Government of Madras.

EDUCATIONAL DEPARTMENT.

Recd.	1906.	*Enclosures*
Regd.		*Spare copies*

G.O., No. 717, 7th November 1906.

Reformatory School, Chingleput.

Informing the Director of Public Instruction that the existing system under which enquiries are made for three years regarding ex-pupils of the — should be continued and that such enquiries should be made through the district civil officials other than the police.

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GOVERNMENT OF MADRAS.

EDUCATIONAL DEPARTMENT.

Read—the following papers :—

I

G.O., Nos. 229, 230, Educational, dated 8th April 1905.

Abstract.—Addressing the Government of India on the subject of the working of the system of enquiries which are now made about the conduct of ex-students of Reformatory schools.

II

Letter—from W. S. Marris, Esq., Deputy Secretary to the Government of India, Home Department (Education).

To—the Secretary to the Government of Madras, Educational Department.

Dated—Simla, the 28th September 1906.

No.—730.

With reference to your letter No. 230, dated 8th April 1905, regarding the working of the system under which supervision is maintained over boys discharged from Reformatory schools, I am directed to forward, for the information of the Governor in Council, a copy of the replies received by the Government of India from the other local Governments who were addressed on the subject, and to convey the following remarks thereon.

2. The consensus of opinion is that some supervision over the after careers of boys leaving Reformatory schools is desirable, as a means of gauging the value of such schools. Although the local Governments are not unanimous as to the effect of the system of surveillance on the boys, the Government of India conclude from the various reports received that its prejudicial effect, if any, is not in itself a sufficient reason for abandoning a system which in other respects has considerable advantages. They are therefore in favour of continuing the system and they do not consider it necessary either to modify or to discontinue statement II attached to the annual report on Reformatory schools. They do not desire that the system of surveillance should be uniform in all provinces, and, subject to the following observations, they leave it to each local Government to adopt whatever method may be considered best suited to local conditions.

3. The two main objects which Government have in view are :—

(i) To watch the careers of the boys in order to ascertain how far the reforming influences of the schools have achieved their purpose. If this information is to be of real value the surveillance must be thorough.

(ii) To help the boys to earn an honest living.

In the opinion of the Government of India the principles which should govern the system of surveillance are as follows :—

(*a*) police agency should never be employed ;

(*b*) the surveillance should be as unobtrusive and as little inquisitorial as possible ;

(*c*) in order to make the system a source of actual benefit efforts should be made to keep every boy in view under all circumstances. Where the officer charged with the duty of surveillance ascertains that a boy is out of employment, he should not be content merely to report the fact, but should use every effort to find him employment. In this connection, I am to commend for the consideration of the Governor in Council the suggestions contained in paragraphs 49—55 of the report of the committee appointed by the Government of Bengal.

4. As regards stipends, the Government of India leave it to local Governments to adopt any system that they may consider advisable.

Enclosures.

Letter—from J. Sladen, Esq., I.C.S., Acting Secretary to the Government of Bombay, Educational Department.
To—the Secretary to the Government of India, Home Department.
Dated—Bombay Castle, the 27th June 1905.
No.—1154.

With reference to your letter No. 108, dated 3rd February 1905, on the subject of the proposed discontinuance or modification of statement II appended to the Annual Reports on Reformatory Schools dealing with the conduct subsequent to release of boys discharged during the three years preceding the year of report, I am directed to point out that it appears from the letter of the Second Secretary to the Chief Commissioner, Central Provinces, forwarded with your letter under reply, that the system of surveillance maintained in those provinces is a system of Police surveillance. This system was abolished in this Presidency in 1902, Educational agency being substituted for Police agency. One month before the date of release of any youthful offender the Superintendent of tho Yeravda Reformatory communicates the date of his release to the Deputy Educational Inspector of the district to which he belongs with a view to the boy's mode of life in the future being, as far as possible, watched and influenced. Six months after the date of release and after every succeeding six months for a period of three years, a reference is made to the Deputy Educational Inspector of the district with a view to ascertaining the boy's mode of life. The necessary inquiries are made under the orders of the Deputy Educational Inspector by the schoolmaster of the town or village in which the boys are residing or are employed. How far this system has proved more efficacious than the previous one of Police surveillance has been evidenced by the fact that the percentage of unreported and untraced juveniles has fallen from 64 in 1899 to 26 in 1904.

2. The Superintendent of the Yeravda Reformatory states that even this surveillance by Educational officers is distasteful to the objects of it, and he is of opinion that all surveillance should be discontinued. The Educational Inspector, Central Division, concurs in this opinion. The question was discussed at a meeting of the Committee of Visitors, and while there are several gentlemen who think that all surveillance should be abolished, the majority of the members are in favour of the continuance of the present system. The Director of Public Instruction also is of opinion that the present system should be continued, but recommends that care should be taken to ensure that the necessary inquiries are made in a manner least calculated to render a boy conspicuous in the locality in which he resides.

3. Surveillance has the obvious advantage of affording a very useful test of the value of a Reformatory School. If all surveillance is abolished, there is nothing by which the results of the Reformatory system can be judged. It is impossible to depend upon any voluntary system of reporting by the boys to the school. A few boys might, it is true, report themselves, but the majority would not do so, and the result would be that the mass of the discharged boys would be lost sight of entirely after they had once left the school, and there would remain no means of estimating whether the system pursued in the school was justified by the results obtained under it. The present system followed in this Presidency is a great and acknowledged improvement on the old system of Police surveillance ; the results are so far satisfactory, and in the opinion of His Excellency the Governor in Council it should not be abolished until it has been conclusively demonstrated that its effects upon the discharged offenders are distinctly injurious. While, therefore, His Excellency the Governor in Council is not prepared to do away with surveillance, he will direct that the working of the system should be carefully watched and a report submitted to Government after a further experience of two years.

Letter—from T. W. Richardson, Esq., I.C.S., Officiating Secretary to the Government of Bengal, General Department.
To—the Secretary to the Government of India, Home Department.
Dated—Darjeeling, the 12th June 1906.
No.—Education 858T.—G.

I am directed to acknowledge the receipt of Mr. Marris's letter No. 109, dated the 3rd February 1905, regarding the maintenance of a watch over boys discharged from Reformatory Schools. The Government of India ask to be favoured with the advice of this Government upon the general question whether inquiries of the kind now made into the conduct of such boys subsequent to their release should or should not be continued, and, in the former case with any suggestions for the improvement of the existing system. They also refer in this connection to a proposal made by the Committee appointed to consider and report on the introduction into the Punjab of the Reformatory Schools Act (VIII of 1897) that a system of allowances should be instituted as a check on the good conduct of boys. The suggestion is that the allowances should be paid monthly for one year after discharge, subject to the good behaviour of the boys who receive them.

2. In reference to the general question the Government of India desire to know in the first place how the present system of inquiry is worked in practice, by what agency the information regarding the released boys is obtained, and with what degree of frequency they are subjected to inquiry. With regard to these points I am to say that information regarding discharged boys is obtained through the agency of Educational officers of the rank of Inspecting Pandits, Sub-Inspectors and Deputy Inspectors of Schools. In Calcutta the Deputy Inspector of Schools is assisted in his inquiries by an additional Sub-Inspector of Schools, who has been specially appointed for the purpose. Inquiries are made at intervals of one to two months in Calcutta and generally about twice yearly in the mufassal; in certain districts such inquiries are made only when the necessary information has to be furnished to the Superintendents of the Reformatory Schools. As regards the manner in which the present system is worked in practice the Board of Management of the Alipore Reformatory School are of opinion that the system has worked fairly well during the past three years, while the Hazaribagh Board consider that the system is excellent. Sir Alexander Pedler, the late Director of Public Instruction, stated in a report upon the subject that though the present system of keeping watch over discharged boys was not as successful as might be wished, yet it was working fairly satisfactorily and was certainly better than the old system of police surveillance.

3. The Government of India next ask whether the present practice is found to have a discouraging effect on the boys themselves, and how far it can be said to be successful in its object of obtaining complete information regarding them. The Hazaribagh Board are of opinion that the system has not a discouraging effect, and that the agency employed is very suitable. They remark that the system is not completely successful as a means of obtaining information regarding the boys, of whom only about 60 per cent. are traceable after release. The Alipore Board, on the other hand, consider the present practice partially open to objection, as in their opinion it does have to a certain extent a discouraging effect; but they add that it is not impossible to obviate this, and that with few exceptions the system is successful as a means of obtaining accurate information. Sir Alexander Pedler considered that the present system was not to any great extent discouraging in its effect on the boys. He observed that the directions in force, to which attention was generally paid, were that inquiries should be made in a sympathetic manner and as privately as possible. In his opinion also, the system had been generally successful in eliciting the information required by Reformatory Schools for the purpose of their Annual Reports.

4. As to the continuance of the inquiries which are now made, the Government of India recognize that there are forcible objections to any system of surveillance which hampers a boy in severing himself from a disreputable past, but remark that, if this objection can be surmounted, they would be unwilling to forego a useful means of judging of the effects of the Reformatory system. The Board of Management of the Alipore Reformatory School are of opinion that a system of watch is necessary in order that information may be obtained in regard to the effects of the Reformatory system. They observe that the watch prescribed by the Education Department is not of the nature of police surveillance, but is rather one of a friendly character, its object being to assist the boys in obtaining an honest livelihood. They consider, however, that it is not necessary to watch a boy for a longer period than two years, as judging by the results of experience boys who want to live by honest means generally settle down within the first year after their discharge. Sir Alexander Pedler was also opposed to the discontinuance of the present system. It was his opinion that boys would naturally behave better when they knew that they were subject to inquiry at certain intervals. He suggested that inquiries should be made at intervals of two months in the case of boys residing in Calcutta, and of three or four months, if possible, in the case of those residing in the mufassal, and that the period of strict watch should be limited to two years, special inquiries being made when necessary after that period. He also suggested that District Officers might use their influence to secure employment for boys discharged from Reformatory Schools, and recommended that a system of allowances, on the lines of that

recommended for the Punjab, should be introduced in Bengal as a means of maintaining a check on the conduct of the boys. He considered however that the scale of payment proposed for the Punjab was too high, and suggested that an allowance of Rs. 2, Re. 1–8 or Re. 1 a month should be paid quarterly by postal orders to discharged boys for a period of eighteen months after release, a further small bonus being given about two and a half years after release on proof of steady and honest work. The amount of the allowance in each case would be determined by the conduct of the boy, and no allowance at all would be given to a boy with a bad record.

5. A number of questions affecting Reformatory Schools were submitted for examination under the orders of Sir Andrew Fraser to a Committee consisting of the gentlemen whose names appear in the margin, with Mr. Justice Pargiter as President, and including Sir Alexander Pedler as a member. The opinions previously expressed by the two Boards of Management and by Sir Alexander Pedler, which have been adverted to above, were with other papers referred to the Committee. The Committee have now submitted their report, and the following paragraphs which deal with the subject now under consideration may be quoted from it *in extenso*:—

The Hon'ble Mr. Justice F. E. Pargiter.
Sir Alexander Pedler.
The Hon'ble Mr. B. L. Gupta.
The Hon'ble Mr. Nalin Behari Sirkar.
Major W. J Buchanan, I.M.S.
Mr. D. M. Hamilton.
The Hon'ble Mr. J. D. Nimmo.
Mr. C. J. Stevenson-Moore.
The Hon'ble Mr. F. A. Slacke.
Raja Binaya Krishna Deb.
The Hon'ble Mr. G. Gordon (Member and Secretary).

Surveillance over boys after their release.

"40. The subject of surveillance over boys after their release raises two preliminary questions:—(1) whether it is desirable in the interests and for the purposes of Government, and (2) whether it is beneficial to the boys. The Government, after considering this subject in 1899, decided that it was not a proper principle that there should be no watch over the boys, nor help given to them. The contentions were, on the one side, that surveillance was undesirable, because the boys had been set free, and inquiries might mar their prospects of gaining an honest livelihood; and, on the other side, that it was desirable in the boys' own interests, and necessary in order that Government might know the results of the working of the schools. These propositions sum up briefly the main arguments on each side, though the statement that surveillance is desirable in the boys' interests requires some elucidation, and hardly gained the assent of the Government of India when it reviewed this subject early in 1905, as mentioned in paragraph 8. The questions which the Government set out then for the purpose of gaining further information were specially framed so as to elucidate these doubtful points, whether the system of surveillance had been effectual for the ends of Government and for the benefit of the boys.

"41. The replies collected shewed that surveillance is kept over released boys by various Educational Officers for three years after release; that inquiries are made generally twice yearly in the mufassal, and generally every two months in Calcutta; that the system has worked fairly well, and, even with its defects, is better than the old method of surveillance by the police. The system has been generally successful in obtaining information about the boys for the Government. The opinions expressed regarding its effects on the boys varied, but the conclusion to which they tend on the whole is this: The results are somewhat discouraging, because inquiries cannot be made without some disclosure of the boy's previous life; because it is difficult to induce private persons to employ the boys since the boys are under surveillance, and this fact cannot be concealed; and because some distrust is felt about the boys, since it is supposed that there should be no need for surveillance if the school has done its work on them properly.

Desirable in interests of Government.

"42. The first question, whether surveillance is desirable in the interests and for the purposes of Government, admits of but one answer, and that in the affirmative. The only manner in which the Government can test the results of the Reformatory system on the boys who have been through it is by ascertaining what effect it produces on their subsequent careers; and this can be attained only by inquiries into the actual life and occupation of each boy. This is, no doubt, the chief aim of the system of surveillance. With the machinery available there is, generally, no difficulty in tracing each boy's career unless he evades it deliberately, and the system has been fairly successful in this respect, though the number* who remain untraced is (as shown in paragraph 21) much too large.

* Paragraph 21 estimates the number at 33·7 per cent.

Hardly beneficial to the boys.

"43. The second question, whether surveillance is beneficial to the boys, is a more difficult one. We have considered the replies which were made by the Education Department to the inquiries issued by the Government and the information given to us by the Superintendents of the two Reformatories. But the opinions that have been expressed on this subject appear to be based rather on *à priori* reasons and conjecture than on actual information. The true position of this subject may, in our opinion, be stated thus.

"44. If the school authorities or the Education Department find boys employment on their "release or help to keep them in employment, it can be understood that the boys might welcome "and appreciate the inquiries made regarding their subsequent conduct. Inquiries then would "be distinctly for their advantage. But it appears very clear (as a mere matter of fact) that the "boys get no such aid from the authorities or the Education Department. They have to find "employment for themselves, and it seems to be unquestionably to their interest to conceal from "their employers and new associates the fact of their detention in the Reformatories. The "inquiries by the Educational Officers therefore not only do them no good, but make known their "antecedents to all around them. The inquiries are no doubt made (as we are assured) in as "quiet and sympathetic a manner as possible. Nevertheless such inquiries are investigations and "cannot be made without disclosing the boys' antecedents and arousing local curiosity. No doubt "the method of inquiries by the Education Department is less repugnant and less harmful than "the former method of inquiries by the police, but this change is simply an improvement in the "procedure, while the system itself remains much the same with its inevitable disclosures.

"45. The Superintendents say the boys at times re-visit the Reformatory of their own "accord. This does not however affect the question materially. It is one thing, if a boy leaves "his surroundings and pays a quiet visit to the Reformatory by himself when he pleases; and it is "a very different thing, when an inquiring officer visits him in the midst of his new surroundings "without warning at any time, and makes inquiries which draw local attention pointedly to him. "No case has been brought to our notice in which the inquiries ever helped a boy. It is said that "the knowledge that inquiries will be made about him tends to keep him straight, but this seems "to be merely a theoretical conjecture. The inquiring officers have little or no power either to "restrain or to benefit him, and the boy knows this. The words 'surveillance' and 'watch' and "'supervision' in this connexion appear to us to be a misnomer. There is no surveillance or "supervision or watch in any real meaning of the word; there is nothing more than inquiry, and "that mainly for the purposes of Government statistics.

"46. Our conclusion therefore is that the present system of surveillance is of no real "advantage to the released boys, as it has been "worked hitherto. At the Conference of Com-

Conclusions regarding surveillance.

"missioners held at Darjeeling on 2nd October of last year it was agreed that the inquiries should "be made through philanthropic and charitable persons wherever such persons can be found, that "an effort should be made to enlist their sympathies, and that they should be induced to look after "the boys and personally hand over to the boys any allowances that may be granted. We would "cordially support this proposal, if the services of such persons can be obtained, but we doubt "whether it is feasible, except in rare and special circumstances. Any scheme that would merit "approval must be capable of application in all the circumstances that vary with each boy's case. "Further on we offer certain proposals regarding the grant of allowances to discharged boys, and "the system of surveillance may prove itself a useful supplementary means of determining "whether a boy's conduct has been such as to entitle him to the allowance, if the disbursing "officer feels some distrust regarding his character.

"47. The reasons that had influenced the Government in transferring the Reformatories to "the Education Department were their expectations—that the change would enlist more "sympathy for the boys among the public and render it easier for them to obtain employment on "their release; that the Reformatory Schools would be better able to assist them; that the boys "would feel less shame at their connexion with the schools and be more willing to accept help from "the schools; that the subsequent surveillance over them would be easier, and better information "would be obtained about their subsequent careers. None of these anticipations, however, appear "to have been realized, except perhaps the belief that the boys' feelings would be less charac-"terized by shame. The change does not appear to have made any material difference in the "business of surveillance and the procuring of better information about the boys. The other "expectations have failed, because it has not been possible for the Reformatories to give the boys "any substantial help towards finding employment on their release, and public sympathy has "not been aroused more than before. There are no private philanthropic agencies in this country "as in England to which appeal might be made. Subject to these unavoidable difficulties and "limitations however the most has, we think, been made of the present system of management by "the Education Department, and the Superintendents have apparently done their best according "to the instructions which they have received.

"48. In the absence of public philanthropy, something has been done out of the Claude "Martin Fund (mentioned in paragraph 38) at

Pecuniary help to released boys.

"both Reformatories. At Alipore the Superin-"tendent gave out of the allotments which he received Rs. 96 to released boys in 1902, Rs. 50 in "1903, Rs. 75 in 1904, and Rs. 93 in 1905, besides a very special expenditure of Rs. 373 in 1905 "in sending a European boy to England. A sum not exceeding Rs. 10 is given to each released "boy whom the Superintendent thinks deserving of such help, either at the time of his release or "afterwards if difficulty is experienced in finding employment for him; and tools are also given "to released boys on the recommendation of the Educational officer under whose surveillance they "remain. The annual expenditure shows that help is not given lavishly. At Hazaribagh the

"Superintendent gave to released boys out of his allotments, Rs. 5 in 1902, Rs. 121 in 1903, "Rs. 26 in 1904, and Rs. 35 in 1905. The gift is made in money only to boys who have borne "a very good character during detention, or whom it may help to buy tools; but it has not been "the practice to give them clothes or tools. He says there is no means by which it can be found "out whether the money has been of service to them. If the parents or relatives take it, the "boys certainly obtain no benefit. It would seem to be better that such help should be given "chiefly in the shape of plain clothes and simple tools, and that only a small sum should be given "in cash; the clothes would, we think, be appreciated and kept; the tools may of course be sold, "but their price would not be great, and they could only be sold at a considerable loss of value.

"49. One of the real difficulties experienced is to find the boys employment on their "release, and at present nothing is done by the

Suggestions for helping released boys.

"Reformatory authorities beyond what we "have mentioned, because nothing seems feasible. Careful steps are taken to re-convey boys to "their own districts and to hand them back to their parents or relatives. And it is obvious that, "except where boys live in the neighbourhood of the Reformatory, it is not possible for the "authorities to do anything actively to find them employment. The object, however, for which "this Committee was appointed is, that further measures might be devised to make the Reforma-"tory system more successful; and the Government has declared that the employment of boys "on their release requires sustained attention, and that efforts should be made to help them to an "honest livelihood. Towards that end we would make the following suggestions.

"50. Suggestions were formerly made that the good offices of District Magistrates might be "invoked for the purpose of securing the boys employment on their release; but the Government "of Bengal disapproved in 1900, when the Reformatories were transferred to the Education "Department, because the change meant that boys should no longer fall under police or magisterial "supervision, and laid the duty of helping boys on their release upon the Education Department. "While fully accepting this declaration of policy, we think there are ways in which the Govern-"ment and public bodies may give substantial help.

"51. Thus we see no good reason why the Government and Municipalities should not give "the boys employment on their release. Both Government and Municipalities have mechanical "and other departments in which boys of 18 who have undergone the discipline and training im-"parted in Reformatories ought to be useful and welcome. The State Railways have workshops "employing the trades taught in the Reformatories. In the Calcutta Corporation especially there "should be no difficulty in taking such boys from the Alipore Reformatory, most of whom belong "to Calcutta, and in giving them a trial. Boys who come from the mufassal might have similar "opportunities offered them in Municipalities within their districts. Shortly before the boy's "release, intimation might be sent to the Municipal authorities in the district where he will be "discharged giving full particulars about him and stating what trade he has been taught. "Except in Calcutta, where most of the Alipore Reformatory boys come from, the same difficulty "would present itself in applying this suggestion as attends the employment of released boys, "who have been out at work on license and who might otherwise remain in the shops where they "had been licensed, namely, that the boys' homes might be at a distance so that they could not "so well continue at those shops alone after their release or would not like to do so instead of "returning to their relatives. This difficulty is unavoidable, because it is often impossible to find "for mufassal boys in or near their homes employment of the kind in which they have been "trained. All that seems feasible is to increase the opportunities in which they may find such "employment, and to make it easier for them to take advantage of the same in the hope that "more of them may be induced to continue therein. In Calcutta, however, this difficulty should "scarcely exist, and there seems to be no reason why, if the boys have been satisfactorily licensed "out, they should not continue at the same work and in the same workshops after their release. "Some such endeavours as these that we have suggested might well be made, and would certainly "be an improvement on the present practice, in which nothing has really been done. Such "measures would not perhaps meet the needs of all released boys, and we think that they may "well be supplemented and strengthened by the grant of small allowances to released boys, such "as has been advocated in the Punjab.

"52. From what has been already said, it is clear that released boys need pecuniary help "to enable them to get a fair start. Even boys

Pecuniary aid necessary.

"who have become skilful workers may not be "able to find employment immediately, and require some aid during the interval; while these "boys who have not reached that standard want help even more, and especially if they wish to "qualify themselves better. It seems to us that the first three months after release are the critical "period, and it is during that period that a boy needs assistance specially. A small monthly "allowance, which would suffice for his support without offering a premium on indolence during "those three months, would give a boy all the help that is necessary, and an allowance of Rs. 3 "monthly would appear to be sufficient for that purpose. To boys, however, who had done well "in the Reformatory, we think that an allowance of Rs. 4 during those months might be given. "This would be a reward for their good conduct, and the prospect of gaining it might exercise "some influence over them while in the Reformatory. Three months would, in our opinion, be "a long enough period for this allowance, for a boy who is in earnest in seeking employment "should get it within that time. To continue the allowance longer might encourage idleness.

"53. Further it appears desirable that a small allowance should be given for the following "nine months, because it is very probable that the initial wages, which even a capable boy would "get, would hardly suffice for his support, and we would recommend that it should be fixed at "half the former rates, that is, Rs. 2 per month for a boy who is doing well, and Re. 1-8 for a "boy whose conduct is fairly good. This allowance would be helpful if a boy is earning some "wages, and would be wholly inadequate if he is living in idleness. It would be liable to instant "withdrawal if the boy's character is found to be unsatisfactory. We think it would be very "hard to discriminate between the boys, if a more elaborate classification were adopted.

"54. These allowances would be best paid by giving each boy on his release a certificate "with three coupons for the first three months' "allowance. His thumb impression would be "impressed on the certificate for the purpose of identification. He would present these coupons "monthly to the Educational officer, who would ordinarily make the local inquiry, and that officer "would pay him the allowance. At the end of the three months, if his behaviour had been "satisfactory, a similar certificate with coupons for the allowance for nine months would be given "him, and he would present them monthly and receive the allowance in the same way.

Method of giving pecuniary aid.

"55. By this method the boy would have a strong reason for presenting himself to the "Educational officer regularly, instead of that officer's being obliged to hunt out the boy and make "local inquiries about him. That officer would be able to question the boy and obtain full "information about him, while it would still be open to him to make local inquiries, if he "distrusted the boy's report about himself. Government would thus be able to obtain all the "information which it requires at present, the boy would be benefited without local curiosity "being drawn too closely to him, and the inquiring officer's business would be simplified. This "plan further will leave a boy full option, whether he will present himself and get the allowance, "or whether he prefers (should he be doing well for himself) to sever all connexion with the "Reformatory and relinquish his claim to the allowance. The thumb impression would be ample "security against fraud.

"56. We think that the present period of three years during which inquiries are made "about released boys is too long. The first "year—or at the utmost the second year—would "determine whether a boy will maintain a reformed character. As we have already pointed out, "the inquiries cannot really benefit a boy, and to protract them for three years is to increase the "handicap under which he labours. If an allowance were given during all that period, there "would be a cogent reason for continuing the inquiries; but there is no good ground for granting "any allowance beyond the first year, and therefore all inquiries made beyond that time are "detrimental and should be dropped. We therefore recommend that the allowances mentioned "above be given to each boy for the first year, that the information desired by Government be "elicited from him—and if necessary by local inquiry—during and for that time only, and that "no inquiries be made afterwards."

Period of surveillance.

6. The Lieutenant-Governor is in general accord with the conclusions at which the Committee after a careful investigation arrived. It will be observed that the Committee are of opinion that the surveillance of boys released from the Reformatories in the manner in which the surveillance has hitherto been carried out has been of no real advantage to the boys. The Committee accordingly advocate the reduction of the period during which inquiries are made into the conduct of a boy from three years to one year after his discharge, and they propose to couple the inquiries with the system of payments described in paragraphs 52–55 of their report. The Lieutenant-Governor considers that a trial may well be given to these suggestions subject to the issue of instructions to the Director of Public Instruction to the effect that the experiment should be carefully watched and a report submitted to Government in regard to it when sufficient materials have been collected. His Honour proposes to take steps with a view to the introduction of the system of payments suggested by the Committee, but will make no reduction in the period during which inquiries are made until the Government of India have signified their wishes in the matter.

7. It is understood that the grants received by the two Reformatory schools in this province from the Claude Martin Fund, which is under the control of the Commissioner of Police, Calcutta, are at present expended partly on licensed boys and partly on released boys. So far as the grants are expended on the latter, they might be utilized for the purpose of giving effect to the scheme of payments, but this and other details will be further considered before final orders are issued.

8. With reference to paragraph 46 of the Committee's report, inquiries will be made from Commissioners of divisions whether any, and if any, what, amount of success has attended such efforts as may have been made to enlist the friendly interest of charitably disposed persons in boys discharged from Reformatory schools.

9. Paragraphs 49–51 of the Report will be referred to Commissioners of divisions, who will be asked to report whether something systematic cannot be done towards obtaining suitable employment for discharged boys. The Committee's suggestion that shortly before a boy's release the authorities of the district in which he proposes to reside should be apprised of the trade which he has been taught and other necessary particulars in order that suitable employment may, if possible, be found for him, appears to be deserving of consideration. It might, for instance, as the Committee suggest, be possible to arrange that a boy should be employed by a Municipality, and if some responsible person, the Vice-Chairman, or an Honorary Magistrate, could be induced to look after him in a friendly way, he might be secured against the danger of relapsing into crime.

Letter—from S. H. Butler, Esq., C.I.E., Secretary to the Government of the United Provinces, Judicial (Criminal) Department.

To—the Secretary to the Government of India, Home Department (Education).

Dated—Naini Tal, the 28th June 1905.

No.—2115.

In reply to Mr. Marris' letter No. 110, dated the 3rd February 1905, on the subject of the maintenance of a watch over boys after their discharge from reformatory schools, I am directed to forward a copy of a letter from the Director of Public Instruction, No. $\frac{G.-1258}{X-39}$, dated the 12th June 1905, and to say that the Lieutenant-Governor agrees generally in the views therein expressed.

2. In particular His Honour endorses Mr. Lewis' opinion expressed in paragraph 2 of his letter. It is of no advantage to a boy to pursue him for three years with official and unsympathetic inquiries. And the boys are so often lost sight of that there is comparatively little advantage to the State in such attempts at supervision. The outlook will be more hopeful if the boys can be got to look upon the Superintendent as being *in loco parentis* to them, and to come forward themselves if they are in difficulties. It is, indeed, doubtful whether the relations of the boys to the authorities of the school are of a filial nature. At the same time, if the management is successful in gaining the affection of the boys, it is possible that they may be willing to come back for advice and help when they are in difficulties.

3. Mr. Lewis suggests that during three years continued efforts be made to find a boy employment, and that boys be induced by the grant of a small sum to apply to the school authorities when out of employment. Sir James LaTouche would like to give this plan a trial.

Letter—from T. C. Lewis, Esq., M.A., Director of Public Instruction, United Provinces.

To—the Secretary to the Government of the United Provinces.

Dated—the 12th June 1905.

No.—$\frac{G.-1258}{X-39}$.

With reference to your endorsement No. $\frac{622}{VI-206\ D}$, Judicial (Criminal) Department, dated 14th February 1905, forwarding for report and opinion a letter from the Government of India regarding the maintenance of a watch over boys after their discharge from Reformatory Schools, I have the honour to reply that the present system of enquiry into the conduct of these boys after their release from the Chunar school, with details of the agency employed for the purpose and the frequency of enquiry, is to be found in paragraphs 91 and 92 of chapter IX of the provisional Educational Code, and given for easy reference in the copy appended to this letter.

2. The maintenance of a watch over discharged boys was originally desired by the Government of India partly because it was thought that it would in some way benefit them, perhaps as acting as some check upon them in going wrong. The Chief Commissioner of the Central Provinces, on the other hand, suggests that it may prejudice them in obtaining a respectable livelihood; and the Government of India now recognize that forcible objections exist to a system of surveillance, which hampers a boy in severing himself in the eyes of the world from a disreputable past. My own view, which I put forward with due deference, is that the moral effect on a boy of feeling that he is for ever subject to the critical gaze of some unsympathetic official cannot be beneficial; and this though his chances of obtaining respectable employment may not be in any degree circumscribed. There is not, as a matter of fact, any difficulty in finding employers to take the boys with full knowledge that they have come out of a Reformatory School. Firms of good standing are, indeed, ready to take them before the Reformatory School has finished its work upon them, viz., under the licensing system. I do not therefore find anything in support of the particular apprehensions expressed by the Government of the Central Provinces. But the secret espionage which would be necessary in order to keep watch over a boy with a past, while concealing from his employers, for his greater advantage with them, his previous history, would be alike wrong to the boy and unfair to his employers. The boy himself would of course know that he was being watched.

3. It appears that the proportion of untraceable cases among youthful offenders discharged from the Reformatory in the United Provinces is less than it was before the school was taken over by the Educational department, when the District Magistrate used to make the prescribed enquiry once a year for a period of three years. But still out of 156 discharges during the last three years nearly 32 per cent. of the boys have disappeared. These are not necessarily bad cases; they might even be those of the best boys, who wish to forget a past disgrace. There is no effective way at present prescribed for following up a boy who is unsettled and moves about from place to place. The teacher of the school in the village where he is living is required to report his departure and his destination; but he may not hear that the boy has gone for six months after the event, and he may then be quite unable to find any clue to his subsequent movements. Besides, there is nothing to induce him to take any pains in the matter, especially as it cannot be legitimately regarded as part of his duty to trace a boy who has quitted his neighbourhood.

4. If it is, as I think, of no advantage to a boy to pursue him with official attention for three years under the present system, but rather the contrary, the Government of India may perhaps yet desire to continue the practice for the sake of the interesting or valuable information which may thence be derived regarding the success of the reformatory training. But even then it would obviously be better, if possible, to modify the system so as to make it acceptable or even helpful to the boy concerned, in order that he may not be sacrificed for the sake of his record.

5. The Punjab modification does not commend itself to my mind. The committee no doubt did not quite mean what they wrote when they explained that the system of allowances which they proposed was intended as a check upon the good conduct of boys after discharge. Their proposals suppose that information may be received, or indeed should be received [appendix V (iv) (ii)], regarding a boy's conduct, but enquiries by district authorities are not to be continued, and no other agency for ordinarily obtaining the necessary information is indicated. The proposal of a formal and special enquiry into a boy's conduct in exceptional cases by a member of the Reformatory staff deputed to visit him for the purpose at Government expense seems open to greater objections than enquiries by local authorities, official or other. If employment is found for a boy on his discharge by the District Magistrate, as recommended, it is unnecessary to devise means to keep his employer in the dark about his being month after month in communication with the Reformatory and receiving money from the superintendent; for his employer should in fairness be told by the District Magistrate who sends a boy to him that the boy comes from the Reformatory School. Then it is to be noticed that all boys are to be classed as good, fair, or indifferent, although it is conceivable that a boy might not be any one of these; he might be bad even in a school for youthful offenders. For three months payments are to be made to the boys on certain rates with the express object of enabling them to maintain themselves while seeking work; but, in the first place, there are different maintenance allowances prescribed for the three classes into which the boys have to be placed, and it may be remarked that a good boy does not in the nature of things want more to eat while out of work than the fair boy, nor the fair boy than the indifferent; and, in the second place, the payment is to be made for three months irrespective of the boy being actually in search of work or engaged in remunerative employment. Since special efforts are made to obtain employment for a boy to take up on his discharge from the Reformatory, the first three months after his release are those in which he is least likely to be out of work. For the succeeding nine months payments are to be made at half the rates adopted for the first three months; and the object is said to be to induce the boy to maintain touch with the Reformatory, but this will not benefit him in any definite way beyond the receipt of pocket money. Moreover, employers might be ready to take advantage of the fact that a boy was in receipt of regular payments to reduce his wages by the same amount. Then boys whose conduct is not good, or who run wild, will escape from the net very quickly under V (iv) (ii) and will cease to be in touch with the Reformatory. The Punjab rules propose that the District Magistrate should use his best endeavours to obtain employment for a boy on his discharge, but not that he should trouble himself about finding re-employment for a boy who for any cause may afterwards find himself out of work. Then, again, all boys are lost sight of after one year, while the Government of India think that they ought to be kept in view for three years. Finally, the system is a costly way of getting little information and of doing little, if any, good.

6. The best way of helping a boy during the three years after his release is by continued efforts to find employment for him if at any time he need such assistance. It is with this object that he should primarily keep in touch with the Reformatory, and not to satisfy what some people might regard as merely official curiosity. Yet if the first object is secured, the second can easily be added unto it.

7. I would suggest that if a boy is thrown out of work at any time during the three years after his discharge from the Reformatory, he should be allowed to apply to the Superintendent and Committee of visitors for exactly the same help that they are required to give to boys, under paragraph 85 of chapter IX of the Educational Code, to obtain suitable employment on their release; that if he so applies, in the first year he shall be paid a sum of Rs. 2 as an inducement to seek such help and as a contribution to his expenses of living while not receiving wages; in the second year he should similarly be paid Rs. 2-8-0, and in the third year Rs. 3. These sums

would be acceptable, but they would scarcely be large enough to serve as an inducement to seek a change of masters. It would not be altogether objectionable to lend a helping hand to a boy in this way, even if he has not been free from blame in losing his last employment. While any number of applications should be permitted, the payments made should be limited to three in the three years, all possible help being given in other cases to obtain employment for the applicant, but without giving him money. The higher payments are proposed for the later years because it is something to a boy's credit the longer he stays in his first place, and they would tend to induce him to remain. Similarly, in order that those who work steadily on where they are first engaged may not feel treated worse than those who do not settle down so satisfactorily, I propose that at the end of three years after his discharge every one shall be entitled to receive the sum of Rs. 10 from the Reformatory on application for it, diminished by any sum he may have already received and also by Re. 1 for every time that he has received help with a money payment in changing his employment, and subject to the condition that he has not again been convicted of any crime. He might also be required to keep the Superintendent of the Reformatory informed of any change in his address from time to time during the three years, a condition to which most would willingly conform in order to obtain the payment or payments provided.

8. With this scheme I fancy that there would be much less than 32 per cent. of untraceables. The cost would be from Rs. 7-8-0 to Rs. 10 a head, instead of the Rs. 18-12-0 to Rs. 30, supplemented by the cost of personal enquiries formulated in the Punjab proposals. The cost would thus be less than one-third of the Punjab scheme; while the supervision would extend for three years instead of one, and would not be resented as irksome, inquisitional, or degrading. It may be added that if boys are generally bound as apprentices on their discharge, there would be comparatively few applications for assistance during the first three years under the scheme. And this would be so much the better in every way. It might stimulate the Reformatory authorities to find apprenticeships for the boys whenever possible—a very desirable consequence.

9. I do not approve of the proposal that the system of following boys in their subsequent careers should be at once and altogether abolished, and that they should be turned out from the reformatory school to manage for themselves as best they can thereafter, without any help from the authority which has been for them so long *in loco parentis*. I prefer some such modification as I have sketched above, under which it would be unnecessary to set any one to watch a boy after his release.

Copy of paragraphs 91 *and* 92 *of chapter IX of the Provisional Educational Code of the United Provinces.*

91. When a boy is discharged from the Reformatory, notice of the fact will be sent by the head master of the Reformatory to the Deputy Inspector of the district where he is sent. That officer should keep an eye on the boy as far as possible and send *every six months*, for a period of *three* years from the date of discharge, a brief report to the head master of the Reformatory on the boy's conduct and the occupation he follows.

Should a boy, however, be released some time in the latter half of the calendar year, the above report ought, without fail, to reach the Reformatory School by the 1st December of the year, in order that it may be entered in the annual report.

The remaining reports should reach the Reformatory School every June and December; *e.g.*, if a boy is released in the middle of October 1904, first report should be sent to the Reformatory by 1st December 1904, second report in June 1905, and so on.

92. The Deputy Inspector will, in case a boy convict is residing in a village, obtain the required information regarding him through the agency of the head teacher of the vernacular school of that village. He should instruct the teachers to report at once the departure of a boy from the district, and should make enquiries as to the reason for leaving and the district to which the boy has migrated, and send a report on the matter to the head master of the Reformatory School.

Letter—from A. B. Kettlewell, Esq., Judicial and General Secretary to the Government of the Punjab and its Dependencies.
To—the Secretary to the Government of India, Home Department.
Dated—Lahore, the 27th April 1905.
No.—193-A.

In reply to your endorsement No. 113, dated 3rd February 1905, asking for any observations which the Lieutenant-Governor may with to offer on the proposals of the Chief Commissioner of the Central Provinces regarding the preparation of statement No. II appended to the annual reports on Reformatory Schools, I am directed to state that the idea of supervision over a boy after discharge from a Reformatory for any other object than that of assisting him to secure an honest means of livelihood is, in the Lieutenant-Governor's opinion, foreign to the main principle underlying the Reformatory system, which is devised solely with a view to weaning a youthful offender from crime and ensuring that, with the eradication of his criminal instincts, he

is placed in the best possible position to live honestly when he goes out into the world. Any desire for information regarding the results attained by the Reformatory system must therefore be entirely subordinated to this main idea. In pursuance of this principle Sir Charles Rivaz thinks that it is essential that any information required regarding a boy's subsequent career should be obtained in the least obtrusive and prejudicial manner possible, and any system of *official* supervision must be entirely put aside.

2. If Reformatory Schools are properly worked and the staff have proved themselves capable of enlisting the regard of their pupils, there should be no great difficulty, in His Honour's opinion, in ascertaining by means of letters and private enquiries most of the information required by statement No. II appended to the Reformatory Schools Report, and this method, combined with the system of allowances adopted in the Punjab, is the only form of supervision which would be consistent with the Reformatory idea. As the Reformatory School system is of very recent growth in the Punjab, no practical experience of the working of the allowances and private enquiry method has yet been gained, but His Honour, while agreeing that the retention of statement No. II is desirable on account of the value of the information which it contains, would deprecate the adoption of any stereotyped means of securing this information, and thinks that the methods indicated above should be given a fair trial before anything in the nature of official surveillance is attempted.

3. I am to add that in some cases the licensing system provided in sections 18 *et seq.* of the Reformatory Schools Act may perhaps furnish a suitable means of testing probable subsequent conduct prior to discharge and thereby obviate further enquiry, but hitherto these sections have not been used in the Punjab.

Letter—from W. F. Rice, Esq., I.C.S., Officiating Secretary to the Government of Burma.
To—the Secretary to the Government of India, Home Department.
Dated—Rangoon, the 31st March 1905.
No.—1202—11-J./4.

Education A., Nos. 18-19, dated February 1905.

I am directed to refer to Mr. Marris' letter No. 111 (Education), dated the 3rd February 1905, relating to the supervision of boys discharged from Reformatory Schools.

2. In reply I am to say that in Burma, when a boy leaves the Reformatory, he is sent to the Deputy Inspector of Schools of the district in which his home is situated and that officer is required to keep the lad under supervision and to help him if necessary. He submits half-yearly reports to the Director of Public Instruction on the boy's progress for three years. Some boys remain under supervision and find work, others disappear, and, it may be, change their names. Some of those who are lost sight of reappear in other parts and get employment, but there are some who are not heard of again. In many cases, however, those reported to have disappeared have come back to the Reformatory to ask the help of the Superintendent in getting work. Generally speaking discharged boys in this province are reported to have done well after leaving the school.

3. The agency for enquiry is, as already stated, the Deputy Inspector of Schools. There is nothing in the nature of police surveillance. The Director of Public Instruction reports that the Deputy Inspector of Schools is in constant touch with the boy and his parents, who look upon him as a friend, and that this form of supervision has not been found to have a prejudicial effect on the chances of the boys in attaining a respectable livelihood. The present system appears to suit the province well, and I am to submit that no change is necessary.

4. With reference to the proposal contained in the Report of the Punjab Reformatory Schools Committee to introduce a system of allowances to discharged boys, I am to say that Sir Hugh Barnes is not in favour of any payments being made, as there ought not in this Province to be any difficulty in obtaining suitable employment at once.

Letter—from F. S. A. Slocock, Esq., I.C.S., Second Secretary to the Chief Commissioner of Central Provinces.
To—the Secretary to the Government of India, Home Department.
Dated—Pachmahri, the 24th May 1905.
No.—P-43.

Education A., Nos. 18-19, dated Februaay 1905.

I am directed to refer to Home Department Endorsement No. 112, dated the 3rd February 1905, on Mr. Marris' letter No. 107—111, of the same date on the subject of the discontinuance of enquiries as to the after career of boys released from Reformatory Schools, and in reply thereto to make the following observations.

2. Under the system at present in force in the Central Provinces, the enquiry papers of boys released from the Jubbulpur Reformatory School are sent once every six months, for a period of three years after release, to Deputy Commissioners, who forward them to Tahsildars for report. The latter generally issue notices to the boys to present themselves on a fixed date before them; occasionally enquiry is made through subordinates. The result of the enquiry is reported to the District officer who forwards the report to the Superintendent of the Reformatory School. They are then submitted to the Board of Visitors.

3. During the past four years the number of boys who could not be traced when reports were made have been as follows:—

	Number released in previous three years.	Number untraceable.
1901	102	30
1902	118	35
1903	115	41
1904	102	28

These figures lend great support to the argument that the system described above does not ensure the supply of sufficiently complete information to make the statistics of real value and that therein it fails to secure the object with which enquiries are made.

4. Moreover private enquiry has shown that in a number of instances boys reported as untraceable have changed their names and their religion, and taken other means to conceal their identity and their whereabouts, solely in order to enable themselves to lead honest lives unhampered by the stigma of past associations. The inference seems to be that the system has a discouraging effect, driving the boys to the adoption of subterfuges in order to conceal their past connection with the Reformatory. When a notice is issued by a Tahsildar or an enquiry instituted by a subordinate, the antecedents of the boy necessarily become known to his neighbours and the revelation of his past career cannot but affect his future prospects prejudicially.

5. Various suggestions have been made by the Superintendent of the Reformatory for modifications of the present procedure, but the Director of Public Instruction has expressed a strong opinion, in which Mr. Miller concurs, that none of the proposed methods of recording the conduct of these discharged boys will meet the objections taken to the existing system. Enquiries cannot be made about the boys without making public their previous history, and so rendering it difficult for them to secure employment and lead an honest life, however willing they may be to do so. It thus appears to be inevitable that the collection of statistics of results must interfere to some extent with the main object of the Reformatory—the permanent reform of the character of the boys. Mr. Miller therefore agrees with Sir Frederick Lely in recommending the discontinuance of the reports at present prescribed. Such statistics of the careers of discharged boys as can be obtained from records of subsequent convictions will in his opinion furnish as accurate an indication of the effect of the Reformatory system, as the extremely incomplete information which is obtainable under the present system of enquiry.

Order—No. 717, Educational, dated 7th November 1906.

With reference to his letter, No. 10 of the 10th March 1905, the Director of Public Instruction is informed that the existing system should be continued under which enquiries are made for three years regarding ex-pupils of the Reformatory school at Chingleput. Nor is it necessary either to modify or to discontinue statement II attached to the annual report on the school.

2. The two main objects of the system of surveillance are (1) to watch the careers of the boys in order to ascertain how far the reforming influences of the school have achieved their purpose; (2) to help the boys to earn an honest living. In carrying out the system of enquiries care should be taken in the first place that Police agency is never employed; secondly, that the enquiries made are as unobtrusive and as little inquisitorial as possible; and thirdly, that efforts are made to keep every boy in view under all circumstances. Where the person charged with the duty of making enquiries ascertains that a boy is out of employment, he should not be content merely to report the fact but should use every effort to find him employment.

3. The addition of masonry to the trades taught in the school should make it easier to find permanent employment for some of the discharged pupils. The question whether printing also should be added to those trades is now under consideration.

4. The rules of the school will be altered so as to authorize the Superintendent to pay a boy's savings to him personally in the form of a monthly allowance instead of in a lump sum to him or to his parents, or if the boy prefers it, to spend the money on buying tools or starting him in business. It will also be made plain that all enquiries now required under rule 22 (viii) regarding ex-pupils should be made through the district civil officials other than the police. The Director will submit a draft of the necessary alterations in the rules.

5. The system of allowances proposed by the Punjab Committee as a check on the good conduct of ex-pupils is not considered by Government to be needed in this Presidency.

(True Extract.)

H. D. Taylor,
Ag. Secretary to Government.

To the Director of Public Instruction.

Educational Department.

NOTES CONNECTED WITH G.O., No. 717, EDUCATIONAL, DATED 7th NOVEMBER 1906.

[Subject.—*Regarding the working of the system under which supervision is maintained over boys discharged from Reformatory schools.*]

From the Government of India, dated 28th September 1906, *No.* 730.

As spare copies of the enclosures are not available except in the case of the letters from the Burma Government and the Central Provinces Administration, it is submitted that the letter from the Government of India may be circulated in original.

P.R.—8-10-06.

P. T. Tharyan—8-10-06.

C. G. Mackay—9-10-06.

H. D. Taylor—9-10-06.

Seen. I think the modifications in the rules proposed in this Government's letter to India of 8th April 1905 should be introduced if not already made.

A. L[awley]—10-10-06.

I agree.

G. S[tokes]—12-10-06.

(These papers have not been circulated in proper order. Why is this? Being in Educational Department the papers ought to have come to me first.)

G. S. F[orbes].

This was merely a preliminary circulation, without note, for *information* only. Only one copy of enclosures was received from India, and they could not be typed for separate circulation in the ordinary course.

H. D. Taylor—13-10-06.

Then it should have been circulated as an advance copy? and not with a note form.

G. S. F[orbes.]

Please note what the modifications are to which His Excellency refers.

H. D. Taylor—13-10-06.

G.O., No. 715, Educational, dated 25th October 1899.

With the letter from the Government of India No. 455, dated 14th October 1899, instructions were issued regarding the preparation of the statements appended to the annual reports on Reformatory schools in India. The second of these statements dealt with the conduct subsequent to release of boys discharged during the three years preceding the year of report.

2. In November 1904, the Chief Commissioner of the Central Provinces represented that the preparation of this statement necessitated the making of inquiries every six months for a term of three years after the discharge of each boy and that these inquiries might prejudice the boys in attaining a respectable livelihood. He accordingly recommended that the statement should be discontinued.

Letter No. 14018, dated 29th November 1904, on page 3 of G.O., Nos. 229, 230, Educational, dated 8th April 1905.

3. Upon this the Government of India stated that the question of the maintenance of a watch over discharged boys was one of the problems affecting the management of Reformatory schools which the Local Governments were invited to consider in paragraph 7 (4) of their resolution No. 374–399, dated 2nd September 1899, that they were then disposed to think that a watch should be kept over discharged boys both on their own account and for the purpose of gauging the effects of the Reformatory system, that no precise directions were then issued regarding the manner in which the watch should be maintained, and that the Committee appointed to consider and report on the introduction of the Reformatory Schools Act, 1897, into the Punjab had proposed to institute a system of allowances for a year as a check on the good conduct of boys after discharge, but that this system appeared to afford no means of tracing boys beyond a year.

Paragraph 3 of letter on page 2 of G.O., Nos. 229, 230, dated 18th April 1905.

G.O., No. 664, Educational, dated 29th September 1899.

The Government of India recognized that there were forcible objections to any system of surveillance which hampered a boy in severing himself from a disreputable past but were unwilling to forego a useful means of judging of the effects of the Reformatory system if these objections could be surmounted. Before passing final orders, however, they called for information showing exactly how the system is worked in practice in each province and asked for the opinion of the Madras Government whether inquiries should or should not be continued.

Paragraph 4 of their letter on page 2 of G.O., Nos. 229, 230, dated 8th April 1905.

4. In reply the Government of India were furnished with a copy of the * rules of the Reformatory school, Chingleput, and were informed that the system followed in that school was as follows :—

* G.O., No. 743, dated 16th December 1904.
Letter No. 230, dated 8th April 1905.

"When a boy is discharged he is given a letter to the District Magistrate who is requested "to do what he can to ensure the boy's having a fair start in life, to furnish a brief report on the "career taken up by the boy or the steps taken to provide him with work and to afford him all "reasonable protection against temptations to a relapse into crime, chiefly against his own evil-"disposed relations and friends. The Magistrate is also requested to make use of village officers "to exercise some sort of supervision over him for the space of three years avoiding everything of "the nature of police surveillance. Half-yearly reports are obtained on the mode of occupa-"tion and conduct of ex-pupils for three years and in the last report additional information is "asked for on the following points :—

"(1) Whether the ex-pupil is married and is settled in habits.
"(2) Whether he continues to live with his people.
"(3) What is his monthly average income."

It was also stated that there seemed to be no reason for believing that the system had a discouraging effect on ex-pupils and that the Government were not in favour of its discontinuance. As regards the proposal to institute a system of allowances as a check on the good conduct of ex-pupils it was stated that—

"His Excellency the Governor in Council is of opinion that this system might have the "effect of placing a premium on laziness and "that, as under present circumstances ex-pupils "koep sufficiently in touch with the school, extra expenditure incurred on allowances would "not be justified by any results that might be obtained. Nor is there any necessity to incur "this extra expenditure on other grounds. It is reported that nearly every boy takes with "him when he leaves his school earnings averaging between Rs. 10 and Rs. 20 and in some "cases amounting to nearly as much as Rs. 100. This amount keeps him for a short time while "waiting for work and has, it is stated, proved sufficient in the past. Should a boy leave with "no good conduct money it would mean that for years he had been incorrigibly lazy and "troublesome and to give such a boy a monthly allowance would be useless.

Paragraphs 5 and 6 of letter No. 230, dated 8th April 1905.

"His Excellency the Governor in Council would, however, have no objection to altering "the rules in force in the Madras Presidency so as to provide—

"(1) for the Superintendent's being authorised to pay a boy's savings to him personally "in the form of a monthly allowance instead of in a lump sum to his parents "who may spend it themselves, or if the boy prefers it, to spend the money on "buying tools or starting him in business ;

"(2) for all enquiries as to the boy being made through revenue or village officials only "and never through the police."

5. The Government of India now state that "the consensus of opinion is that "some supervision over the after careers of boys leaving Reformatory schools is "desirable, as a means of gauging the value of such schools", that "they are in "favour of continuing the system" and that "they do not consider it necessary "either to modify or to discontinue statement II attached to the annual report on "Reformatory schools." The Government of India also say—

"In the opinion of the Government of India the principles which should govern the "system of surveillance are as follows :—

"(*a*) police agency should never be employed ;

"(*b*) the surveillance should be as unobtrusive and as little inquisitorial as possible ;

"(*c*) in order to make the system a source of actual benefit efforts should be made to "keep every boy in view under all circumstances. Where the officer charged "with the duty of surveillance ascertains that a boy is out of employment, he "should not be content merely to report the fact, but should use every effort to "find him employment. In this connection, I am to commend for the con-"sideration of the Governor in Council the suggestions contained in paragraphs "49–55 of the report of the Committee appointed by the Government of "Bengal."

6. The suggestions of the Committee appointed by the Government of Bengal are—

(1) Government and the Municipalities should give the boys employment on their release ;

(2) allowances at the rate of Rs. 3 (Rs. 4 to boys who have done well at the Reformatory) might be granted to released boys such as have been advocated in the Punjab for the first three months after their release and at Rs. 1–8–0 and Rs. 2, respectively, for the next nine months ;

(3) the allowance should be paid through the Educational officer of the locality who will then be able to watch a boy's career without appearing to be inquisitive.

7. As regards stipends the Government of India leave it to Local Governments to adopt any system that they may consider advisable.

8. It is for consideration whether the Madras system as described in paragraph 4 *supra* requires any alteration except as regards the payment of a boy's savings to him.

H. D. Taylor. | The rules herein proposed have not been introduced as yet.

P. T. Tharyan—16-10-06.

This Government have already expressed the opinion that it is unnecessary to give pecuniary aid to the boys to enable them to make a fair start in life, since they usually have accumulated a certain sum in earnings while at the school, sufficient in most cases to carry them over the critical period of the first few months when the boy may either be unable to find work or earn wages which would not suffice for his support. We may perhaps, however, try the plan of disbursing his savings in monthly sums instead of in a lump. This would prevent the money being squandered all at once by the ex-pupil when he leaves the discipline of the school behind him and enters on a free life, or by his parents.

2. As regards the officers who should make enquiries regarding ex-pupils, there seems to be no necessity to change the present system. Magisterial or Revenue officers are much more likely to make effective enquiries than Educational officers ; certainly their influence on the

H. D. Taylor.
G. S. F[orbes].

pupil, if any, is more likely to be felt and they are in a much better position for finding the boy something to do. If he disappears, they have a much more effective agency for finding him out.

Three years should suffice.
H. D. Taylor.
G. S. F[orbes].

3. Perhaps we might indicate a limit as to the number of years for which enquiry should be made. I think that the Committee might perhaps do more than they are doing—form themselves into a kind of Labour Bureau and let it be known they will help boys to an honest life.

4. Then also I venture to suggest that the transition from the discipline of school to an unrestrained life of freedom with many temptations, is rather sudden. And I think we might try to do more in the way of indenturing or apprenticing pupils who will thus enjoy much more liberty, modified by supervision which would be direct, and will thus be better prepared for their discharge from school. This procedure is provided for in the Act.

C. G. Mackay—19-10-06.

* G.O., No. 603, Educational, dated 13th September 1906.

G. S. F[orbes].

The proposals to start masonry * and printing classes in the Reformatory should serve to aid in finding the pupils permanent employment after discharge. The addresses of all discharged pupils may, as far as possible, be registered at the Reformatory school, as a central bureau of intelligence as to what happens to them after they leave. The period for which they are observed by district officers might be limited to three years. It seems unnecessary to grant stipends or allowances.

H. D. Taylor—23-10-06.

I agree.

G. S. F[orbes]—26-10-06.

Please draft for approval.

H. D. Taylor—29-10-06.

The draft placed below is submitted for approval.

2. As regards registering the address of discharged pupils, under rule 23 (i) on page 5 of G.O., No. 743, Educational, dated 16th December 1904, a register showing the history of discharged pupils has to be kept in the school and this forms a central bureau of intelligence as to what happens to discharged pupils after they leave the school.

3. The period of observation of discharged pupils is now three years in this Presidency—rule 22 (viii).

P. T. Tharyan—31-10-06.

The draft is submitted.

C. G. Mackay—31-10-06.

For approval.

H. D. Taylor—3-11-06.
G. S. F[orbes]—5-11-06.

Issue.

H. D. Taylor—7-11-06.

[G.O., No. 717, Educational, dated 7th November 1906.]

[E.]
1,500—12-12-04.

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Ed CURRENT No. 1641

No. 7.30

FROM

W. S. MARRIS, Esq.,

Deputy Secretary to the Government of India,

To

The Secretary to the Government of Madras,
Educational Department.

Home Department.
Education.

Simla, the 28th *September 1906.*

SIR,

WITH reference to your letter no. 230, dated 8th April 1905, — regarding the working of the system under which supervision is maintained over boys discharged from reformatory schools, I am directed to forward for the information of the Governor in Council, a copy of the replies received by the Government of India from the other local Governments who were addressed on the subject, and to convey the following remarks thereon.

2. The consensus of opinion is that some supervision over the after careers of boys leaving reformatory schools is desirable, as a means of gauging the value of such schools. Although the local Governments are not unanimous as to the effect of the system of surveillance on the boys, the Government of India conclude from the various reports received that its prejudicial effect, if any, is not in itself a sufficient reason for abandoning a system which in other respects has considerable advantages. They are therefore in favour of continuing the system and they do not consider it necessary either to modify or to discontinue statement II attached to the annual report on reformatory schools. They do not desire that the system of surveillance should be uniform in all provinces, and, subject to the following observations, they leave it to each local Government to adopt whatever method may be considered best suited to local conditions.

3. The two main objects which Government have in view are:—

(i) To watch the careers of the boys in order to ascertain how far the reforming influences of the schools have achieved their purpose. If this information is to be of real value the surveillance must be thorough.

(ii) To help the boys to earn an honest living.

In the opinion of the Government of India the principles which should govern the system of surveillance are as follows:—

(*a*) police agency should never be employed;

(*b*) the surveillance should be as unobtrusive and as little inquisitorial as possible;

(*c*) in order to make the system a source of actual benefit efforts should be made to keep every boy in view under all circumstances. Where the officer charged with the duty of surveillance ascertains that a boy is out of employment, he should not be content merely to report the fact, but should use every effort to find him employment. In this connection, I am to commend for the consideration of the Governor in Council ——— the suggestions contained in paragraphs 49-55 of the report of the committee appointed by the Government of Bengal.

4. As regards stipends, the Government of India leave it to local Governments to adopt any system that they may consider advisable.

I have the honour to be,

SIR,

Your most obedient servant,

Deputy Secretary to the Government of India.

Issue Register no. 730 Education. Please cancel the set of enclosures sent on 28th September 1906, along with our letter bearing the above issue Register no. 730 Education substituting this set for the one sent by mistake.

No. 1154 OF 1905.

EDUCATIONAL DEPARTMENT.

Bombay Castle, 27th June 1905.

FROM

J. SLADEN, ESQ., I.C.S.,
Acting Secretary to Government;

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,
HOME DEPARTMENT.

SIR,

With reference to your letter No. 108, dated 3rd February 1905, on the subject of the proposed discontinuance or modification of statement II appended to the Annual Reports on Reformatory Schools dealing with the conduct subsequent to release of boys discharged during the three years preceding the year of report, I am directed to point out that it appears from the letter of the Second Secretary to the Chief Commissioner, Central Provinces, forwarded with your letter under reply, that the system of surveillance maintained in those provinces is a system of Police surveillance. This system was abolished in this Presidency in 1902, Educational agency being substituted for Police agency. One month before the date of release of any youthful offender the Superintendent of the Yeravda Reformatory communicates the date of his release to the Deputy Educational Inspector of the District to which he belongs with a view to the boy's mode of life in the future being, as far as possible, watched and influenced. Six months after the date of release and after every succeeding six months for a period of three years, a reference is made to the Deputy Educational Inspector of the District with a view to ascertaining the boy's mode of life. The necessary inquiries are made under the orders of the Deputy Educational Inspector by the schoolmaster of the town or village in which the boys are residing or are employed. How far this system has proved more efficacious than the previous one of Police surveillance has been evidenced by the fact that the percentage of unreported and untraced juveniles has fallen from 64 in 1899 to 26 in 1904.

2. The Superintendent of the Yeravda Reformatory states that even this surveillance by Educational Officers is distasteful to the objects of it, and he is of opinion that all surveillance should be discontinued. The Educational Inspector, C. D., concurs in this opinion. The question was discussed at a meeting of the Committee of Visitors, and while there are several gentlemen who think that all surveillance should be abolished, the majority of the members are in favour of the continuance of the present system. The Director of Public Instruction also is of opinion that the present system should be continued, but recommends that care should be taken to ensure that the necessary inquiries are made in a manner least calculated to render a boy conspicuous in the locality in which he resides.

3. Surveillance has the obvious advantage of affording a very useful test of the value of a Reformatory School. If all surveillance is abolished, there is nothing by which the results of the Reformatory system can be judged. It is impossible to depend upon any voluntary system of reporting by the boys to the

school. A few boys might, it is true, report themselves, but the majority would not do so, and the result would be that the mass of the discharged boys would be lost sight of entirely after they had once left the school, and there would remain no means of estimating whether the system pursued in the school was justified by the results obtained under it. The present system followed in this Presidency is a great and acknowledged improvement on the old system of Police surveillance; the results are so far satisfactory, and in the opinion of His Excellency the Governor in Council it should not be abolished until it has been conclusively demonstrated that its effects upon the discharged offenders are distinctly injurious. While, therefore, His Excellency the Governor in Council is not prepared to do away with surveillance, he will direct that the working of the system should be carefully watched and a report submitted to Government after a further experience of two years.

I have the honour to be,

Sir,

Your most obedient Servant,

J. SLADEN,

Acting Secretary to Government.

GENERAL DEPARTMENT.

EDUCATION No. 858T.—G.

DARJEELING, THE 12TH JUNE 1906.

FROM T. W. RICHARDSON, ESQ., I.C.S.,

Offg. Secretary to the Government of Bengal,

TO THE SECRETARY TO THE GOVERNMENT OF INDIA,

HOME DEPARTMENT.

SIR,

I AM directed to acknowledge the receipt of Mr. Marris's letter No. 109, dated the 3rd February 1905, regarding the maintenance of a watch over boys discharged from Reformatory Schools. The Government of India ask to be favoured with the advice of this Government upon the general question whether inquiries of the kind now made into the conduct of such boys subsequent to their release should or should not be continued, and, in the former case with any suggestions for the improvement of the existing system. They also refer in this connection to a proposal made by the Committee appointed to consider and report on the introduction into the Punjab of the Reformatory Schools Act (VIII of 1897) that a system of allowances should be instituted as a check on the good conduct of boys. The suggestion is that the allowances should be paid monthly for one year after discharge, subject to the good behaviour of the boys who receive them.

2. In reference to the general question the Government of India desire to know in the first place how the present system of inquiry is worked in practice, by what agency the information regarding the released boys is obtained, and with what degree of frequency they are subjected to inquiry. With regard to these points I am to say that information regarding discharged boys is obtained through the agency of Educational officers of the rank of Inspecting Pandits, Sub-Inspectors, and Deputy Inspectors of Schools. In Calcutta the Deputy Inspector of Schools is assisted in his inquiries by an additional Sub-Inspector of Schools, who has been specially appointed for the purpose. Inquiries are made at intervals of one to two months in Calcutta and generally about twice yearly in the mufassal; in certain districts such inquiries are made only when the necessary information has to be furnished to the Superintendents of the Reformatory Schools. As regards the manner in which the present system is worked in practice the Board of Magagement of the Alipore Reformatory School are of opinion that the system has worked fairly well during the past three years, while the Hazaribagh Board consider that the system is excellent. Sir Alexander Pedler, the late Director of Public Instruction, stated in a report upon the subject that though the present system of keeping watch over discharged boys was not as successful as might be wished, yet it was working fairly satisfactorily and was certainly better than the old system of police surveillance.

3. The Government of India next ask whether the present practice is found to have a discouraging effect on the boys themselves, and how far it can be said to be successful in its object of obtaining complete information regarding them. The Hazaribagh Board are of opinion that the system has not a

discouraging effect, and that the agency employed is very suitable. They remark that the system is not completely successful as a means of obtaining information regarding the boys, of whom only about 60 per cent. are traceable after release. The Alipore Board, on the other hand, consider the present practice partially open to objection, as in their opinion it does have to a certain extent a discouraging effect; but they add, that it is not impossible to obviate this, and that with few exceptions the system is successful as a means of obtaining accurate information. Sir Alexander Pedler considered that the present system was not to any great extent discouraging in its effect on the boys. He observed that the directions in force, to which attention was generally paid, were that inquiries should be made in a sympathetic manner and as privately as possible. In his opinion also, the system had been generally successful in eliciting the information required by Reformatory Schools for the purpose of their Annual Reports.

4. As to the continuance of the inquiries which are now made, the Government of India recognize that there are forcible objections to any system of surveillance which hampers a boy in severing himself from a disreputable past, but remark that, if this objection can be surmounted, they would be unwilling to forego a useful means of judging of the effects of the Reformatory system. The Board of Management of the Alipore Reformatory School are of opinion that a system of watch is necessary in order that information may be obtained in regard to the effects of the Reformatory system. They observe that the watch prescribed by the Education Department is not of the nature of police surveillance, but is rather one of a friendly character, its object being to assist the boys in obtaining an honest livelihood. They consider, however, that it is not necessary to watch a boy for a longer period than two years, as judging by the results of experience boys who want to live by honest means generally settle down within the first year after their discharge. Sir Alexander Pedler was also opposed to the discontinuance of the present system. It was his opinion that boys would naturally behave better when they knew that they were subject to inquiry at certain intervals. He suggested that inquiries should be made at intervals of two months in the case of boys residing in Calcutta, and of three or four months, if possible, in the case of those residing in the mufassal, and that the period of strict watch should be limited to two years, special inquiries being made when necessary after that period. He also suggested that District Officers might use their influence to secure employment for boys discharged from Reformatory Schools, and recommended that a system of allowances, on the lines of that recommended for the Punjab, should be introduced in Bengal as a means of maintaining a check on the conduct of the boys. He considered however that the scale of payment proposed for the Punjab was too high, and suggested that an allowance of Rs. 2, Re. 1-8, or Re. 1 a month should be paid quarterly by postal orders to discharged boys for a period of eighteen months after release, a further small bonus being given about two and a half years after release on proof of steady and honest work. The amount of the allowance in each case would be determined by the conduct of the boy, and no allowance at all would be given to a boy with a bad record.

5. A number of questions affecting Reformatory Schools were submitted for examination under the orders of Sir Andrew Fraser to a Committee consisting of the gentlemen whose names appear in the margin, with Mr. Justice Pargiter as President, and including Sir Alexander Pedler as a member. The opinions previously expressed by the two Boards of Management and by Sir Alexander Pedler, which have been adverted to above, were with other papers referred to the Committee. The Committee have now submitted their report, and the following paragraphs which deal with the subject now under consideration may be quoted from it *in extenso*.

The Hon'ble Mr. Justice F. E. Pargiter.
Sir Alexander Pedler.
The Hon'ble Mr. B. L. Gupta.
The Hon'ble Mr. Nalin Behari Sirkar.
Major W. J. Buchanan, I.M.S.
Mr. D. M. Hamilton.
The Hon'ble Mr. J. D. Nimmo.
Mr. C. J. Stevenson-Moore.
The Hon'ble Mr. F. A. Slacke.
Raja Binaya Krishna Deb.
The Hon'ble Mr. G. Gordon (Member and Secretary).

Surveillance over boys after their release.

40. The subject of surveillance over boys after their release raises two preliminary questions:—(1) whether it is desirable in the interests and for the purposes of Government, and (2) whether it is beneficial to the boys. The Government, after considering this subject in 1899, decided that it was not a proper principle that there should be no watch over the boys, nor

help given to them. The contentions were, on the one side, that surveillance was undesirable, because the boys had been set free, and inquiries might mar their prospects of gaining an honest livelihood; and, on the other side, that it was desirable in the boys' own interests, and necessary in order that Government might know the results of the working of the schools. These propositions sum up briefly the main arguments on each side, though the statement that surveillance is desirable in the boys' interests requires some elucidation, and hardly gained the assent of the Government of India when it reviewed this subject early in 1905, as mentioned in paragraph 8. The questions which the Government set out then for the purpose of gaining further information were specially framed so as to elucidate these doubtful points, whether the system of surveillance had been effectual for the ends of Government and for the benefit of the boys.

41. The replies collected shewed that surveillance is kept over released boys by various Educational Officers for three years after release; that inquiries are made generally twice yearly in the mufassal, and generally every two months in Calcutta; that the system has worked fairly well, and, even with its defects, is better than the old method of surveillance by the police. The system has been generally successful in obtaining information about the boys for the Government. The opinions expressed regarding its effects on the boys varied, but the conclusion to which they tend on the whole is this: The results are somewhat discouraging, because inquiries cannot be made without some disclosure of the boys' previous life; because it is difficult to induce private persons to employ the boys since the boys are under surveillance, and this fact cannot be concealed; and because some distrust is felt about the boys, since it is supposed that there should be no need for surveillance if the school has done its work on them properly.

Desirable in interests of Government.

42. The first question, whether surveillance is desirable in the interests and for the purposes of Government, admits of but one answer, and that in the affirmative. The only manner in which the Government can test the results of the Reformatory system on the boys who have been through it is by ascertaining what effect it produces on their subsequent careers; and this can be attained only by inquiries into the actual life and occupation of each boy. This is, no doubt, the chief aim of the system of surveillance. With the machinery available there is generally no difficulty in tracing each boy's career unless he evades it deliberately, and the system has been fairly successful in this respect, though the number* who remain untraced is (as shown in paragraph 21) much too large.

* Paragraph 21 estimates the number at 33·7 per cent.

Hardly beneficial to the boys.

43. The second question, whether surveillance is beneficial to the boys, is a more difficult one. We have considered the replies which were made by the Education Department to the inquiries issued by the Government and the information given to us by the Superintendents of the two Reformatories. But the opinions that have been expressed on this subject appear to be based rather on *à priori* reasons and conjecture than on actual information. The true position of this subject may, in our opinion, be stated thus.

44. If the school authorities or the Education Department find boys employment on their release or help to keep them in employment, it can be understood that the boys might welcome and appreciate the inquiries made regarding their subsequent conduct. Inquiries then would be distinctly for their advantage. But it appears very clear (as a mere matter of fact) that the boys get no such aid from the authorities or the Education Department. They have to find employment for themselves, and it seems to be unquestionably to their interest to conceal from their employers and new associates the fact of their detention in the Reformatories. The inquiries by the Educational Officers therefore not only do them no good, but make known their antecedents to all around them. The inquiries are no doubt made (as we are assured) in as quiet and sympathetic a manner as possible. Nevertheless such inquiries are investigations and cannot be made without disclosing the boys' antecedents and arousing local curiosity. No doubt the method of inquiries by the Education Department is less repugnant and less harmful than the former method of inquiries by the police, but this change is simply an improvement in the procedure, while the system itself remains much the same with its inevitable disclosures.

45. The Superintendents say the boys at times re-visit the Reformatory of their own accord. This does not however affect the question materially. It is one thing, if a boy leaves his surroundings and pays a quiet visit to the Reformatory by himself when he pleases; and it a very different thing, when an inquiring officer visits him in the midst of his new surroundings without warning at any time, and makes inquiries which draw local attention pointedly to him. No case has been brought to our notice in which the inquiries ever helped a boy. It is said that the knowledge that inquiries will be made about him tends to keep him straight, but this seems to be merely a theoretical conjecture. The inquiring officers have little or no power either to restrain or to benefit him, and the boy knows this. The words 'surveillance' and 'watch' and 'supervision' in this connexion appear to us to be a misnomer. There is no surveillance or supervision or watch in any real meaning of the word; there is nothing more than inquiry, and that mainly for the purposes of Government statistics.

Conclusions regarding surveillance.

46. Our conclusion therefore is that the present system of surveillance is of no real advantage to the released boys, as it has been worked hitherto. At the Conference of Commissioners held at Darjeeling on 2nd October of last year it was agreed that the inquiries should be made through

philanthropic and charitable persons wherever such persons can be found, that an effort should be made to enlist their sympathies, and that they should be induced to look after the boys and personally hand over to the boys any allowances that may be granted. We would cordially support this proposal, if the services of such persons can be obtained, but we doubt whether it is feasible, except in rare and special circumstances. Any scheme that would merit approval must be capable of application in all the circumstances that vary with each boy's case. Further on we offer certain proposals regarding the grant of allowances to discharged boys, and the system of surveillance may prove itself a useful supplementary means of determining whether a boy's conduct has been such as to entitle him to the allowance, if the disbursing officer feels some distrust regarding his character.

47. The reasons that had influenced the Government in transferring the Reformatories to the Education Department were their expectations—that the change would enlist more sympathy for the boys among the public and render it easier for them to obtain employment on their release; that the Reformatory Schools would be better able to assist them; that the boys would feel less shame at their connexion with the schools and be more willing to accept help from the schools; that the subsequent surveillance over them would be easier, and better information would be obtained about their subsequent careers. None of these anticipations, however, appear to have been realized, except perhaps the belief that the boys' feelings would be less characterized by shame. The change does not appear to have made any material difference in the business of surveillance and the procuring of better information about the boys. The other expectations have failed, because it has not been possible for the Reformatories to give the boys any substantial help towards finding employment on their release, and public sympathy has not been aroused more than before. There are no private philanthropic agencies in this country as in England to which appeal might be made. Subject to these unavoidable difficulties and limitations however the most has, we think, been made of the present system of management by the Education Department, and the Superintendents have apparently done their best according to the instructions which they have received.

Pecuniary help to released boys.

48. In the absence of public philanthropy, something has been done out of the Claude Martin Fund (mentioned in paragraph 38) at both Reformatories. At Alipore the Superintendent gave out of the allotments which he received, Rs. 96 to released boys in 1902, Rs. 50 in 1903, Rs. 75 in 1904, and Rs. 93 in 1905, besides a very special expenditure of Rs. 373 in 1905 in sending a European boy to England. A sum not exceeding Rs. 10 is given to each released boy whom the Superintendent thinks deserving of such help, either at the time of his release, or afterwards if difficulty is experienced in finding employment for him; and tools are also given to released boys on the recommendation of the Educational Officer under whose surveillance they remain. The annual expenditure shows that help is not given lavishly. At Hazaribagh the Superintendent gave to released boys out of his allotments, Rs. 5 in 1902, Rs. 121 in 1903, Rs. 26 in 1904, and Rs. 35 in 1905. The gift is made in money only to boys who have borne a very good character during detention, or whom it may help to buy tools; but it has not been the practice to give them clothes or tools. He says there is no means by which it can be found out whether the money has been of service to them. If the parents or relatives take it, the boys certainly obtain no benefit. It would seem to be better that such help should be given chiefly in the shape of plain clothes and simple tools, and that only a small sum should be given in cash; the clothes would, we think, be appreciated and kept; the tools may of course be sold, but their price would not be great, and they could only be sold at a considerable loss of value.

Suggestions for helping released boys.

49. One of the real difficulties experienced is to find the boys employment on their release, and at present nothing is done by the Reformatory authorities beyond what we have mentioned, because nothing seems feasible. Careful steps are taken to re-convey boys to their own districts and to hand them back to their parents or relatives. And it is obvious that, except where boys live in the neighbourhood of the Reformatory, it is not possible for the authorities to do anything actively to find them employment. The object, however, for which this Committee was appointed is, that further measures might be devised to make the Reformatory system more successful; and the Government has declared that the employment of boys on their release requires sustained attention, and that efforts should be made to help them to an honest livelihood. Towards that end we would make the following suggestions.

50. Suggestions were formerly made that the good offices of District Magistrates might be invoked for the purpose of securing the boys employment on their release; but the Government of Bengal disapproved in 1900, when the Reformatories were transferred to the Education Department, because the change meant that boys should no longer fall under police or magisterial supervision, and laid the duty of helping boys on their release upon the Education Department. While fully accepting this declaration of policy, we think there are ways in which the Government and public bodies may give substantial help.

51. Thus we see no good reason why the Government and municipalities should not give the boys employment on their release. Both Government and municipalities have mechanical and other departments, in which boys of 18 who have undergone the discipline and training imparted in Reformatories ought to be useful and welcome. The

State railways have workshops employing the trades taught in the Reformatories. In the Calcutta Corporation especially there should be no difficulty in taking such boys from the Alipore Reformatory, most of whom belong to Calcutta, and in giving them a trial. Boys who come from the mufassal might have similar opportunities offered them in municipalities within their districts. Shortly before the boy's release, intimation might be sent to the Municipal authorities in the district where he will be discharged giving full particulars about him and stating what trade he has been taught. Except in Calcutta, where most of the Alipore Reformatory boys come from, the same difficulty would present itself in applying this suggestion as attends the employment of released boys, who have been out at work on license and who might otherwise remain in the shops where they had been licensed, namely, that the boys' homes might be at a distance so that they could not so well continue at those shops alone after their release or would not like to do so instead of returning to their relatives. This difficulty is unavoidable, because it is often impossible to find for mufassal boys in or near their homes employment of the kind in which they have been trained. All that seems feasible is to increase the opportunities in which they may find such employment, and to make it easier for them to take advantage of the same in the hope that more of them may be induced to continue therein. In Calcutta however this difficulty should scarcely exist, and there seems to be no reason why, if the boys have been satisfactorily licensed out, they should not continue at the same work and in the same workshops after their release. Some such endeavours as these that we have suggested might well be made, and would certainly be an improvement on the present practice, in which nothing has really been done. Such measures would not perhaps meet the needs of all released boys, and we think that they may well be supplemented and strengthened by the grant of small allowances to released boys, such as has been advocated in the Punjab.

Pecuniary aid necessary.

52. From what has been already said, it is clear that released boys need pecuniary help to enable them to get a fair start. Even boys who have become skilful workers may not be able to find employment immediately, and require some aid during the interval; while those boys who have not reached that standard want help even more, and especially if they wish to qualify themselves better. It seems to us that the first three months after release are the critical period, and it is during that period that a boy needs assistance specially. A small monthly allowance, which would suffice for his support without offering a premium on indolence during those three months, would give a boy all the help that is necessary, and an allowance of Rs. 3 monthly would appear to be sufficient for that purpose. To boys, however, who had done well in the Reformatory, we think that an allowance of Rs. 4 during those months might be given. This would be a reward for their good conduct, and the prospect of gaining it might exercise some influence over them while in the Reformatory. Three months would, in our opinion, be a long enough period for this allowance, for a boy who is in earnest in seeking employment should get it within that time. To continue the allowance longer might encourage idleness.

53. Further it appears desirable that a small allowance should be given for the following nine months, because it is very probable that the initial wages, which even a capable boy would get, would hardly suffice for his support, and we would recommend that it should be fixed at half the former rates, that is, Rs. 2 per month for a boy who is doing well, and Re. 1-8 for a boy whose conduct is fairly good. This allowance would be helpful if a boy is earning some wages, and would be wholly inadequate if he is living in idleness. It would be liable to instant withdrawal if the boy's character is found to be unsatisfactory. We think it would be very hard to discriminate between the boys, if a more elaborate classification were adopted.

Method of giving pecuniary aid.

54. These allowances would be best paid by giving each boy on his release a certificate with three coupons for the first three months' allowance. His thumb impression would be impressed on the certificate for the purpose of identification. He would present these coupons monthly to the Educational Officer, who would ordinarily make the local enquiry, and that officer would pay him the allowance. At the end of the three months, if his behaviour had been satisfactory, a similar certificate with coupons for the allowance for nine months would be given him, and he would present them monthly and receive the allowance in the same way.

55. By this method the boy would have a strong reason for presenting himself to the Educational Officer regularly, instead of that officer's being obliged to hunt out the boy and make local enquiries about him. That officer would be able to question the boy and obtain full information about him, while it would still be open to him to make local inquiries, if he distrusted the boy's report about himself. Government would thus be able to obtain all the information which it requires at present, the boy would be benefited without local curiosity being drawn too closely to him, and the enquiring officer's business would be simplified. This plan further will leave a boy full option, whether he will present himself and get the allowance, or whether he prefers (should he be doing well for himself) to sever all connexion with the Reformatory and relinquish his claim to the allowance. The thumb impression would be ample security against fraud.

Period of surveillance.

56. We think that the present period of three years during which enquiries are made about released boys is too long. The first year—or at the utmost the second year—would determine whether a boy will maintain a reformed character. As we have already pointed out, the enquiries

cannot really benefit a boy, and to protract them for three years is to increase the handicap under which he labours. If an allowance were given during all that period, there would be a cogent reason for continuing the enquiries; but there is no good ground for granting any allowance beyond the first year, and therefore all enquiries made beyond that time are detrimental and should be dropped. We therefore recommend that the allowances mentioned above be given to each boy for the first year, that the information desired by Government be elicited from him—and if necessary by local enquiry—during and for that time only, and that no enquiries be made afterwards.

6. The Lieutenant-Governor is in general accord with the conclusions at which the Committee after a careful investigation arrived. It will be observed that the Committee are of opinion that the surveillance of boys released from the Reformatories in the manner in which the surveillance has hitherto been carried out, has been of no real advantage to the boys. The Committee accordingly advocate the reduction of the period during which inquiries are made into the conduct of a boy from three years to one year after his discharge, and they propose to couple the inquiries with the system of payments described in paragraphs 52-55 of their Report. The Lieutenant-Governor considers that a trial may well be given to these suggestions subject to the issue of instructions to the Director of Public Instruction to the effect that the experiment should be carefully watched and a report submitted to Government in regard to it when sufficient materials have been collected. His Honour proposes to take steps with a view to the introduction of the system of payments suggested by the Commitee, but will make no reduction in the period during which inquiries are made until the Government of India have signified their wishes in the matter.

7. It is understood that the grants received by the two Reformatory Schools in this Province from the Claude Martin Fund, which is under the control of the Commissioner of Police, Calcutta, are at present expended partly on licensed boys and partly on released boys. So far as the grants are expended on the latter, they might be utilized for the purpose of giving effect to the scheme of payments, but this and other details will be further considered before final orders are issued.

8. With reference to paragraph 46 of the Committee's Report, inquiries will be made from Commissioners of Divisions whether any, and if any, what, amount of success has attended such efforts as may have been made to enlist the friendly interest of charitably disposed persons in boys disharged from Reformatory Schools.

9. Paragraphs 49-51 of the Report will be referred to Commissioners of Divisions, who will be asked to report whether something systematic cannot be done towards obtaining suitable employment for discharged boys. The Committee's suggestion that shortly before a boy's release, the authorities of the district in which he proposes to reside should be apprised of the trade which he has been taught and other necessary particulars in order that suitable employment may, if possible, be found for him, appears to be deserving of consideration. It might, for instance, as the Committee suggest, be possible to arrange that a boy should be employed by a Municipality, and if some responsible person, the Vice-Chairman, or an Honorary Magistrate, could be induced to look after him in a friendly way, he might be secured against the danger of relapsing into crime.

I have the honour to be,

SIR,

Your most obedient servant,

T. W. RICHARDSON,

Offg. Secretary to the Govt. of Bengal.

B. S. Tour Press—342D—154—13-6-1906—W. H. S.

11

No. 2115 OF 1905.

FROM

S. H. BUTLER, ESQ., C.I.E.,

SECRETARY TO GOVERNMENT,

UNITED PROVINCES,

To

THE SECRETARY TO THE GOVERNMENT OF INDIA,

HOME DEPARTMENT (EDUCATION).

Dated Naini Tal, the 28th June 1905.

SIR,

JUDICIAL (CRIMINAL) DEPT.

IN reply to Mr. Marris' letter no. 110, dated the 3rd February 1905, on the subject of the maintenance of a watch over boys after their discharge from reformatory schools, I am directed to forward a copy of a letter from the Director of public instruction, no. $\frac{\text{G.-1258}}{\text{X—39}}$, dated the 12th June 1905, and to say that the Lieutenant Governor agrees generally in the views therein expressed.

2. In particular His Honour endorses Mr. Lewis' opinion expressed in paragraph 2 of his letter. It is of no advantage to a boy to pursue him for three years with official and unsympathetic enquiries. And the boys are so often lost sight of that there is comparatively little advantage to the State in such attempts at supervision. The outlook will be more hopeful if the boys can be got to look upon the superintendent as being *in loco parentis* to them, and to come forward themselves if they are in difficulties. It is, indeed, doubtful whether the relations of the boys to the authorities of the school are of a filial nature. At the same time, if the management is successful in gaining the affection of the boys, it is possible that they may be willing to come back for advice and help when they are in difficulties.

3. Mr. Lewis suggests that during three years continued efforts be made to find a boy employment, and that boys be induced by the grant of a small sum to apply to the school authorities when out of employment. Sir James LaTouche would like to give this plan a trial.

I have the honour to be,

SIR,

Your most obedient servant,

S. H. BUTLER,

Secretary.

No. G.-1258 / X—39, dated the 12th June 1905.

From—T. C. LEWIS, ESQ., M.A., *Director of Public Instruction, United Provinces,*

To—*Secretary to Government, United Provinces.*

SIR,—With reference to your endorsement no. 622 / VI—206D, Judicial (Criminal) department, dated 14th February 1905, forwarding for report and opinion a letter from the Government of India regarding the maintenance of a watch over boys after their discharge from reformatory schools, I have the honour to reply that the present system of enquiry into the conduct of these boys after their release from the Chunar school, with details of the agency employed for the purpose and the frequency of enquiry, is to be found in paragraphs 91 and 92 of chapter IX of the provisional Educational Code, and given for easy reference in the copy appended to this letter.

2. The maintenance of a watch over discharged boys was originally desired by the Government of India partly because it was thought that it would in some way benefit them, perhaps as acting as some check upon them in going wrong. The Chief Commissioner of the Central Provinces, on the other hand, suggests that it may prejudice them in obtaining a respectable livelihood; and the Government of India now recognize that forcible objections exist to a system of surveillance, which hampers a boy in severing himself in the eyes of the world from a disreputable past. My own view, which I put forward with due deference, is that the moral effect on a boy of feeling that he is for ever subject to the critical gaze of some unsympathetic official cannot be beneficial; and this though his chances of obtaining respectable employment may not be in any degree circumscribed. There is not, as a matter of fact, any difficulty in finding employers to take the boys with full knowledge that they have come out of a reformatory school. Firms of good standing are, indeed, ready to take them before the reformatory school has finished its work upon them, viz. under the licensing system. I do not therefore find anything in support of the particular apprehensions expressed by the Government of the Central Provinces. But the secret espionage which would be necessary in order to keep watch over a boy with a past, while concealing from his employers, for his greater advantage with them, his previous history, would be alike wrong to the boy and unfair to his employers. The boy himself would of course know that he was being watched.

3. It appears that the proportion of untraceable cases among youthful offenders discharged from the reformatory in the United Provinces is less than it was before the school was taken over by the Educational department, when the district magistrate used to make the prescribed enquiry once a year for a period of three years. But still out of 156 discharges during the last three years nearly 32 per cent. of the boys have disappeared. These are not necessarily bad cases; they might even be those of the best boys, who wish to forget a past disgrace. There is no effective way at present prescribed for following up a boy who is unsettled and moves about from place to place. The teacher of the school in the village where he is living is required to report his departure and his destination; but he may not hear that the boy has gone for six months after the event, and he may then be quite unable to find any clue to his subsequent movements. Besides, there is nothing to induce him to take any pains in the matter, especially as it cannot be legitimately regarded as part of his duty to trace a boy who has quitted his neighbourhood.

4. If it is, as I think, of no advantage to a boy to pursue him with official attention for three years under the present system, but rather the contrary, the Government of India may perhaps yet desire to continue the practice for the sake of the interesting or valuable information which may thence be derived regarding

the success of the reformatory training. But even then it would obviously be better, if possible, to modify the system so as to make it acceptable or even helpful to the boy concerned, in order that he may not be sacrificed for the sake of his record.

5. The Punjab modification does not commend itself to my mind. The committee no doubt did not quite mean what they wrote when they explained that the system of allowances which they proposed was intended as a check upon the good conduct of boys after discharge. Their proposals suppose that information may be received, or indeed should be received [appendix V (iv) (ii)], regarding a boy's conduct, but enquiries by district authorities are not to be continued, and no other agency for ordinarily obtaining the necessary information is indicated. The proposal of a formal and special enquiry into a boy's conduct in exceptional cases by a member of the reformatory staff deputed to visit him for the purpose at government expense seems open to greater objections than enquiries by local authorities, official or other. If employment is found for a boy on his discharge by the district magistrate, as recommended, it is unnecessary to devise means to keep his employer in the dark about his being month after month in communication with the reformatory and receiving money from the superintendent; for his employer should in fairness be told by the district magistrate who sends a boy to him that the boy comes from the reformatory school. Then it is to be noticed that all boys are to be classed as good, fair, or indifferent, although it is conceivable that a boy might not be any one of these; he might be bad even in a school for youthful offenders. For three months payments are to be made to the boys on certain rates with the express object of enabling them to maintain themselves while seeking work; but, in the first place, there are different maintenance allowances prescribed for the three classes into which the boys have to be placed, and it may be remarked that a good boy does not in the nature of things want more to eat while out of work than the fair boy, nor the fair boy than the indifferent; and, in the second place, the payment is to be made for three months irrespective of the boy being actually in search of work or engaged in remunerative employment. Since special efforts are made to obtain employment for a boy to take up on his discharge from the reformatory, the first three months after his release are those in which he is least likely to be out of work. For the succeeding nine months payments are to be made at half the rates adopted for the first three months; and the object is said to be to induce the boy to maintain touch with the reformatory, but this will not benefit him in any definite way beyond the receipt of pocket money. Moreover, employers might be ready to take advantage of the fact that a boy was in receipt of regular payments to reduce his wages by the same amount. Then boys whose conduct is not good, or who run wild, will escape from the net very quickly under V (iv) (ii) and will cease to be in touch with the reformatory. The Punjab rules propose that the district magistrate should use his best endeavours to obtain employment for a boy on his discharge, but not that he should trouble himself about finding re-employment for a boy who for any cause may afterwards find himself out of work. Then, again, all boys are lost sight of after one year, while the Government of India think that they ought to be kept in view for three years. Finally, the system is a costly way of getting little information and of doing little, if any, good.

6. The best way of helping a boy during the three years after his release is by continued efforts to find employment for him if at any time he need such assistance. It is with this object that he should primarily keep in touch with the reformatory, and not to satisfy what some people might regard as merely official curiosity. Yet if the first object is secured, the second can easily be added unto it.

7. I would suggest that if a boy is thrown out of work at any time during the three years after his discharge from the reformatory, he should be allowed to apply to the superintendent and committee of visitors for exactly the same help that they are required to give to boys, under paragraph 85 of chapter IX of the Educational Code, to obtain suitable employment on their release; that if he so applies,

in the first year he shall be paid a sum of Rs. 2 as an inducement to seek such help and as a contribution to his expenses of living while not receiving wages; in the second year he should similarly be paid Rs. 2-8-0, and in the third year Rs. 3. These sums would be acceptable, but they would scarcely be large enough to serve as an inducement to seek a change of masters. It would not be altogether objectionable to lend a helping hand to a boy in this way, even if he has not been free from blame in losing his last employment. While any number of applications should be permitted, the payments made should be limited to three in the three years, all possible help being given in other cases to obtain employment for the applicant, but without giving him money. The higher payments are proposed for the later years because it is something to a boy's credit the longer he stays in his first place, and they would tend to induce him to remain. Similarly, in order that those who work steadily on where they are first engaged may not feel treated worse than those who do not settle down so satisfactorily, I propose that at the end of three years after his discharge every one shall be entitled to receive the sum of Rs. 10 from the reformatory on application for it, diminished by any sum he may have already received and also by Re. 1 for every time that he has received help with a money payment in changing his employment, and subject to the condition that he has not again been convicted of any crime. He might also be required to keep the superintendent of the reformatory informed of any change in his address from time to time during the three years, a condition to which most would willingly conform in order to obtain the payment or payments provided.

8. With this scheme I fancy that there would be much less than 32 per cent. of untraceables. The cost would be from Rs. 7-8-0 to Rs. 10 a head, instead of the Rs. 18-12-0 to Rs. 30, supplemented by the cost of personal enquiries formulated in the Punjab proposals. The cost would thus be less than one-third of the Punjab scheme; while the supervision would extend for three years instead of one, and would not be resented as irksome, inquisitional, or degrading. It may be added that if boys are generally bound as apprentices on their discharge, there would be comparatively few applications for assistance during the first three years under the scheme. And this would be so much the better in every way. It might stimulate the reformatory authorities to find apprenticeships for the boys whenever possible—a very desirable consequence.

9. I do not approve of the proposal that the system of following boys in their subsequent careers should be at once and altogether abolished, and that they should be turned out from the reformatory school to manage for themselves as best they can thereafter, without any help from the authority which has been for them so long *in loco parentis*. I prefer some such modification as I have sketched above, under which it would be unnecessary to set any one to watch a boy after his release.

Copy of paragraphs 91 *and* 92 *of chapter IX of the Provisional Educational Code of the United Provinces.*

91. When a boy is discharged from the reformatory, notice of the fact will be sent by the head master of the reformatory to the deputy inspector of the district where he is sent. That officer should keep an eye on the boy as far as possible and send *every six months*, for a period of *three* years from the date of discharge, a brief report to the head master of the reformatory on the boy's conduct and the occupation he follows.

Should a boy, however, be released some time in the latter half of the calendar year, the above report ought, without fail, to reach the reformatory school by the 1st December of the year, in order that it may be entered in the annual report.

The remaining reports should reach the reformatory school every June and December; e.g. if a boy is released in the middle of October 1904, first report should be sent to the reformatory by 1st December 1904, second report in June 1905, and so on.

15

92. The deputy inspector will, in case a boy convict is residing in a village, obtain the required information regarding him through the agency of the head teacher of the vernacular school of that village. He should instruct the teachers to report at once the departure of a boy from the district, and should make enquiries as to the reason for leaving and the district to which the boy has migrated, and send a report on the matter to the head master of the reformatory school.

16

No. 193 A.

A.C. are not available 10 S.P.

FROM

A. B. KETTLEWELL, ESQUIRE,

Judicial and General Secretary to Government,
Punjab and its Dependencies,

TO

THE SECRETARY TO THE GOVERNMENT OF INDIA,
HOME DEPARTMENT.

Dated Lahore, 27th April 1905.

Home.
Jails.

SIR,

IN reply to your endorsement No. 113, dated 3rd February 1905, asking for any observations which the Lieutenant-Governor may wish to offer on the proposals of the Chief Commissioner of the Central Provinces regarding the preparation of Statement No. II appended to the annual reports on reformatory schools, I am directed to state that the idea of supervision over a boy after discharge from a reformatory for any other object than that of assisting him to secure an honest means of livelihood is, in the Lieutenant-Governor's opinion, foreign to the main principle underlying the reformatory system, which is devised solely with a view to weaning a youthful offender from crime and ensuring that, with the eradication of his criminal instincts, he is placed in the best possible position to live honestly when he goes out into the world. Any desire for information regarding the results attained by the reformatory system must therefore be entirely subordinated to this main idea. In pursuance of this principle Sir Charles Rivaz thinks that it is essential that any information required regarding a boy's subsequent career should be obtained in the least obtrusive and prejudicial manner possible, and any system of *official* supervision must be entirely put aside.

2. If reformatory schools are properly worked and the staff have proved themselves capable of enlisting the regard of their pupils, there should be no great difficulty, in His Honour's opinion, in ascertaining by means of letters and private enquiries most of the information required by Statement No. II appended to the Reformatory Schools Report, and this method, combined with the system of allowances adopted in the Punjab, is the only form of supervision which would be consistent with the reformatory idea. As the reformatory school system is of very recent growth in the Punjab, no practical experience of the working of the allowances and private enquiry method has yet been gained, but His Honour, while agreeing that the retention of Statement No II is desirable on account of the value of the information which it contains, would deprecate the adoption of any stereotyped means of securing this information, and thinks that the methods indicated above should be given a fair trial before anything in the nature of official surveillance is attempted.

3. I am to add that in some cases the licensing system provided in Sections 18 *et seq.* of the Reformatory Schools Act may perhaps furnish a suitable means of testing probable subsequent conduct prior to discharge and thereby obviate further enquiry, but hitherto these sections have not been used in the Punjab.

I have the honour to be,

SIR,

Your most obedient Servant,

A. B. KETTLEWELL,

Judicial and Genl. Secy. to Govt., Punjab.

Punjab Government Press, Lahore—10.5.05—48—J. B.

No. 1202—11-J-4, dated Rangoon, the 31st March 1905.

From—W. F. RICE, Esq., I.C.S., Officiating Secretary to the Government of Burma,

To—The Secretary to the Government of India, Home Department.

I am directed to refer to Mr. Marris' letter no. 111 (Education), dated the 3rd February 1905, relating to the supervision of boys discharged from Reformatory Schools.

Edn. A., February 1905, nos. 18-19.

2. In reply I am to say that in Burma, when a boy leaves the Reformatory, he is sent to the Deputy Inspector of Schools of the District in which his home is situated and that officer is required to keep the lad under supervision and to help him if necessary. He submits half-yearly reports to the Director of Public Instruction on the boy's progress for three years. Some boys remain under supervision and find work, others disappear, and, it may be, change their names. Some of those who are lost sight of reappear in other parts and get employment, but there are some who are not heard of again. In many cases, however, those reported to have disappeared have come back to the Reformatory to ask the help of the Superintendent in getting work. Generally speaking discharged boys in this province are reported to have done well after leaving the school.

3. The agency for enquiry is, as already stated, the Deputy Inspector of Schools. There is nothing in the nature of police surveillance. The Director of Public Instruction reports that the Deputy Inspector of Schools is in constant touch with the boy and his parents, who looks upon him as a friend, and that this form of supervision has not been found to have a prejudicial effect on the chances of the boys in attaining a respectable livelihood. The present system appears to suit the province well, and I am to submit that no change is necessary.

4. With reference to the proposal contained in the Report of the Punjab Reformatory Schools Committee to introduce a system of allowances to discharged boys, I am to say that Sir Hugh Barnes is not in favour of any payments being made, as there ought not in this province to be any difficulty in obtaining suitable employment at once.

G. C. Press, Simla.—No. 1227 H. D.—25-9-06.—240.—A.D'S.

18

No. P-43, dated Pachmarhi, the 24th May 1905.

From—F. S. A. SLOCOCK, Esq., I.C.S., Second Secretary to the Chief Commissioner, Central Provinces,

To—The Secretary to the Government of India, Home Department.

Edn. A., February 1995, nos. 18-19.

I am directed to refer to Home Department Endorsement no. 112, dated the 3rd February 1905, on Mr. Marris' letter no. 107—111, of the same date, on the subject of the discontinuance of enquiries as to the after career of boys released from Reformatory Schools, and in reply thereto to make the following observations.

2. Under the system at present in force in the Central Provinces, the enquiry papers of boys released from the Jubbulpur Reformatory School are sent once every six months, for a period of three years after release, to Deputy Commissioners, who forward them to Tasildars for report. The latter generally issue notices to the boys to present themselves on a fixed date before them; occasionally enquiry is made through subordinates. The result of the enquiry is reported to the District officer who forwards the report to the Superintendent of the Reformatory School. They are then submitted to the Board of Vis tors.

3. During the past four years the number of boys who could not be traced when reports were made have been as follows :—

	No. released in previous three years.	No. untraceable.
1901	102	30
1902	118	35
1903	115	41
1904	102	28

These figures lend great support to the argument that the system described above does not ensure the supply of sufficiently complete information to make the statistics of real value and that therein it fails to secure the object with which enquiries are made.

4. Moreover private enquiry has shown that in a number of instances boys reported as untraceable have changed their names and their religion, and taken other means to conceal their identity and their whereabouts, solely in order to enable themselves to lead honest lives unhampered by the stigma of past associations. The inference seems to be that the system has a discouraging effect, driving the boys to the adoption of subterfuges in order to conceal their past connection with the Reformatory. When a notice is issued by a Tahsildar or an enquiry instituted by a subordinate, the antecedents of the boy necessarily become known to his neighbours and the revelation of his past career cannot but affect his future prospects prejudicially.

5. Various suggestions have been made by the Superintendent of the Reformatory for modifications of the present procedure, but the Director of Public Instruction has expressed a strong opinion, in which Mr. Miller concurs, that none of the proposed methods of recording the conduct of these discharged boys will meet the objections taken to the existing system. Enquiries cannot be made about the boys without making public their previous history, and so rendering it difficult for them to secure employment and lead an honest life, however willing they may be to do so. It thus appears to be inevitable that the collection of statistics of results must interfere to some extent with the main object of the Reformatory—the permanent reform of the character of the boys. Mr. Miller therefore agrees with Sir Fredrick Lely in recommending the discontinuance of the reports at present prescribed. Such statistics of the careers of discharged boys as can be obtained from records of subsequent convictions will in his opinion furnish as accurate an indication of the effect of the Reformatory system, as the extremely incomplete information which is obtainable under the present system of enquiry.

G. C. Press, Simla.—No. 1227 H. D.—25-9-06.—260—A.D.S.

Rew

Box-26

19.

[E. / 2.]
1,000—29-5-06.

Notes connected with Gone. 717-Edl dt 7-11-06.

EDUCATIONAL DEPARTMENT.

C. No. 164 From the Govt: of India No. 730, dated 28-9-1906.

[SUBJECT.
Regarding the working of the system under which supervision is maintained over boys discharged from Reformatory Schools.]

Pages. 17 + 18 of current.

As spare copies of the enclosures are not available except in the case of the letters from the Burma Government and the Central Provinces Administration, it is submitted that the letter from the Government of India may be circulated in original.

P.R. [initials] 8/10/6

[initials] 8/10/6

C. Mackay
9-10-06

H.D. Taylor.
9-10-06

I H.E. the Governor.

II The Hon. Mr Stokes C.S.I.

III The Hon. Mr. Forbes C.S.I.

Secy. I think the Modifications in the Rules proposed in this Govt.'s letter to India of April 8 '05 shd. be introduced if not already made.

[Lawley]
10.10.06.

To.

I The Hon Mr Stokes C.S.I.

II The Hon Mr Forbes C.S.I.

H.D.T.
12-10-06

Seen. [Stokes]
12/10/06.

Read

This was merely a preliminary circulation, without note, for information only. Only one copy of enclosures was then rec^d. from India, & they could not be typed for separate circulation in the ordinary course.

Naylor
23.10.06

(Then it sh^d have been circ^d as a separate [illegible] & not left a Note paper?)
S.F.

(These pp. have not been circ^d in proper order. Why is this? Being in Educ. Dep^t the pp ought to have come to me first.)

S.F. [Orbes]

Please note what the [illegible] are to wh. H.E. refers

S.F. [Orbes]

(B)

[illegible] Naylor
13.10.06

Read

26 38

G.O. No 715 Edl dt 25th October 1899. O.

With the letter from the Government of India No.455, dated 14th October 1899, instructions were issued regarding the preparation of the statements appended to the annual reports on Reformatory Schools in India. The second of these statements dealt with the conduct subsequent to release of boys discharged during the three years preceding the year of report.

Letter No 14018 dt 29th Novr. 1904 on page 37 G.O. 229-230 Edl dt 8th April 1905. R.

2. In November 1904 the Chief Commissioner of the Central Provinces represented that the preparation of this statement necessitated the making of inquiries every six months for a term of three years after the discharge of each boy and that these inquiries might prejudice the boys in attaining a respectable livelihood. He accordingly recommended that the statement should be discontinued.

Para. 3 of letter on page 27 G.O. 229-230 dt 8th April 1905. R

3. Upon this the Government of India stated that the question of the maintenance of a watch over discharged boys was one of the problems affecting the management of Reformatory schools which the Local Governments were invited to consider in paragraph 7(4) of their Resolution No.374-399, dated 2nd September 1899, that they were then disposed to think that a watch should be kept over discharged boys both on their own account and for the purpose of gauging the effects of the Reformatory system, that no precise directions were then issued regarding the manner in which the watch should be maintained, that the Committee appointed to consider and report on the introduction of the Reformatory Schools Act, 1897, into the Punjab had proposed to institute a system of allowances for a year as a check on the good conduct of boys after discharge

G.O. No 664 Edl dt 29th Septr 1899. S.

but

but that this system appeared to afford no means of tracing boys beyond a year.

Para. 4 of their letter on page 2 of G.O. 229-230 dt 8th April 1915. R.

The Government of India recognized that there were forcible objections to any system of surveillance which hampered a boy in severing himself from a disreputable past but were unwilling to forego a useful means of judging of the effects of the Reformatory system if these objections could be surmounted. Before passing final orders, however, they called for information showing exactly how the system is worked in practice in each province and asked for the opinion of the Madras Government whether inquiries should or should not be continued.

* G.O. No 743 dt 16th December 1904. R.

Letter No 230 dt 8th April 1915. R. para 2.

4. In reply the Government of India were furnished with a copy of the* rules of the Reformatory School, Chingleput, and were informed that the system followed in that school was as follows:--

" When a boy is discharged he is given a letter to the District Magistrate who is requested to do what he can to ensure the boy's having a fair start in life, to furnish a brief report on the career taken up by the boy or the steps taken to provide him with work and to afford him all reasonable protection against temptations to a relapse into crime, chiefly against his own evil-disposed relations and friends. The Magistrate is also requested to make use of village officers to exercise some sort of supervision over him for the space of three years avoiding everything of the nature of police surveillance. Half-yearly reports are obtained on the mode of occupation and conduct of ex-pupils for three years and in the last report additional information is asked for on the following points :—

(1) Whether the ex-pupil is married and is settled in habits.
(2) Whether he continues to live with his people.
(3) What is his monthly average income. "

It was also stated that there seemed to be no reason for believing that the system had a discouraging effect on ex-pupils and that the Government were not in favour of its discontinuance. As regards the proposal to institute a system of

allowances

Read

F 23 & 57

allowances as a check on the good conduct of ex-

pupils it was stated that

Para. 5 of letter no 230 dt 8th April 1905. R

" His Excellency the Governor in Council is of opinion that this system might have the effect of placing a premium on laziness and that, as under present circumstances ex-pupils keep sufficiently in touch with the school, extra expenditure incurred on allowances would not be justified by any results that might be obtained. Nor is there any necessity to incur this extra expenditure on other grounds. It is reported that nearly every boy takes with him when he leaves his school earnings averaging between Rs. 10 and Rs. 20 and in some cases amounting to nearly as much as Rs. 100. This amount keeps him for a short time while waiting for work and has, it is stated, proved sufficient in the past. Should a boy leave with no good conduct money it would mean that for years he had been incorrigibly lazy and troublesome and to give such a boy a monthly allowance would be useless.

Para. 6 - do.

His Excellency the Governor in Council would however have no objection to altering the rules in force in the Madras Presidency so as to provide--

(1) for the Superintendent being authorised to pay a boy's savings to him personally in the form of a monthly allowance instead of in a lump sum to his parents who may spend it themselves, or if the boy prefers it, to spend the money on buying tools or starting him in business ;

(2) for all enquiries as to the boy being made through revenue or village officials only and never through the police."

5. The Government of India now state that "the "consensus of opinion is that some supervision over "the after careers of boys leaving Reformatory schools "is desirable, as a means of gauging the value of "such schools", that "they are in favour of con- "tinuing the system" and that "they do not consider "it necessary either to modify or to discontinue "statement II attached to the annual report on "Reformatory schools." The Govt of India also say

" In the opinion of the Government of India the principles which should govern the system of surveillance are as follows :—

(*a*) police agency should never be employed ;

(*b*) the surveillance should be as unobtrusive and as little inquisitorial as possible ;

(*c*) in order to make the system a source of actual benefit efforts should be made to keep every boy in view under all circumstances. Where the officer charged with the duty of surveillance ascertains that a boy is out of employment, he should not be content merely to report the fact, but should use every effort to find him employment. In this connection, I am to commend for the consideration of the Governor in Council the suggestions contained in paragraphs 49-55 of the report of the committee appointed by the Government of Bengal.

Pages 8794 Current.

As regards stipends, the Government of India leave it to local Governments to adopt any system that they may consider advisable."

~~The rules proposed in this Government letter to India No. 270, Educational, dated 8th April 1905, have not been introduced as yet.~~

Pages 8 & 9 of current.

6. The suggestions of the Committee appointed by the Government of Bengal are

(1) Government and the Municipalities should give the boys employment on their release:

(2) Allowances at the rate of Rs.3 (Rs.4 to boys who have done well at the Reformatory) might be granted to released boys such as has been advocated in the Punjab for the first three months after their release and at Rs.1-8-0 and Rs.2 respectively for the next nine months.

(3) The allowance should be paid through the Educational Officer (of the locality) who will then be able to watch a boy's career without appearing to be inquisitive.

7. As regards stipends the Government of India leave it to Local Governments to adopt any system that they may consider advisable.

8. It is for consideration whether the Madras system as described in paragraph 4 supra requires any alteration except as regards the payment of a boy's savings to him.- end of paragraph 4 supra. The rules herein proposed have not been introduced as yet.

Dy 15/10/06

Secy.

This Govt. have already expressed the opinion that it is unnecessary to give pecuniary aid to the boys to enable them to make a fair start in life, since they usually have accumulated a certain sum

his earnings while at the school sufficient
in most cases to carry them over the
critical period of the first few months
~~whether~~ when the boy may either be unable
to find work or earn wages which would
not suffice for his support. One may
perhaps, however, try the plan of disbursing
his savings in monthly sums instead
of in a lump. This would prevent the
money being squandered all at once
by the ex-pupil when he leaves the dis-
-cipline of the school behind him & enters
on a free life, or by his parents.
As regard the officials who should
make enquiries regarding ex-pupils, there
seems to be no necessity to change the
present system. Magisterial & Revenue
officers are much more likely to make
effective enquiries than Educl officers,
owing their influence on the pupil, if any,
is never likely to be felt and they are
in a much better position for finding the
boy something to do. If he disappears, they
have a much more effective agency for
finding him out.

Perhaps we might indicate a limit
as to the number of years for which
enquiry should be made.

Three years should suffice

I think that the Committee might perhaps do more than they are doing – form them-selves into a kind of Labour Bureau & let it be known they will help boys to an honest life.

Then also I venture to suggest that the transition from the discipline of school to an unrestrained life of freedom with many temptations, is rather sudden. and I think we might try to do more in the way of indenturing or apprenticing pupils who will thus enjoy much more liberty, modified by supervision which would be direct, and will thus be better prepared for their discharge from school. This procedure is provided for in the Act.

[signature]
19/10/06

* G.O. No 603 Edl dt 13th Septr 1906. XII.
\+ Proposal under reference to A.G.P.

The proposals to start *masonry and +printing classes in the Reformatory should serve to aid in finding the pupils permanent employment after discharge. The addresses of all discharged pupils may, as far as possible be registered at the Reformatory school, as a central bureau of intelligence as to what happens to them after they leave. The period for which they are observedly

27

District officers might be limited to 8 years.

It seems unnecessary to grant stipend or allowances.

A H D Taylor
23.10.06

I agree
[Orbes].

Please draft for approval

A H D Taylor
25.10.06

The draft placed below is submitted for approval.

2. As regards registering the address of discharged pupils - under rule 23(i) on page 5

N. Dft. no 743 dt 16th Dec. 1904 a register showing the history of discharged pupils has to be kept in the school and this forms a central bureau of intelligence as to what happens to discharged pupils after they leave the school.

3. The period of observation of discharged pupils is now three years within Presidency - rule 22(viii).

N. years within Presidency - rule 22(viii).

P Hargreaves
31/10/06

The draft is submitted.
31/10/06

Approved
A H D Taylor
31.10.06

(So. no. 717 ed dt 7.11.06.)

28.

Educational DEPARTMENT.

[E. / 12]
1,000—2-5-06.

13p

READ AGAIN G.O., No. 229-230, dated 8-4- 1905

" " " " " 190 .

READ ALSO:—

C. No. 1641, From the Govt of India, No. 730, dated 28-9- 1906.

" " " " " 190

" " " " " 190 .

ORDER. No. 717, dated 7-11- 1906

Gp. ms 229-230 d/8-4-05. R

Rule 22 (viii) on page 5
Gp. ms 243 d/ 16-12-04. N.

With reference to his letter ~~No. [illegible]~~ No 10 of the 10th March 1905 the D.P.I. is informed ~~that the Govt of India are in favour of continuing~~ it be continued the existing system under which enquiries are made for three years regarding ~~the~~ pupils ~~Students~~ of the Reformatory School at Chingleput ~~and that they do not consider it~~ Nor is it necessary either to modify or to discontinue ~~Statement~~ II attached to the annual report on the ~~Reformatory~~ School.

2. The two main objects of the system of ~~Surveillance~~ enquiries ~~are~~ referred to are

(1) To watch the careers of the boys in order to ascertain how far the reforming influences of

29. 2 148

Which officer

G.O. no 602 dt 13-9-06. XII.

This suggestion has not been approved.
[initials]

For orders.
[signature]
3.11.08

G.O. no 743 dt 16-12-04. N.

the School have achieved their purpose;

(2) To help the boys to earn an honest living.

~~The principles which should govern~~ In carrying out the system of enquiries ~~care~~ care sh^d be taken ~~should be as follows:—~~ in the first place that ~~(a)~~ Police Agency ~~should~~ is never ~~be~~ employed; secondly that ~~(b)~~ the enquiries made ~~should be~~ are as unobtrusive and as little inquisitorial as possible: & thirdly that ~~(c)~~ in order to make the system a source of actual benefit efforts ~~should be~~ are made to keep every boy in view under all circumstances.

Where the ~~officer~~ person charged with the duty of ~~surveillance~~ making enquiries ascertains that a boy is out of employment, he should not be content merely to report the fact but should use every effort to find him employment.

3. The addition of masonry to the trades taught in the school should ~~serve to aid in finding, as an aid in finding~~ make it easier to find permanent employment for ~~a~~ some of the discharged pupils, and the question whether printing also ~~may~~ should be added to those trades is now under consideration.

4. The rules of the school will be altered so as to authorize the Superintendent to pay a boy's savings to him personally in the form of a monthly allowance instead of in a lump sum to him or to his parents, or if the boy prefers it, to spend the money in buying tools or starting him in business. It will also be made plain that all enquiries (now required under rule 22(viii)) regarding ex-pupils should be made through ~~Revenue or~~ ~~Magisterial~~ ~~officials only.~~ the ~~civil~~ district civil officials ~~and the~~

other than the police?

The Director will submit a draft of the necessary alterations in the rules.

5. The system of allowances ~~such as that~~ proposed by the Punjab Committee ~~appointed to consider & report on the introduction of the Reformatory Schools act, 1897, into the Punjab~~ as a check on the good conduct of ex-pupils ~~will be~~ is not considered by Govt. to be ~~necessary~~ needed in this ~~[illegible]~~ Presidency.

PH
31/10/6

HD
3-11-06

Para. 3 of letter from Govt. on pages 79 of 229-230 d/ 8-4-05. R

To the DPI Despd
8/11/6