

1917

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Recommended Citation

Anne Bates, Some Aspects of English Penal Institutions, 8 J. Am. Inst. Crim. L. & Criminology 375 (May 1917 to March 1918)

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SOME ASPECTS OF ENGLISH PENAL INSTITUTIONS

ANNE BATES¹

PREFACE

These comments are the result of observations, interviews and reading during a stay in England, chiefly in London, from November, 1915, to May, 1916.

I wish to express my gratitude for the courtesy and helpfulness of all English officials whom I approached on the subject of penal institutions, and of the governors, or superintendents, and their staffs, of the institutions visited. They were generous in giving their time to inform me; they gave me permits to visit any institution that I asked to see; frequently they gave me copies of laws and reports; they gave me introductions to persons who could help me in my investigations.

I have appended Miss Barker's scheme for a reformatory because I think it may prove helpful to directors and superintendents of such institutions. Her experience as principal of an industrial institute, and the remarkable capacity that she has shown for organization, render her suggestions valuable. I have her permission to incorporate them in my report.

PART I—THE GENERAL SITUATION.

Introduction.—In my general statements and in my observations on particular institutions, my point of view has been affected by three considerations.

First. I have had in mind the difference between the English and the American situation. In England penal institutions for all persons over sixteen (the limit of the children's court jurisdiction) are under the management of the Prison Commission, a department of the Home Office. Hence they are standardized and can largely be made to conform to the enlightened views of the commission on cleanliness, sanitation, segregation of diseased prisoners, occupation, diet, freedom from brutality, training of the staff. But this central control does not allow opportunity for experimentation, for the beneficent innovation of self-government and outside work under parole found in American institutions from New York to Oregon. The reformatory and industrial schools are under private management and are diverse in character. However, as they are inspected by a department of the

¹Anne Bates, Ph.D., of St. Louis, Mo., while conducting the investigation on which this article is based, was Honorary Special Agent of the National Committee on Prisons, New York City.

Home Office and sometimes by education officers and receive grants in aid in so far as they conform to the requirements of those public authorities, they are tending towards standardization—much to their benefit, I should judge—under the wise and humane ideals of Mr. C. E. B. Russell, Chief Inspector of Reformatory and Industrial Schools.

Secondly. I find myself compelled to speak with caution, even of things that I saw. I have several times found that investigators, myself and others, even official inspectors, failed to discover the truth. Superficial appearances may be deceptively bad or good.

In the *third* place, I have not only tried to observe; I have also tried to estimate the usefulness of the special methods and manner of administration of institutions. My criterion has been public policy. Penal authorities of such diverse conclusions as Dr. James Devon, Sir Evelyn Ruggles-Brise and Mr. Thomas Mott Osborne, profess the same criterion. And this does not in the least prevent them, humane men as they are, from taking the liveliest interest in the welfare of the individual criminal. As Mr. Osborne says, it is good for the community that men convicted of some kinds of behavior should be segregated; it is also good for the community that those men should return to it as capable as possible of leading normal lives. Sir Evelyn approves certain severities and deprivations in prison life to deter men from incurring prison sentences; that is, for the good of the community. Dr. Devon would enlarge enormously the scope of probation and parole to relieve men from the deteriorating effects of imprisonment and to enable them to continue activities conducive to their own and the community's good. He recognizes that penology as at present practiced is a sorry makeshift; an attempted alleviation of the symptoms, not an excision of the causes. Not until we try to lessen destitution and do away with overcrowding and deal more drastically with the feeble-minded and "socially inefficient," to use Prof. Pearson's illuminative term, shall we have a scientific criminology.

It is, however, eminently worth while to attempt to get a makeshift penology to function along scientific lines; that is, to determine the true purpose of punishment and then to adopt means to accomplish the desired end. I have insisted at such length on this seemingly obvious end, the best interest of the community, because it is a sad fact that many persons still believe in vengeance as a proper reason for punishment; and others, probably fewer, consider the reform of the criminal as of paramount importance; a thing, to be sure, both desirable from a humanitarian point of view and as a means second only to prevention

in attaining the main object—protection of the community. Also because some persons, blindly or perversely, insist that betterers of prison conditions are maudlin sentimentalists, who are so carried away by their pity for those unfortunate enough to be incarcerated that they forget the welfare of the many not within prison walls.

A. HIS MAJESTY'S PRISONS.

I. *Physical Condition.*

So far as I saw and heard the physical conditions were generally good. (I do not include police station cells; I did not visit them.) The buildings appeared to me clean and the air was good. Cells and corridors were chilly, and the cells would feel close in summer. But, as Dr. Morton, attendant physician and deputy governor of the Borstal Institution at Borstal, reminded me, the climate of England is so different from that of America that they do not need to provide for our extremes of heat and cold. He said the cubic feet of air provided were more than required for health, as determined by medical authority. However, I should think it so slight a matter to put more of the small panes of the windows on slides that it could be done at little cost, and thus add to the vitality of the prisoners. This is done in the tuberculosis cells in Holloway Gaol.

The kitchens appeared clean and the food good; what I tasted was good.

If I may be allowed to make a comparison, I should say that in physical condition English prisons fall below the best in America, but are vastly superior to the worst.

II. *Employment.*

Prisoners are rarely kept in idleness any length of time. I consider this one of the best features of English prisons. For occupation preserves mental and moral health, and promotes happiness, conscious happiness, be it said to the credit of human nature. For in some American jails prisoners ask for work, despite the fact that no attractive work is available. Much of the work in His Majesty's prisons, except in the Borstal Institutions, is uninteresting and uneducative. The making of clothing for a naval academy, laundry work, a knitting machine, perhaps give some training valuable upon discharge, and do, I believe, arouse interest. On the other hand, the making of mail bags must become very monotonous. Also, during the war, of sandbags, except that the patriotism supplies a spiritual interest.

III. Attitude of Officers.

In the Borstal Institution for Girls at Aylesbury, I found clear evidence of the human relation and good feeling between officers and wards. I shall give that evidence in detail in my account of that institution. Nowhere else have I first-hand knowledge of the usual treatment of inmates of prisons by officers. A visit of an hour or two to an ordered, regulated, systematized institution gives the visitor little more than a superficial view of the physical conditions, and the manners of officials to and before the visitor. The case of the suffragettes as given by newspapers at the time and in some books written by the sufferers would incline one to believe that brutality is not impossible, at least in unusual circumstances. However, that case is too abnormal, and the desire on the part of the women imprisoned to be martyrs too frankly acknowledged, to allow it to have much weight in a general view of the situation. The rules issued by the Prison Commission for officers require kindness, truthfulness and firmness, but forbid friendly conversation. In the Girl's Borstal, this prohibition is not interpreted to preclude some girlish confidences to kind and sympathetic officers. My impression is that brutality is rare, harshness not common, but helpful friendliness not the usual thing.

IV. Discipline.

The discipline in the prisons is severe. The order, I judge, is entirely too good for the real interests of the prisoners. When I asked Mr. Thomas Holmes if the repression did not have a stagnating effect, he said that it did; that he believed the present severe orderliness was worse for the prisoners mentally than the former condition, even with its occasional brutality. However, as Mr. Homer Lane suggested, the very repression gives scope to the exercise of ingenuity in circumventing it, as in communicating through cell walls by tapping, and in speaking without moving the lips. Solitary confinement is not common; work is nearly always in association. Except in certain special grades, newspapers are not allowed; but books are—novels, histories, books of travel. Conversation is forbidden, and they eat their meals in their cells. Preventive detention prisoners have a much relaxed discipline, and a few in special grades in convict and Borstal prisons may speak a little for a short time each day during one meal in association or during exercise or recreation. The prisoners may speak to the officers, and occasionally to each other, about their work. I believe I found no official who agreed with me that silence had, or would naturally have, an injurious mental and nervous effect. The most

encouraging thing that I heard about prison discipline was a remark made to me by Miss White, head matron of Holloway Goal. She has under her instruction women who desire to be officers, or warders, in prisons, working as probationers. She said that if she observed a probationer who was incapable of a wise blindness she told the woman that she had better seek some other occupation, for she was not fitted to have the charge of prisoners. I had an interesting confirmation of my own view in the casual remark of an army medical officer. He spoke of a prisoners' camp in Germany where the British prisoners were not allowed to speak, and said: "And silence makes men feeble-minded." Since he did not know of my interest in penology I value that statement especially as made without animus.

The effect of silence is difficult to determine, more difficult to measure. Certainly, no effort has yet been made to determine and measure it scientifically. But it is a rather generally accepted modern doctrine in education and in political life that some liberty, human intercourse, exchange of ideas (even poor ones), mental activity, initiative, interest, are more developing and civilizing than silence and repression and strict orderliness. Why not true in prison as elsewhere?

One argument in favor of silence was that the conversation would be anything but edifying. That is a less evil; but it can be avoided by the presence of an officer, either within earshot, or likely to be so at any moment. Certainly an officer is present during the one meal a day in association that is had by the special grade Borstal girls.

The other argument was that incarceration is distinctly punitive, that is, deterrent; therefore, so far from trying to make the inmates happy, the effort is to make them dislike the prison so much that they will try not to return. This is the argument used by Sir Evelyn Ruggles-Brise for silence and the deprivation of newspapers. If these deprivations and repressions did not help to send the prisoner out worse than he went in, and if they deterred, I should heartily agree with him. But I believe that they are deleterious, and I do not believe that they deter. Prisons doubtless deter many from crime, first, because of the disgrace, and, secondly, because of loss of liberty. But it hardly seems probable that they deter by their disagreeableness. Crime has diminished and prisons have become more comfortable in the same period; probably with slight causal relation between the two phenomena; they both result from a general growth in humanity and enlightenment.

Punishments are: Loss of grade privilege or remission; dietary

punishment; close confinement in ordinary cells; corporal punishment; close confinement in special cells for refractory and violent prisoners; irons or handcuffs. The last three are rarely inflicted. Corporal punishment is given only on the order of two magistrates. This placing it under magistrates has silenced public clamor against it.

In respect to a deterrent diet I quote from a letter written me by Sir Evelyn Ruggles-Brise, Chairman of the Prison Commission;

"The diets for prisoners were framed by a Dietary Committee, which inquired into the subject in 1898, and reported as follows: 'We have eliminated from the scales of diet, which we submit, the penal element, . . . but having regard to the grave dangers which would, we believe, accrue, should the lowest of our scales offer temptation to the loafer or mendicant, we have so framed that scale that it shall consist of the plainest food, unattractive, but good and wholesome, and adequate in amount and kind to maintain health and strength during the single week for which it is given.' The diet is given to all convicted prisoners with sentences of four months or less for the first seven days of their imprisonment, the number who receive it being about ninety per cent of the whole.

"The diet is physiologically adequate; the energetic value is 2,669 calories, as compared with an average standard of 3,063 calories given by eight authorities as a suitable diet for a man of average size and weight doing a moderate amount of muscular work.

"In the absence of data on which to form a definite opinion, it is difficult to say whether the diet is sufficiently disliked to prove deterrent."

VI. After-Care.

It is said that no prisoner in England leaves the prison without offer of aid. There are various societies for this work, some aided by government grants, as the Discharged Prisoners' Aid Societies and the Borstal Association. The Borstal Association has agents in many towns, thus making it easier to find work for young persons discharged on license, and also easier to remove them from former surroundings if not good. The association has the co-operation of the police. The members of the Lady Visitors' Association interest themselves in the individual inmates of the female prisons, and thus learn what they desire to do when they leave; they are, at least in some instances, also managers of temporary homes for discharged prisoners.

There are also societies for the aid of prisoners' families; I think the Discharged Prisoners' Aid Societies do some of this work also. The Church Army has a house where the wives of prisoners may earn their living at laundry or sewing, and are instructed so as to become more proficient. There is a crèche in the same building for their children, while the mothers are at work.

The industrial and reformatory schools have their own after-care

agents, and often make use of the various voluntary agencies for social service.

The work of these helpful agencies, so far as I could see and learn, is admirable. But there are the same difficulties as in America. A superintendent of a school deplored the lack of enough supervising agents. Several persons spoke of the difficulty of finding employment for ex-prisoners; many employers would not have them; also they were often ill-prepared for any sort of work; frequently unstable; for the young it is hard to find suitable homes; the Auxiliary Homes, established in connection with some industrial and reformatory schools for former inmates, are a great help.

Miss Ellwood, the secretary of the Borstal Association in charge of the Girls' Department, and Miss Lillian Barker (see appendix) discussed with me the difficulties of finding employment suitable for discharged Borstal girls. Both said that for that type of girl domestic service was often not only unattractive, but by its long hours and loneliness positively dangerous. Miss Barker thought farm work would interest them, and gardening is taught the Borstal girls. Farmers, however, seem unwilling to employ ex-prisoners.

B. TENDENCIES IN CRIMINAL LAW AND ADMINISTRATION.

I. *Children's Courts.*

It is the police court that deals with children's cases of employment, of destitution, of delinquency. The public, except reporters, is excluded; permission to attend must be sought from the magistrate. In the case of delinquency the age is only up to sixteen. The procedure is criminal, but, as officials assured me, the attitude is parental and the aim is to consider the best interests of the child with reference to his capacities, character and environment. But in England, as in America, it is not so much the wording of the law as the attitude of the magistrate that determines the character of the children's courts. In the Old Street Police Court, Mr. W. Clarke Hall, magistrate, called nearly every child upon his platform and conversed with him in a low tone; this was after the formal procedure to find out the facts of the offense, and to hear reports on the child's character and environment. I heard at a reformatory that Mr. Hall kept up with the boys whom he sent there. Sir John Dickinson, of Bow Street Police Court, gave me an account of an amusing case in which he tried to avoid a conviction. A penalty sometimes inflicted on the boys is birching, at the hands of the goaler, in the presence of the parent or guardian. In this case Sir John was convinced from the manner of the father and

son that the father was not master in his own house. So he told the father that if he would birch his son in the presence of the goaler, he might save his son from conviction. The father demurred, but at last consented. However, they returned with the same manner. So John consulted the goaler, who said that the boy had not been hurt at all. So the father was sent out to try again. This time he returned with his head up, and the boy returned crestfallen. So the magistrate felt it safe to try the boy at home again.

Mr. Hall seems doubtful about the utility of corporal punishment. He remarked in court, when trying a recidivist, "I believe whenever I have a boy birched he returns to me." But a social worker told me that little boys stood in wholesome fear of the official birching. Most persons I talked with did not fear the brutalizing or cowering effect of corporal punishment as we do.

The probation officers do not investigate before the appearance of the child in court, as is done in Chicago and Louisville. Hence, as in New York, it is often necessary to remand for further information. However, certain education officers frequently make investigations before trial, and they are present in court to inform the magistrate. When the child is remanded he is either left in the custody of his parents or sent to a remand home. The large cities have special remand homes. London has three. The smaller places make use of private, or semi-private, institutions provided for the care of needy boys and girls, as in Bath (c. f. New York's use as a detention home of the clearing house managed by the Society for the Prevention of Cruelty to Children). Or of private houses, as a policeman's for boys and a teacher's for girls in Winchester. After conviction, the child may be dismissed with a warning; or the parent may be put under bond for the child's behavior; or the child may be put on probation; or birched; or, finally, if under twelve sent to an industrial school; if over twelve, to a reformatory, sometimes in the form of a training ship. There is a tendency to use probation more and more; and yet two magistrates considered that there was danger of overdoing it; if the home were bad physically or morally, or if the child could not be controlled there, an institution was better. Mr. Russell would like to board out many delinquents. I believe it is done in South Australia, unless the child is too incorrigible. Boarding out is used to some extent by the Poor Law Guardians for destitute children. Institutionalization is avoided, but without very careful inspection it is dangerous, as has been pointed out by Mrs. Sidney Webb and others. The scheme that I believe is most favored by the State Chil-

dren's Association is that of the Sheffield or Scattered Homes; ten of fifteen children of various ages in one house kept by a house-mother; the children to go to the village churches and schools, thus taking part in the life of the community and avoiding institutionalization and the evils of segregation. This system costs less per child than the Barrack Schools or Metropolitan Village Communities, but a little more than when the child is boarded out.

II. *Borstal Institutions.*

In the Village of Borstal, near Chatham, a reformatory for boy criminals from sixteen to twenty-one years of age was established about eight years ago. Hence the name Borstal Institution. There are now four such reformatories, three for boys, one for girls.

The term of the sentence is not less than two years nor more than three. As the institution is essentially a training school, sentences shorter than two years were deprecated by the officials. Girls may be discharged on license after three months, boys after six.

A social worker suggested to me one great drawback in the Borstal system. In order to give boys and girls the benefits of the training, courts are inclined to impose a longer sentence than they otherwise would, thus shutting them up for two or three formative and valuable years, deprived of the varied discipline of normal life. On the other hand the short sentence is disapproved by many; it does not deter the recidivist, already disgraced with the reputation of a jail-bird; it takes away the self-respect of the first offender without giving him any compensation in the way of a possible training in orderliness, cleanliness, sobriety and industry.

These institutions differ from reformatories for boys and girls of twelve to sixteen years of age in the severe penal discipline and, I believe, in the better equipment for industrial training and in the more thorough after-care. These boys and girls are picked criminals; before the court sentences one to a Borstal Institution, it must be satisfied "that, by reason of his criminal habits or tendencies, or association with persons of bad character, it is expedient" that he be sent to such an institution; also "that the character, state of health, and mental condition of the offender, and the other circumstances of the case are such that the offender is likely to profit by such instruction and discipline." I quote from the "Prevention of Crime Act," 1908. The work is too hard for any but the physically strong, and is not fitted to the feeble-minded. There is now an effort to get a Borstal Institution for boys of less physical strength. In spite of this unpromising

material the results of the training and Borstal Association after-care are very good. "The Borstal Association Annual Report, 1915," p. 14: "The records of all boys discharged between August, 1909, and the end of March, 1914, have been examined; that is to say, of all the boys who *have been at liberty at least a year*. It appears that 1,454 were discharged during that period. * * * 73% *have not been reported* as reconvicted." It has been suggested that records are kept for two years only, and in that time the boys have not sufficiently recovered from the deadening effect of the severe order and control of the institution to become initiative even in crime. Same report, p. 13: "Unsatisfactory boys are mainly those who appear to have been born tired. They will not get up in the morning. Will not put themselves out to meet emergencies. When they fall out of work they are incapable of looking for a new job. Such persons are unfit to keep up with the general pace, and will be a nuisance and menace to society until it places them under a mild but continuous restraint, compelling them at all events to justify their existence by earning their own living." This reminds one of Prof. Pearson's "socially inefficient" and of Dr. Katherine Davis' class of persons who need "continual custodial care." But society as yet is unwilling to protest such classes or itself from them. In 1908 Parliament passed the Prevention of Crime Act, the second part of which relates to Detention of Habitual Criminals. In 1913 (I believe) it passed an act for the detention of the feeble-minded. Both acts were so weakened from the original bills that it is feared the results will be but meager.

There is much enthusiasm over the Borstal Institutions in England, and I have heard them highly praised in America. Indeed they have fine qualities; interesting and instructive work, much of it a real training for earning a livelihood; and the after-care of the Borstal Association. But the lack of training in, or opportunity for, initiative and self-direction and self-dependence; the denial of the humanizing elements of conversation and an interest in current events seem to me serious defects. It is true special grade prisoners have some association; at Borstal, too much, in my judgment, for they sleep in a dormitory. And they, at least sometimes, see newspapers.

III. Preventive Detention.

Prevention of Crime Act, 1908, Section 10:

"Where a person is convicted on indictment of crime * * * and * * * admits that he is or is found by the jury [the act lays down criterion] to be a habitual criminal, and the court passes a sentence of

penal servitude, the court, if of opinion that by reason of his criminal habits and mode of life it is expedient for the protection of the public that the offender should be kept in detention for a lengthened period of years, may pass a further sentence ordering that on the determination of the sentence of penal servitude he be detained for such period not exceeding ten nor less than five years [indeterminate was asked for] as the court may determine; and such detention is hereinafter referred to as preventive detention." Such prisoners are frequently referred to as "P. D.'s." The discipline is much relaxed.

At Camp Hill, the Isle of Wight, is the preventive detention prison for men. A small part of the prison for habitual inebriates at Aylesbury is used as a preventive detention prison for women. The Secretary of State may at any time discharge any such prisoner on license, with any conditions he thinks best, and on probation or not to some society or person named in the license.

It is too early to pass judgment on the system. It has two excellent features—the humanizing effect of the relaxed discipline and the aid of probation when discharged on license.

IV. Indeterminate Sentence.

I was assured by several officials that there was no tendency towards the completely indeterminate sentence; but discharge upon license is common. Captain St. John's paper on "The Indeterminate Sentence," published in 1908, gave the situation as it then was.

V. Probation.

There seems to be a hopeful tendency to try to keep offenders out of prison. Probation is increasingly used, both for juvenile and for older offenders. Magistrates are required, except under special circumstances, to allow time for the payment of fines, by the Criminal Justice Administration Act, 1914, which is described in the Act itself as "An Act to diminish the number of cases committed to prison." This language suggests a wholesome distrust of the so-called beneficial effects of imprisonment. Perhaps the English legislators agree with the "eminent judge," quoted by Mr. Francis Lynde Stetson: "I doubt whether the commission of crime has been appreciably diminished by our system of punishment." Probation not only keeps the offender out of prison, gives a motive for honest effort, and provides him with friendly help and advice; it requires the court to investigate the character and environment of the offender in order to decide whether he is a fit subject for probation. It is the growing effort to investigate the circumstances of an offense, not merely to decide the question of

guilty or not guilty, that Mr. Thomas Holmes considers the most hopeful tendency in criminal administration. Both Mr. Holmes and Mr. Cecil Leeson, formerly a probation officer, at present secretary of the Howard Association, deprecated the reluctance of magistrates to require restitution on the part of offenders put under probation. As this is probably the result of age-long separation of criminal and civil remedies, magistrates may be expected in time to adjust their action to the statute (Probation of Offenders Act, 1907), allowing both conviction and restitution.

There is, I was told, nowhere in England such careful examination of the mental idiosyncracies of offenders as is attempted in American psychopathic institutes. Feeble-mindedness in case of children before the juvenile courts is determined by school records; they are feeble-minded if they have attended the special schools for mental defectives. They are sent to these schools by the order of the school physician, generally with the advice of the principal and teachers.

Probation suffers for the want of a body of trained officers. Much use is made of police court missionaries; sometimes excellent, often not satisfactory, for their training and main work have been along different lines. Also other social workers. I met two settlement workers who were juvenile court probation officers.

Mr. Cecil Leeson's "The Probation System," 1914, outlines the situation, makes suggestions and gives results. Dr. James Devon's "The Criminal and the Community" advocates great increase of probation and parole (license). His opinion is official, as he has been for years attendant physician at a Glasgow prison, and has been appointed a prison commissioner. I should call the official appointment of so uncompromising a critic of present methods and results the most hopeful sign of a change for the better in the near future.

Judge Gye of the Hampshire County Court, gave me an account of his use of informal probation. A man is brought before him for non-payment of his grocery bills. He dislikes sending him to goal, for many reasons. So he finds out the offender's wages and the needs of his family; then orders him to give his wife so much a week and to pay so much a week on the grocery account; requires him to report to the court every week until the bill is paid; also tells the man that the judge will find out whether he is doing as he is ordered and is industrious and sober. He does so find out, especially by the co-operation of the police. He has had excellent results from this practice. Frequently the wives of his probationers have come to thank him for the improvement in the conduct of their husbands.

PART II—INSTITUTIONS.

The two institutions that I made a special effort to understand were the Girls' Borstal and the Little Commonwealth; because I suspect that it is along these two lines that the penal institutions in England will progress—official institutions along the lines of the Borstal, unofficial along the line of the Little Commonwealth. This is my reason for the detailed account of these reformatories.

By the courtesy of the authorities in each case, I had the opportunity of spending several days at these institutions.

The Girl's Borstal Institution at Aylesbury.

This reformatory is in the same building as the Aylesbury convict prison for women, but the girls are kept entirely apart from the women. Also under the same governor,² Dr. Winder, and physician, Dr. Selina Fox, and chaplain, Mr. Butler, but the rest of the staff is distinct. I believe this is the only one of the state prisons with a woman physician, but there is an inspector who is a woman physician. The appointment of a woman at Aylesbury is felt by women interested in prisons as a great step forward in the interests of the prisoners.

The authorities are hoping to have a separate establishment; with more land. Naturally, during the war, no building can be undertaken.

There are three grades—ordinary, special and penal—distinguished in appearance by slight differences in dress. When a girl enters she is put into the ordinary grade; in about twelve months she may, by good behavior and industry, advance to the special grade. For bad behavior, or if returned upon broken license, she is put into the penal grade.

Their curriculum is sewing, laundry, cooking, house-cleaning, gardening and care of pigs and chickens—several months each; time regulated by length of sentence and health; the latter part of the sentence is spent on a special trade if a girl has chosen one and shows aptitude for it. Swedish drill every day for six months; then twice a week; none the last six months, to lessen the change from reformatory life to ordinary industrial conditions. Gardening is given out of order if the physician thinks an out-door life better for the health of any girl. They attend school a part of every day until they reach the grade of ordinary children of eleven or twelve. They are assigned to proper grade by examination on entrance. So in the sewing room they are tried first on plain work, then are advanced to whatever grade of work they are capable of doing. If they sew well before leaving,

²Dr. Fox is now governor of the institution.

they make their own "liberty clothes," the equipment they take out with them, varied with reference to what they are going to do. They may trim their liberty underclothes, and in many cases they are rather elaborate.

The superficial appearance is painfully prison-like; there is much locking of doors; when out of their cells the girls are always attended by an officer, with this small exception: sometimes an officer sends a "trustee" on an errand from one department to another. Meals are served in the cells, except that the special grade girls have their dinner, at mid-day, in association, where a little low conversation is allowed. These girls also have the recreation hour in association, when they talk and see some newspapers. One girl took evident pride in telling me an incident in the trench life of the soldiers. I wondered why this interest in general information should be denied the majority.

In the penal grade no letter or visit is allowed. In ordinary, a letter and visit, or two letters, after six hundred marks have been gained; twelve marks can be earned a day. In the special grade, a letter or visit is allowed once a fortnight. An officer is present during the visit. Only members of the family, or persons whose interest in the girl is likely to prove helpful, may visit or correspond with her.

Aside from the deplorable solitary and silent meals the reformatory is like an old-fashioned strict school, under hard and fast rules, but with kindly instructors. Of course a visitor is at a disadvantage in discovering the ordinary attitude of the instructors in a school; but it is possible to learn something by watching the pupils. You almost felt that you had escaped the prison when groups of girls questioned an order, quietly and courteously, as in an orderly school-room; this happened twice during the days I visited the reformatory, and the incident aroused no surprise—excepting in me. The order in the various workrooms was no stricter than necessary for good work; the pupils frequently asked instruction and spoke to each other occasionally about their work. Discipline is maintained chiefly by moral suasion and by marks. Marks gain promotion in grade and privileges, and a very small amount of money. In the special grade a little of this money may be spent for fruit and some kinds of sweets.

The governor and officers are much pleased to have the pigs and chickens, for the excellent effect on the girls that the care of animals may give. In fact, the girls are amusingly fond of the pigs; and one girl told me with great pride how friendly to her a brooding hen was.

Drill is out of doors if the weather permits. It was generally performed with vim.

There are two chapels: Church of England and Roman Catholic. Because I had met the chaplain I attended the Episcopal services. As I had heard criticism of prison sermons I was especially pleased to hear Mr. Butler, the chaplain, strike a very high note. He preached on nobility; he at least does not think it impossible for criminals to hitch their wagon to a star. He was training the girls' chorus in Easter music; again he struck a high thought, the best none too good for them. They evidently took interest and pleasure in the singing.

Sunday afternoon, as it rained, they all had association instead of exercise. As they sat in groups along the corridors, knitting, reading, chatting, even singing in low tones, I joined group after group and talked with them a few moments; just as among school girls, some were shy, some merry, some eager to tell me what they wished to do when they left. In another way they are like school girls: They sometimes become attached to individual officers, even foolishly sentimental over them. I feel it but fair to mention these trivialities, to dwell in detail upon my pleasant impressions, since I found much to condemn. The great defect of the training is overdirection, little opportunity for the exercise of judgment and self-dependence.

The Boys Borstal Institution at Borstal.

My visit to Borstal was so short that I must refer to my general statements and to the Borstal reports. I shall mention only a few things I saw or heard that especially interested me. This will be true of the other institutions that I saw but once.

Borstal has some advantages over Aylesbury. It is independent of other prisons; it has a farm and the supervision is not quite so continuous there as elsewhere. Dr. Morton, Deputy Governor and Medical Officer, told me that boys in the special grade did not run away, an excellent indication, first, that they have learned enough not to run away, secondly, that some boys do run away. An institution from which escape is impossible has a terrible discipline, fit for no human beings excepting the violently insane.

Punishments are loss of marks, breaking stone, solitary confinement, and, for gross personal violence to an officer, corporal punishment.

I was told that the boys really learn trades. Some of them become ship's cooks. I saw some excellent looking food made by the boys.

The Little Commonwealth in Dorsetshire.

This is a self-governing penal community for boys and girls con-

victed in a juvenile court; hence, under sixteen at the date of conviction. They are not received under fourteen, so that they may not be compelled to attend school. It is under the charge of Mr. and Mrs. Homer Lane, Americans, who have had experience in management of a somewhat similar institution in America. Mr. Lane has charge of the industries and employs and directs the labor. Token money is used. The boys do farm work, gardening, house-building; the girls, cooking, housework, laundry work, gardening. I think the plan is, as the institution enlarges, to add other trades. There are about thirty young persons there now, but several of the older girls have stayed after the expiration of their sentence. In each cottage are twelve to fifteen boys and girls and at least one adult. Each cottage is a home, has its own kitchen, dining room, sitting room. To make the place more home-like, there are seven or eight little children, from a year and a half to eight years old, and cats and dogs. The effect is apparently all that could be desired; I never saw children and animals more certain of a welcome from inmates and guest. The young people could be sharp enough with each other; I did not hear a cross word to the little ones or animals. There is school for the little children in the day, for the workers several evenings a week. Church attendance on Sunday (at a neighboring village) is compulsory, by a law passed in their own legislature. Also according to one of their own laws, boys may smoke when they are eighteen, girls when they are nineteen. One of the girls said that the reason for the difference was to prevent a certain girl's smoking, for whom they thought it injurious. It is, apparently, not only state legislatures that have to grapple with the problem of special legislation. In addition to the legislature, there is a court for the trial and punishment of offenders. Mr. Lane says that the girls generally make better judges than the boys, for they consider rather the individual case than the law broken.

The purpose of this experiment—a unique institution, only three years old—is two-fold. It is immediately for the benefit of the young people submitted to its discipline in self-control, self-direction and individual initiative under conditions that attempt to reproduce normal and natural life, with the presence in one dwelling of adults, juveniles of both sexes, little children. The other purpose is to introduce and spread the ideal of liberty and self-direction. Penal authorities, so far, appear not to have felt the impact of this idea; but teachers and other social workers feel the liveliest interest and frequently visit the Little Commonwealth.

St. John's Reformatory.

Catholic, at Walthamstow. Superintendent, Mr. McGee.

Boys are sent to this institution by juvenile courts. They must be twelve to sixteen on entrance and they cannot be kept after nineteen. They may be put out on license after eighteen months. There is good after-care by paid parole officers in many parts of England. Corporal punishment prevails. Usually there are few runaways, and these are nearly always caught and returned. In war time there are many runaways, due to a restless spirit, and the recruiting office is not too scrupulous about the age of well-grown boys. The superintendent told me that boys from institutions of any kind, are worse than others, in respect to sly trickery.

Many go into the army; some become ships' cooks; others are taught shoemaking and tailoring, but the iron shop is the favorite and best equipped shop; they become handy with tools, and that is all that is to be expected in the time and with the limited equipment, as I was told by Mr. Russell, Chief Inspector of Reformatory and Industrial Schools. English institutions, just as American ones, lament the lack of complete and up-to-date equipment and of trained instructors.

Two days a week there is a vegetarian diet, to save expense; they sometimes have peanuts instead of meat. The health is excellent. They pay a good deal of attention to games, and have many championship cups; they play with the team of the town school and of other reformatories at swimming, football, etc.

Two features were especially admirable. In the dining room were small tables, each seating four boys; each table had its own teapot, and the tea was poured by a boy seated at the table; this teaches good manners; also as an officer moves about the room, he can suggest correct ways more easily and quietly, and talking is not so likely to become boisterous.

The other is the student council, elected by the boys (but the Superintendent uses some influence). This council deals with minor offenses by way of advice and warning, but may not punish. It has a very good effect, especially on members of the council, and more particularly on the president. I saw a letter from a former student, now in a shop, who said he had been offered a position as foreman; at first he hesitated to accept it but remembered his success as president of the council and felt self-confidence enough to accept; he was doing well. Sometimes Mr. McGee has got a boy of weak will on the council and has found that the responsibility aids the boy greatly.

Mr. McGee told me that at the Hayes Industrial School the student court inflicts punishments, but said he was afraid to intrust so much power to the boys, lest injustice might be done.

The Princess Mary Village Homes

Church of England, at Addlestone. Superintendent, Miss Wilkinson.

The superintendent is a member of the Board of Managers, and she chooses the staff. There are three hundred girls, most of them sent by the children's court because they are destitute or delinquent; a few are sent by patrons of the school. The average age on entering is eight to nine. They belong to the institution until they are eighteen. They generally go out about sixteen and are supervised up to eighteen. Care is taken where they are placed; usually in a family or institution to do some kind of domestic work. They are taught cleaning, cooking, laundry, sewing; a few learn gardening, bee-culture, poultry-farming. There is a school on the grounds under the Board of Education.

Cottages hold from ten to fifty-two; only one, an adjoining residence recently bought, accomodates fifty-two, and that is not full. They are clean, comfortable and simple. The dormitories are equipped with good bath-rooms where the residents bathe once a week unless the house-mother thinks it is advisable to do so oftener. Much variation is permitted in dress. The mark system prevails and they are allowed to spend some of their money, as on excursions to the sea. A bank account is opened for many. Part of the wages for two years must be sent to the superintendent, who deposits it for the girl. They may be whipped on the hand with a leather strap. They are free to run away and three did so in four years, but one of them came back the same night of her own accord. Great attention is paid to calisthenics. Girl guides are provided. Picnics, walks, and tea parties are allowed. It is a very attractive institution in its physical equipment and possesses the atmosphere of kindness and affection, and, among the children especially, happiness.

There are several special buildings: An infirmary, which serves also as a receiving cottage, where each child is kept two weeks before being put with the other children; a building for the little ones; Miss Wilkinson would like to have many come in as babies, for there is more hope the younger they come in. The large house, "Crouch Oak," bought recently, is used for girls who have much knowledge of evil; they are thus separated from the more innocent, and can be specially instructed. They bathe every day. The corridors and dor-

mitories are very pretty and are decorated in light, dainty colors; this is a part of the effort to induce love of the clean, pretty, and dainty. They are permitted to talk at the table.

And last, but surely not the least important, there is a Holiday Home, an attractive cottage, for girls on holidays or when they are out of work. A small fee is charged if they can afford to pay; there are separate bed-rooms for those who can afford to pay more. If former pupils are in the neighborhood, they often come back Sundays or on their day out. Thus, the making of a home for the girls even after they have gone to work must be very helpful to them, both for happiness and safety.

*The Boy's Home Industrial School.
Church of England in London.*

The destitute and delinquent boys under twelve are sent by the children's court. A few are also sent by patrons.

Various trades are taught. There is after-care, but not enough supervision. They are permitted to talk at meals. Corporal punishment is sometimes resorted to. Mark system is in effect, so they may spend some of their money, for example, on ball games. The boys seemed happy and not too much subdued; as we chatted with them Mr. Rogers, the secretary, showed knowledge of and interest in their idiosyncracies. He said that he did not consider the plainness of the home (which, however, appeared comfortable) a disadvantage, since they would not find such a contrast when they went out. Also, that while in many ways he would prefer the home on a farm, in some ways it was better in a city; for the boys were able to join somewhat in the life of the community; sometimes he got jobs for them with the neighbors, and he frequently sent them on errands, and they walked and played in a nearby park.

*Remand Home for Girls and for Boys Under Seven.
In London, Miss Rangecroft, Superintendent (A trained nurse).*

It struck me as an excellent idea to have a trained nurse as superintendent; she knows how properly to care for the health and cleanliness of the children. Often the little children are in a wretched condition when brought in. They bathe every day, and the wash cloths are boiled every day. Every inmate is required to go to the water-closet or be put on a chamber at fixed times, several times a day. On Christmas day, in spite of the unusual diet of a great quantity of sweets and fruit, there was not a soiled child nor bed among all the sixty-one, and think of the homes they come from! The teeth are

cleaned with a bit of rag and powder, and then the rag is burned. The building is kept very clean. The manner of the superintendent and teacher showed that they were affectionate and merry with the children. The little ones in the school seemed very happy. Sometimes the older girls were allowed in the school. But as it is only a temporary home, of course the schooling cannot be a very serious consideration. The older girls do some cleaning. Some were locked in a special corridor, with wire netting over the cells. The medical examination on entrance is not so thorough as in some American Homes of Detention; nor is there isolation for the first two weeks, to see if a contagious disease develops. But the clothing of the girl is watched and if there is syphilitic discharge, the girl is isolated or sent to a hospital. On entrance the clothing that the child wears is sterilized and washed; she is clothed in Home clothes. She wears her own when summoned to court, if they are fit to be worn, if not, the clothes are supplied from a store kept in the Home. She wears Home clothing if sent to an institution, which then returns the clothing.

Punishment is the deprivation of privileges; very rarely a girl is locked in her cell (the younger children are in dormitories), but with a book or sewing, and her regular meals are given to her.

Remand Homes for Boys Seven to Twelve.

In London. Superintendent, Mr. Craig.

But some boys over twelve were at the institution when I was there, as the home for the boys twelve to sixteen was full. Remand Homes are directed by the Board of Education.

Ninety-two boys; room for one hundred.

School, but with handicap mentioned.

They have calisthenics. Their play is done in a small yard. The boys do some cleaning and the place is kept clean and is clean-smelling. They have hot-air pipes in the dormitories and canvas cots. The day clothes are put into a basket, one for each boy, and are taken out of the dormitory, both for the sake of the air in the dormitory, and to prevent night escapes. A tub bath is taken once a week. The boys undergo the same treatment of teeth and clothing as they do in other Remand Homes. The superintendent told me that the school medical attendants made a thorough medical examination and isolation at first is hardly necessary; all the boys are of school age. Corporal punishment is occasionally resorted to. There are two woman inspectors.

Day Industrial School in London.

The Drury Lane School is under the direction of the Education

Department of the London County Council. The superintendent is Mr. Thomas Humphreys. It is a truancy school and the only one in London, but Liverpool has several, and other cities have one to several such schools. The children are sent by magistrates, but sometimes parents ask to have their children admitted. When the children are sent by magistrates, the parents are charged eighteen pence or two shillings a week; when they come voluntarily, one shilling is charged. But if the authorities are convinced that the parents cannot pay, they are excused from such payment. The ages are from five to fourteen years old (once one under five was admitted with his brothers and sister). They have wash rooms, bath tubs, and a small swimming pool. When they first come in, if it appears necessary, they are required to take a bath. Afterwards, they go in batches to the pool once a week. They may come at 6 a. m. and the school janitor and his wife are there to receive them. In the summer they leave at 6:30 p. m.; it was the same time formerly in winter, but while London is dark, they are dismissed at 4:30 p. m.

The first and second standard have all day school; after that, half-day is spent in school and the other half-day is spent in the shop. The boys (108 now; only two girls) scrub floors, wash dishes, etc. A band has been organized. Drill is compulsory. Printing and woodwork are taught and before the war instruction was given in metal work. Three abundant meals are served at 7:45 a. m., 1 p. m. and 5 p. m.

This is an excellent plan for the control of truants; if the home is not wholly unsuitable. It enables a working mother to have her children looked after all day.

*Aylesbury State Convict, Inebriate and Preventive Detention Prisons
for Women.*

It is a great expense to maintain confirmed drunkards in this institution and scant results are obtained.

The preventive detention prisoners work well and are paid more than the others; they are allowed to spend their money more freely; they do their own cooking, eat and talk together. The prisoners behave well.

*Holloway State Prison for Short Term Offenders (Women),
London.*

It is clean and pretty comfortable, though I should judge that there is not enough air in the cells when the doors are closed. The prison is rather chilly.

Elaborate arrangements are installed for the reception and bath of incomers. The clothes are dropped on a sheet, but a sheet is thrown over the head before the last garments are removed. If there are signs of skin trouble, a special bath tub is used; if of vermin, a special tub. Three flesh brushes are used for each tub and each brush is disinfected after each using; the tub is swabbed after each using. A shampoo is given. If the hair is too badly infected with nits, it is cut. A medical examination is made, but not a thorough one, by the attendant physician, a man. The observation wards are for all the ill; separate tiers are used for each kind of disease, as for tuberculosis (there is more air in cells), mental trouble, epilepsy and nits. Venereal women refoot socks which are sterilized. All this elaborate paraphernalia is for a city jail, and the city allows slums, and the contagiously diseased persons at large, to corrupt and infect the whole community and fill this and other institutions!

The inmates cook, wash, and clean for the institution. There is much government work done, for instance, laundry, mail bags, clothing for naval academy, etc.

The remand prisoners (who are awaiting trial) have separate ward, wear their own clothes, and may have their food sent in to them; they have their own sick ward.

A woman with a baby has a crib in her cell. The nursery was very attractive.

There are the usual bad features—silence and meals in the cells. And the good features are—cleanliness, care of health, work, and after-care. No one is turned out with no place to go, if she will accept assistance of the Holloway Discharged Prisoners' Aid Society, and of other institutions, for example, the Salvation Army.

The food is said to be abundant and good; I tasted some good bread and cocoa. The women at hardest labor, as in the laundry work, have tea or cocoa. Miss White, the head matron, has asked several times that all be given tea or cocoa, but it has not been granted, doubtless on the ground of deterrence. She says that the officers are kind; she spoke with kindly interest to several of the women and said rather apologetically, that she could not help getting fond of women under her care.

Ishington House of Help.

Under Holloway Discharged Prisoners' Aid Society, London. Superintendent, Miss Smith.

The house is plain, clean and comfortable. The inmates do the housework. Positions are obtained for inmates as soon as possible,

and they are trained workers, as cooks or laundresses; little trouble is found to get places for them. Miss Smith often advertises for a place for a woman who has been guilty of theft or drunkenness, but who wishes to try to do better. She never conceals the fault, but does not use the word "prison" unless directly asked. Habitual offenders are not received here. Before the women are discharged from Holloway they are asked if they wish help. Those who wish it are discussed by the governor, chaplain, matron, lady visitors, and generally Miss Smith. This board decides where the woman under consideration had better go. There are many homes of rescue for prostitutes, and also for drunkards, as Lady Henry Somerset's Homes.

Miss Smith used to have socials to which former inmates of the home were invited, but she considered their influence on women still in the home bad, so she discontinued them. Query: Hasn't she sacrificed a greater good to a lesser evil?

The women are given decent clothes while they are there and when they leave.

The Elizabeth Fry Refuge in London.

This is for discharged woman prisoners and sometimes remand prisoners, or others sent in at the discretion of the courts. It is not for prostitutes or drunkards. Nearly all of them are young women. The doors are locked at night and the inmates are really kept in. Attempt is made to train the women in domestic service and laundry; the institution takes in laundry.

The inmates wear uniforms and are given an outfit when they leave. These young women were the most smiling and rosy-cheeked that I have ever seen in any kind of an institution.

Central House.

This house is managed by the Bath Vigilance and Rescue Association. It is for girls and women in need of aid and protection, whether they are respectable or not. It serves as a clearing house to send persons to institutions, or to positions. It is used as remand home for women and girls. The home is clean and comfortable.

APPENDIX.

Scheme for a Reformatory for Girls and Young Women

This institution was proposed by Miss Lillian C. Barker, Lady Superintendent of the Woolwich Arsenal, at one time Commandant of the Women's Legion, formerly Principal of one of the London County Council Women's Institutes (an industrial school). After the war

broke out, and before going to Woolwich, Miss Barker established better cooking and more economical use of food in some convalescent camps and instituted cooking in classes in some training camps under the direction of the War Department.

The Reformatory.

Prison discipline as such should not be enforced, but the girls should be controlled in such a way as to train them in habits of self-dependence and self-respect. They should also be encouraged to retain their individuality and not become mere numbers. There should be a varied programme of work and study. Every piece of work should be strictly judged. Laziness should be carefully watched for and stamped out, after having medical opinion as to whether the physical condition is good. It must be borne in mind, also, that many of these girls are spending two of their best years in confinement. Each girl should feel herself an individual, and for each, the appropriate programme should be arranged; and each girl's work considered on its merits. The religious life should not be overlooked, but neither should it have such prominence as to create a distaste for these things. Early morning and evening should be the time devoted to this. A careful discrimination should be shown in the kinds of religious elements which enter. In the last three months girls who have earned the highest positions of trust should occasionally be allowed outside the walls, so that they may be the more fitted to take their place in the world.

Meals should not be taken in the cells, as all refinement and courtesy is thus lost. It is suggested that for this short time conversation should be allowed—an attendant being present if necessary, though it should not be taken for granted that all conversation would be lewd. It is hoped that the added interests they would get would furnish decent topics. At any rate, punishment for this could be meals apart—but not in cells. Even in the taking of meals good conduct could earn its reward, as prefects eating together and with other privileges tending towards refinement.

Cooking should be done by the girls themselves.

Mending and personal duties could be carried out before and after the set duties of the day are finished. These should be as carefully marked and of as good a standard as their other work.

Visitors, for religious purposes or otherwise, should only be allowed in the off-duty time. It should not be possible for a girl to be fetched from work or lessons.

Recreation daily, between tea and 5:45 p. m.; on Saturday and Sunday, after dinner till 5:45.

Regulation at Night. All cell doors are to be locked at 9 p. m. and the lights are to be put out. If any girl's light is put up in the night, the fact and cause should be reported to the matron or medical officer.

Classification of Girls—

A. The girls who are leaving, and those of the highest type who are not necessarily leaving at once.

B. The girls who are to supply A. They may not reach A until well on in their time of service. Promotion to Class A shall be by merit.

C. The newcomers and those of low type who make slow progress.

Privileges granted should be of an encouraging character and should mark the progress from one division to another.

Progress in work should be shown by marks judiciously given, and recorded after morning, afternoon and evening sessions, so that there is no chance for the teacher-attendant to forget. A girl should not be able to lose marks, but only to gain them so that every girl will not earn marks at each lesson, but only the deserving ones will benefit. The move from one section to another should be distinctly shown in the uniform.

Time Table. All work done under this time table should be of a very high standard, and each piece of work should have a time limit. There should be no opportunity for slacking. Each girl should do a good seven to eight hours' class work per day, some portion of it to be manual. Laziness should be paid for out of recreation—all time lost to be made up.

Class A (30 to 36 girls) —

Two girls who are to be in sole charge of all work in medical officer's house.

Two girls who are to be in sole charge of all work in the matron's flat. This is *the* highest distinction possible to be gained.

The cooking and housework in Class A is to be confined to attendants or officers and their own section of girls.

Needlework and laundry is to be taken with Classes B and C, but is to include only that connected with officers and their own section.

6:00- 7:10—Cleaning of cells, etc.

7:10- 7:30—Breakfast.

7:30- 7:45—Prayers and any announcement by the staff.

7:45-11:45—(1) 6-9 girls to cookery for staff and their own section.

(2) 6-9 girls to laundry.

(3) 6-9 girls to housework.

(4) 6-9 girls to gardening.

The time for this kind of work should be broken up into periods of one month in each. Girls should move automatically from one to two, etc. Discrimination might be shown in placing good and less good workers in each shift. Every girl in Class A should be good. The laundry, housework and gardening girls would form afternoon classes. Cookery girls would be kept busy all day with the preparation of meals, bread making, etc.

Monday, 1:45-3:45—Cookery, laundry, housewifery, or gardening demonstration.

Tuesday, 1:45-2:45—History.

2:45-3:45—Writing.

Wednesday, 1:45-2:45—Household arithmetic.

2:45-3:45—Practical health (poultices, etc.).

Thursday, 1:45-2:45—Needlework.

Friday, 1:45-2:45—English.

2:45-3:45—Drawing.

Monday, 5:45-6:45—Singing.

Tuesday, 5:45-6:45—Home nursing.

Wednesday, 5:45-6:45—Drill.

Thursday, 5:45-6:45—Needlework.

Friday, 5:45-6:45—Drill.

Cookery Course. All demonstrations should consist of theory and practice. The practical demonstration should be carried out by each girl. Each girl should cook in turn every type of dish which constitutes a practical general knowledge, such as is required from a good plain cook.

Laundry should include every process required in a trade laundry.

History. This subject should have some relation to the current events of the day, and should include industrial, social and biographical history, including the reading of newspapers, etc.

English lessons should be correlated to the above subject and include plenty of reading, set as homework to be discussed in class. Also literature of a good and simple kind should be included.

Health classes should be of such a nature as to be practically useful to the girls when they leave. The practical side, such as home nursing, infant care and health, should be taken. The theory would be received at the weekly lecture given by the Medical Officer.

Needlework should include dressmaking. This time should be spent in pattern adopting, cutting out, and practical work. This latter should be the completion of their leaving outfit, which should be begun in Classes A and B.

Drawing. If a girl cannot do freehand drawing, she should be allowed to do ruler work, and perhaps geometry to cultivate accuracy. Drawing should correlate with nature study and dressmaking, as illustration and design.

Household Arithmetic should include the study of division of income, insurance and catering. It should include knowledge of the interchange of commodities with our own colonies, etc.

N. B. For the last six months if a girl shows that she is specially adapted for any particular occupation, such as gardening, cooking, etc., she should be allowed to work a longer time at this, if her other work has reached a good standard. In every case, self-reliance and trustworthiness should be the final aim.

Class B (30-36 girls. Average time, nine months.)—

6:00- 7:10—Cleaning of cells, etc.

7:10- 7:30—Breakfast.

7:30- 7:45—Prayers, etc.

- (1) 7:45-11:45—9 girls to cookery for the girls.
- (2) 7:45-11:45—9 girls to laundry for the girls.
- (3) 7:45-11:45—6-9 girls to housework for the home.
- (4) 7:45-11:45—6-9 girls to gardening.

Each girl to have one week or one month, as thought best, at each type of work, and to move automatically from (1) to (2), etc. Each shift is to contain good, bad, and medium workers. The laundry, housework and gardening girls are to form the afternoon classes.

Monday, 1:45-3:45—Needlework.

Tuesday, 1:45-2:45—History.

2:45-3:45—Writing.

Wednesday, 1:45-2:45—Drawing.

2:45-3:45—Needlework.

Thursday, 1:45-3:45—Demonstration in cookery,
laundry, housewifery or
gardening.

Friday, 1:45-2:45—Household arithmetic.
2:45-3:45—Nature study.

Monday, 5:45-6:45—English or reading.

Tuesday, 5:45-6:45—Drill.

Wednesday, 5:45-6:45—Singing.

Thursday, 5:45-6:45—Drill.

Friday, 5:45-6:45—Health lecture.

Cookery should include all the principles of cooking and each girl should take her turn at each kind of work. This should include all cooking necessary for sections B and C.

Laundry work should include all the types of work and include sorting, packing, overseeing, etc.

Housework should be of a general kind, but the chief principles should be carefully taught.

History. This should include the making and expansion of the nation, growth of colonies, etc.

Household Arithmetic should correlate with cooking, needlework, housework, laundry, etc.—cost of materials, labor, etc.

Drawing should correlate with dressmaking and nature study.

Needlework should be the learning to cut out, make up and adapt patterns. Also to make the underclothes they will require on leaving. Knitting should be introduced and could form very good homework.

Class C (30-36 girls. Average time, six months.)—

For the first three months, or until special industry is shown, gardening should be the chief manual labor, after that laundry work, keeping about 20 or 24 girls in the garden and 10 to 12 in the laundry daily. The same time table for other lessons to be followed.

6:00- 7:10—Cleaning of cells.

7:10- 7:30—Breakfast.

7:30- 7:45—Prayers, etc.

Monday, 7:45-11:45—Gardening.

1:45- 2:45—Arithmetic.

2:45- 3:45—Theory of gardening.

Tuesday, 7:45- 9:45—Needlework.

9:45-10:15—Drill.

10:15-11:45—Reading and writing.

1:45- 3:45—Gardening.

- Wednesday, 7:45-11:45—Gardening.
 1:45- 2:45—Theory of cooking.
 2:45- 3:45—Nature study.
- Thursday, 7:45- 8:45—Arithmetic.
 8:45- 9:45—History.
 9:45-11:45—Drawing.
 1:45- 3:45—Gardening.
- Friday, 7:45-11:45—Gardening.
 1:45- 3:45—Needlework.
- Saturday, 7:45- 9:45—Needlework.
 9:45-10:15—Drill.
 10:15-11:45—Reading and writing.
- Monday, 5:45- 6:45—Drill.
- Tuesday, 5:45- 6:45—Theory of house manage-
 ment.
- Wednesday, 5:45- 6:45—Health or home nursing.
- Thursday, 5:45- 6:45—Singing.
- Friday, 5:45- 6:45—Theory of laundry, simple.

Needlework should include the learning of all simple stitches, cutting out of simple patterns and garments. It should include the making of garments to be worn while in the institution.

History should be taught by means of biographies.

Reading and Writing should include the teaching of English and literature.

Arithmetic. The four rules and their application to money, time and measures. It will probably be found possible to have a higher grade for some of the girls.

Drawing should be correlated with nature study and needlework.

House Management lessons should include practical demonstration of cooking and housework; and in laundry, simple experiments should be shown to demonstrate good and bad processes and their effect on materials.

NOTES ON TIME TABLES.

These are only tentative suggestions, but the proportion of time given to each subject should be kept. Homework in sufficient amount should be given and carefully marked—any laxity should be punished by curtailment of that in which the individual girl finds most pleasure. Solitary confinement should be paid for by extra work, otherwise lazy girls will enjoy it.

Staff of Teachers for the three sections—

Three for cookery, two instructors and one assistant. Same for laundry, for needlework, for gardening.

Two for house management.

One for drill.

One for nature study and drawing.

One for arithmetic and English.

One for singing.

Staffing. To make this satisfactory, the staff should be of a more technically fitted type than at present engaged in reformatories. There would be a greater social difference between girls and teachers and this would inspire respect. To gain this type a higher salary would have to be paid to obtain the greater qualifications, but these would act as teachers as well as guardians. This need not entail greater expense, as a lesser number would be required. The better paid and better equipped teacher should be able to take all lessons, whether of the school or technical type.

The disciplinary work should, as far as possible, be carried out by means of prefects chosen from the girls themselves, and given their positions as a reward of good behavior. These of course should be wisely supervised to see that no spirit of favoritism should arise. In each section the girls should work in pairs, a girl who has earned promotion with one who is difficult. Each teacher should be responsible for the discipline of the class room, or wherever she is on duty.

The head of the whole system should be a woman with good educational qualifications. Under her should be, on the one hand, a woman medical officer to superintend the physical well-being and, on the other, a matron to be responsible for the domestic well-being of the institution. The rest of the staff should be directly controlled by the governor and be under her immediate direction, and should consist of teachers having certificates and diplomas for the various subjects which they are to teach.

The salaries suggested are:

Residents, with quarters and board—

Woman Governor—£250-£300, by £5 yearly increments.

Medical Officer—£150-£200, by same.

Matron—£100, by same.

Four Under Matrons—£30-£50, by £2 yearly increments.

Two Cookery Instructors—£80-£100, by £4 yearly increments.

One Cookery Assistant—£50-£70, by same.

Two Laundry Instructors and One Assistant—Same as for Cookery.

Two Household Instructors—Same as Cookery Instructor.

One Gardener Instructor and One Assistant—Same as for Cookery.

Visiting Staff, with no emoluments—

One Drill Instructor.

One Nature Study and Drawing.

One Arithmetic and English—Each £30-£50, by £4 yearly increments.

One Singing—£20-£40, by £4 yearly increments.