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INTERNATIONAL COUNCIL OF WOMEN  
EQUAL MORAL STANDARD COMMITTEE

Summary of  
Replies Received to Questionnaire  
on preventive measures and methods of re-  
education employed in the campaign against  
the demoralisation and prostitution of minors.

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INTRODUCTION.

A questionnaire was circulated last August to the members of the Equal Moral Standard Committee of the International Council of Women, with the object of obtaining information regarding preventive measures and methods of re-education employed in different countries in the campaign against the demoralisation and prostitution of minors.

Replies have been received from 17 National Councils, most of which have given detailed information on all the points raised, and it has been particularly valuable to have had answers from both regulationist and abolitionist countries.

The following National Councils have contributed information:

- |  |               |
|--|---------------|
| Australia                                | Italy.        |
| (Western Australia and New South Wales). | Latvia.       |
| Belgium.                                 | Netherlands.  |
| Czechoslovakia.                          | Norway.       |
| Denmark.                                 | Poland.       |
| France.                                  | Roumania.     |
| Great Britain.                           | South Africa. |
| Greece.                                  | Sweden.       |
| Ireland.                                 | Yugoslavia.   |

Belgium, France, Greece and Italy have regulated prostitution, whilst Latvia, Poland, and Roumania have registration of prostitutes, but no tolerated houses. The other countries—Australia (excepting Queensland), Czechoslovakia, Denmark, Great Britain, Ireland, Netherlands, Norway, S. Africa, Sweden and Yugoslavia are abolitionist.

The summary of the information received has been treated under the different main headings of the questionnaire.

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## PREVENTION.

### I. *Ideological Action.*

The keynote to all moral welfare work should be that prevention is better than cure, and it is certain that all measures—both educational and practical—which will prevent the demoralisation of youth are of the greatest value.

A high level of public opinion on matters concerned with morals is most desirable and it is for that reason that ideological action is essential.

The teaching of abolitionist principles implies more than the closing of tolerated houses: it means recognition of the fact that an equal moral responsibility rests on men and women alike in sex relationships, and it also demands that there shall be no measures of exception, that is, that no laws and regulations affecting particular groups or classes of persons shall be applied under pretext of morals.

Although most people now agree as to the desirability of some form of sex education for the young, opinion is divided as to whether this should be undertaken by parents or as part of the school curriculum. Some countries consider that much can be done by instruction given to mothers, and it is also felt that such instruction should be given equally to fathers.

On the whole, the replies received show that there is little systematic propaganda.

(1) **Australia.** There is no active propaganda, although there is a certain amount of sex education for the young. Stress is laid upon the necessity of the education of mothers.

(2) **Belgium.** No satisfactory propaganda exists; there has been a certain amount of discussion as to the inclusion of sex education in the school curriculum.

(3) **Czechoslovakia.** The laws of 1922 regarding Venereal Disease and the closing of tolerated houses is based on the equality of both sexes and the equal responsibility of men and women.

(4) **Denmark.** The National Council of Women is particularly interested in the education of teachers in sexual hygiene.

(5) **France.** Propaganda is effected through numerous associations among which must be mentioned the Abolitionist Federation, L'Union Temporaire, and the National Council of Women. Although no official action has been taken regarding sex education, conferences have been organised privately in Training Colleges.

(6) **Great Britain.** Efforts are continually being made to obtain abolition of special laws applying only to prostitutes, and there is opposition to proposals, such as the provision of chemical prophylaxis for men at public expense, which are based on an unequal moral standard. The training of most Moral Welfare Workers is based on abolitionist principles, and much is being done as regards sex education by co-operation between parents and teachers, the

response by fathers as well as mothers in this direction being most encouraging.

(7) **Greece.** There is no systematic propaganda, but various societies including the National Council of Women support abolitionist principles and bring influence to bear upon young people.

(8) **Italy.** In theory the equal moral standard is not accepted, as it is opposed to Italian tradition, education and psychology. In practice, however, it is claimed that everything possible is being done to bring about a high standard of morality. The number of tolerated houses is decreasing yearly, and the new Penal Code is extremely severe on souteneurs and traffickers in women. Both men and women are punished for spreading venereal disease, and men are compelled indirectly to submit to frequent examination.

(9) **Netherlands.** No special campaign for equal moral standard exists as this is taken for granted, although it is admitted that in practice the misconduct of men is judged less severely than that of women.

(10) **Norway.** Good educational work is undertaken by the Morality Council.

(11) **Poland.** Propaganda is carried out chiefly by the Polish National Committee for the Suppression of Traffic in women, with which is affiliated 32 other societies. The Union of Women for Civil Work is active on behalf of abolitionist principles and organises instruction courses for mothers.

(12) **Roumania.** Indirect methods are mostly used, and individual professors and lecturers have published memoranda, whilst lectures by Mme. Legrand-Falco in 1936 aroused much interest.

(13) **South Africa.** The equal moral standard is recognised, but there is much need for active propaganda. Biology is taught in most schools, and various Societies, including the Red Cross Social Service and District Nurses Society promote a high standard of morality. Instruction is given to candidates for confirmation by the clergy.

(14) **Yugoslavia.** Conferences and lectures on hygiene are organised for Young people, especially for those in country districts.

### II. *Practical Action.*

The practical measures taken both by legislative action or by the inauguration of social services are of the greatest value.

#### (a) *Legislative.*

(1) **Australia.** Children may be removed from custody of parents to Child Welfare Department. Certain classes of work are prohibited to minors. There is no state censorship of films nor of books.

(2) **Belgium.** The law allows for removal of children from



custody of parents when in moral danger or ill-treated or neglected, but these measure are not easily enforced. Those who encourage or aid in the prostitution of a minor, whether they are aware of the age of the minor or not, are punished. Parents can apply to the Children's Courts for help in dealing with children under 18 who are beyond control. There are stringent regulations against obscene literature and other publications and against the sale and advertisement of abortifacients and contraceptives. Night work is prohibited to women and children under 18. There is no censorship of films, but minors under 16 are only allowed to attend cinemas where specially approved programmes are shown. Certain standards of behaviour are enforced in factories during work hours, and special regulations are in force for certain industries.

(3) **Czechoslovakia.** The law allows for removal of children from custody of parents in case of neglect. Night work is prohibited for women in factories, etc., but those employed as cloakroom attendants, artistes, etc., must not be under 18. Films and books are censored, and it is forbidden to depict immoral or cruel scenes on frontispieces.

(4) **Denmark.** Guardian Councils or Child Welfare Boards have existed for several years. There is censorship of films and prohibition of certain films for children under 16.

(5) **France.** A delinquent child or one in moral danger can be removed from custody of parents and placed either on probation or in a voluntary home or approved school.

(6) **Great Britain.** Under the Children and Young Persons Act 1933, a child or young person in need of care and protection can be removed from custody of parents and placed in an approved school, or in the care of a fit person, or under supervision of a probation officer or any other person appointed by the Juvenile Court. The Act also prohibits certain types of work, and other Acts also limit the employment of children and young persons. Films are certified by the British Board of Film Censorship, but the local authorities have the ultimate power of veto. Films are certified as Universal, Adult and Horrific. Children under 16 are not allowed to attend the last two types unless accompanied by adults, but this regulation is often evaded. This does not apply to Scotland where the whole position is less satisfactory. Action can be taken by the Public Prosecutor or the Police with regard to books and publications deemed to be of an indecent or obscene nature.

(7) **Greece.** The law punishes parents or guardians neglecting children with imprisonment and if there is danger of a repetition of the offence, the minor is placed in the care of others. There is censorship of films for children and books are also censored.

(8) **Italy.** The law provides for the removal of the child in moral danger from custody of parents, but it is not easy to enforce this. Work in places of moral danger is prohibited and children under 15 cannot be employed for films, variety or circus work.

Children under 16 cannot attend cinemas unless accompanied by adults. There is a movement in favour of every cinema having a separate hall for children.

(9) **Netherlands.** Children in moral danger can be placed under special guardianship by the Juvenile Court: the custody remains with the parents if they follow the guardian's advice. The guardian can place the child in a home or with foster parents, or, in the case of an older child in a house of semi-liberty. Films are censored, some being forbidden, others shown only to persons over 17, and pornographical books are prohibited.

(10) **Norway.** The Children's Welfare Council has power to remove a child from a bad home and to place it with foster parents or in a home-school, where the minor may remain until 21.

(11) **Poland.** Various sections of the law deal with prevention of the demoralisation of the young. Censorship of books and other publications is enforced. Young persons up to 17 can attend only those films marked "bon pour la jeunesse." There is a special cinema in Warsaw for such films only.

(12) **Roumania.** Preventive and educational measures are outlined in the new Penal Code. In Transylvania, "Sedria Orfanalis" acts as guardian for children in moral danger. There is censorship of films and obscene literature is dealt with under the Health and Social Assistance Law.

(13) **South Africa.** Children (up to 19 years of age) may be removed from the custody of parents and guardians and committed to private persons under supervision, to approved agencies, certified institutions, hostels, industrial schools, reformatories or institutions for the feeble minded. No night work by children is allowed. No young person may live or be employed in a brothel. The State controls the censorship of films and literature.

(14) **Sweden.** There are laws for the moral welfare of children and for the censorship of films.

(15) **Yugoslavia.** The law allows for the removal of children from parents' custody, but it is very difficult to enforce this. Night work is forbidden to young people of both sexes under 18, and also work in places of moral danger. There is censorship of films.

(b) *Social Services.*

(1) **Belgium.** Assistance is given to destitute or deserted minors by both Governmental and voluntary organisations—and to delinquent children through the Children's Court, such children usually being sent first to an Observation Centre. Societies for the protection of the young girl and railway station helpers look after the minor when travelling. Red Cross camps help the young unemployed, providing maintenance and occupational instruction. There are many societies working for the young, and special mention must be made of the Association Catholique de la Jeunesse Belge with its sections for young workers (J.O.C.) land workers (J.A.C.) students



(J.E.C.) and professional or independent (J.I.C.). This organisation has over 96,000 members in its sections for girls and works actively for a higher standard of morality in factories and workshops. Another Society "The Soldier's Day" prepares young men for military life, giving moral and medical advice.

(2) **Czechoslovakia.** Social legislation is strongly developed and there are many orphanages and homes. Station organisations protect the young when travelling. For the young unemployed there is the "Works Community" in Prague, which provides recreation, and mention should be made of a Home for Young Women also in Prague where young apprentices are boarded and lodged at a very low rate.

(3) **Denmark.** There is a well developed social assistance scheme for children and young persons.

(4) **France.** There are many voluntary and welfare organisations—e.g., Society for the Child in Moral Danger, Patronage for young boys in moral danger, Catholic Protection Society, Jewish Society etc.

(5) **Great Britain.** Assistance is given by both Governmental and voluntary organisations to destitute or delinquent minors. Minors when travelling have the protection of various societies. The National Vigilance Association has workers meeting trains and attending at bus termini and docks in seaports. There are juvenile organisations and clubs in infinite variety. For the young unemployed there are Juvenile Centres with vocational and recreative classes, and several organisations provide free shelters for persons in need.

(6) **Greece.** Assistance for destitute and delinquent children and for those in moral danger is almost non-existent. There are protective laws for those under 14 travelling alone, but these are not strictly enforced. The Y.M.C.A., the Y.W.C.A. and Young Workers' Clubs provide games, libraries and evening classes, and also organise holiday camps. It is hoped to provide 12 playing fields in Athens.

(7) **Italy.** Social services are organised on a large scale and carried out by the men and women of the *Giuvanto Italiana de Littoria*. The G.I.L. has play and sports grounds, libraries, clubs, swimming pools etc., for the young in every town and village, and also organises camps and holidays.

(8) **Netherlands.** The police have a special department—with many women workers—dealing with supervision of foster children, and children in need of care. Advice in dealing with such cases must be obtained from the Guardian Council, composed of social workers of different religious denominations. Minors travelling are helped by this service and by other organisations. There is a widespread movement for the welfare of youth conducted by every religious and political body.

(9) **Norway.** Help is given by the Prisoners Aid Society (to young people on probation) and by the Salvation Army and

Home Mission. Voluntary societies maintain hostels for homeless girls and others in difficulties. The Norwegian Catholic Protection for Young Women helps girls when travelling.

(10) **Poland.** Work for children's welfare is developed on a large scale and is very popular. Reunion Halls where children and young persons with unsatisfactory home conditions meet after school hours are of great value. Holiday Colonies and Rest Camps have a wide and growing influence. There are many associations of a social, cultural and athletic nature. Special labour camps are organised for the young unemployed. The Railway Station Missions are under the control of the Polish Committee for the Suppression of Traffic and have homes and hostels for those in need especially when travelling in search of work. Assistance to destitute, delinquent or difficult children is given by local authorities and social organisations.

(11) **Roumania.** There are numerous state and voluntary organisations dealing with social services, e.g., *La Casa Femii* (affiliated to the N.C.W. of Roumania) and in addition there are cultural societies and sports clubs.

(12) **South Africa.** The National Council of Child Welfare is a strong and active body and many Churches run clubs and hostels for European and non-European boys and girls. Hostel accommodation is available for boys and girls working in cities earning low wages. Delinquent minors are dealt with by the Social Welfare Department and the Education Department who also help minors when travelling. Juvenile Unemployment is dealt with by the Juvenile Affairs Board. There are Boy Scouts and Girl Guides, both European and non-European. A very great need is for hostels for native and coloured girls who are forced to migrate to the towns through economic necessity.

(13) **Yugoslavia.** The official organisation for the protection of children and numerous voluntary societies help minors in moral danger. In large towns there are homes for girls in search of work which charge very little or in cases of necessity no charge. A voluntary association works in co-operation with these homes, meeting girls when travelling and helping them. There are many sports clubs for young students and similar clubs are being formed for young workers, especially those in the country districts.

## RE-EDUCATION.

### (a) General.

This section shows the state of countries with regard to regulated prostitution, and gives information as to the public authorities which are competent to apply protective measures or systems of re-education for young prostitutes, or minors in moral danger.

(1) **Australia.** Civil majority is attained at 21. Prostitution is not legalised, but Queensland has compulsory examination of



prostitutes. Women Police, the Child Welfare Department and the Children's Court deal with minors in moral danger.

(2) **Belgium.** Women attain civil majority at 21 and at this age can be admitted to a tolerated house and inscribed on the register of prostitutes. Many public and voluntary organisations deal with the re-education of these cases. The Children's Court is the competent authority and cases can be brought forward by the parents, relatives or those in charge of the minor. The Court can apply reprimand, probation, boarding out in families or in homes of semi-liberty or in public or voluntary institutions.

(3) **Czechoslovakia.** Women attain majority at 21. There are no tolerated houses nor registers of prostitutes. There are houses of re-education established by the State and by voluntary organisations subsidised by the State. Assistance in such cases is given by the Social Assistance law: by the Social Police section in large towns and by Children's Courts, with their auxiliary services. Cases are brought to the Children's Court by the police or local authority. The following measures can be employed—reprimand, supervision, boarding out in families or placing in institutions. The Auxiliary Services consist of the institutions which help minors forming part of the general social assistance of the country, and also the special bureaux concerned with the young delinquent. These Auxiliary Services are semi-official, having a voluntary character but with fixed rights and duties.

(4) **Denmark.** Civil majority is 21. There is no system of regulation. Women engaged in prostitution are now only arrested if they disturb public order and have no legal occupation. The previous system of fines and imprisonment has proved unsatisfactory and the procedure now followed is re-education. The Municipal Social Committees take care of minors in social and moral danger, and they have power to decide to place the minor in families or in institutions.

(5) **France.** Women attain civil majority at 21. The system of regulation of prostitution still exists. According to regulations, girls under 21 must not be admitted into tolerated houses, and those under 18 must not be inscribed on the registers of the Police des Moeurs (placed "en carte"). In practice many minors are in houses or "en carte" as they use false or borrowed documents. Minors in moral danger or young prostitutes are brought before the Children's Court by the police or by social workers, and the Court generally sends them to private institutions, or may place them on probation in their family.

(6) **Great Britain.** Women attain civil majority at 21. There is no system of regulation of prostitution. The Education and Public Assistance Authorities and many voluntary organisations deal with minors in moral danger. Schools and homes have been established by the Government, by public bodies and by many religious organisations, to which such cases are admitted. Applica-

tion has to be made to the Juvenile Courts for the necessary committal orders. The Local Education Authorities, the Police, the National Society for the Prevention of Cruelty to Children and Probation Officers and other social workers bring forward cases. The authorities have power to admonish, to place on probation with or without conditions as to residence, to fine, to caution parents, to commit to remand homes, to board out in families, to commit to Borstal Institutions or to Approved Schools, or to Voluntary homes—or in cases of necessity to imprisonment where the minor is over 17 and in exceptional cases even if the young person is under 17.

(7) **Greece.** Women attain civil majority at 21. Regulation of prostitution is in force. There is no fixed age at which women are admitted into tolerated houses and entered on the register of prostitutes. The law provides for girls under 18 practising prostitution to be sent to institutions of re-education until they are 21, but it is not possible to say to what extent this is carried out. The movement in favour of re-education is only just beginning, and is under the Ministry of Justice, but the actual state of existing institutions and the lack of organisations to deal with the question prevent for the moment any application of the 1931 law regarding Children's Courts. The Court magistrates make decisions as to the application of necessary measures and cases of this kind are brought to the Courts by the Police.

(8) **Ireland.** The question of the re-education of the young prostitute does not arise either in the North or South of Ireland. Religious bodies mostly care for any girls needing help.

(9) **Italy.** Women attain civil majority at 21. There is regulation of prostitution. No girl under 18 can be admitted to a tolerated house and no women under 21 can be inscribed on the register of prostitutes. The organisations responsible for re-education are all governmental, but minors are generally sent to private institutions which are under state supervision. The State pays expenses and volunteers from the G.I.L. decide with the directors of the institution as to length of stay. The judicial authority alone can apply the protective measures, but the reports and investigations of the G.I.L. are always taken into consideration. If a case is brought forward by the police, the local G.I.L. representative is asked to make a supplementary investigation. Children out of control may sometimes be placed in an institution of re-education. Young prostitutes are never boarded out in families.

(10) **Latvia.** Tolerated houses were abolished in 1927. Prostitutes are only allowed to circulate in certain places and streets by direction of the police and are all subject to medical examination. Clandestine brothels are quickly discovered by the police and closed.

(11) **Netherlands.** Women attain civil majority at 21. The age of consent for women is 16—many societies wish this to be



raised to 17 as that is the age at which a woman can marry. There is no system of regulation. The Government has large reformatories for girls and many voluntary organisations deal with their re-education, the worst cases of prostitution being taken by the Salvation Army Home and the Helderling Institution. The Children's Police, the Children's Judge and the Guardian Council are the public authorities concerned. The cases are brought forward by the child's guardians, relatives or friends, but must be supported by the Guardian Council which receives reports. The judge can reprimand, place on probation making use of the "family guardian" or place in families or institutions.

(12) **Norway.** Regulated prostitution was abolished in 1884. The age of consent is 16—the National Council of Women wish to see this raised to 18. The Law of Vagabondage covers solicitation, etc. Various measures are taken for the protection of young girls. The Police have a Morality Department. When a young person has been accused under the Vagabondage law, she can be placed in a home or hostel or under supervision of the Trustees, which is the only authorised institution for such supervision. There are homes maintained by other societies, such as the Salvation Army, and the Home Mission.

(13) **Poland.** Women attain civil majority at 21. Women practising professional prostitution are under regular medical supervision and are inscribed on a special register. This applies to women over 18. The Social Assistance organisation, local authorities and voluntary associations deal with minors in moral danger. The draft law against prostitution submitted in December 1937 proposes that minors under 21 practising prostitution shall be dealt with by the Juvenile Courts. The practice of prostitution by those under 21 will be prohibited. The Court can reprimand, place on probation or in institutions.

(14) **Roumania.** Women attain civil majority at 21. Tolerated houses have been closed in accordance with legislation of 1930, but women are inscribed on the register of prostitutes at the age of 21. In certain cases if, for example, they have been practising for 2 or 3 years, they are inscribed at an earlier age, so that they may come under medical supervision. The Minister of Public Health and of Social Assistance maintains a large institution for the re-education of young girls of this type, and a voluntary home of the same type is being built on the outskirts of Bucarest. The public authority in such cases is the Juvenile Court, which came into existence a year ago under the new Penal Code. The case may be brought to the Court by any one having knowledge of the circumstances of the minor concerned. The measures taken by the Court vary according to circumstances, and depends upon whether the minor has acted with or without due understanding.

(15) **South Africa.** Women attain civil majority at 21. Prostitution is illegal in S. Africa. Girls in moral danger are cared

for in homes maintained by various religious bodies, and in State-aided homes. Native girls are a danger in urban areas, and it is hoped to establish native welfare committees with the aid of Governmental and local authorities. A Home for unmarried non-Europeans is being run by a non-European Moral Welfare Society; this cares for unmarried mothers and their babies, and for girls released from prison. The Native Administration Department in the Transvaal is doing excellent work. The Commissioner of Child Welfare (Magistrate of Juvenile Court) receives all applications in respect of children needing care: any organisation or person working for children can make application to him, but efforts are being made to have other recognised channels.

(16) **Sweden.** Women attain majority at 21. There has been no system of regulated prostitution since 1918. Minors in moral danger are dealt with by Governmental organisation, which appoints persons to deal with each case. The methods of re-education employed are supervision and placing in institutions.

(17) **Yugoslavia.** Women attain majority at 21. Regulation of prostitution was abolished throughout the country by the law of 1930. Tolerated houses which existed up to then only in small towns have now been abolished. Official and voluntary organisations both work for the re-education of minors, the former being under the Ministers of Social Politics and National Health. Minors are brought before the Juvenile Court and may be sent either to a house of re-education or of correction. Placing in families is not employed for delinquents.

#### *Re-education in Institutions.*

##### (a) *General.*

This section gives general information as to type of institution, average accommodation, responsibility as to maintenance, etc.

(1) **Australia.** Minors are sent to reformatories, Salvation Army Homes, and Good Shepherd Convents, the Child Welfare Department being responsible for the expense of maintenance. These institutions are under the control of religious organisations but are supervised by the Child Welfare Department.

(2) **Belgium.** Minors who have previously committed offences and those who have been before Children's Courts are sent first to observation centres. After an average stay of from 3 to 4 months, they are sent according to age, physical or mental capacity and possibility of reformation to State or voluntary institutions, or if necessary to special institutions for crippled, blind, deaf, dumb, or abnormal children. There is a Disciplinary State Section at Bruges to which the really difficult and vicious cases are sent, and those suffering from venereal disease go to the Asile-Clinique also at Bruges. The Institute of State Education at St. Servais has accommodation for 157 cases, whilst its observation centre can take 70. Minors can also be placed in Family Colonies, or Cottage Homes or



in Homes of Semi-liberty. Half the cost of maintenance is borne by the State and half by the Local Authority for minors placed by order of the Court in cases of parental neglect and for vagabondage, but the entire cost is borne by the State for minors committed for misconduct or prostitution. The Institute of State Education and the Asile-Clinique are official institutions—the others are voluntary. All are subject to the control of Minister of Justice, and are inspected regularly both for education, occupational training and medical examination. Women representatives from the Protection de l'Enfance visit their charges and report to the Children's Court. Minors are not placed in institutions for adults.

(3) **Czechoslovakia.** There are both State and Voluntary institutions the latter being subsidised by the State. The Social Section of the Police in plain clothes search for the young girl in disreputable places—often at the request of the parents. After questioning and medical examination—at which women police are present—the girl is returned to her family or guardian if home conditions are satisfactory. If they should refuse to have her, she is sent to a re-education institution. In cases of vagabondage, the minor is sent to a voluntary home where detention is not so strictly enforced. Minors are placed in the institutions by decrees either of the Guardianship or the Children's Court, according to circumstances. There are two State Institutions, one in Bohemia being for 120 girls, under the care of religious. The cost of maintenance is borne partly by the parents, the local authority and the State, according to circumstances. All institutions, whether state or voluntary, are subject to state inspection. Minors are not placed in institutions for adults. As there is no regulation of prostitution there are no houses of rehabilitation for adults, with the exception of the Salvation Army Home which is subsidised by the State.

(4) **Denmark.** There are Youth Homes for the more difficult cases: Protection Homes, for those whose mental development is unsatisfactory; observation homes, for a short period, and Institutions for the feeble minded. There are 302 places for girls in Youth Homes, 154 in Protection Homes, and 309 in Observation Homes. The State pays all the expenses in Youth and Protection Homes, and in institutions for the feeble-minded, whilst the municipalities meet the cost of the observation homes. The Youth Homes are official, the others being voluntary, but all are under the supervision of the State and of the local Social Committees. Minors are not placed in institutions for adults.

(5) **France.** Minors, whether delinquent or in moral danger, are sent by the Children's Court to various institutions—such as L'Oeuvre Liberatrice (founded by Mme. Avril de Ste. Croix), L'Oeuvre Patronage et Protection de la jeunesse feminine, Salvation Army and Good Shepherd Homes. There are two foundations of the Good Shepherd Order in France, one having 16 houses and the other 20 houses. One Convent can accommodate nearly 300 girls—

that at Angers about 120. L'Oeuvre Liberatrice and L'Oeuvre Patronage can receive about 40 minors each. The State pays 8 fcs. per day for minors sent by order of the Children's Court. The institutions named are voluntary but are under control being inspected by the Public Assistance, the Children's Court, the Prefecture of Police, Social workers and Factory Inspectors. In the Good Shepherd Convents and at L'Abri Dauphinois, adults remain voluntarily, and in all these institutions there are also minors who have been sent there for varying periods.

(6) **Great Britain.** The choice of institution for a child of school age is decided according to age, religion and type of child. In Approved schools, the classification is mostly determined by age, the girls' schools being divided into junior and senior, whilst the boys have also an intermediate grade. There are Nautical approved schools and special schools for Roman Catholics and for Jews. There are over 100 approved schools in Great Britain, some 40 of these being for girls. The average accommodation is about 100. Those young persons for whom stricter discipline is considered necessary are sent to Borstal institutions, of which there are several for boys, but only one in England and one in Scotland for girls. Provision is made for defective children in special institutions. In addition to the approved schools there are many homes for children and young persons supported by religious and philanthropic bodies, such as the Church of England Homes for Waifs and Strays, Dr. Barnardo's Homes, etc., and the large Roman Catholic orphanages and convents, such as the Good Shepherd Homes. There are hundreds of small homes for girls, including homes for the unmarried mother and her baby. The choice of home is determined according to age and experience of evil and the length of stay varies from 6 months to 2 years, the accommodation in this type of voluntary home being from 12 to 50 or 60. The cost of maintaining children sent to approved schools by the Courts is borne by the State and the local authorities—the flat rate payable at present being 14/- per week. There is no uniform arrangement for voluntary homes. They receive payment for such cases as are sent to them through local authorities, but are otherwise maintained by voluntary contributions. Approved schools are inspected by the Home Office, and voluntary homes are also subject to inspection.

(7) **Greece.** There are two schools of re-education for boys, and one for destitute and delinquent girls. This latter (Embirikion) has accommodation for 180 and ages range from 9 to 21. These institutions are maintained entirely at the expense of the State and are controlled by it. There are no institutions for the rehabilitation of adults.

(8) **Italy.** Each institution has a minimum age limit. Young people who have actually been in sexual trouble are not placed in the same institutions as those who are only in moral danger. The institutions are generally directed by nuns. The State is responsible



for the expense of minors committed by juvenile courts and the Children's Judge. All institutions, whether public or voluntary, are under official control, which is exercised by members of the G.I.L. and others appointed by the Court. A great distinction is drawn between those minors who have fallen into trouble, and prostitutes. The former are mostly young mothers who need special care so that they may not become prostitutes afterwards. They are never put with adult prostitutes. These latter are few, however, as they are only under the police and are sent to women's prisons if they have broken the law, where there are vocational schools for them.

(9) **Netherlands.** There are many varieties of institutions to meet the different cases: the various religious denominations have homes. The accommodation ranges from 15 to 30 girls in small homes to several hundreds in large institutions. The State pays a share and the minor's parents or relatives also contribute if they are able. The remainder is found by voluntary contributions. The institutions are both public and voluntary—with governmental control but this is not so complete as could be desired. Minors and adults are always treated separately—the Government gives no subsidy if this is not done.

(10) **Poland.** Minors are placed in institutions by local authorities or social organisations. The choice of institution is determined by age, physical or moral standard and stage of moral development. Only those institutions in the control of religious communities deal exclusively with young girls in moral danger. The expense is met by the local authorities or voluntary societies, and frequently the family of the minor concerned. The institutions are generally voluntary and often maintained by religious communities. Control is exercised by public authorities—in the first place by the Ministry of Social Assistance. Minors are often placed in institutions of a general type—this applies especially to religious institutions, but as far as possible a special re-educative system is given to them.

(11) **Roumania.** Several institutions mostly belonging to the State receive minors of this category, e.g., the Ocrotirea Femini. The State is responsible for its own institutions. Voluntary organisations usually receive some subsidy from the State, and every institution receiving assistance from the State is subject to control. Special supervision is given to young prostitutes capable of amendment at the Refuge of the Amies de la Jeune Fille in Bucarest.

(12) **South Africa.** Children may be committed to Public Institutions, Church Institutions or State and Industrial Institutions, as decided by the Government. Under the Children's Act 1937, grants towards maintenance of minors may be made to any person or institution in whose care the minor has been placed.

(13) **Sweden.** There are homes supported by the municipality and under the control of public authorities.

(14) **Yugoslavia.** Children up to the age of 14 are either returned to their own family or boarded out in others, and the educational authorities are specially asked to collaborate in the education of such children. If the minor is over 14 and all other measures have failed, she is sent to a home. There are three such institutions, with a total numerical capacity of 450, which is not sufficient for the needs of the country. All the institutions are maintained by the State, and are public institutions. Two of the institutions mentioned are reserved for minors. In the third both minors and adults are in the same building, but in separate halls. A special system of re-education is given to minors.

#### *Systems of Re-education.*

The replies to this section are most interesting, and show widely varying methods of re-education.

(1) **Australia.** Delinquent minors sent to institutions may be subject to physical and psychological examination: there is medical supervision as required, and psychiatric supervision if signs of abnormality are shown. There are usual recreational facilities, and disciplinary measures are employed as considered necessary. There are no particular rewards nor privileges, and there is no self-government. Religious instruction is according to the denomination of the Institution. There is no special scholastic instruction in the reformatories for those over age. No certificates are awarded: the girls are placed in domestic service mostly in the country, and no payment is made to them when they are in the institution. The training given is in farming or domestic work to fit them for their future life. The accommodation in the institutions is mostly in dormitories, but there are some Cottage Homes. Night supervision is usually effected from an officer's room, adjacent to the dormitory. The Staff is employed by the religious or social organisations. Children of good behaviour are allowed home occasionally; there are no regular camps nor holidays. It is customary to commit minors until they are 18, but release is permitted at any time, the Secretary of Child Welfare Department being the authority for this. Contact with the minors when they have left is not generally maintained, and there is no system of social after-care.

(2) **Belgium.** There is a strict physical examination by a woman doctor at the Observation centre, and psychiatric and psychosomatic examination is made at entry and also later by well-known tests. The final classification of the minor is decided by the results of the observation period, and the girl is then sent to an institution. At the institution, there will be frequent medical supervision: the doctor's collaboration is considered most necessary. Physical education is very important and much work is done in the open air. Various movements in housework are studied as



gymnastics. Privileges are granted to those sections who have made progress, and these have more attractive houses, more liberty, more pleasing uniform and have small responsibilities and rewards. Some become prefects and have certain authority. Much emphasis is placed on religious instruction and a chaplain is attached to each institution. Parents, however, may, if they wish, withdraw their children from religious services. The scholastic instruction is that of the primary syllabus, but has to be adapted as the majority of the inmates are backward both mentally and in actual school learning. This education is compulsory up to 14, after which general courses are given for an hour or two daily in conjunction with occupational instruction. All institutions have work-shops and domestic training schools and inmates follow a graduated course. The majority of the girls take up domestic work. Pupils can enter for examinations in domestic training and dressmaking, and diplomas are awarded. No payment is made for work done for the institution, but outside orders done by inmates in the institution or by them when in homes of semi-liberty is paid and one-third is put into a savings account for the girl. There is very thorough training for future life in the community, effected in stages, and the homes of semi-liberty, with their atmosphere of family life, to which the minors go before finally leaving are of great value. Minors are mostly accommodated in cottage homes where they do all the tasks, the more advanced helping with decoration, painting, etc. The general rule is for each inmate to have a separate cubicle. At one institution, the inmates can leave their cubicles at night without restriction, but an electric bell rings in the superintendent's room. The personnel of most of the institutions—except in the homes of semi-liberty, consists of nuns. The staff is usually composed as follows:—

Directress.

Assistant Directress—working in observation centre.

Teachers, with college training and teaching diplomas.

Teachers of occupational subjects.

Superintendents and administrative staff.

The observation centres are under psychological experts. Preference is given to a woman doctor, and there is always a chaplain. Contact with the exterior world is arranged gradually. If a girl is not adapting herself, she can be transferred to another institution, and the Court can rescind at any time its decisions on reference to the monthly reports which it receives. There are no official after-care organisations, but contact is maintained by correspondence and Sunday meetings.

(3) **Czechoslovakia.** Medical examination and supervision is in force together with physical training and games. There are certain forms of rewards and punishments. Religious and scholastic instruction is given. In some cases, the inmates attend public schools, whilst the large institutions have their own schools. Occupational training is given either in the institutions themselves or, as

in the case of homes of semi-liberty, the pupils go to public technical schools or are apprenticed and return to the institution at night. Those who are taught in the institutions do not obtain certificates but efforts are being made to rectify this. There is an institution of industrial psychology at Prague. The system of separate rooms is not used for the girls, but is in force for boys at Mikulov. Night supervision is practised everywhere. The personnel consists of superintendents, teachers of educational and occupational subjects, and there are special schools with qualified staff for abnormal children. Pupils may be visited by their parents, and in some cases they are allowed to go home for visits. Detention is terminated by the decision of the Committee of the institution, subject to confirmation by the Guardianship Court. Normally the inmates leave at 21 and they maintain contact with the institution, and are encouraged and assisted to by various organisations.

(4) **Denmark.** There is medical and, if necessary, psychiatric examination on transfer to an institution, and regular medical and psychiatric supervision in the educational institutions in Protection Homes and in some Youth Homes. Gymnastics are part of the curriculum and games are played. Corporal punishment is not allowed for girls; good behaviour earns certain privileges. Religious instruction of a voluntary nature is given, and there are often prayers in the morning. Regular school instruction is given to the pupils; in some cases all the year round, in others, only in the winter. Special instruction is given in housework, sewing, washing and ironing. The authorities are advised of the progress of the pupils. Pupils are seldom able to choose future occupations as no specialised instruction is given, except more advanced teaching in housework, sewing and the care of children. The pupils have pocket money for minor expenses. They are as far as possible made fit for ordinary life. Relatives visit them, and they visit their family—circumstances permitting. The pupils go to meetings outside the institution and several of the Homes have summer camps. In the Youth Homes, pupils have separate rooms. This is not often the case in the other institutions. Night supervision is not customary, but in some places there is a bell system which rings when a pupil leaves the room at night. The head of the institution must have had special training in institutional work; some of the staff have the same training as teachers in the folk-schools, and others are trained in housework. The pupils are released on probation and under supervision of the institution. A pupil following special instruction outside the institution sometimes does so when remaining in the institution, but she is sometimes boarded out either in a private home or in a special apprentice home. The same Social Committee which removed the child from his home decides on the termination of the stay in the institution. No decision as to length of stay is made beforehand. Contact with former pupils is maintained. There are special after-care



workers, and the cost of this work is borne partly by the state and partly from private contributions.

(5) **France.** There is physical and mental examination on entrance to all the institutions, and medical and psychiatric supervision. Special attention is given to venereal disease patients in two Homes. Recreation and games only take place inside the institutions, and great improvements are desirable in this direction. The number of hours spent in the open air is obviously insufficient except at the Epernon Farm School. Moral education is given by example and advice: there are small rewards and few punishments. Religious instruction is not given in the lay voluntary institutions, but girls who express a desire for it are taken to the priest or pastor. In the Good Shepherd Homes, religious instruction is given regularly. Scholastic instruction is continued, with daily classes, and with instructional reading during occupational tasks. The occupational teaching is limited to sewing, embroidery and household work. Payment is given and placed either wholly or partly in Savings Bank for the benefit of the minor. Every endeavour is made to re-educate the pupils and to prepare them to become good mothers. A good number marry after leaving the Homes, but it is obvious that a system of internment cannot constitute a satisfactory preparation for normal social life. There is no contact with the outside world and with individual exceptions, no holidays. Visits from the family are permitted, and there are supervised walks in some homes. In many homes the minors have separate small rooms, locked at night. The Good Shepherd Homes have dormitories under constant supervision. The funds at the disposal of the lay voluntary home are small and the personnel is in consequence limited. The religious houses are managed by nuns or deaconesses. If the minor has been sent to the institution by the Children's Court, that court alone can interrupt the detention of the child. If the minor has been sent by its parents, they can take the child away at will. Certain Societies ask for a moral undertaking that the child shall be left for at least 3 years.

(6) **Great Britain.** Minors are sent to Remand Homes when further information is required as to the best course to be adopted, and psychological and medical reports are obtained as a result of the stay. There is regular medical supervision in the approved schools, but no qualified psychiatrist nor psychologist is attached to any school. In the case of voluntary homes, there is usually a visiting medical officer, and girls are often taken to Child Guidance Clinics for advice. Drill and games are compulsory in all approved schools, and a large number include swimming in the curriculum. In the voluntary homes there is daily recreation, and drill and games are compulsory in many. Most approved schools have some form of self-government, and in all of them pocket money is allowed. The systems vary in the voluntary homes; in some those girls who show leadership and are well behaved become prefects and have certain responsibilities. Religious instruction varies in accordance

with the denomination of the institution, and forms part of the curriculum. The chaplain usually gives religious instruction in voluntary homes. In the approved schools, all of school age must attend school, the Intermediate and Senior groups attending classes held in the evenings. In the voluntary homes classes are held in handicrafts, English, music and dramatics. The usual school certificate is awarded in approved schools; generally some choice of future work is given but the large majority of girls go into domestic service or laundry work on leaving. In the voluntary homes training is given in sewing, dressmaking, cooking, housework and laundry work. Almost the only payment for work is in the case of hostels for mothers and babies where some girls work in the hostel and are paid whilst others go out to work. The general training in self-government prepares inmates in both types of home for life in the outside world. In approved schools the juniors are accommodated in cottage homes, whilst some of the seniors are in houses with dormitories or cubicles. In the voluntary homes accommodation is either in dormitories or cubicles, and the matron is always within call. The personnel in approved schools consists of Matron or Master, Head teachers, with teaching, domestic and clerical staff and nurse. In the voluntary homes the superintendent is usually a trained Moral Welfare worker, and her assistants have domestic qualifications. There is usually a trained nurse in addition. The degree of liberty allowed varies according to school, home, and previous record of inmate and her family. All approved schools have a fortnight's camp every year. Families may visit their children. In approved schools, a pupil may be transferred to another school which gives opportunities for the learning of a particular trade. It is a recognised principle that pupils shall be placed out in employment as soon as their progress makes this possible. The managers are empowered to release them on licence at any time though the consent of the Secretary of State is necessary during the first 12 months. Contact is maintained and special appointments are being made for after-care work. In voluntary homes those girls who are voluntary inmates have a right to leave at any time: after-care is carried on by the home or by the voluntary association which sent the girl to the home.

(7) **Greece.** The one institution for the re-education of young girls lacks any scientific methods of organisation. The inmates finish their elementary education, and there are classes for embroidery, dress-making, basket making, etc. Young girls when leaving are returned to their families, if circumstances permit, or are placed in families.

(8) **Italy.** Minors are examined by psycho-analyst in observation centres before being sent to institutions, and there is constant medical and psychiatric supervision when they are in institutions. Physical training, with games and recreation, is in force, and although there is no self-government, no punishments are allowed. Both religious and scholastic instruction is compulsory, and



vocational training is given according to aptitudes, intelligent pupils being given an opportunity of continuing their studies as far as the University. Normally when the school course is finished, the pupils continue their work and a part of the profit is placed in a banking account to help them when they leave. The accommodation is the usual school type, special care being taken to place any inmates with sexual tendencies in separate rooms. A teacher or nun always sleeps in each dormitory, so that the pupils are never alone. The personnel consists mostly of nuns and educational and occupational teachers. All have had to pass the State teachers' examination. Families may visit the inmates: there are holidays with the whole institution. Detention can be interrupted on parole, but the system of apprenticing pupils has not been successful. The G.I.L. decides when the inmate is responsible enough to be released. After-care is undertaken by the parish authorities assisted by the G.I.L. representatives.

(9) **Netherlands.** As a rule much care is given to classification and a psychiatrist is often engaged. Nearly all the institutions use modern methods, and are members of a Union for the Protection of Children where mutual criticism helps every institution to benefit by the experiments of the others. Self-government and privileges are well-established features. Religious instruction is obligatory and scholastic education is carried on up to 6th class standard. As a rule a girl enters domestic service, but if she shows aptitude for nursing or for office work, she is trained. In the more modern homes, the wishes of the pupils are taken into consideration. In homes of semi-liberty, pupils are paid for the work done in the house. Endeavours are made to bridge the gap between institutional and ordinary life, and homes of semi-liberty prepare for ordinary life. The amount of liberty given varies according to circumstances. Holidays in camps are usually taken with the staff, but the more severe institutions have no holidays. Separate rooms are used in the more modern institutions—but as a rule the large homes have dormitories. Night supervision varies from the bell system to the use of a room next to the ward where an attendant sleeps. The staff is as far as possible supplied by trained social workers. The newer the institution, the more qualified is the staff. Often the institutions have departments for boys and girls with a man at the head. In some cases, the pupils are apprenticed in the institution itself, in others they go out for this. Detention is terminated when the pupils come of age, or show themselves capable of maintaining themselves, the permission being given by the Children's Judge, the institution, or in some cases the Government itself. After-care is undertaken by the "family guardian" or by members of the institution. There are also Government social workers.

(10) **Poland.** Minors are subject to a psycho-physical examination either before they are sent to an institution or on arrival. During their stay there is medical supervision, but psychia-

tric treatment is only given very rarely. Physical training and games are now part of the curriculum. Moral education is carried out by individual treatment. Religious instruction is given in the voluntary institutions as part of the curriculum, and it plays a prominent part in institutions in charge of religious communities. The education given is that of the elementary school, but it has to be adapted to the low intellectual level of the pupils. Occupational training is chiefly in domestic service, dressmaking, laundry, ironing, and gardening. The preparation for community life is given in all the educational methods adopted. Contact with the outside world is less frequent in institutions under religious communities. The cottage home system is adopted in some cases—in others, the pupils are in large wards or dormitories. A higher standard for the qualification of the personnel is expected, and special courses are organised annually so as to enable some of the teachers to gain the necessary qualifications. As minors are not kept in institutions under restraint, their stay is not limited by any formal undertaking in principle, but in practice it depends on the results achieved and the degree of independence attained. Contact is usually maintained with former pupils.

(11) **Roumania.** Physical examination takes place at the entry of the minor in the institution, and there is medical supervision. Special attention is given to physical training, and religious instruction is given by the representatives of the various religions. Pupils follow primary, technical or commercial courses, and also qualify as midwives. Dressmaking, embroidery and weaving are taught. Pupils obtain certificates at the end of their studies, and their aptitudes are taken into account in the choice of their future careers. Their work in the technical courses is paid, and on leaving each pupil has a savings account given to her by the institution. All the training aims at making the pupils useful members of society. They are allowed if of good behaviour to go out unaccompanied, and holidays are spent in camps. The period of detention can only be interrupted if the family agrees to take back the pupil and to undertake its education. The permission of the Government is necessary. According to law, the minor leaves the institution at 21: exceptional cases are decided by the Government. Contact is maintained with most of the pupils, and various societies continue to help and place them.

(13) **South Africa.** Medical and dental treatment is provided, but psychiatric treatment is very limited. The pupils take part in games, and good behaviour and progress is rewarded by the granting of holiday leave to parents or friends. Religious instruction forms part of the curriculum in all the schools and the ordinary elementary teaching is given. There is no payment for work. It is found that attendance at the public schools accustoms the pupils to ordinary life. Most of the institutions have adopted the cottage system. Night supervision is not usual, but the buildings are so constructed that staff members are close at hand. Efforts are made to employ well trained staffs, but the number available is



limited. Children under 12 are kept at the institutions until 16 years of age, and there is compulsory supervision until 21. If admitted at over 16, detention is until 21, with supervision until 23. The responsible minister may at any time order the release of a child after 2 years detention. After-care is not well developed as yet : the State institutions employ Probation Officers.

(13) **Sweden:** Minors are examined physically and mentally and classified accordingly. They are under medical supervision, and take part in games and gymnastics. The usual religious instruction is given with morning and night prayers. There is scholastic instruction, and pupils are trained for future work, but are not paid for any work they may do in the institution. They are generally grouped in threes and fours in small rooms, which are not locked but an attendant goes round at night. There are no special qualifications for the personnel, but it is felt that these are essential. Detention can be terminated by the Committee of Child Welfare, and pupils on leaving are supervised up to the age of 21.

(14) **Yugoslavia.** The various systems mentioned are employed in the institutions. Certificates are awarded, and pupils are free to choose their future work within the limits of the subjects taught. As soon as they obtain their certificates, their work is paid, and this payment is handed to them as savings when they leave the institution. The accommodation for the pupils is that of large sleeping wards in common. The personnel possesses the necessary scholastic and occupational qualifications. Liberty with regard to visits to the family of the minor is graded : eventually if the Committee approves short holidays may be spent at home. When the length of stay in the institution has been decided by the Children's Court, the pupil can only be released when on the recommendation of the Committee, the judge makes a new decision. In those cases where a definite period has not been mentioned, the State advised by the Committee of the Institution decides when release may be effected.

## CONCLUSIONS.

It is apparent that very few reliable statistics are available as to the results achieved by re-education, the only figures available being supplied by the Netherlands and Great Britain who both claim that in 70 per cent. of the cases satisfactory results are obtained. Belgium states that the re-education of delinquent minors gives complete satisfaction but that it is most desirable that the same methods should be employed with regard to children in moral danger, and that such children should not have to commit offences before they can obtain this treatment.

Practically all countries stress the great need for trained and experienced social workers to be employed in these institutions, and the value of psychiatric treatment and of normal physical development. To carry out these suggestions would necessarily mean great expenditure, and this raises a big problem, for in some cases the State contribution is very small.