, having them home for holidays.) Holidays might be given to such children (at the same time allowing them out-door relief) in case the persons offering to receive the children were approved by the Board of Guardians. Children in Class 3^c might be dealt with as Classes Nos. 1 and 2, provided the consent of the parent be obtained for so doing.

"CLASSES 3 and 4.—*The children of infirm persons residing in the workhouse; and the children of respectable persons residing in the house.*—These children might be sent daily to the National School nearest to the workhouse, and might be allowed to go to church on Sundays with the National School children. They might be taken in an orderly manner to and fro to the school and back by some respectable pauper in the House, who would also attend to their clothes and teach them habits of cleanliness. The boys might be taken charge of by an aged man.^d If the school were at some distance from the

^a So favourably does the Social Science Association regard the Eton plan that it passed a Resolution at Belfast urging such assimilation of the Irish Poor Law to ours as would afford Irish guardians the same discretion in respect to the boarding-out system as those authorities possess in England.

^b We should object to such an arrangement, as likely to mass too many children together, unless the institution consisted, as at the Rauhe Haus, of several small houses, standing in the same grounds, and under the same general management, but each forming a distinct dwelling, capable of receiving twelve or fifteen children under the care of a man and his wife. We would urge, also, that the institution be unofficial in character; founded and conducted by voluntary workers, but capable of receiving State aid and inspection, under 25 and 26 Vict. cap. 43.

^c And we would suggest in Class 4 also.

^d Doubtless there may be found in most, if not in all, workhouses, inmates fit morally to undertake the supervision of children; but to select them demands a power of discrimination in masters and matrons which, if otherwise competent to exert it, we do not think they have, under existing regulations, the time duly to exercise. Many of the present evils existing in work-

workhouse the children might take their dinners with them, as village children do who live at a distance from the school. Separate wards both for sleeping, and living in when not at school, should be allowed for these children, from those occupied by the children of disreputable parents (that is parents convicted of crime, or wanderers, or immoral women), occasionally residing in the House. Into these separate wards the parents of the children should constantly be allowed access. The children should take their meals in their day ward, and not in the dining-hall.

"CLASSES 5 and 6. *Deserted children and the children of persons in prison.*—A County School should be established for these children in the locality of the county gaol, to which charitable persons should have access under proper Rules, for the purpose of endeavouring to find out whether any of the children have respectable friends or relatives, and to interest such persons in their welfare and, if possible, to take charge of them. Thus many a little deserted child might find a proper home, perhaps in some distant part of the county where the shame of the parents' crime might not be known; and the parents, through the relatives, or friends, might be won over eventually to perform their duty to the child which they had deserted.^a

"CLASSES 7 and 8. *The children of disreputable married persons occasionally in the workhouse, and the children of unmarried women in the house* :—For these I would have a daily governess, who might, I should think, easily be obtained for a sum of eight shillings or ten shillings a week; (or perhaps a respectable pauper in the house might act as schoolmistress), who should teach the boys and girls in one school-room; and when they were not under her care they should be under the superintendence of some respectable inmates. These children should have all their meals in a separate ward, and not be allowed to speak to their parents oftener than once a month, unless in case of illness; because the parent or parents who so frequently leave the workhouse would see enough of their children when they had them out of the workhouse. On Sunday, these children would attend Divine service in the Chapel of the workhouse while the children of respectable paupers would go to the Parish Church; and thus these Classes 1, 2, 3, 4, would not be thrown together with Classes 7 and 8."^b

To an element of great importance, in dealing with juvenile paupers (as indeed with paupers of any age), Mrs. Archer's Proposal, and the previous contents of these pages alike point—the influence, namely, of educated and refined women. "The broad daylight of publicity," to quote an appropriate and forcible expression, would of itself go far to eradicate, or, at least, to mitigate the evils attaching at present to the administration of our Poor-law; and the wider the area, from which aid in the management of our workhouses is drawn, the more extended will be the interest aroused, and the greater the publicity attained. Moreover, that "woman's mission" is to tend the young, and nurse the sick, is a proposition constantly urged by the opposite sex, and fully accepted by her own. That "woman's rights" involve therefore her admission on at least equal terms to the management of institutions whereof the inmates consist chiefly of those two classes, would appear to be a necessary deduction from that proposition.

A Paper read before the Church Congress^c ably discusses the question how women's influence may, with advantage, be officially exercised in these institutions, and suggests two ways:—1st. As *Visitors* or *Inspectors*; 2nd. As *Residents* or *Superintendents*. It will be said," continues the writer, "that there is always a resident woman or matron over these institutions, both for the young and the aged. It is true; but what is the amount of the 'feminine element' thus employed in comparison with that of the other sex? The governing and commanding power is entirely in the hands of men; and the women to whom the management of details is entrusted by them, are rarely of a class who can originate or suggest improvements, or even exercise moral influence. In all institutions we require more women in authority, and of a higher class. . . . Who has ever counted up all the failures, the losses, the errors, which the sole management of men in Boards of Guardians has incurred? Women, at all events hitherto, cannot be to blame for all these things in which our workhouses have failed; while, seeing that God has throughout the world given into their hands the management of the household, the nursery, and the sick room, is it

houses arise, we believe, from the powers, bodily and mental, of the Superintendents being overtasked, a circumstance which tends to keep a superior class of persons out of this branch of employment. The higher the social position of the governors and matrons of gaols, the better is the influence—in the opinion of Sir Walter Crofton—they exercise over prisoners; and doubtless the effect of appointing gentlemen and ladies to the superintendence of our poorhouses would be equally beneficial.

The class of paupers from whom the Supervisors of the children would, according to Mrs. Archer's proposal, be selected, would necessarily be the infirm—as no able-bodied man or woman would inhabit a workhouse who would be morally a fit companion to the young; and we fear the inactivity of body and too frequent peevishness of temper belonging to age or weak health would disqualify for this office the inmates who might otherwise be suitable.

^a As we have already said, we would class deserted children with those to be boarded out. The children of prisoners in Paris are, it will be remembered, boarded out; but if this course be regarded as impracticable here, we would make the proposed institution for their reception rather a *Home* than a *School*. Many of the inmates would be infants too young for schooling, in whose care the elder girls might be partially employed, as well as in doing the domestic work of the house. Many of the elder children would probably have been attending Ragged, or even pay-schools, and we would advise that such attendance be continued when possible; efforts being meanwhile made to get the children, if old enough, into employment.

^b It is most desirable that these children be entirely separated from the offspring of respectable parents, but we doubt if this be possible where both classes are retained under the same roof. Moreover, it must be borne in mind that in eliminating the virtuous, the evil lot of the rest is intensified; and it becomes all the more important to bring such other means to bear for their improvement as may be available. With this view we would recommend the best instead of the cheapest teacher. If a lady could be induced to undertake the post, she might perform a service to her country as great as any of the noble deeds achieved in the hospitals of Scutari, or cholera haunts of London. Besides exercising a purifying influence on the children she might through them reach their parents, especially the unwedded mothers, who, shameless and obdurate as they may too often be, have yet sometimes a passionate affection for their offspring which, if rightly directed, is a mighty power for good.

As regards *all* pauper children, we would urge the importance of calling in the aid of penal measures for the dishonest and the refractory by consigning them under sentence to Reformatory or Industrial Schools. Neither our workhouses nor the substitutes suggested in this volume possess the means to *reform*. To *prevent* is their nobler task.

^c Women's Work in Workhouses. A Paper read at the Church Congress held at Oxford, July, 1862.

not reasonable to suppose that some, at least, of these evils might be averted by the advice, the inspection, the counsel of educated women being introduced into every workhouse in the land, not superseding, but co-operating with the Guardians, and leaving to them their rightful sphere of work?"

"A great mistake was made," said Archdeacon Utterton, speaking of the training of pauper children, "when men thought they could do a great work without the women. A man was nothing without the woman, nor a woman without the man."^a Arguing in favour of lady visitors to workhouses, Sir Walter Crofton says, "It is no slight confirmation of this opinion to state, as I most emphatically do state, that the attendance of lady visitors at the large female convict prison in Dublin has been productive, not of irregularity or interference with the strict regulations of the establishment, as some may suppose, but of the best and the most beneficial results, both to the public and to the criminals themselves."^b Miss Twining, in her evidence before a Parliamentary Committee, urged the appointment of female Inspectors for workhouses, or the election of two or three ladies to Boards of Guardians. In either capacity she believed they would be an aid and support to every rightly disposed matron in the discharge of her duties; and a potent check upon those inclined to wrong-doing, who are "able to deceive a body of gentlemen in a way they could not do if ladies had the inspection as well."^c

We have ourselves been assured by a workhouse matron that she often wished for ladies among the Guardians whose officer she was, as she felt reluctant to discuss with gentlemen domestic details respecting which, however, she frequently needed advice and assistance.

In the course of a discussion which followed the reading of a paper on "Workhouse Inmates," by Miss Twining at Glasgow, Mr. Duncan M'Laren, M.P. for Edinburgh, said, "he believed if women were taken into all and every one of our public institutions, it would be better for all. Having had considerable experience in public institutions, hospitals, etc., he was struck with the want of administrative and superintending women. He thought that in every workhouse there should be a female committee, the same as the existing committee of management, and that all the female servants should be appointed and supervised by ladies. Were their duties carefully defined, he trusted so much to the tact of women that he was sure that in one year they would do as much good as a governor could do in seven. He thought the public were under a deep debt of gratitude to Miss Twining and the ladies who were associated with her. He should like to see committees appointed by the legislature."^d Miss Carpenter, at Dublin, the following year, suggested that all pauper children should be educated in institutions distinct from the workhouse, and managed by committees annually chosen by the ratepayers, the girls to be under the direction of a committee of ladies.^e

Mr. W. R. Lloyd, who for several years devoted much valuable time and labour to the public service as guardian of a large parish, in a paper read at the Social Science meeting at Bradford, says, "I am of opinion that the interests of girls' schools must materially suffer so long as their oversight is confined to the boards of guardians, and inspectors, as now constituted. The Government Inspector, usually a classical scholar, with honors from the University of Oxford or Cambridge, makes minute investigations into the proficiency of the poor girls in reading, writing, and arithmetic, scripture history and geography; but as to his qualification for judging of their improvement in needlework, their skill in cutting, fitting, or mending, the regularity of the darning or knitting, washing and the getting up of linen, the style of performance of any household, kitchen, or nursery service, he cannot refer to any degree, diploma, or experience to give authority to his opinions. It is impossible for such gentlemen to know the amount of work that a class of girls ought to do, what should be the progress made in stitching and darning, and all the other industrial female work, during the half year..... If the system of Government inspection of the sort of education and training acknowledged necessary for workhouse schools is to be efficient, it appears consistent that only a lady experienced in such matters can do justice to the requirement of these important duties. She should be fully qualified to organize all necessary scholastic, domestic, and industrial training and report half-yearly. By her observations and comparisons in various schools through the country she would be enabled to advise and direct the best methods of training the girls, and her reports would be of equal, if not superior, value to those usually published by the Poor Law Board."

A late eminent school inspector, aware of his incompetence to judge of the industrial acquirements of the female pupils, used to take his wife with him on his official tours, who ably discharged the duty of which he felt himself incapable; and he advised his brother inspectors to follow his example. His expedient, honest and shrewd though it was, might perhaps even be excelled by the appointment of authorized Female Inspectors who should share at once the responsibility and the emoluments of their male colleagues.

"The eligibility of women to be Guardians," we are informed on the highest Poor-law authority, "has never been determined;" but "they are liable to be appointed overseers." We could wish that their fitness for the latter post might be practically tested; and their legal competence to the former promptly declared; or, if needful, be obtained by legislative enactment. It is difficult to conceive that evil could arise from thus rendering women eligible to take their part in the official care of the poor. It would still rest with the ratepayers to elect them or not; and supposing they were chosen, if experience should be unfavourable to their continuance in office, they would be removed by the simple method of withholding the votes of the constituency. The impediment to obtaining the co-operation of ladies, how-

^a *Journal of the Workhouse Visiting Society*, March, 1863.

^b *The Immunity of Habitual Criminals*.

^c Report of the Select Committee on Poor Relief, July, 1861.

^d *Journal of the Workhouse Visiting Society*, Nov. 1860.

^e *Social Science Transactions*, 1861.

ever, at the Board of Guardians, would lie, we believe, rather in their reluctance to undertake the arduous post, than in unwillingness to elect them. But we hope the importance of the services they might render by accepting the office would overcome a not unnatural repugnance to the task.

But it is not the importance of female aid that we desire alone to urge, any more than the strict performance of simply official duties. There is enough to employ the intelligent, the educated, and the refined of both sexes, whether in or out of office, in assuaging the physical sufferings and ameliorating the moral condition of our pauper brethren throughout the land. "As one of the framers of the Poor-Law has remarked," says Miss Cobbe, "those laws were designed to form a mere bony skeleton, indicating the form and affording a basis for the *flesh* of voluntaryism to make a living body of national charity. By a fatal result of jealousy and routine, the voluntary element has been too often excluded, and we have only a fearful spectre, haunting with death-like image all the lower vaults of our social fabric."^a It is not, however, to jealous occlusion only that the absence of the voluntary element must be attributed. We ourselves have, as a rule, been supine; and where we have left our share of duty to be performed by paid officers, we ought to feel no surprise that it is discharged perfunctorily with dull and ineffective routine. The revelations of workhouse mismanagement which are thickening around us are but proofs of our neglect of an urgent and obvious responsibility; while they call upon us trumpet-tongued at once to claim as our right a share in administering the charity of the State. The expediency of thus combining official and non-official effort has lately been recognised by a high authority. Lord Carnarvon, in the debate in the House of Lords on Provincial Workhouses, said, "In any steps that might be taken for the reform of these institutions he should be glad to see the co-operation of private benevolence secured as far as possible—a co-operation which experience had shown to be of the utmost service in those institutions."^b

In our comments on Mrs. Archer's Proposal, we have sought to enlarge to the utmost the scope of home influence in dealing with juvenile paupers. The "family system," in any form, is, we are aware, at present unrecognised by the regulations of our Poor-law, and may be unknown even by name at the Central Board. Most respectfully, but most earnestly, do we ask for their consideration. To it is attributed by M. Demetz a large measure of that success in reclaiming the young which has made his noble institution an exemplar to the whole world. Shall we be satisfied to achieve less for pauper children in England than is accomplished for criminal children in France? Mettray has converted to useful citizens 94·47 per cent. of the youths she has restored to liberty. Let us strive to show no less fair a return for all we expend in money, time, and care on our CHILDREN OF THE STATE!

We conclude with a summary of the principles proved, we submit, in the foregoing pages.

- 1st. Our Poor-law implies a right to aid from the State in all incapable of supporting themselves.
- 2nd. The State in granting such aid obtains a correlative control over the recipients.
- 3rd. The vast power she thus takes to herself furnishes her with means for the reduction of pauperism which her own interests, apart from higher motives, render it imperative on her to employ.
- 4th. These means lie, as regards the young, in so training them as to impart the desire and the capacity for self-support.
- 5th. One condition essential to this end is their complete separation from adults of their own class,—such separation being impossible where the school forms part of the same building with the workhouse.
- 6th. That must be the best method of training children which is appointed by Nature,—namely under family influences; and when artificial methods are employed, they should be made to approach the model as closely as possible.
- 7th. The method practised in our Pauper Schools is contrary to that established by Nature; and fails signally in producing good results.
- 8th. The "family system," as pursued in Industrial Homes, and as still more precisely followed in "boarding-out," while it secures separation from adult paupers, conforms, as nearly as practical obstacles permit, to the course prescribed by Nature herself.
- 9th. Its success has been proved by long and varied experience.

^a *Macmillan's Magazine*. April, 1861.

^b *Times*. Nov. 29th, 1867.