

1933.
NEW ZEALAND.

JUVENILE UNEMPLOYMENT.

(REPORT PREPARED BY MESSRS. S. G. SMITH, M.P., NEW PLYMOUTH, AND A. E. ANSELL, M.P., CHALMERS.)

Laid on the Table of both Houses by Leave.

The Right Hon. the Prime Minister, Wellington.

SIR,—

At the end of June, 1932, we were requested by the Government to undertake an investigation of the unemployed-boy problem in the Dominion, and as far as possible to organize local effort to assist in mitigating the serious effects of unemployment among our boys. We have the honour to report as follows :—

On several occasions it has been suggested to us that we should deal with “causes” and not “effects,” but we have elected to deal with the problem as it presents itself. We are convinced that this problem is one of the most vital facing the people of New Zealand to-day, and is, in fact, the most acute human problem with which this generation has been called upon to deal. Because of the economic crisis, large numbers of our boys have been deprived of an opportunity to undertake employment of any description, and, because of this and of the absence of a fixed goal for their ambitions, many of them are drifting without hope or even a desire to work. This might well be termed the “tragedy of the unemployed youth”; and these boys are the nation’s greatest asset. Unemployment for them is more than loss of earning-power. It is the serious loss of the opportunity to acquire skill, diligence, and love of toil at that critical period in their lives when they should be trained in industry and their characters moulded to meet life’s difficulties. Because of the short step from schooldays to manhood the demand for action is urgent. We recognize that the influences and environment of the few short intervening years affect for good or ill the teaching that has gone before and the days that lie ahead. This is a stage when it is easy for a boy to drift into an ambitionless, indifferent attitude, which will adversely affect his future life, and relegate him to the lower levels of the labour-market. It is during these years that unemployment may inflict serious moral damage and wreck the hopes and healthy ambitions of youth.

Community Effort.—The responsibility for dealing with this problem is one which concerns every citizen. It is not a task that can or should be borne by the Government, but is one that essentially attaches itself (outside the parent) to local organizations and individual citizens. As a result of our inquiries we are convinced that an organized committee of citizens (representative of every walk in life) in the various centres can deal most effectively with the problem. There is no comparable substitute. We believe that when the public realizes the immense importance of

any efforts made by these organizations to combat the evils of unemployment in youth they will receive the whole-hearted support of the community. The public are prepared to stand shoulder to shoulder with these lads and assist them to prepare themselves for their life's work and to become worthy citizens. This objective can be attained if we organize our resources and direct them wisely and sympathetically.

During the course of our investigations throughout New Zealand we have visited many centres, including agricultural districts, and have interviewed those in charge of our technical schools, agricultural colleges, and high schools in an endeavour to get a line on the action that should be taken to effectively deal with the problem under discussion. We have had the opportunity of addressing many meetings, and, as a result, have received valuable suggestions and have been able to assist in the necessary organization in various districts. We have aimed at pooling ideas, plans, and resources in order to achieve the maximum efficiency of co-ordination. We acknowledge the splendid efforts of the Y.M.C.A., churches, and voluntary organizations who have already been dealing with the matter most efficiently. A feature in the work of organization is the number of retired Civil servants who are voluntarily giving their time to assist. The problem, unfortunately, cannot be regarded as one of a temporary nature, for by the end of the present year a large number of boys will be added to the list of those seeking a life's vocation. We have been informed in various districts that many boys are staying on at school for the reason that they have been unable to obtain employment, and the possibilities are that the close of the present school year may see a larger number of boys than usual leaving our schools. The Education Department has adopted a sympathetic attitude, and primary-school children have been encouraged to return to school after passing Standard VI if they cannot find employment, and do not wish to go on to post-primary schools. The extension of junior free places was granted by the Government to allow and to encourage unemployed boys and girls to return to post-primary schools. The following are the numbers of pupils whose junior free places were extended, instead of their swelling the numbers out of employment :—

Secondary schools	..	..	..	..	..	348
Technical schools	..	..	..	..	..	129
District high schools	..	..	..	..	..	118
Total	..	..	..	..	..	595

It will therefore be seen that the attitude of the Department has been of a distinctly helpful nature.

TECHNICAL TRAINING.

Our investigations show that many boys are entering manhood unfitted for the battle of life which lies ahead, and that unless special efforts are made to provide facilities for their vocational training these boys will enter the ranks of unskilled workers. The normal solution is work, but if there is none available a substitute must be found. Technical training can provide the stepping-stone to regular employment when industry revives. The country may not at present be able to employ these boys, but can still less afford to let them drift. The natural sequence to unemployment is deterioration—physical, moral, and mental. It is therefore of the utmost importance that local organizations shall make such arrangements with technical-school authorities in the various centres as will assist in overcoming this difficulty by providing facilities for vocational training. At this stage of our report we desire to pay a tribute to technical-school authorities for their helpful advice and the voluntary assistance offered. Abundant evidence has been produced which shows that technical training in New Zealand is of a very high order. The technical training that will be provided will be of such a nature as will serve the useful purpose of preparation for the industrial sphere that may be entered into at a later date, and, although this training will not actually equip the students with the skill that can only be acquired by practical work, it will develop habits of industry and sustain or restore personal, physical, and mental qualities. Any scheme of training to attain the best possible results must take into account the boys' physical, social, and intellectual nature and activities, and be so arranged as to provide a well-balanced programme.

Physical Training.—We would impress on the local organizations the desirability of including in their programme of activities for unemployed boys a course of physical training in order that some of the hours of leisure and unemployment may be profitably and pleasurably occupied. In this phase of the work the Y.M.C.A. and kindred organizations have given generous assistance. The co-operation of athletic, football, and cricket clubs, &c., is particularly desirable. Physical culture and sport will make the immediate and necessary point of contact with boys more easily established. By extending to these boys facilities for vocational training, for consolidation of their general education and assisting in their mental development, we can substantially improve their chances and fitness for future employment and for the attainment of a high standard of citizenship.

Continuation Classes.—Delay in finding regular work will probably undo the good which years of school-work have accomplished, and provision should be made for continuation of training. In accordance with the evidence presented, the bare minimum for efficient work is ten hours per week. The facilities for this training vary in different districts, and despite the voluntary service offered by technical-school teachers, the State must be expected to contribute towards the expenses involved in the organization necessary. An examination of what has been attempted in Britain within recent years discloses the following: That three public authorities have been concerned with this matter—the Ministry of Labour, the Board of Education, and the local education authorities. In the earlier days the costs of the training came out of educational funds, the Board of Education paying percentage grants to local bodies, but gradually the financial burden has been transferred from educational funds to the Ministry of Labour vote for the relief of unemployment. It will be for the Government to determine from which vote the necessary assistance shall be forthcoming. In Britain since 1924 the division of functions has been as follows: The Ministry of Labour certified the necessity of a centre in an area suffering from an abnormal amount of juvenile unemployment and offered to bear the cost of training, while the local educational authority undertook the management of the centre, finding the premises, teachers, and syllabus. The Committee of Education and Industry, 1926, in Britain, reported that the schools were becoming year by year more valuable in keeping unemployed boys and girls mentally and physically fit, and that many local authorities had, in spite of difficulties, evolved a highly successful technique of management. The training thus given not only prevented deterioration, but was of such a nature as would bear directly on their future industrial careers. Such a course of training would give a lad an advantageous start in a skilled or semi-skilled trade, and we are of the opinion that such continuation classes as we have referred to are not only desirable, but necessary. A good deal of organization will be necessary for the successful carrying-out of this phase of the work, but any efforts made will amply repay for the work and expense involved.

The Indifferent Boy.—When facilities for vocational education are provided, some organization should be responsible for dealing with the problem of the boy who has become indifferent to his own welfare. It has in some cases been assumed that having made available opportunities for the training referred to, the responsibility for acceptance or refusal rested solely with the boy. We cannot accept that as being the correct attitude to adopt. Under normal economic conditions the boys referred to probably would have been engaged in industry and on the highway to desirable citizenship, but, this avenue being closed to them through no fault of their own, they have drifted. The community has a responsibility, and efforts should be made to renew in these boys the hopes and ambitions natural to boyhood. In this sphere of the work, church organizations, Y.M.C.A., and kindred bodies can give valuable assistance. That parents also have a duty to their boys is obvious, but in some cases influence from without the home may be more effective. Cases will exist where such influence can be complementary rather than merely substitutinal.

Junior Probationer Scheme.—It is recognized that unemployment in boyhood and lack of opportunity to acquire skill or experience permanently impair his human qualities. Various remedies have been suggested to us. One to which we would

draw special attention is that advanced by Dr. C. E. Beeby, of Canterbury College, Christchurch, and is what he terms a "twin probationer scheme." In this he suggests that legislation be passed making it impossible to employ any boy (or girl) below the age of sixteen for more than half time, making it compulsory for every child below that age to attend school or other classes for at least half time. Any employer wishing to engage a boy below sixteen would require to engage a pair. Each boy would alternate, say, two weeks at work and two weeks at school, and would be paid only for his working periods. The total wages paid by the employer would remain the same, each boy receiving only half the present full wage. From the boy's point of view the problem of wages is negligible compared with that of the moral deterioration through continued unemployment. One of the important results of such a scheme would be (a) either the number of juveniles in employment below the age of sixteen would be doubled, or (b) vacancies would be created for older boys. We attach for consideration of the Government the full memorandum as prepared by Dr. Beeby. (See Appendix I.)

LIMITED OPPORTUNITIES IN CITIES.

Probably the most serious effect of the present economic crisis is that large numbers of boys leaving school with the hope of taking up professional, clerical, or other skilled occupations, find that the opportunity to do so is not present. It could perhaps be asserted that at no period in the history of New Zealand have commerce and industry offered such slender chances for the absorption of boys on completing their school-life. The difficulty of placing boys in these avenues of employment is shown by the figures supplied by the Boys' Unemployment Committees in Auckland and Wellington respectively:—

August, 1932.	In the City.	On Farms.	Total.
Auckland boys placed	21	70	91
Wellington boys placed	21	36	57
Totals for the two centres ..	42	106	148

OPPORTUNITY IN THE COUNTRY.

It will, therefore, be seen that many boys must of necessity turn their attention to agricultural and pastoral pursuits in order to obtain an occupation in life. The various organizations that have been working for the welfare of workless boys have been able to place a number of boys on farms, and we consider that something further must be done for them in order that they may ultimately become established as farmers rather than remain farm workers. We also regard the present as a time when it is desirable and opportune to establish a closer relationship between science and agriculture in New Zealand. With this end in view we have approached various farming educational institutions, colleges, and high schools, and have arranged that a course of scientific agricultural training be given to these boys during a portion of each year. This training will be provided without any cost to the boys. Having had the opportunity of discussing this phase of the work with Professor Alexander, of Lincoln College, Mr. F. Milner, C.M.G., M.A., Rector of the Waitaki Boys' High School, Mr. W. H. Moyes, Principal of the New Plymouth Boys' High School, and Mr. J. E. Strachan, M.A., B.Sc., of Rangiora High School, we are of the opinion that for the reasons given below a boy should have worked for some months on a farm before receiving the scientific training referred to.

- (1) The boy will then have shown whether he has the necessary qualifications and temperament for farm work.
- (2) He will know the practical difficulties and problems of farming and be better prepared to receive this training.
- (3) It will also make teaching easier, and open up in the boys' minds problems they would not otherwise be able to appreciate.

It is therefore suggested that this training should take place during what may be termed the “off” season in farm work, probably during the months of June, July, and August. We attach to this report an appendix setting out the course in agriculture which will be made available to boys at the various institutions which have promised their assistance to the scheme.

The Example of Denmark.—The loss by Denmark to Germany in 1864 of approximately one-third of her territory acted as a spur to the intensive use of land which found its outlet in a rural educational movement running parallel with technical education, with the result that Denmark is now in the forefront of the agricultural producing countries of the world. So much for the adversity of Denmark: What of our adversity? In New Zealand to-day we have the opportunity to train a race of farmers possessed of a scientific knowledge and interest in their work, prepared to accept and adopt new and progressive ideas and methods based on scientific discoveries. If we can induce larger numbers of our boys to develop their country and in so doing establish themselves, what we regard to-day as misfortunes may be turned into blessings in the future.

Personal Interest in Boys' Welfare.—It cannot be too strongly stressed that in placing boys on farms the utmost care should be exercised to select only farmers possessed of that sense of responsibility which will establish confidence in the minds of the parents and of the boys. Branches of the Farmers' Union throughout the Dominion have come forward with offers of assistance in selecting the farms upon which these boys may or should be placed. The local knowledge of these organizations will ensure that boys are placed upon a suitable type of farm with men of good standing who will take a personal interest in the boys' welfare. It should not be considered that when a boy has been placed on a farm the responsibility of the local organization ceases, and in certain districts what is termed an “after-care committee” has been constituted. The duties of these committees are such as will reasonably ensure that the boy is properly trained and cared for. In districts where it is not convenient to set up these committees, some public-spirited citizen could be appointed to undertake this work. Periodical visits to employer and employee jointly will be made with a view to the harmonious working of the scheme and the smoothing-out of any difficulties that may arise, and, if necessary, the arranging of transfers. The aim of the committee will be to be helpful to both the farmer and to the boy. The fact that a boy is brought up in a city is not necessarily a bar to his acquiring agricultural, pastoral, or farming knowledge. Experience has shown that on farms city boys are quick to learn and approach their work in a systematic manner. Evidence has been submitted to us which proves that city boys within a short space of time become efficient farm helpers.

Aversion to Farming Pursuits.—Our investigations have in no uncertain manner demonstrated the aversion of the average boy to take up farming pursuits as his vocation in life, and in one town (which is the centre of an agricultural district) out of a class of nineteen boys only one had at the beginning of this year offered to take an agricultural course. In endeavouring to find the reasons for this aversion we were informed that boys have refused to take an agricultural course because their parents desired them to matriculate. Under present conditions many of the boys who pass Matriculation have their thoughts directed away from the land rather than towards it, and this in a country which is almost wholly dependent for its wealth upon its primary products. It is evident that agricultural studies rank low in the estimation of the public. Representations have been made by several educational authorities that if the syllabus of the examination for the University Entrance Examination could be modified to embrace definitely agricultural science in place of Latin and French, the course would be more popular. We noted that in the Examination for Senior Free Place, by taking French, Latin, mathematics, or Maori a candidate could receive 400 marks for each subject, whilst for chemistry, botany, and agriculture the maximum marks are 200 for each subject (see *Gazette* No. 54, 11th August, 1932). We suggest that the regulations might be amended so that the subjects of chemistry, botany, and agriculture, also allied subjects, should carry the same pass marks as language subjects. This would possibly have the effect of unconsciously directing the thoughts of youth towards the land.

Unwillingness to take up an agricultural course in secondary schools is also due to the poor prospects at the end of such a course, which in turn is owing to the inability of parents to finance their boys, and also to the limited prospects boys have of acquiring a farm of their own. There seems to be a lack of appreciation in New Zealand of the vital importance of scientific agriculture to the Dominion's prosperity. What is required is the realization by the public that agriculture is the very life-blood of New Zealand. If an "agricultural conscience" can be developed the demand for scientific instruction in agriculture will follow with the consequent raising of the status of agriculture to an equality with medicine, law, and other professions. Following our suggestion for the provision of scientific agricultural training we would quote Mr. Frank Tate, Director of Education, Victoria, in his book "Some Lessons from Rural Denmark," who states, *inter alia* "the practical efficiency of the Danish farmer is not due directly to the general education he receives in the elementary school or in the People's High School, but rather to his practical training as a farm apprentice on a good farm and to the work of the agricultural schools."

Science in Agriculture.—If New Zealand is to maintain her relative position as an agricultural country she must employ all the advantages which scientific knowledge provides. Whilst we in New Zealand have to our advantage both climate and soil, we have the disadvantage of distance from our overseas markets; this disadvantage can be substantially overcome by the application of scientific methods of farming. It is desirable that a long view be taken regarding both the training of these boys and their ultimate establishment on the land, and it cannot be too strongly stressed that consideration must be given to the placing of boys on the land. The time has arrived for evolving a definite land-settlement scheme whereby young men who have completed a course at an agricultural college or agricultural high school and have obtained a certificate of approval from such colleges or schools, and who have worked for a period of not less than two years on a farm or station and have shown by their diligence and competency that they will prove to be efficient farmers, shall be given every encouragement and facility to make good, and ultimately become farmers themselves, instead of remaining farm workers, or seeking other avenues of employment. Such a scheme would be the means of placing on the land a most desirable and efficient type of farmer, and would prove an incentive to boys to enter agricultural life; thus ultimately creating a national asset which could not be too highly assessed. It may be contended that too great stress has been placed upon farming as a means of absorbing our boys upon leaving school, but, as remarked above, "agriculture is the very life-blood of New Zealand."

A time there was ere England's wars began
When every rod of ground maintained its man.
—"*Deserted Village*."

Any scheme of land-settlement necessarily has for its primary objective the settlement of the greatest number of individuals on a given area of land at the minimum capital expenditure on a basis which will permit of each individual settler making an income from his land, and will give him and those who are dependent or who may depend upon him in the future a reasonable standard of living under conditions which, while they may call for intelligence, industry, and thrift, do not require the settler and his family to become slaves to the land. Here we may again quote from "Some Lessons from Rural Denmark": "All the evidence that I could gather with my own eyes, and from recent studies of capable observers, indicates that a very high degree of comfort obtains in the Danish country-side. The people work hard, but probably no harder than other agriculturists in England or Europe." The first essential to land-settlement is the possession of land suitable for the purpose, and in considering the suitability or otherwise of land for settlement, regard must be had for the class or classes of settlement (and farming) which it is proposed to pursue. Certain districts by reason of situation as regards transport, rainfall, temperature, climate, types of soil, and natural features are better suited to one class of farming than another, while certain classes of farming are more likely to prove economically sound than others.

Land-use and Returns.—The possibility of price fluctuations has an important bearing on the class of farming which can be recommended to the authorities in the light of experience gained during the difficult years through which this Dominion

as well as the rest of the world has been passing. The heavy fall in the prices of our primary products has operated most severely on the sheep-farmer and the pastoralist. The dairy-farmer has had to suffer a reduction in the price of butterfat, but by the application of intelligence and industry and the use of fertilizers, he can increase his output, which, while it may not wholly compensate him for the lower prices prevailing, enables him at least to approximate the financial returns obtaining when prices were at a higher level. All land is not suitable for dairy-farming, and any land not capable of being utilized for dairying is better left undeveloped until economic conditions are more favourable. A very large proportion of lands now carrying sheep and beef cattle are eminently suitable for dairying, but as these lands are privately owned, their conversion to dairying can be left to economic pressure on the landowner.

Bringing in Undeveloped Areas.—In the past the purchase of such privately owned developed or partly developed lands by the Government for closer settlement necessarily called for heavy capital payments. At the present time the Dominion requires a scheme of land-settlement which aims at the development and bringing-in of land which is now undeveloped and unproductive, or only partially developed and perhaps retrogressing. Such a scheme has a twofold benefit in that it will provide immediately employment for the greatest number, and later settle and render productive land which at present is not adding to the Dominion's wealth. Under existing economic conditions land may be developed at costs which should enable it to pay its way at present price-levels. The question of land-tenure is important, and later we suggest a scheme which, without entailing heavy initial capital payments, contains provisions which will enable settlers to obtain the freehold under certain conditions.

Where is land to be found for such a scheme of land-settlement? We have commented above on the question of purchase of developed land for closer settlement. For the purposes of "youths' land-settlement scheme" our considered opinion is that, under existing circumstances, this settlement should not be promoted by purchase of developed lands which at present are being farmed efficiently. What areas of undeveloped Crown lands are available for land-settlement schemes? It has frequently been stated that there are no Crown lands suitable for development as dairy-farms. We venture to suggest that a considerable number of suitable areas could be found amongst the idle lands of the Crown if a stocktaking were made by men of experience and vision.

Assuming, then, that sufficient areas of suitable lands can be made available for the purpose of a land-settlement scheme—and we have every reason to believe that the requisite land can be found—it becomes necessary to formulate a plan. In the years between 1890 and 1905 much settlement was effected by means of the purchase of large estates for closer settlement on a leasehold tenure, but under present-day conditions the price at which this type of settlement could be carried out makes it a matter of considerable financial risk to the Crown and the settlers. Experience has shown that the cost of subdivision and roading added to the purchase price of the land renders it difficult to settle the land at a figure which will at once recoup the State and enable the settler to meet his rent and possible stock mortgages.

Work on Land "in the Rough."—The type of settlement which appears to be most likely to prove a success under existing conditions is one which takes the land in the rough—that is, in a wholly undeveloped state, and then under proper direction and supervision develops, stocks, and settles it with men who have been trained in farming and found efficient during the various processes of development. Sufficient areas of suitable land being available for development and settlement, experts could be requisitioned to prepare a plan of work with the estimates of cost of bringing the land to production and to lay out the work from time to time, say, twelve months in advance, taking the farming year from 1st July to 30th June. The labour to be employed on the development work should be recruited from suitable youths who have completed their technical training in an agricultural college or farm of instruction, or who have shown a partiality and aptitude for farming by their practical experience on a farm, or in the secondary school, agricultural school, or farm of instruction. A selection of suitable youths should not prevent any great difficulties, and any of those not proving satisfactory or efficient during the progress of development could be discharged as occasion required.

Supplementary Technical Training.—To supplement the farming education of the selected youths, they might after, say, six or nine months of practical farm-work be transferred to an agricultural college or farm of instruction to receive a short course of technical training. To take the place of these boys, a similar number of fresh youths should be selected and put on areas under development. In turn, these latter boys would in due course go forward for technical training and their places again be taken by boys previously on the land who have been undergoing technical training. The boys could be paid a minimum wage sufficient for their sustenance during the “work” period, and either a small proportion of their wages deferred and accumulated for their maintenance during the training period or a bonus be given them at the end of the “work” period where the conduct and progress of the boys merited it.

Working the Improved Sections.—The method assumes that Crown lands would be used for the “settlement of youths” schemes, and that the selected youths would eventually be settled on the lands developed by them. The cost of development, settlement, and stocking would be a charge on the land, and the amount of the charge recouped as explained below. The Lands for Settlement Account is the natural source from which the cost should be found. Possibly, in suitable cases, the cost could be subsidized from the Unemployment Fund, as, for instance, in the cost of post and batten splitting, which could be done by unemployed workers. This would be reproductive work and a proper and suitable use of such funds. Where certain classes of work (drainage, &c.), could be more appropriately and effectively undertaken by adult relief labour, there could be co-operation with the Unemployment Board.

Wages paid to youths employed on the work of development should be limited to sustenance only, and the boys encouraged to view savings in development costs as an ultimate benefit to themselves as the potential occupiers of the land; as the smaller the capital cost of development, the less interest and principal repayments will have to be met. Generally, no labour should be employed except that of youths selected as potential settlers. Development should comprehend laying down in pasture, fencing, roading, provision of water and necessary buildings, including minimum housing requirements (preferably standardized on each allotment), and stocking. (Carpentering instruction, additional to that provided in the technical school, for building purposes could be given on the farm under instructor from technical college.)

Allotments should not exceed 75 acres in any case, and, if the quality of the land permits, the area should be in the vicinity of 60 acres for preference. Success in farming consists of the fullest utilization of the land rather than the indifferent or partial use of larger areas. Capital costs are reduced, rent is payable on a smaller area, and all the land within the confines of the farm is rendered productive.

Suggested Method of Settlement.—When arriving at the stage of development at which production may be commenced, the selected youths should be allotted to definite sections as farm workmen in charge of the sections, and still be paid a wage. Each section should be run for, say, a year on a trading basis, and any profit earned over working-expenses, interest, and depreciation should be credited to the capital cost of the section. This system enables the selected settler to be further trained and proved. Circumstances may suggest a further year of probation on a wage, but, on the other hand, certain settlers may be considered sufficiently advanced to be permitted to become share milkers on their allotments, and profits applied as above. The period of share milking should ordinarily occupy two years, after which, if the settler has satisfied the authorities of his efficiency and fitness for farming, he could be allotted his section at capital cost, and interest and principal recovered through the dairy company per medium of the cream cheques. During repayment of the cost of development the settler should be given a license to occupy; the stock (live and dead) covered by a bill of sale or bailment; all alienation of sections prohibited, and no settler permitted to sell his right of occupation.

When repayments are completed, provision should be made for enabling the occupier to obtain the freehold of the land occupied by him, but should any settler desire to retire from his section, or should he prove unsuitable in any way, the improvements and the stock would be valued and the Crown would pay to the

settler the amount to which he would be entitled, which would be normally the difference between the valuation of his improvements and the existing debt on the land. The section would then revert to the Crown and again be available for settlement.

Side-lines, such as poultry-raising, bee-keeping, certified-seed raising, orchard-development, should be encouraged, and pig-rearing should be insisted upon. Wherever possible, heifer calves should be kept which would enable the herds to be increased and wastages met without further expenditure of money.

An advisory committee should be constituted, consisting of suitable departmental officers. These committees would select the land and youths for the scheme or schemes, and plan the general outline of development, subject to the approval and control of the appropriate Minister.

The above proposals are made primarily with a view to absorbing our workless youths into a vocation for which there is scope in New Zealand, but, if given effect to, will at the same time promote land-settlement in New Zealand on sound economic lines.

SPECIALIZED FARM TRAINING.

There are many farmers throughout the country with families of boys, but whose farms are not sufficiently large under existing conditions and methods of farming to assimilate the boys when school days are over. In order to find an occupation for his sons, the farmer in many cases finds it necessary or expedient to send the lads to a city or town to find employment not connected in any way with farming, with the result that these lads are lost to agriculture at the best time of their lives, and add to the drift to the cities. We have deemed it advisable to suggest some scheme or system which will enable these farmers' sons to be assimilated into the home farm of the parents. We have made a close investigation of the position, and from our inquiries we believe a remedy can be found for minimizing this loss to the rural communities.

Development of Farm "Side-lines."—On many farms the usual side-lines of farming are neglected, perhaps for the want of capital or suitable opportunity for specialized instruction, but we consider that if suitable expert instruction could be provided the sons of farmers could in a great number of cases be usefully employed with successful financial results in this way, besides being kept on the land. Included in the term "side-lines" referred to above are the following: (1) Pig-raising; (2) poultry-farming; (3) bee-keeping; (4) heifer calf raising (from tested stock with backing); (5) certified-seed raising; (6) orchard-development.

The farmers' sons could be given expert or specialized instruction in these side-lines of farming; they could develop and take control of one or more of these sources of production on the parents' farm, and thus prepare themselves for the day when, by thrift and industry, they could acquire a property of their own. Our export trade, while almost wholly dependent upon a single market, is also very limited as to its lines. We can enlarge and ensure greater stability of our markets if we widen the range of exportable products, and that desirable objective can be reached by developing the specialized lines enumerated above. It is these lines which could be developed on existing farms by farmers' sons who have been given specialized instruction in their production. Sons of farmers could be saved to the land and our production intensified on a given area of land.

The above scheme is now being put into practice at the Rangiora High School, and is in our opinion worthy of the most careful consideration.

One-Day-a-Week Training.—During our investigations we found that in many cases, because of prevailing economic distress, the farmers had been compelled to withdraw their sons from the educational facilities which would have been provided under normal conditions, and so these lads were deprived of the agricultural instruction which would have fitted them better to take up life on a farm successfully. In order to cope with that difficulty, a scheme has been outlined which we consider will prove helpful in such cases.

It is what has been termed "one-day-a-week training." This instruction is being provided at one of our high schools in the South Island. On a given day in each week these lads come to the school and receive education in subjects which will better fit them for the agricultural work. This scheme can only be of limited

application, and would specifically apply to the sons of farmers, for the reason that the farmer who has engaged labour could not be expected to free his helper for one day in each week, but the scheme can be made to serve a useful purpose under the circumstances described in the previous paragraph.

WEST COAST OF SOUTH ISLAND.

Special Local Problems.

After visiting the West Coast of the South Island we consider the difficulty there is greater than in most districts, for the reason that unemployment among the youths there is not due entirely to the fluctuations of industry, but substantially to permanent contraction in the coal-mining industry. We were informed that a large number of youths between the ages of sixteen and twenty had been dismissed when the coal-mines reduced their staffs recently, and that it was impossible for them to get any other employment in the district. In some portions of this district coal-miners are only working two days per week, and the opportunities for employment of boys have almost entirely disappeared, owing to there being no other industrial avenues available.

There are, however, on the West Coast large areas of pakihi lands, and the indications are that the development of these may later be able to be carried out on a profitable basis (We suggest that the experimental development work already undertaken by the Agriculture Department be expedited.) If such proves to be the case, the opportunity for an extension of agricultural work in that district will be greatly increased, and will provide a prospective future for many of the young men in that vicinity. Apart from this pakihi land, there is a good deal of land on the West Coast which at present is giving only poor returns, but which is yet capable of being converted into good dairying areas by modern methods of intensive farming. Most, if not all, of this partially developed country is under private ownership, but if suitable terms of leasing with a right of later purchase by the tenant or the Crown could be arranged, or some other arrangement made not involving large immediate capital expenditure, probably a considerable number of suitable areas could be obtained for settlement under the suggested scheme.

In cases where no profitable employment can be found for the boys, the local organizations dealing with the problem of unemployed boys may possibly be able to get into touch with farmers in adjacent districts in an endeavour to have them placed on farms where they will receive a training that will fit them for taking their place under any schemes of land-settlement that may be carried out on the West Coast.

Instruction in Gold Prospecting and Mining.—A suggestion made to us during our visit was that a measure of instruction could be given to certain selected lads by the School of Mines, in order that they might have more than a superficial knowledge of prospecting for gold. This matter has been referred to the Minister of Mines, who has expressed his readiness to assist in the direction of providing a course of training in the School of Mines at Reefton, Granity, or Westport. This training would give practical assistance to those boys who are prepared to take up work in connection with gold-mining in that area.

DIFFICULTY OF PLACING BOYS OF SEVENTEEN TO TWENTY YEARS OF AGE IN EMPLOYMENT.

The problem of placing boys of seventeen to twenty years of age in employment is presenting special difficulties right throughout the Dominion. We quote here a statement that has been made to us which refers in particular to Wellington:—

“I have found that there is a definite disinclination on the part of employers in Wellington to engage boys over sixteen years of age. The majority of boys on our books who are seeking employment are of the age group 16–19. We have definite evidence of many of these boys suffering from moral deterioration as the result of waiting for work, in some cases eighteen months and two years. Every day we receive applications for boys of the ages of fourteen and fifteen. The employer states that if he can get a boy at that age he can bend him to his particular way of work. We propose, as a social outreach of the recent “Youth to youth campaign,” to endeavour to form youth groups in the various suburbs with a view to furthering the interests of these older boys.”

To-day, when there are more boys offering than there are positions available, employers or prospective employers are better enabled to make a selection of the human material. It has been represented to us, as appears from the above statement, that employers prefer youths not over the age of sixteen, the reason given being that the older boys are stated to have grown careless and indifferent, are difficult to teach, hard to control, and appear to resent the more elementary duties of the beginner. We, however, appeal to employers not to prejudge nor to condemn the older boys, and suggest that they are at least entitled to a fair trial. The idea that these boys are failures should be combated as evidence is not wanting that they are, where given a fair trial, making good. The position is not hopeless for these boys, as from their age they should naturally be better developed and more physically fitted to undertake farm work, and their case should be substantially met by the farm-development schemes we have outlined elsewhere. In view of the difficulty we have outlined, we suggest that local organizations should concentrate on placing boys of from seventeen to twenty years of age on farms.

Penrose Farm Scheme for Boys.—The Wellington Boys' Employment Committee purpose taking up again in the coming year the experiment known as "The Penrose farm scheme," where arrangements were made for taking one hundred boys into the country for a period of four weeks and a half, and introducing as many of these boys as possible to farm-work. During the coming period the association purposes concentrating on teaching boys of seventeen to twenty years of age something of farming pursuits, which will enable these boys to receive a special training and fit them for a place on a farm. The secretary reported to us that his executive was having difficulty in obtaining boys suitable in character and experience for farms, and that there were nearly fifty boys on the waiting-list anxious and willing to go on farms, but in every case they were unable to carry out the duties required by the farmer, which would show the desirability of providing facilities for the training of some of these boys to fit in with the requirements of the positions offered.

VOCATIONAL GUIDANCE.

R. C. Davidson in his work "The Unemployed" makes the following statement: "For thirty years we have known from well-established evidence that the haphazard methods of entering into employment are a serious blot on our industrial system." With the view thus expressed we are wholly in accord, and suggest that it will be an important step to appoint on organizations dealing with the unemployed-boy problem a person who possesses not only a knowledge of industrial affairs but who has also a sympathetic conception of the difficulties that beset the entry of a young life into industry. We noted with pleasure the steps that have been taken in certain centres in this direction where vocational guidance officers are doing excellent work. Much good may be accomplished by directing into proper channels natural aptitudes for certain vocations and inspiring the will to work and succeed.

IMPORTANCE OF REGULAR DAILY WORK.

The habit of irregularity is easily acquired, but difficult to lose; we therefore suggest that where technical-school facilities and other training occupy only a small portion of the week, some such scheme be inaugurated as has been adopted at Timaru, where boys under the supervision of skilled tradesmen make step-ladders, barrows, and such articles. This will assist in the development of habits of industry, and provide a day's work every day.

INDUSTRIAL MATTERS.

Prior to the passing of the Apprentices Act in 1923, the conditions under which apprenticeships could be entered into were set out in the awards of the Court of Arbitration. The awards provided for fixed periods of apprenticeships (usually five years), wages, hours, &c. (see for example, Engineers' Award, Book of Awards, Vol. XXIII, page 1169, clause 15). As a result of the war and the conditions arising therefrom unskilled labour had, prior to the slump of 1921-22, been receiving as much as and in some cases more than skilled labour, and there was therefore no inducement to boys to enter into apprenticeships in the skilled trades, particularly as they received a considerably higher commencing wage in an unskilled or "blind-alley" occupation than in a skilled trade.

With a view of finding some means of attracting boys to the skilled trades and thereby ensuring an adequate supply of journeymen for the future, the Government called a conference in 1923, and as a result thereof the Apprentices Act, 1923, as recommended by the conference, was passed by Parliament. The employment of apprentices is accordingly now controlled by special apprenticeship orders of the Court of Arbitration, acting independently of its powers under the Industrial Conciliation and Arbitration Act, and by Apprenticeship Committees, the setting-up of which in the various industries and localities is provided for. The Court may delegate many of its powers to these committees, but aggrieved persons have the right of appeal to the Court, whose decision is final. An amending Act in 1930, *inter alia*, authorizes an Apprenticeship Committee to refer to the Court for decision any matter on which the Committee cannot come to a decision. Also the Court may, in certain circumstances, authorize the District Registrars appointed under the principal Act to exercise the powers of Apprenticeship Committees.

The provisions of Part II of the Finance Act, 1931, enabling the Arbitration Court by general order to amend wages fixed by awards of the Court, apply also to rates of remuneration fixed by apprenticeship orders in respect of future apprenticeship contracts.

Working of the Apprentices Act.—Power is given by the Apprentices Act to compel employers to take and teach a minimum number of apprentices, in order to ensure as far as possible that the future requirements of the industries may be met, but this power has not so far been exercised.

Full power is given by the Apprentices Act to ensure that both the employers and the apprentices carry out their obligations. These powers include cancellation of apprenticeships, transfer, examination, and technical-school attendance of apprentices, also power to prohibit certain employers from taking apprentices. All contracts of apprenticeship and all voluntary transfers and cancellations of apprenticeships must now be registered, and it is the duty of the District Registrars to see, before registering apprentices, that the conditions are in accordance with the Act and orders thereunder, and are otherwise just to both parties. There is, however, a right of appeal from their decisions to the Court. The Registrar and District Registrars are also charged with the duty of seeing that the Act and decisions thereunder are generally complied with. By the 1930 amendment to the Act the Court is empowered, on the bankruptcy of an employer, to order payment of an amount not exceeding three months' wages from the estate in respect of the period intervening between the time the apprentice is deprived of employment and the time when he receives other employment as an apprentice in the same industry.

Provision is made to enable employers in intermittent trades, such as building, who perhaps cannot continuously employ apprentices, to take them jointly, in which case they are jointly liable; also to enable adults and others already possessing a knowledge of an industry to enter into apprenticeships under such conditions, other than those generally provided for apprentices, as the committee or Court may approve.

Co-operation of Educational Authorities.—In order to encourage young persons to enter the skilled trades and avoid "blind-alley" occupations, the Act provides for collaboration with the head teachers in the various schools, who are required to watch the progress of the children under their care, and to report to the District Registrars of Apprentices as to the character, aptitude, and attainments of the various children leaving the schools. On receipt of such reports it is the duty of the District Registrars to give such advice as may be in their power to assist the children or their parents or guardians to decide on the most suitable vocations. Juvenile-employment bureaux also operate free of charge to all parties concerned.

With a view to assisting the Director of Education in shaping the courses of education so that the labour requirements of the various industries of the Dominion may, so far as possible, be met, the Act provides that the Director shall be apprised from time to time of the number of persons employed in skilled industries, with information as to the prospects of future employment therein.

Effect of Industrial Depression.—When the apprenticeship legislation was passed it was not anticipated that economic conditions would become so depressed as to render it impossible for employers to carry out their obligations under the

contracts of apprenticeship, and in order to grant them some relief from the effects of the depression provision was made in section 56 of the Finance Act, 1932, giving Magistrates power, on application by any party concerned, to amend, suspend, or cancel any contract of apprenticeship in force at the date of the passing of the Act. Before cancelling any contract, however, the Magistrate is required to be satisfied that, owing to the economic conditions affecting the industry concerned or the particular business of the employer, the latter cannot reasonably be expected to continue to carry out the terms of the contract; but in the event of his ordering cancellation of the contract he may, if he thinks fit, award compensation to the apprentice. Numbers of applications have already been made under this legislation, relief being granted in the great majority of cases by amending the contracts with a view to rationing the work available, or by suspending the contracts for certain periods. In very few cases has cancellation of the contracts been ordered.

The total number of apprentices employed in all trades to which the Apprentices Act applies is as follows: 1st April, 1929, 9,943; 1930, 9,826; 1931, 8,901; 1932, 6,910.

Prospective Shortage of Skilled Tradesmen.—In April, 1929, there were 31,773 journeymen and 9,943 apprentices employed in the whole of the trades to which the Act applies—viz., approximately one apprentice to every three journeymen. This proportion is much lower than that laid down in the various apprenticeship orders. It is not possible to supply figures showing the proportion of apprentices to journeymen at present employed; in any case such figures would be of little use in view of the slackness in almost all trades. It is evident, however, that with an approach to normal conditions there will be insufficient apprentices qualifying to fill the ranks of journeymen.

Regarding the future employment of boys in trades: It is evident that until trade conditions improve many employers will not enter into contracts of apprenticeship binding for five years. It may be expected that even with an improvement in trade conditions some employers will refuse to accept obligation to employ apprentices for five years in view of the experience of the past two years. The position is serious not only from the point of view of finding employment in the trades for boys, but also that with the return to normal conditions there will be a considerable shortage of skilled tradesmen.

Unemployed Apprentices with Unexpired Apprenticeship Contracts.—An especially distressing feature of the problem is the large number of apprentices who have uncompleted periods of apprenticeship contracts, and who are now unemployed for the reason either that there is no work or training in the shops or factories where they were employed, or their employers, either individuals or firms, have gone out of business on account of the general trade depression. Under existing conditions it is difficult to find another firm who can take over such an apprentice, and unless some scheme is evolved these unfortunate youths will never be able to complete their apprenticeship and thus become tradesmen or skilled artisans. Through no fault of their own they will be relegated to the ranks of unskilled workers, though they possess the ability, concentration, and skill, if given the right opportunity, to make their mark among the skilled artisans of this country.

Anomalies of Apprenticeship Orders.—In Part II of the Finance Act, 1931, giving power to the Arbitration Court to amend awards, agreements, and apprenticeship orders in relation to wages, the proviso under section 19 reads:—

“Provided that nothing in any general order reducing or increasing rates of remuneration payable under any apprenticeship order shall apply to any contract of apprenticeship in force at the taking-effect of such general order.”

It would appear obvious that the Government of the day did not seek at that stage to interfere with existing contracts under this heading. Later on, under the Finance Act, 1932, section 56, provision was made for the amendment, suspension, or cancellation of contracts of apprenticeship.

Under this section there has come about, in a general way, a reduction of apprentices' wages, and, in addition, new apprenticeship orders contain a further lower wage scale; and the effect in some industries is that there are first-year apprentices, with varying periods of service, each receiving a different scale of wages.

During our investigations we constantly met employers who stated that the scale rate of wages for apprentices had proved to be too high, that many of the restrictions contained in apprenticeship orders were irksome, and in the light of the experiences gained since the Apprentices Act came into operation, unless the necessary alterations were made to meet the changed conditions, the taking-on of apprentices would not be encouraged.

This would be a serious matter for the youth of the country, who would be denied the opportunity of being trained in useful vocations, and the result eventually would be that when trade conditions returned to something like normality and the demand for skilled men increased they would have to be imported and our own boys would become the unskilled workers.

Apprentices Act.—We recommend that the provisions of the Apprentices Act be amended by first removing, as far as possible, the anomalies in the present rates of wages with a limit of not more than a 20 per cent. reduction on the rate prevailing prior to amendment contained in section 56 of the Finance Act, 1932.

(It is noted that employers now have the power to apply for a variation of the apprenticeship contract, but there is the strongest suspicion that efforts are being made to introduce the "black ban" (*i.e.*, boycott employers) on those who support or suggest any reduction in wages or relaxing of restrictions, and the difficulties in trade make many employers diffident about individual action; hence the recommendation that legislative action should be taken.)

Unexpired Apprenticeships.—We also recommend that, where practicable, arrangements be made to enroll unemployed apprentices with unexpired apprenticeship contracts in suitable classes at technical schools, and that in each case where the attendance has been satisfactory and an examination discloses that a standard of efficiency, as fixed by the Principal of the school, has been attained by the apprentice, such time spent at technical classes shall be regarded as a completion of apprenticeship.

TRAINING BOYS FOR SEA.

It is evident from representations made to us that the opportunities for New Zealand boys to enter seafaring occupation are relatively non-existent. Investigations indicate that the possibilities for employment of boys aboard ships, either coastal or ocean-going, are almost negligible. For some years past actual crews have been in excess of the manning scale—in some cases considerably in excess—but naturally in the present state of the shipping trade with a large percentage of ships out of commission there has been a tendency to lower running-costs by reducing crews. This, however, is usually a matter of negotiation between employer and employees.

The difficulty of placing boys may be further emphasized by the following figures which have been supplied to us: Of members of the Seamen's Union (sailors and firemen, boys, and ordinary seamen), and referring only to small coastal, intercolonial, and transpacific ships, approximately 900 are in employment and between 1,100 and 1,200 are unemployed. Transport by coastal vessels has met with severe competition from the two other forms of transport—road and rail. The bunker-coal trade which formerly provided considerable employment has been seriously reduced, firstly, owing to the growing use of oil fuel, and, secondly, by reason of the disparity in the rate of exchange as between England and Australia and England and New Zealand.

Employment on British Ships.—The suggestion has been made to us that as British ships carry large consignments of New Zealand produce the companies concerned might be induced to include several New Zealand boys in the ship's

complement. The difficulty in the first place is that the ships are manned at Home ports. A further difficulty arises from the fact that these ships, on arrival at British ports, are laid up for one month, and this creates a problem for the New Zealand boy, who would have no home to go to during that period.

Although these difficulties exist, it is our considered opinion that in a sea-girt country such as New Zealand there should be greater opportunity than unfortunately exists at the present time for our boys to enter seafaring life. Some aspects of this matter were investigated, but it was found that under agreements entered into between shipping interests and employees there would be a difficulty in making arrangements whereby greater numbers of youths could be engaged. The idea, however, seems to us to be well worth further examination.

We suggest that the Government consider the question of a consultation with the British shipping companies with a view to placing some of our New Zealand boys as apprentices on ships trading between Britain and New Zealand. The difficulty as to the boys being paid off for a month in Britain may be overcome by the Government considering some small measure of financial assistance to them during that period. Owing to our geographical situation it is difficult for boys with a natural sea-sense to obtain the necessary training at sea, but this might be overcome by some such scheme as suggested.

RECOMMENDATIONS.

The organization necessary to assist in the problem is essentially a matter for local effort.

Boys leaving school and being unable to find employment should be encouraged to return to post-primary schools.

Technical training: That local organizations arrange with technical schools to provide facilities for vocational training at both ordinary and continuation classes. It will be for the Government to determine from which Department the necessary financial assistance shall be forthcoming.

As the training provided in our technical schools has proved to be efficient we have no hesitation in recommending that, provided a pupil shows a satisfactory degree of proficiency, the time spent at such schools or continuation classes shall be deemed to be a portion of his apprenticeship period—*e.g.*, two years' technical training shall count as one year of apprenticeship.

As evidence shows conclusively that opportunities in industry are distinctly limited we must provide incentive for boys to turn their minds towards agricultural life.

We recommend that suitable boys be placed in work on farms, that during a portion of the year they be given scientific agricultural training, and that when satisfactory evidence is given of their ability they be given the opportunity suggested by the "Youths' land-settlement scheme" outlined in this report. Further, that every effort be made to establish a closer relationship between science and agriculture, as by this avenue we can more successfully meet competition from countries which are nearer to our principal market.

It is also recommended that the specialized farm-training referred to as being in operation at Rangiora High School be extended to all such agricultural-training centres.

As the placing of boys on farms is at present the most promising avenue for employment, important questions arise — *e.g.*, providing efficient training, good homes, and the right kind of supervisory care. There is the difficulty that parents are unwilling to let their boys leave home for fear of unsatisfactory associations in new surroundings. These large factors can be favourably influenced by local organization.

Efficient technical training will involve the State in some additional expenditure, but it will be less expensive than repairing the lack of fitness for employment in those who, through industrial causes, have never had a chance of securing employment.

The problem is so full of serious possibilities that no effort calculated to improve the employability of boys should be neglected.

The specialized farm-training referred to in this report as being in operation at Rangiora High School might, with advantage, be extended to all such agricultural-training centres. The ultimate objective of this is to make the home farm permanently

more efficient, and to give permanent employment to more hands ; the immediate objective is to give profitable employment to boys (or girls) of the farmer's own family until such time as they have accumulated enough capital and gained sufficient practical experience to take over a section of the farm, or strike out for themselves. The outstanding advantage of the scheme is that members of the farmer's family are kept together, conserved for rural work, and made immediately self-supporting.

To enable boys to be employed in trade, commerce, or industry, we recommend that employers be permitted to employ boys as temporary " assistants " or supernumeraries, and in such cases the provisions of the Factories Act, Shops and Offices Act, or awards or agreements under the Industrial Conciliation and Arbitration Act or the Labour Disputes Investigation Act shall not apply so far as they may relate to the rate of wages fixed under such awards, agreements, or Acts referred to above.

In any case where a boy is employed in accordance with the foregoing recommendation, any worker who may be dismissed from employment as the result of the employment of such additional boy shall have the right of appeal to a Magistrate, whose decision will be final.

NOTE.—" Boy " shall mean any male person under the age of twenty years.

SUGGESTED PLAN OF LOCAL ORGANIZATION.

Divisions of Activities and Sections.	Section Details.	Organization Details.
<i>Physical development—</i> Physical culture	Instruction in swimming, boxing, wrestling, gymnasium	Secure co-operation of clubs ; life-saving.
Athletics	Running, jumping, hurdling, vaulting, cricket, football, tennis, baseball, rowing	Co-operation of clubs ; enter competition teams for Saturday games, &c.
Allied activities	Life-saving ; first-aid ..	Ambulance Association.
<i>General educational development—</i> Classes, study circles, debating, library, history, &c.	Short courses covering literature, science, general subjects	Collection of books, magazines ; reading-rooms ; boxes in public places for book-collection.
<i>Vocational and pre-vocational development—</i> Classes — Industrial, commercial, professional	Visits to industries, business houses, &c.	Vocational estimates and guidance. Co-operation of tradesmen, accountants, &c.
<i>Ethical development—</i> Instruction in ethics and allied subjects ; citizenship through organization of self-government	..	Co-operation — Churches, Y.M.C.A., &c.
<i>Social development—</i> Club organization ; entertainments	Picnics, walking-tours ..	Develop youth committees to control.

ADMINISTRATION.

General Council deals with matters of policy, extension of activities, &c., and represents the citizens.

Executive Committee consists of the convenors of the sub-committees, and co-ordinates all activities.

Sub-committees undertake the special duties for which they have been appointed. The convenor of each sub-committee is appointed by the General Council and co-opts the services of persons qualified and willing to assist as desired.

Sub-committees, subject to such modifications as will meet the requirements of the district concerned, may be constituted as follows : Finance, country, commercial and professional, education, industrial, recreation.

In placing this report before the Government we are fully conscious of the fact that it contains no complete remedy, but various measures which, after careful consideration, we believe will help our boys over one of the most difficult periods which our country has experienced, and which will assist to fit them for profitable employment when economic conditions improve.

We would point out that our recommendations generally for dealing with the problem are qualified so far as Government assistance, monetary and otherwise, is concerned by reason of our knowledge as members of Parliament of the general economic budgetary difficulties brought about by the fall in prices. Had it not been for this knowledge our suggestions may have been of a very different character, but we are unable to gauge when conditions may improve, nor can we say on what level the Dominion will eventually be called upon to exist.

We desire to express our appreciation of the valuable work contributed by the press of New Zealand in the efforts that have been made to deal with the problem. We also express our appreciation of the courtesy received from officers and committees in all centres visited, and our recognition of the public-spirited and unselfish manner in which they are devoting themselves to the great task of grappling with the important problem of unemployed youth.

Special reference should be made to the importance of the preliminary work undertaken by the Y.M.C.A. and Rotary Clubs in various districts to assist unemployed boys—work which has been of an extremely valuable nature.

Our special thanks are due to the officers of the Labour Department in all centres. Their close contact with the ramifications of the labour laws of the Dominion and their knowledge of local conditions gave added value to their assistance.

We have, &c.,
S. G. SMITH,
A. E. ANSELL.

Wellington, 15th December, 1932.

APPENDICES.

APPENDIX I.

MEMORANDUM ON TWIN-PROBATIONER SCHEME.

Submitted by Dr. C. E. BEEBY, of Canterbury College.

I. PURPOSE.

THE scheme aims at helping to solve certain problems connected with juvenile employment. These are—

(a) *Short Range*.—The problem of finding employment for juveniles, especially those over the age of sixteen.

(b) *Long Range*.—The problems arising from the gradual disappearance of the dividing-line between skilled and unskilled work owing to modern machine production. In some trades—*e.g.*, clothing—much of the work is practically unskilled; in others—*e.g.*, boot and shoe—a portion of the jobs are no more than semi-skilled; in others—*e.g.*, some woodworking and engineering branches—the work is still mainly of a skilled nature. This means that a system of work-training which is satisfactory for one type of trade is necessarily unsatisfactory for another. Our apprenticeship regulations do not at present allow for these differences, with the result that there is a strong probability of regulations being practically abolished in the near future. I myself believe that both employers and employees would be wiser to press for a complete revision of the apprenticeship system, based on a consideration of the difficulty of the actual job to be done rather than on any flat period of training for all trades. My own objections to the present apprenticeship system are—

- (1) It is dishonest, and confuses all issues by pretending that much unskilled and semi-skilled work needs the same degree of training as genuinely skilled work—that is, it refuses to take account of the changes in industry during the past twenty-five years.
- (2) In view of the simple nature of the work to be done in some trades, the apprenticeship system provides an unsatisfactory training. The employer suffers because his men become mere narrow specialists instead of genuine craftsmen who have a broad enough knowledge to be able to transfer their skill from one job to another, should circumstances demand it. The boy suffers because he has lost that broad industrial training that used, in the days of individual production, to provide the logical conclusion of his education. New Zealand industry, because of its small-scale nature, is particularly unfortunate here. More than anywhere else, adaptability of workers is necessary in New Zealand, and yet our small firms cannot possibly give the broad training which is provided by large English and American firms in their own trade schools.
- (3) A few employers willing to disregard their responsibilities to the boy would get a considerable advantage over rival firms by using the apprentice simply as a low-wage labourer, and neglecting all broader training.
- (4) A slight change in methods of production might easily wipe out all a modern journeyman's so-called training. That loss is the employer's as well as the worker's.
- (5) Many employers are chary of committing themselves to a five years' agreement with a boy on the basis of three months' trial. There is no method of boys trying themselves out thoroughly before finally entering a trade.
- (6) The apprenticeship system provides for no adequate transition from school to work.
- (7) Only a section of the juvenile workers are covered by the apprenticeship system.

II. OUTLINE OF TWIN-PROBATIONER SCHEME.

All these problems are at least touched by my scheme. It is proposed that legislation be passed making it impossible to employ any boy or girl below the age of, say, sixteen (the exact age to be discussed) for more than half time, and making it compulsory for every child below that age to attend school or other classes for at least half time. Any employer wishing to engage a boy below sixteen would engage a pair. Each boy would alternate, say a fortnight on the job and a fortnight in school, and would be paid only for his working periods. (An alternative suggestion is that boys should spend the morning on the job and the afternoon in school, and *vice versa*.)

Points to be noted.

- (1) The scheme covers all classes of work, skilled and unskilled, manual and clerical.
- (2) The period fourteen to sixteen would be regarded as pre-vocational—that is, as an introductory and “try-out” period. Boys of these ages might be called probationers. Service could be terminated by a week's notice on either side, so that every boy might have a chance of settling finally into the job for which he is best suited.
- (3) *The total wages paid by employers remain the same.* Each boy receives only half the present full wage. All local authorities, however, are agreed that, from the boy's point of view, the problem of wages is negligible compared with that of moral deterioration through continued unemployment.

(4) The only additional burden on the employer would be the necessity for training two boys instead of one. Some employers may consider that this would affect the efficiency of their shops. It must be borne in mind, however, that the kind of training given before sixteen is usually of a very general nature, and that, up to this age, little responsible work is done.

(5) The twin-probationer scheme would be compulsory only up to the age of sixteen, and would be optional after that. Any employer who objected strongly to two half-time boys could get a full-time one from sixteen onwards.

(6) During his non-working period every probationer would attend classes at one of the existing schools or at a special type of co-operative school founded for the purpose. Such a school would provide—

- (a) Some theoretical aspects of the general branch of work in which the boy is employed, together with a knowledge of its relations to associated industries;
- (b) A training in the fundamental processes and skills involved in his work;
- (c) The elements of a broader cultural education together with some education for citizenship.

The essence of the plan is the relatively generalized nature of the training provided. Flexibility and adaptability can be given only by a generalized education. The ultimate aim of combined part-time school and work should be to turn out a youth who—(a) has had every opportunity of finding the occupation for which he is best fitted; (b) has some knowledge concerning fundamental principles, tools, and processes in one branch of industry; (c) has developed ideals of craftsmanship and habits of industry, initiative, &c., which will last through later training; (d) has had some training in the manual arts connected with his job; (e) knows enough about the social system to be able to use his citizenship intelligently; (f) has broader cultural interests. On such a basis one might later build the intelligent, self-reliant, and adaptable workers that industry needs.

III. FROM AGE SIXTEEN ONWARDS.

The twin-probationer system carries the boy up to his sixteenth birthday. After that a further period of training should be demanded. In few cases need it exceed five additional years. The period should depend upon the *real* difficulty of the job. The probationer period might count, in whole or part, towards the qualifying period. I suggest possible training courses for a few types of work:—

A. *The Professions*.—As at present; or a boy might work his way through high school on half-time work.

B. *Highly Skilled Trades*.—Fourteen to sixteen, either full-time school or twin-probationership. Sixteen to twenty-one, apprenticeship (probationership counting as one year off this).

C. *Semi-skilled*.—Fourteen to sixteen, probationership. Sixteen to eighteen, apprenticeship (if necessary).

D. *Unskilled*.—Fourteen to sixteen, probationership. Sixteen on, juvenile labourer.

E. *Office or Retail*.—Fourteen to sixteen, full school or probationership. Sixteen on, junior clerk or salesman.

In any case the half-time system might, by agreement, carry right through the full training period.

IV. RESULTS OF SCHEME.

(1) *Juvenile Unemployment*.—Either (a) the number of juveniles in employment below the age of sixteen would be doubled, or (b) vacancies would be created for older boys and girls. The employers who objected to working under the scheme would be forced to take on older boys for full-time work. This would give relief where it is most needed.

(N.B.—The 1926 Census Report gives the number of boys below sixteen in employment as, roughly, 8,500.)

These results would be permanent: it would be equivalent to cutting out half the potential labour below sixteen years of age.

(2) *Training*.—Boys would receive a much better grounding in their work than most receive at present. That means that they would be better all-round workers.

(3) *School Work*.—Employers would secure their boys from the school, where adequate vocational guidance could be given in try-out courses. Bridging of gap between school and work.

(4) Education would be placed in closer touch with industrial life, and would benefit thereby.

V. THE EMPLOYERS' POINT OF VIEW.

The chief criticisms of the scheme from the employers' point of view appear to be—

(1) The trouble of training two boys instead of one.

(2) The possible disorganization of work due to boys being absent for half time. This applies in different degrees in different industries. It is hoped that the Manufacturers' Association may give useful evidence in this connection.

These possible disadvantages are offset by the following advantages:—

(1) Better-trained workers. Much of the less practical part of a boy's training will be taken off the employer's hands. Small New Zealand firms can seldom give this adequately. New Zealand industry suffers, in my opinion, from a lack of well-trained workers.

(2) Workers with a broader background will be more adaptable to changing conditions in the workshop.

(3) Better selection of employees in many ways:—

(a) The first choice will be made from the school on the basis of an actual try-out.

(b) At the end of the probationary period, if both boys cannot be kept on, the better one can be selected.

(c) Two years' (instead of three months') trial on the job will be the rule.

(4) The educational point of view will enter the workshop. Working will be looked upon as a continuation of education—that is, as a learning process.

APPENDIX II.

AGRICULTURAL COURSE PROPOSED FOR LINCOLN COLLEGE.

DR. R. E. ALEXANDER suggests that the technical school should teach woodwork, blacksmithing, plumbing, and kindred subjects, whilst the following courses will be undertaken at—

- Lincoln College* : Botany (grasses and seeds), manures and cultivation, stock-foods and feeding, dairy science, wool-classing, elementary mathematics, mensuration and book-keeping.
- Waitaki High School* : Farm work, carpentry, metalwork, chemistry and dairy science, theoretical agriculture, farm work under supervision of practical farmers, intensive work, rotational grazing.
- Rangiora High School* : Chemistry, botany, crop husbandry, animal husbandry, wool-classing, dairy practice, farm costing, mensuration.

In district high schools, where the tuition of these boys will be undertaken, because of limited staff, the officers of the Fields Division of the Agriculture Department will give assistance in various phases of the work.

APPENDIX III.

RETURN OF BOYS REGISTERED AS UNEMPLOYED THROUGHOUT NEW ZEALAND AS AT 30TH SEPTEMBER 1932.

Locality.			Number of Unem- ployed Boys registered.	Placed in Empley- ment.	On Farms.	In Trade.	Shops and Offices.	Miscel- laneous.	Number remaining on Roll.
Auckland	..	..	1,400	671	348	183	71	69	713
Wellington	..	..	1,040	446	222	?	224	Nil	594
Christchurch	..	..	1,315	600	143	63	101	293	715
Dunedin	..	..	705	236	10	80	98	48	522
Invercargill	..	..	86	71	64	..	1	6	15
Wanganui	..	..	224	94	23	18	23	30	130
Palmerston North	..	..	181	119	38	26	22	33	51
New Plymouth	..	..	73	67	7	..	..	60	6
Napier	..	..	168	41	12	7	7	15	127
Hamilton	..	..	209	173	111	22	27	13	6
Masterton	..	..	39	29	15	1	1	12	6
Timaru	..	..	164	116	26	11	8	71	48
Westport	..	..	21	2	2	..	..	..	19
Gisborne	..	..	155	115	98	2	8	7	30
Whangarei	..	..	6	3	1	2	..	..	3
Ashburton	..	..	4	4	4	..	..	..	..
Oamaru	..	..	118	55	40	6	2	7	59
Wairoa	..	..	No roll	8	8	..	..	..	..
			5,908	2,850	1,172	421	593	664	3,044

Approximate Cost of Paper.—Preparation, not given ; printing (850 copies), £20.