

Report for the directors of the Town's Hospital of Glasgow on the management of the city poor, the suppression of mendicity, and the principles of the plan for the new hospital / [by James Ewing].

Contributors

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REPORT

FOR THE

DIRECTORS

OF THE

Town's Hospital of Glasgow

ON THE MANAGEMENT

OF THE

CITY POOR,

THE

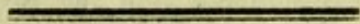
SUPPRESSION OF MENDICITY,

AND THE

PRINCIPLES OF THE PLAN

FOR THE

NEW HOSPITAL.



GLASGOW:

PRINTED BY R. Chapman, TRONGATE.

1818.

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REPORT

FOR THE

DIRECTORS

OF THE

Edinburgh Hospital for the Poor

ON THE MANAGEMENT

OF THE

EDINBURGH HOSPITAL FOR THE POOR

AND

THE EXPRESSION OF MERIT

AND

THE MANAGEMENT OF THE HOSPITAL

BY

MATTHEW WELLS

GLASGOW

Printed by W. Forrest, 10, St. Andrew's Street

1841

REMIT TO THE COMMITTEE.

“RESOLVED, That a Committee be appointed to consider and report on the most approved plan, size, regulations and constitution for the new Town’s Hospital;—that as this object involves the most important considerations; the past and present state of the mode adopted for supplying the necessities of the Poor; a comparative view of the system of providing for them in the Hospital, and in their own houses; the expediency of obliging the able Poor to work for their own subsistence; and the most efficient method of suppressing mendicity, and preventing the increase of pauperism,—the said Committee be also requested to report their opinion on these points, as preparatory to decision on the plan for the new Establishment.”

MINUTE OF THE COMMITTEE.

*“ At a Meeting of the Committee held in the
Town’s Hospital, on the 7th January,
1818.*

“ A draught of the Report having been read by James Ewing, Esq. Chairman of the Committee,—on the motion of the Rev. Principal Taylor, it was resolved, that the thanks of the Committee be presented to Mr. Ewing for the great research and ability with which he has prepared and arranged this difficult business; that the Committee do concur in the general principles on which the recommendations proceed; but that, in place of at once giving their opinion on such a variety of details and plans, the Report be printed, and circulated for the consideration of the Directors, and of all who are interested in this important subject.”

Contents.

INTRODUCTION.	<i>page</i>
Delicacy and difficulty of the subject,	9
Origin of poor-laws in Scotland,	10
Origin and progress of assessment in Glasgow,	11
Advance of poor-rates in England,	13
Difference between English and Scottish systems,	<i>ib.</i>
Propriety of prudently restraining the assessment,	14
Observations by Committee of House of Commons on the impolicy of compulsory provision,	15
MANAGEMENT OF CITY POOR.	
Origin and state of Sessional distribution,	16
Origin and state of Hospital distribution,	17
Distinction between the objects of the two systems,	18
Commencement of aid to the Sessions from assessment,	19
Present practice as to relief to legal paupers,	20
Suggestions as to Sessional management, <i>viz.</i>	
Visitation and scrutiny of the poor,	23
New allocation of allowances,	25
Assimilation of procedure,	26
Distinction between regular and occasional poor,	<i>ib.</i>
Investigation into cases before sending to Hospital,	28
Plans for improving the management of out-door poor, <i>viz.</i>	
Subdivision of districts, increase of managers, and general register of the poor,	29
Professional superintendents,	33
Coalition of Sessional and Hospital management,	35
Dr. Chalmers' plan, and observations on it,	38
Remarks by Dr. Chalmers, <i>viz.</i>	
On the advantage of independent management,	41
On the co-operation of dissenters,	42
On additional churches,	44
On the nature of town population,	45
On the case of the parish of Gorbals,	48
On the evils of compulsory provision,	49
SUPPRESSION OF MENDICITY.	
Procedure of Directors of the Hospital, with respect to beggars,	51
Impolicy of permitting mendicity,	55
Impropriety of allowing begging by the legal poor,	56
Expediency of removing stranger beggars,	57
Interference with benevolent societies disclaimed,	61
Suggestions to prevent impolitic effects of their relief,	62
PRINCIPLES OF HOSPITAL.	
Comparison of the modes of supplying the poor in their own houses, or in an hospital,	63
Advantages of administration at home,	<i>ib.</i>
Partial objections to this plan,	64

	<i>page</i>
Consequent origin of charity work-houses,	65
Supposed benefits of this mode of relief,	<i>ib.</i>
Establishment of Town's Hospital or work-house in Glasgow	66
Impolicy of receptacles for able paupers, <i>viz.</i>	
Failure in the object of promoting industry, ..	69
Expense, from the insignificance of work performed,	70
Alienation from domestic attachments,	71
Risk of vice and infection,	73
Tendency to increase of pauperism,	<i>ib.</i>
Probable advantages of an Hospital, on a restricted scale, <i>viz.</i>	
For the desolate, aged, and impotent,	77
For orphan and deserted children,	<i>ib.</i>
For lunatic and fatuous paupers, destitute of other places of reception,	78
Recommendation that the New Hospital shall be strictly confined to these classes,	79
PROPOSED ANNEXATIONS TO THE HOSPITAL.	
House of Industry :	
Principle of the measure to suppress mendicity, and ameliorate the profligate,	81
Aversion of beggars to work,	82
Distinction in the description of beggars, ..	83
Mode adopted at Bath,	<i>ib.</i>
Mode adopted at Edinburgh,	84
Principle of these modes—labour,	86
Benefit of work-houses for venial crimes, ..	87
School of Industry :	
Origin of the proposal,	88
Advantage of instruction, combined with work, to poor children,	89
Mode adopted at Hamburgh,	91
Mode adopted at Kendal,	92
Mode adopted at Edinburgh,	93
Evils of idleness among the youth at present,	94
Expediency of a work-house, as a mild penitentiary without infamy, for juvenile delinquents, ..	96
Recommendation of such institutions by different Commit- tees of the House of Commons,	98
Answer to objection on the ground of political economy,	100
PRACTICAL RESULT.	
Classes for whom accommodation is recommended, ..	102
Complete separation necessary,	<i>ib.</i>
Classified list of present inmates in the Hospital, ..	103
Arrangements for the following objects, <i>viz.</i>	
1. Adult paupers :	
Division according to partial ability,	105
Working-room expedient,	106

	<i>page</i>
Scrutiny of this class proper,	107
2. Children :	
Observations on the nature of their employment,	108
Propriety of adapting their occupation to future usefulness,	109
Extent of education,	110
Age at which they are dismissed,	111
Future settlement in life,	112
Arrangements in the establishment,	113
3. Infirmary :	
Requisite size,	114
Interior arrangements,	116
4. Lunatic and fatuous wards :	
Classified list of these paupers at present,	117
When proper to send to the Lunatic Asylum,	118
Plan of arrangements,	119
System of treatment,	121
5. House of Industry for adults :	
Restriction to a corrective principle,	122
Mode of management,	123
Interior arrangements,	125
Impolicy of extension to industrious poor,	126
6. School of Industry for young :	
For poor children, question as to expediency,	127
Plan of work, if adopted,	128
For juvenile delinquents—particulars of Philan- thropic Institution in London,	130
Adaptation to this city,	132
Mr. Bentham's plan of a penitentiary,	132
Extent of accommodation proper for Hospital,	135
Extent of accommodation suggested for proposed annex- ations,	136
Form of general structure,	137
Recommendations as to management,	139
Publication of accounts,	140
Conclusion,	<i>ib.</i>

APPENDIX.

OBSERVATIONS ON POOR-RATES.

Comparative state of England with last century as to poor-rates and finances,	145
Estimate of poor-rates with depreciation of money at different periods,	146
Progress of pauperism in England,	147
Effects on the people,	149
Inefficiency of poor-rates for relief,	<i>ib.</i>

	<i>page</i>
Poor-rates no antidote to mendicity,	150
Answer to objection to the voluntary system,	151
Difficulty of remedying the evil of poor-rates,	152
Recommendations by Committee of House of Commons,	154
Application to Scotland,	155
Amount of expenditure in Glasgow,	156
Whether voluntary contributions would be adequate,	157
Suggestions for superseding assessment,	158
Proposal from Dr. Chalmers,	159
Propriety of improving present mode of management,	160
Mode of rating the assessment,	161
Proposed alteration to rectify inequality,	162
Considerations on a tax on rents,	163
State of parishes in Leicestershire, petitioning for relief,	165
Advice to England, by Bishop Burnet, on Poor Laws,	166
Causes of Indigence, from Colquhoun's Treatise,	167
General Session :	
Account of Receipts and Disbursements from 1816 to 1817, and specimens of Sessional Tables,	169
Report of Committee on Allocation,	171
Monthly Statement in June, 1817,	171
Town's Hospital :	
Abstract of first Report of Directors in 1735,	172
Account of expenditure from 1733 to 1734,	174
Report of Committee on Industry in 1801,	176
Account of Receipts and Disbursements from 1816 to 1817,	179
Progressive view of Receipts and Disbursements from 1791 to 1817,	187
Minute of Directors relative to New House,	187
Minute of Council relative to New House,	187
Edinburgh :	
Accounts of Receipts and Disbursements of Charity Work-house, from 1816 to 1817,	188
Progressive view of assessment and paupers,	189
Account of Receipts and Disbursements of Edinburgh West Kirk Charity Work-house, from 1815 to 1816,	190
Charge to the Master of the Sunbury Charity Work-house,	191
Account of management of the poor at Manheim,	194
Account of management of the poor at Hamburgh,	197
Observations on this plan by Sir Thomas Bernard,	205
Comparative State of Hamburgh in 1789 and 1799,	207
Account of Beggars in Scotland,	210
State of the population and poor-funds of Birmingham,	213
State of the charitable institutions at Dublin,	214
Letter from Dr. Chalmers relative to his plan,	216

R E P O R T.

YOUR Committee, in entering on the important business committed to their charge, must solicit much of your indulgence. They are equally sensible of the arduous nature of their duty, and of their inadequacy to its proper performance. They are fully aware that no subject is more delicate in its nature, or more difficult in its practice, than the best mode of providing for the poor. That the miserable ought to be relieved, and the destitute supported; that those who are debilitated by age, disabled by disease, or reduced by misfortune, should be assisted or sustained—is inculcated at once by religion, humanity, and expedience. But to aid indigence and suffering, without encouraging indolence and vice; to consult the sentiments of benevolence, without encroaching on the dictates of policy; to maintain the unemployed population, without interfering with industry, and conferring a bounty on redundant increase; and, by discriminating between

the causes of poverty, to administer the remedy, not only in proportion to the extent but the source of the disease,—is the most perplexing problem that can occur in civil or political institutions. It is easier to prescribe principles, than to regulate their application. Much must be left to the judgment and attention of those who dispense public charity, as the cases actually occur; and the best safeguard against abuse is the wise and faithful exercise of discretion.

Whether the poor ought to be supported by legal assessment or voluntary contribution, is a question which, however important at the formation of any plan for supplying the requisite funds, is not now a matter for the consideration of your Committee. Although the sentiments and practice of the country have been in direct opposition to a compulsory provision; although, with the exception of two or three towns, and a very few parishes, the system has never been regularly adopted; and although its introduction even in this city is of comparatively recent origin, there is no doubt that the laws of Scotland are nearly analogous to those of England; and that we are indebted more to the prudence of our people than the wisdom of our legislators, for not being involved in similar evils. Previously to the Reformation, the care of the poor devolved on the church; but after the suppression of monasteries, multitudes who depended on these resources were left destitute, and having no means of procuring

subsistence by industry, they became a burthen on the country. The legislature, therefore, considered it expedient to interfere, and to enact statutes for supporting the indigent, and compelling the idle to work. The Act 1579 of James VI. c. 71, is almost similar to the 43d of Elizabeth. It requires the Justices of Peace in parishes, and the Magistrates of Burghs—a power subsequently vested in the Heritors, Minister and Elders—to take an inquisition of all aged, poor and impotent persons entitled to the privilege of residence, and,—after considering what provision will be necessary for “their needful sustentation,” to enable them to “live unbeggand,”—“to tax and stent the haille inhabitants within the parochins, according to the estimation of their substance, without exception of persons.”

It was on this authority that the city of Glasgow first proceeded to assess the inhabitants. Although the origin of the practice cannot be correctly ascertained, it appears to have been at least coeval with the erection of the Hospital. The Minute of the Magistrates and Council, 28th February, 1731, “for the maintenance of the poor of the Work-house, now in design to be built,” enumerates the annual contributions of the four corporate bodies for its support, “beside what is laid upon the inhabitants for the maintenance of the poor, which is to be applied to the said Work-house;” and in the first Report of the Directors, published in 1735, the revenue was stated at £820

—composed of the above contributions, amounting to £570, and of the “tax for maintaining the poor £250.” It should seem, therefore, that this impost was anterior to the establishment of the Hospital, and that its destination merely was altered to the maintenance of that institution. This is the more probable from the Minutes both of the Council and the Merchants’ House, in 1699, when it was determined that “a general stente thorow the whole towne, is the most effectual method of subsisting the poor.” It does not, however, appear to have been regularly levied till after the year 1776, as the Minutes of the Hospital, previously to that time, contain only occasional applications to the Magistrates and Council, to supply by this mode, the deficiency between the funds and the expenditure. After the uniform recourse to an assessment, its amount rapidly advanced. So late as 1803, the sum was £3845, and for the current period it is £11,864*—an augmentation perhaps more than commensurate with the increase of the population, or the diminution in the value of money. Such indeed appears to be the tendency of the system, as a few instances will evince. In Edinburgh, where, in place of a tax on personal property, the rate is levied on the rents of houses, with the exception of those occupied by the Clergy, the Professors of the University, and the members of the Col-

* This sum, owing to the difference between the periods of assessment and of collection, is equivalent to the supply of fifteen months.

lege of Justice, the amount in 1809 was £1516, and in 1814 £4623. In Manchester, the expenditure for the poor chargeable to the township, was in 1769 £3431, in 1796 £16,941, and in 1814 £36,700.* The whole sum raised for England in 1776 was £1,720,316, of which there was laid out on the poor £1,556,804; and in 1815, an interval of less than forty years, the rates increased to £7,068,999, and the disbursements for the poor to £5,072,028.†

In alluding to these facts with respect to England, your Committee do not mean to institute any parallel between the systems pursued in the two countries. They are aware that a broad line of demarcation is drawn by the wise precaution of the Scottish practice, which “invests the very persons who pay the tax, with the right to enrol the paupers, and modify the allowance;”‡—that we have uniformly proceeded on the principle that every individual is bound to provide for himself by his own labour, as long as he is able to do so;—that the parish is only required to make up that portion of the necessaries of life, which he cannot earn by other lawful means;—and that a small sum, in aid of other resources, affords the relief that is requisite.§ At the same time, as the legal assessment has been permanent-

* Abstract of Reports, 1814.

† Report of Committee of House of Commons, 1817.

‡ Hutcheson's Justice of Peace, Vol. II. p. 33.

§ Report of Committee of General Assembly, 1817.

ly introduced in this city, and as any rash recurrence to the more salutary, though less efficient plan of voluntary contribution, would be extremely impolitic, your Committee deem it their duty to remark, that too great caution cannot be observed in preserving the amount of the impost within the most prudent legitimate bounds. It has invariably been found that the number of the poor increases with the established means for their support, and that the measures of charity ought as much as possible to remain invisible till the moment of their distribution. If the fear of want be removed, if a prospect of maintenance be held out independently of exertion, and if a liberal refuge be provided for all who are in poverty,—indifference, sloth, and pauperism, with all their concomitant evils and vices, must inevitably ensue. The effects of such a system cannot be more forcibly illustrated than in the last Report of the Committee of the House of Commons on the Poor Laws. “ This new and important principle of compulsory provision for the impotent, and for setting to work the able, originated without doubt in motives of the purest humanity, and was directed to the equitable purpose of preventing the burthen from falling exclusively on the charitable. But such compulsory provision for the indigent, from the funds originally accumulated from the labour and industry of others, could not fail in process of time, with the decrease of population which it was calculated to foster, to produce the unfortunate effect of abating those exertions on the part of the labour-

ing classes, on which, according to the nature of things, the happiness and welfare of mankind have been made to rest. By diminishing the natural impulse, by which men are instigated to industry and good conduct; by superceding the necessity of providing, in the season of health and vigour, for the wants of sickness and old age; and by making poverty and misery the conditions on which relief is to be obtained, it is to be feared, from a reference to the increased number of the poor, and increased, and increasing amount of the sums raised for their relief, that this system is perpetually encouraging and augmenting the amount of misery it was designed to alleviate, creating at the same time an unlimited demand on funds which it cannot improve; * and as every system of relief founded on compulsory enactments must be divested of the character of benevolence, so it is without its beneficial effects. As it proceeds from no impulse of charity, it creates no feelings of gratitude, and not unfrequently engenders dispositions and habits calculated to separate, rather

* "During these years, (1815-16-17) two points of the very highest importance have been established, so as no longer to admit of a doubt in the mind of any rational man. The first is, that the country does not, in point of fact, fulfil the promise which it makes to the poor in the poor laws, to maintain and find employment, by means of parish assessments, for those who are unable to support themselves, or their families, either from want of work, or any other cause. And secondly, that with a very great increase of legal parish assessments, aided by the most liberal and praise-worthy contributions of voluntary charity, the country has been wholly unable to find adequate employment for the numerous labourers and artificers who were able as well as willing to work." *Malthus' Essay, 5th edit. Vol. II. p. 351.*

than unite the interests of the higher and lower orders of the community. Even the obligations of natural affection are no longer left to their own impulse, but the support of the nearest relations has been actually enjoined by a positive law, which the authority of Magistrates is continually required to enforce.”—As the evils of the system have arisen from the practice of interfering with the wages of labour, and the ordinary progress of population, there is no radical cure but a return to the natural course; and the simple question for Parliamentary consideration is the easiest, safest and most prudent mode of accomplishing this difficult object. *

Your Committee will now proceed to consider the system established for the relief of the legal poor of this city, and as the particulars are not generally understood, they may be excused for previously offering a short historical detail. After the Reformation, the Assembly of the Church petitioned Queen Mary in 1562, that “some public relief may be provided for the poor within burghs,” † and at that time, when Glasgow consisted of a single parish, the charge was devolved on its ecclesiastical rulers. In 1649, the Great Session, as it was called, was convened monthly, and part of their duty was prescribed, “to regulate an equal provision for the poor,”

* Quarterly Review, No. XXXIV. p. 402.

† Knox's History, edit. 1731, p. 367.

the distribution of which was committed to the particular Sessions of the different parishes which were ordained to meet weekly.* This system has continued to the present time. The funds, arising from collections at the Church-doors, fees for proclamations of marriages, and donations at funerals, are received by the General Session, by whom they are allocated in certain stated proportions to the respective Sessions, who exercise a discretionary authority in the allotment. The intimation from the pulpit on the Sunday before, "in relation to the ordering and disposing of the poor," as required by the third proclamation of King William, has long been laid aside, and the Magistrates, who as heritors are entitled to attend, seem never to have exercised the power. The ordinary revenue is about £2000, and with the addition derived from the allowance by the Hospital, they communicated assistance in 1815 to 1270 regular paupers, in pensions varying from 1s. 6d. to 4s. 6d. per month.

Such continued to be the only jurisdiction for the poor till the erection of the Hospital in 1733. The aim of that institution seems to have been the gradual extinction of pauperism, by the profitable employment, the virtuous education, and the frugal maintenance of the inmates. To this management the powers of the Directors were by

* Queries and Answers, 1817, p. 13.

the constitution confined, and in this manner their attention, for a great number of years, was solely engaged. After a considerable period, however, whether from the crowded state of the House, the growing number of the poor, or an impression of greater utility, they extended the relief to out-pensioners, by an allotted allowance in meal. The earliest intimation of this practice that appears in the minutes, is in 1774. At a still later time, beside this assistance in provisions, they exercised their discretion by bestowing money, both in the form of occasional aid, and of permanent pensions. During the last year, 2074 individuals and families received aid out of the House, the total allowances to whom amounted to £5864 : 5 : 4, besides £446 : 4 : 10 expended for medical relief, and £204 : 10 : 6 for coffins. In most cases, however, the Directors have been merely the executive authority, attending to the recommendations for enrolment, which chiefly proceeded from the Ministers and Elders.

Thus the original administration came to be changed. Two different boards of management were constituted; relief was given occasionally by each, and an anomalous system was introduced, which was found to be productive of confusion. To remedy this inconvenience, it was represented to the Directors in 1795,* “that it

* 27th November.

would be necessary, on account of the great increase of poor on the funds of the different Sessions, to make some alteration with regard to the management of outpensioners on the Hospital, and it was proposed particularly, in order to simplify the management, that in all ordinary cases, before a person should be recommended to the Hospital, such person should be raised to the highest pension granted by the particular Session, and if not able to subsist on it, that then he should be recommended to the weekly Committee, and as soon as received on the Hospital funds, that he should cease to be a pensioner on the Sessions." This proposal was adopted, and the mode recommended has, with a slight variation, been subsequently followed.

Still the funds of the two different bodies remained distinct; those of the Session arising from the sources already described, and those of the Hospital from the contributions and the assessment. At the original foundation of this Institution, the General Session agreed "to pay the sum of £250 yearly, out of the poor's money," and this allowance was afterwards raised to £300. In 1801, after the severe effects of the failure of two successive harvests, the number of the poor was greatly augmented, and the assessment was more than doubled. A meeting of the Magistrates, Ministers and weekly Committee was therefore held to deliberate on the emergency, and the fol-

lowing is a copy of the Minute.* “The Lord Provost stated the vast increase of the assessment on the inhabitants for supporting the poor, in consequence of the great number who are weekly recommended to be put on the funds of the Hospital, and pointed out the necessity of adopting some measures, in order to keep the assessment within reasonable bounds. After conversing together at considerable length, the meeting seemed to be fully satisfied that the subject was of great importance, and that something was requisite to be done, in order to check the increasing demands that were made on the public for supporting the poor of the Hospital, but were not able to suggest immediately an effectual remedy. In the mean time, it occurred that if the several Kirk-Sessions were enabled to distribute a little more money in their respective parishes, it might prevent many recommendations to the Hospital, and ultimately prove a considerable saving to the charity funds; and, therefore, it was proposed that £500, or some such sum should be advanced from the assessment to the funds of the General Session, to be by them distributed to the particular Sessions, from time to time, in the usual way; it being understood, if this proposal should be adopted, that in all ordinary cases, persons applying for charity should in the first instance be put on the Session’s funds, and

* 16th November.

that, before being recommended to the Hospital, they should be raised to the highest stated pensions on the Session's lists; and if unable to subsist thereon, that then they might be recommended to the House, when they should cease to receive from the Sessions; and, in order to promote economy, now that work can be got by all who are able to labour, the General Session should be requested to recommend to the particular Sessions, to make a scrutiny into the cases of all the poor upon their respective rolls, as soon as it can be done with advantage. On considering which, the Directors granted £300, and reserve for farther consideration the propriety of giving more till the salutary effects of the present aid is known." This application of the funds once introduced, was regularly continued, and the annual allowance to the General Session has gradually increased, till it has amounted to £1500.

In conformity with these regulations, when a poor person entitled to the privileges of residence, claims relief, he must apply, in the first place, to the Session of the parish in which he lives, who allow him from 1s. 6d. to 4s. 6d. per month, according to his necessities. If, from bad health, or other causes, this supply is found insufficient, he is sent with a recommendation to the weekly Committee at the Hospital, who allow him from 5s. to 10s. as a temporary relief, in addition to the Sessional aid. If his case appears to be urgent, and likely to be permanent, he is visited by

the Superintendent, and if he be deemed a proper object, he is placed on a pension, either of money or of meal;—if the former, he receives from 10s. to 30s. per quarter, and in extreme cases 40s.;—if the latter, he gets from six to twelve pounds of meal weekly, varying according to circumstances, but corresponding in extent with the pecuniary supply to others in a similar situation.

Such is the present practice, which has been adapted to the circumstances of the times. It thus appears that there are two different boards of direction for the affairs of the poor—the Sessions and the weekly Committee of the Hospital, possessing separate funds, and exercising independent powers, but intimately connected with each other; the Sessions being the sole distributors of the supply under their own charge, and in most instances, the original jurisdiction with respect to the cases ultimately transferred to the Hospital.*

* In the treatise published by Dr. M'Farlane, in 1782, the following account (in some points incorrect) is presented of the management of the sessions of this city. "The present objects of this charity are old inhabitants of decent character, whom age or misfortune have rendered unable to work for the whole of their subsistence. Though at the erection of the poor-house, the church sessions agreed to give £300 per annum, out of their funds for the support of it, yet they retain £600 to supply the poor of the above description, to whom they give monthly pensions from 10d. to 2s. each person or family. The numbers thus supported by them are about nine hundred. Had even one half of those been forced into poor-houses they must have cost the public £2000 in place of £600 per annum. In the judicious application of this charity, the gentlemen who compose the sessions

Your Committee entertain the highest opinion of the respectable and meritorious body who compose the Elders of the Church, and they cordially join in the commendation, particularly when applied to country parishes, that “ a more proper jury cannot be found, to determine the objects of public charity, or the quantum necessary for their supply.”* As the system adopted by the Sessions, however, is so intimately connected with this Institution ; as any mistake which may arise in the former must seriously affect the interests of the latter ; and, as it may almost be assumed as a principle, that the person who is once admitted a pensioner on the Session-roll, remains a pauper for life ; your Committee deem it their duty to call your attention to a few important particulars.

In the first place, your Committee consider it indispensable, that in all cases the applicants for enrolment be regularly visited in their own houses, and that proper information be obtained, by inquiries in the neighbourhood, so as to form an adequate judgment of their character, circumstances and

have great merit. The session of every church in the city has a particular district, and the different members regularly visit their several bounds, so as to become acquainted with the real character and circumstances of almost every individual on the roll, or who makes application to them. By this means it is but seldom they are imposed on, or that any family receives more or less than their circumstances require. It is only where true virtue or public spirit remain, that such gratuitous services for the poor are to be expected.”

Inquiry concerning the Poor, page 410.

* Statistical Account, Vol. VI. p. 48.

necessities; the earnings they make; their capacity and inclination for labour; and their title by three years' residence, without begging or parochial aid, previously to their admission. Your Committee consider themselves fully justified in this remark, not only by the constitutional practice of the General Session itself, but by repeated references in your own Minutes. It is now above thirty years since a resolution was adopted by the General Session, that no alteration was to take place as to the allocations then fixed, till a general scrutiny of the whole poor was made. By the Minute of the Directors in 1801, already quoted, this measure was strongly recommended. In 1803, when an application was made by the General Session for pecuniary aid, your resolutions state, that "finding a long time has elapsed since the method at present followed of allocating the funds of the General Session was fixed, it should be suggested, that a strict scrutiny should forthwith be made by the Sessions into the state of the poor on their rolls, and that, in consequence thereof, a new allocation of the funds should be adopted for the individual Sessions." It would be superfluous to quote farther authorities. In 1783, a pamphlet was published by a late minister of this city, who devoted great attention to the practical management of the poor.* It is a Letter addressed to the citizens of Glasgow, and commences by stating, "the poor of the city are *your* poor,

* Dr. Porteous.

and it is *your* duty to make provision for them : —the money wherewith they are supplied is *your* money, and you have a right to know in what manner it is laid out. The General Session is assured that you feel the obligation of *this* duty, and so far from denying *that* right, it calls upon you to exercise it, and has authorized this publication, that you may be enabled to do it in a manner satisfying to your own minds." These are sentiments worthy of the respectable body from which they proceeded, and your Committee feel assured that their successors are actuated by equal liberality. It appears by this pamphlet that not only was the requisite investigation made, but tables were printed, containing the names of all the enrolled paupers, their age, the number of their children below ten years of age, their earnings per week, the Sessional and meal allowances, the nursing wages, and the aid from trades' boxes and other societies. It is now, however, above thirty years since this scrutiny was made, and the generation then on the lists has consequently passed away.

In the next place, a new allocation, founded on this scrutiny, is indispensably requisite. The Report of a Committee appointed by the General Session, dated 10th July, 1815, is annexed, from which it appears that the number of the enrolled poor amounted to 1270, and that the average sum paid by the different Sessions to each per month, varied from 2s. 3d. to 3s. 5³/₄d. During the last

year, this allowance has been increased, the lowest average in June being 3s. 2¼d, and the highest 4s. 8½d. From the 1st January to the 21st August, 1817, the additional sum drawn from the funds of the General Session, above the authorized allotment, amounted to £953 : 9 : 4. Thus the system has proceeded in opposition to the minute above alluded to, which declares that a general scrutiny was to be an essential pre-requisite to an increase of allocation.

In the third place, it should seem to follow, that there is not a sufficient assimilation between the procedure of the different Sessions, when the poor in one parish receive a monthly average of 4s. 8½d. and in another only 3s. 2¼d. There may, however, be sufficient reasons to justify such a diversity.

In the fourth place, it does not appear that in all cases the distinction has been properly observed between the regular and the occasional poor—between those who require permanent pensions, and those who may be relieved by temporary assistance. It is justly observed in the Report of the Committee of the General Assembly, “that the distinction between the poor on the regular Parish roll, and the *industrious* poor, who receive only occasional supply, is of equal importance to the morals and the best interests of the country, and that when the cause which created their demand ceases to operate, the parish

assistance is withdrawn, and they return to their labour, under a conviction, which they never relinquish, that both their subsistence and their comfort must ultimately depend on their personal industry." In Holland, the immediate charge of the poor is committed to the consistory, composed of the elders and deacons of the church. Every attention is paid to an investigation into the state of the poor within their districts, and pensions are allowed, with bread, fuel and clothing, but these allowances are considered as temporary, and are only continued according to the existing necessities of the paupers, after periodical and frequent visitation. In the pamphlet already quoted, it is stated, that "the principal regulation made by the General Session, as to the ordinary distribution of £50 every four weeks, is, that three-fourths of that sum be laid out in pensions, proportioned to the wants of the most necessitous of the poor, and one-fourth reserved for occasional charities. These latter, during this winter, have amounted to a great sum, but no state of them can be offered to the public; it would be improper to publish their names, and such is the nature of occasional charity, that the same persons seldom receive it for two months together."—These are the truly deserving poor, and no statement could be more satisfactory, to evince at once the propriety of the distinction, and the efficacy of the supply. In the Report of the Committee of the General Session, however, in 1815, the discrimination of occasional poor seems to have

been observed only in three parishes, and the number is stated to be 79, while the enrolled paupers amounted to 1270.

In the last place, it is still more material that due investigation should be made by the Elders previously to their recommendation of paupers to the benefit of the Hospital. Your Committee find, on an inspection of the Minutes, that this subject has frequently received your consideration. So far back as 1744, "the Directors enjoin those who have the power to recommend the poor to be received into the Hospital, that they be very cautious in their recommendation, and have good grounds so to do," and in 1801, "the meeting were of opinion that it should be recommended to the Ministers and Sessions, to be as sparing as possible in their recommendation, and that the Elders of the different proportions should attend the weekly Committee more regularly, as they are often at a loss to know precisely the situation and circumstances of the different applicants."

Your Committee, in these observations, feel that they merely perform their duty, and again profess their respect for the Sessions, many of whose members are entitled to the thanks of the community, for their strict attention to the business of their poor. Your Committee are aware that the time of some of the Elders is so much occupied as to prevent the requi-

site attention to their duty ; and intimation has already been made by the respectable minister of one of the Sessions, that “ in his opinion, the management of the poor of the city had become so extensive, that the Minister and Elders cannot go on, or at least that his Session cannot continue the labour that has been devolved on them of late;—and that some material alteration has become indispensable, and that it would perhaps be better to put the whole management of the poor, whether in the Hospital, or in their own dwellings, under one set of managers, with power to them to act by Committees.”

Sensible of the necessity of *some* alteration on the system, but diffident, in a matter of such difficulty, of hazarding any decided recommendation, your Committee prefer submitting different plans for the consideration of the proper authorities.

In the first place, one mode of accomplishing the object would be to preserve the general features of the present administration, and merely to remedy its local defects. If the number of the Elders be too small in the respective parishes, or if their time be too much engaged, to take the requisite superintendance of the whole poor, the parishes might be more minutely subdivided, and the assistants in the duty might be enlarged. For the first of these objects, an arrangement might

easily be made as to the classification of the different proportions, so as to extend the knowledge and lessen the labour of the different overseers;—for the second, the Elders might, with equal facility and advantage, procure a certain number of coadjutors to aid them in the requisite task of registering, visiting and examining the paupers, and, at periodical intervals, inspecting and noting the changes that might occur in their several situations. These assistants might either be deacons from the same church, or respectable individuals resident in the different districts. Such a plan might be calculated to remove two objections—in the first place from the Ministers and Sessions themselves, as to the growing extent of their labours, which they find it difficult to overtake—and, in the second place, from the public, that owing to this very cause, instances frequently occur where paupers are admitted on the roll, without a sufficient investigation, either as to their claim by character, or their right by residence. This principle has been successfully adopted in different places. In the parish of Greyfriars, Edinburgh, Principal Baird, whose attention to the affairs of the poor is well known, introduced a parochial association, retaining the former division of the parish into six districts, but conjoining with the two Elders who superintend each district, two assistants from the general meeting of contributors, and a president, vice-president, treasurer, clerk

and officer.* In a letter from that respectable gentleman, † he states, “ I proposed this multiplicity of managers for two reasons;—first, I wished for obvious causes to subdivide the labour of inquiry and visiting, that it should not in any case occupy too much time, while ease and certainty of acquaintance might in every case be secured;—and in the second place, because on the one hand, the Elders would not I feared have been satisfied, had they been restricted merely to the drudgery of collecting information for the consideration and judgment of others; and on the other, the general contributors to the funds of the association would on their part have scarcely been satisfied, had the Elders been left with the sole and exclusive distribution.” A similar scheme was pursued last year by Dr. Ogilvy, the minister of Old Machar, (Aberdeen) a parish consisting of 14,000 inhabitants; where the ordinary funds were found quite inadequate to the support of the poor, and the unassisted efforts of the Session altogether incompetent to the management. To relieve the first, it was recommended to enlarge the funds by voluntary contribution in preference to assessment;—and to remedy the second, it was proposed to extend the management by calling in the aid of respectable parishioners. “ What the Kirk-Session,” he says, “ could by its single efforts, at best but imperfectly perform,

* Proposed Regulations for a Parochial Association, 1794.

† Nov. 7, 1817.

has during the last two years been happily effected, by the kindly co-operation of the members of this Society." * Systems, analogous in principle, but different in detail, are pursued on different parts of the continent, particularly at Manheim and Hamburgh. If a plan on the above basis could be effectually adopted in this city; if the parishes were sub-divided into a sufficient number of districts; if these districts were minutely inspected, and vigilantly superintended; and if, in this way, a complete knowledge was acquired of the character, habits, circumstances, earnings and wants of the applicants for legal charity, their necessities would on the one hand be relieved, and on the other, a constant and operative check would be maintained against profligacy and imposition. To facilitate this object, it has been proposed that one complete register should be kept of the whole stated poor; that all dissenting congregations, and charitable societies whether corporate or private, should be requested to communicate the particulars of their regular pensions; that thus, by reference to an alphabetical arrangement, with proper columns, the requisite information as to each individual applicant for relief may at once be obtained; and that the result of the whole establishment for the poor may be concentrated into one focus. This business would be conducted by the superintendent of the Hospital, as afterwards detailed.

* Letter to the Heritors and Gentlemen of Old Machar, 1817, p. 19.

Another plan has been suggested, by employing, in place of gratuitous labourers in the vineyard of charity, professional and paid superintendents. The Directors are aware of the nature and duties of the officer attached to the Hospital, but as it appears to have been intended that he should embrace a much more extensive field, your Committee will quote the minute of his appointment.* “That an Overseer of the poor shall be appointed, whose business it shall be to make an alphabetical list of the paupers and children belonging to the House, but not maintained in it; to visit them frequently, and to give in a report concerning them, to be regularly laid before the weekly Committee;—and also to make an alphabetical list of all the paupers of the city, receiving pensions, or occasional aid from the several parochial Sessions of the Establishment, and, as far as he can, from the Sessions of the dissenting congregations, from the fourteen incorporated trades, and from other voluntary societies, instituted for the relief of the poor of this city, such as Graham’s, Buchanan’s, Old Man’s society, and other such benevolent institutions; for the purpose of ascertaining the whole sources of relief, to which every pauper has access within the city;—that as this class of people must be constantly fluctuating, the Overseer ought to be no less constantly active to inform himself of the al-

* February 16, 1815.

terations which take place, and to mark them in his list;—that this list shall be laid regularly on the table of the weekly Committee for their inspection; which Committee the Overseer himself shall regularly attend, either to give information respecting the poor of the city, or to receive such instructions as the Committee may think fit to give him in his inquiries respecting them;—that it will be an important part of his office to watch over old, infirm, and poor persons, who take up their residence in the city, without having the means or ability of maintaining themselves, independently of aid, until they make application for supply on the public funds, that they may, by due authority, be either warned to remove, or be so noted as they may not become a burden on the public funds of the community.” The Directors are acquainted with the full competence of the person appointed to this office, but whether from the extent of the duties imposed, from the inadequacy of the remuneration, or from any obstacle interposed, he has never carried his regular research beyond the immediate business of the Hospital. It might, therefore, on such a plan, be a proper arrangement to enlarge his salary, and to appropriate his services to the affairs of the poor, so as to enable him to fulfil the above instructions. If still he found the task too arduous for a single individual, other overseers might be appointed, either with independent or subordinate powers. If this scheme be adopted, provision must be

made for a complete and effectual understanding between the sessions and superintendents.

A third proposal has been made to amalgamate the two systems; to unite the funds of the Session and those of the Hospital into a common stock; and to appoint two different Committees for the distribution of the fund—the one, which may be called the Sessional committee, before whom the poor of the Sessions, as recommended by the respective elders, are to appear weekly, and to receive a pecuniary supply—the other, which may be called the Hospital committee, to consider of those cases where the aid from the other committee is insufficient, and to administer relief in meal or in money, or, if necessary, to receive into the House. As this is nearly the mode adopted in Edinburgh, it may be proper shortly to advert to the particulars of the institution in that city. The Charity work-house was established in 1740. It was founded on the plan of providing for the poor by the exertions of their own industry, on the same principle as the Hospital here, and the work-houses in England. Previously to that time, the administration was entirely conducted by the Ministers and Elders, but after the erection of the House, a contract was made between the Town-Council and the General Session, by which, on the one hand, the City agreed to appropriate £200 per annum for the support of the establishment, and on the other, the Sessions consented to communicate the whole

of their funds. The entire management of the poor was then committed to the directors of the House, composed partly from the sessions, and partly from the civil authorities, with the treasurer.* There are 96 managers, out of whom 15 are elected for the transaction of ordinary business. Every petition must be attested by a Minister and Elder, or two respectable householders. Of 1881 paupers, during the year ending July 1817, 884 have resided in the House, and 997, including children, have been supplied out of doors. Such is the management of the poor in the city of Edinburgh, and in the West Kirk parish, where there is also a large work-house, it is perfectly similar. The plan has certainly all the advantages of simplicity, but it seems deficient in the requisite division of labour; and in point of fact, it is a general complaint in Edinburgh that the cases are not properly investigated, and that a great part of the duty devolves on the treasurer. The proposal, as applied to this city, is not exactly similar, and may probably be more eligible. There is one part of the plan, however, from which your Committee feel it their duty to express their dissent—that of obliging the whole sessional poor to appear personally, at one time and in one place. It appears to them, in the first place, that in some cases it is impracticable for the paupers to come to the Hospital, from want

* Contract of Agreement, February 23, 1740.

of health or ability—a difficulty which will be increased when the House is removed to a greater distance;—in the second place, that all that can be learned by personal inspection is of little value, and that it is by visitation and inquiry, that the information is to be properly obtained;—in the third place, that such a congregation of multitudes would be attended with injurious effects, because it would occupy the *time* of the paupers, which if they be industrious, should be saved, and if they be idle, they should not be served; because such an unseemly collection, as is known by experience in England, tends to quench the feelings of shame, which it is desirable to cherish; and because it would have the effect of diminishing the distinction between those of the regular poor whose only care is to get their allowance augmented, and the occasional poor whom a little temporary aid would relieve, who can only be supplied with advantage privately, and who would blush to be mustered in the roll of common supplicants.

Your Committee have considered it their duty to lay these different plans fairly and fully before you. On a subject of such practical difficulty, they wish to abstain from offering any decided opinion. On one point, however, they entertain no hesitation, and that is, as to the propriety of some improvement on the present practice. It remains with the Magistrates and Sessions to decide on the means.

It will be expected that your Committee should not, on this important subject, omit the attention that is due to the late suggestions of a zealous Minister of this city, which he has illustrated with his usual energy.* The essence of his plan is to confine the legal assessment to the existing generation of paupers;† to apply the disengaged fund to the establishment of churches;—and thus, to invigorate the impulse of voluntary collections for the new cases; to multiply the number of pa-

* Edinburgh Review, No. LV. Art. 1.

† This idea seems to be adopted from Malthus, who proposes a gradual abolition of the poor laws, by a regulation that “no child, born from any marriage taking place after the expiration of a year from the date of the law, and no illegitimate child born two years from the same date, should ever be entitled to parish assistance.” Vol. III. p. 179. The Committee of the House of Commons recommend a safer and more gentle restorative, by the communication of additional aid to Parochial Benefit Societies, so as to enable them to increase the allowances for those who can, and to pay for the admission of those who cannot contribute; with a power to the parish “to reduce prospectively its proportion, without affecting the rights of existing contributors, so as gradually to render the people dependent upon their own contributions only, and in the mean time to destroy the familiarity with parish pay, which it is above all things desirable to eradicate.” Report, p. 13. Of all institutions, those are the most effectual which provide for the wants of the labouring classes from the resources of their own industry; which maintain their spirit of independence, and cherish a habit of economy and foresight, with all the domestic virtues and political benefits that follow in their train. It is impossible to calculate the advantage which will accrue to the country from the establishment of provident banks. Friendly societies, if instituted on a proper foundation, are certainly very beneficial, but besides the hazards to which they are sometimes exposed, they act more as a palliative to pauperism, securing a certain refuge in the time of sickness or distress;—while saving banks operate as a preventive, not only providing against want, but stifling the birth of profligacy and dissipation.

rishes ; to narrow the field of superintendence ; to cement the intercourse between the administrators and recipients of charity ; to increase the professional influence of the ecclesiastical overseers ; and to extend the benefits of moral and religious information.—With the efficacy of instruction as an instrument of amelioration, particularly of the young ; with the consequent advantage of churches for the poor, to whatever denomination they belong ; with the necessity of local subdivision, as the means of intimate knowledge and salutary superintendence ; and with the ultimate benefits of the cessation of compulsory rates, every thinking person must coincide. But whether it would be politic or prudent, in the course of a single generation, to stop the accustomed source of supply ; whether it would be expedient or constitutional to divert the legal assessment into the channel of an ecclesiastical tax ; whether the moral remedy proposed would be adequate to the anticipated effect of the cure of pauperism ; or whether there are not, amongst the numerous maladies that flesh is heir to, other sources of the disease to which the medicine affords no antidote, your Committee do not consider this the proper place to inquire. They are happy to understand that the able author means to prosecute his inquiries in a more practical form ; but in the mean time they may be permitted to remark, that there is a distinction in the analogy between the limited and fixed population of a country parish, and the extended and fluctuating population of a great city.

Your Committee having considered it equally due to the author and to the public, to submit the above remarks to himself, he has favoured them with the following developement of his ideas, which they beg leave to insert without further comment.

“Still, however, it may be remarked of this plan, that in the first place it would be greatly more smooth and gradual in its operation than one is led to conceive, either from the entireness of the proposed change, or from the magnitude of its promised result. The different kirk-sessions delivered from the burden of all the existing cases, would, in the first instance, only have to do with the new applications for relief—and it must be obvious, that for some years their work would be lightened by such an arrangement—and the collections, more liberal as they would undoubtedly become under this system, and more than sufficient for a certain time to meet all the new objects of charity, would in fact accumulate into so many distinct capitals, enabling each of the Sessions to prolong the period of its independence on other sources of supply. And here it deserves to be remarked, that when the expenditure of all the parishes is derived out of one common stock, the administrators of each of them do not feel so stimulated to the labour of a wise and vigilant guardianship, as when under the arrangement of distinct and independent funds each Session has the object assigned to it of squaring its own pecu-

liar expenses with its own separate and peculiar resources. Under the present system the competition among the parishes is—who shall get most out of that common treasure to which each contributes only a fractional proportion. Under the proposed system each set of administrators would draw from a fund, with the keeping up of which, as well as with the giving out of which, they had entirely and exclusively to do. It is needless to dwell on the mighty excitement that lies in this single circumstance to the practice of a strict and careful superintendence—how each Session, with the feeling and the impulse of a nearer concern, would instantly become more active, both in expedient and operation,—and look about for the most effectual safeguards and auxiliaries over the face of its own parish—and at length find their way to those most powerful and at the same time most popular of all auxiliaries, even such men of character and respectability as reside among the poor themselves, and who by being invested with the rank and the responsibility of office, could be made to take a most useful interest in the concerns and management of the parish. It may at least then be said of the plan in question, that it looks a likely one for leading to that minute and judicious filling up of the city with residing agents, the advantage of which has already been pressed upon the attention of your Committee.—And it must appear to many, that with a separate and living principle of activity thus established in each parish, all

the benefits of local and statistical arrangement will sooner be arrived at, than under the cumbersome machinery of one great and extended management.

“ And here it must not be omitted, that with any feasible plan which points to the extinction of assessments, there is every reason to believe a very general co-operation on the part of the respectable dissenting interest in this city. There must be a natural aversion on the part of the members of any other denomination, both to contribute to the general poor of the place, and also to award a separate maintenance to the poor of their own body. Hold out the prospect of release from the former burden, and the latter we hope with confidence will be cheerfully borne by the great mass of those who are without the pale of the establishment—thus opening a prospect of a most important pecuniary addition to the resources of the proposed system, and rendering the formation of the requisite agency of superintendence far more complete, and far more practicable.

“ And as to the additional churches which are to arise out of the ruins of the present system, we are sensible that the pointed and particular way in which it is proposed to apply the disengaged fund, has given this part of the plan in the eyes of some the most odious and unpopular of all aspects. Let this then be dropt out of the contemplation of

the Committee altogether. Let the disengaged fund revert if they will to its present contributors through the gradual diminution of the assessment. Let the experiment fairly be entered upon with the present number of churches, that we may see whether, in the course of a few years, the more liberal collections, and the more kindly and efficient superintendence, and above all, the more moderate habits and expectations of the people, who are ever found to be more easily served and more easily satisfied under a mild system of parochial jurisdiction, than under the grim and jealous guardianship of a great legal establishment, will not recommend the scheme in question, by its own tried and demonstrated efficacy. And should this be the result, we shall be willing to confide the measure of additional churches to the feeling of the public, and to the conviction of those who are the legal superintendents of the public interests of the city. Instead of proposing these churches as so many compulsory erections grafted on a system the result of which is yet to be ascertained, we shall be willing to have them as the well-earned rewards of a system put to the proof, and found to fulfil all its promises. We have little doubt that from its commencement a mighty enlargement will be given to the weekly collection, and a more effective distribution of it will be accomplished amongst the real poor, and a closer intercourse will be established between the different ranks of our community, so as to augment the exercise of individual benevolence; and a more powerful

operation will be given to all those delicacies of character of which the lower orders are abundantly capable, and on the strength of which it is found that the whole concern of pauperism has, in many instances, both in agricultural and manufacturing parishes, been kept at a very humble fraction of the expense that is always sure to be incurred under the principle of a compulsory provision. Let the measure of additional churches never cease to be urged on the higher ground of Christianity. But when viewed in connexion with any plan for the extinction of pauperism, the public have a right to wait for some experimental evidence of the good resulting from its operation—and should they not be disappointed, then will be the time for raising these churches, both as a token of respect to the system, and as a mean of extending its advantages.

“ And as to the peculiarity which is supposed to attach to a manufacturing population, all we request of the Committee is, an actual putting forth of their attention to the real character of this peculiarity, and to such facts as may be collected on the subject from the present state and the past history of pauperism. It is easy to rear an aphorism upon this matter, the very utterance of which will carry along with it all the power and authority of a pass-word—and that not because people think of the truth and reason of the aphorism, but just because they do not think at all. There is, we admit, a peculiarity in the circumstances of a

trading city—but this very peculiarity we contend, instead of being on the side of a compulsory provision, points most forcibly and most conclusively against it. In the agricultural districts of England, it is found that the poor rates have augmented as rapidly and as resistlessly as in their great cities, which would not have been the case had there been in the latter situations any more peculiar or indispensable necessity for this method of relief than in the former.—And it has been experimentally found throughout all the large and commercial towns of England, that a compulsory provision, instead of being adapted to the object of smoothing or equalizing the reverses of fortune amongst the operative classes, so as to secure for them a more uniform rate of maintenance than obtains in similar towns of Scotland or of the continent, has just had the effect of darkening every period of adverse fluctuation, of adding to the weight of its difficulties, and aggravating all those peculiar distresses to which a manufacturing population is liable.

“What in fact is the best defence of a people against the evils of a state of fluctuation? Their own providential habits, and these are what a compulsory provision goes directly to extinguish. What is it that most increases the difficulty of providing for *occasional* poor?—The being previously burdened with a number of regular and ordinary poor, and this number it is the lesson of all experience is sure to be augmented by a compulsory

provision. What is it that most discourages the wealthy from putting forth their liberalities to meet any incidental visitation of distress?—The apprehension that by so doing they will familiarize all the temporary sufferers to the habit of receiving, and so lay a permanent augmentation on the regular and established pauperism of the place: and therefore if there was no such system, the extra cases which occur in a season of difficulties would be far more cheerfully and amply provided for. But if instead of arguments we are required to produce facts upon this subject—we ask, what were the towns which felt most helpless and embarrassed in the last great fluctuation that came over the trading world?—Just those towns where the method of compulsory provision had been longest in operation. After all, these were the towns where an effort of gratuitous and extraordinary benevolence was most called for. And as if to prove, not the peculiar suitability, but the peculiar inaptitude of any compulsory or legal establishment to the needs of a manufacturing population, these were the towns where benevolence was most heavily discouraged by the burden and the exhaustion of the already existing pauperism. We have therefore to implore the Committee that they will bethink themselves of these facts and these considerations, ere they give way to the delusion that a compulsory provision is indispensable to Glasgow, because it is just that peculiar expedient which meets the peculiar necessities of a great and manufacturing community.

We affirm the entire and diametrical reverse of this. If there be one thing for which such a provision is more peculiarly fitted than another, it is to bring a sorer aggravation on all the distresses to which an operative population are liable. The way of meeting their distresses is not by setting up and extending a system of relief that shall be regular and constant in its operation, for this just brings a constant pressure upon the town, that weakens and incapacitates it for all such extraordinary efforts of benevolence as are called for by extraordinary visitations. The distress arising from fluctuations of trade ought in fact to be committed to those impulses of public benevolence, which the occurrence of such fluctuations is ever sure to awaken. And the Committee may rest assured, that when benevolence is not weighed down by a load of previous assessments, and where it is not discouraged by the apprehension, that with all its efforts it is just nursing the disease of ordinary pauperism—it will come forth in every season of incidental suffering with an alacrity and a power altogether commensurate to the urgency of the occasion.

“ We could go over the whole of England for the proof of these observations—but let us confine ourselves to such facts as may be gathered from our own immediate vicinity. The city of Glasgow, the parish of the Barony, and the parish of Gorbals, may be considered as in three distinct stages in respect of their ordinary pauperism. In Glasgow

there has been a regular compulsory provision instituted for a great many years. In the Barony this method has recently been put into operation—but in Gorbals, that exclusively manufacturing parish, where the population borders on twenty thousand the method is still unknown; the only legal organ of expenditure being the Kirk-Session, whose average revenue is £350 per annum. In point of fact then Glasgow did require a greater proportional quantity of extraordinary relief last winter than the Barony; and by far the least proportional relief was given to the Gorbals—thereby proving that the fluctuation, to meet and relieve which the method of legal assessments is contended for as so indispensable, was least felt and most easily relieved in that district where assessments have not been resorted to.

“ We think Gorbals by far the most striking example that can be quoted of the possibility of sustaining a manufacturing population, and that by the simple apparatus of collection and distribution which still obtains in the majority of Scottish parishes. Restore this system to each of the parishes in Glasgow, and under a new division there is not one of them that would have nearly so much as one-half the population of this suburb parish—or in other words, let the present system of management be broken up—let the operation of the Town Hospital be gradually suffered to die away from the habits and remembrance of the people—let an independent parochial jurisdiction

be assigned to each of the Kirk-Sessions—and in time each of them would have a task to fulfil not half so difficult or so impracticable, as in the case of the Gorbals is at this moment in actual performance before our eyes.

“There is one difference between this plan and all the others which have been submitted to your Committee. It is the only one which points to the extinction of a compulsory provision, and till it be actually put to the trial, it certainly cannot be said to have any positive experience against it. The object of the former plans is to restrain the increase of the expenditure under a system of compulsory provision. Now it is the experience of two hundred years, carried over the whole surface of England, that under no modification, and no variety of management which has yet been devised, can the expense of poor rates be kept down, after the principle of poor rates has begun to be acted on. In other words, the adoption of any of the former plans there is reason to fear will be an irrevocable consignment of the town to a pauperism that must ever increase, and become a constantly accumulating burden upon the community. And thus much may be said of the last proposed plan, that, now that the public mind is more enlightened about the mischief of assessments—now that under the alarm of a threatened evil, there is every reason to believe that the community would enter with heart in hand into any

likely measure for the extirpation of it—now that a ready co-operation may be counted on among individuals of all denominations—now that education is extending among the people, and Saving Banks, with other economic institutions, are exerting a salutary influence on their character and habits—there surely never was a time when the experiment could be begun with greater hopes of success, or with an assemblage of more promising circumstances for bringing it to the wished-for termination.

“ We have just time to advert to one obvious benefit which would result from the resolution of the present system into so many distinct parochial managements. It would take off from that treacherous glare of magnificence which accompanies the operations of one great and undivided concern, and which has so powerful an effect both in producing a larger importation of poor from the country, and in producing extravagant hopes and an undue dependance on the part of our own poor. The advantage of the less ostentatious way that consists in the separate movements of distinct parishes, would be especially felt in a season of fluctuation; and we confidently affirm, that with the establishment of a vigorous parochial agency, under such a plan of management as has now been suggested, the whole distress of last winter would have been met with less dissatisfaction to the people, at a very small fraction

indeed of the expense that was incurred by one large and general subscription."*

Having thus laid before you the present and the proposed systems of management with regard to the out-door legal poor of the city, your Committee have next, in conformity with their instructions, to call your attention to the subject of *mendicity*—a subject which has frequently occupied the deliberations of your predecessors, and which, though as a branch of police, it may form the peculiar province of the executive authorities of the city, yet connected with the funds of which you are the guardians, and with the legal poor of whom you are the protectors, falls with the utmost propriety under your cognizance.

Your Committee will begin by bringing under your review the proceedings of the Directors on this important point. One of the very first regulations in 1733 was, "that for the more effectual suppressing of beggars on the streets, the Directors should have powers to incarcerate all vagrant persons." This was obviously a magisterial authority which they could not legally exercise.

* In the above remarks there are some misconceptions, which a perusal of the Report will rectify. The Committee did not consider such a radical alteration to be within the scope of their instructions.

In 1741, it was agreed "That six staff-men should be appointed, one for each parish, who with their batons are to go through every day, and search for and take up all beggars, and bring them before the Committee for examination, and expel the stranger beggars, or send them to the correction-house." This regulation was in conformity with the Scotch Acts of Parliament, but it appears to have proved ineffectual. In 1746 it was determined "that those of the poor who are entitled to city charity be provided, to prevent begging, and that others who have no title be suppressed." To this end it was settled, that a proclamation should be published from the pulpits, ordering all the poor to repair to their respective sessions for investigation and relief;—that each session should give in a list to the Directors of the poor who were to be provided; that all beggars should be apprehended, and brought before the Magistrates for imprisonment or banishment; that no houses should be let to strangers without testimonials; * that the names should be taken of all incomers, to ascertain how far they were able to support themselves, and give security that they should not become a burden to the city; and that the enrolled poor

* Among the preventive checks to begging, in an Act of the Magistrates of Edinburgh, in 1685, it is ordained that "no person set their houses within the city to any unfree persons, without a special ticket from the baillie of the quarter, under penalty of ane unlaw of twenty pounds for ilk person, with the escheat of a year's mail to the town's use." *Wodrow's Church Hist. Vol. II. App. p. 157.* Even Wodrow pronounces this "a very good Act," and, engrossed with ecclesiastical objects, hopes that "it will oblige all to whom houses are set, to conformity and subjection to—the church." *Vol. II. p. 578.*

should go to the Hospital, and receive a meal each day." These orders were too minute and inquisitorial to admit of execution, and accordingly, in the next year, 1747, the subject was renewed by the preamble "that albeit several statutes and rules have been made for restraining begging," yet "several of the poor do still continue begging, and refuse to go to the Hospital, where they may have both bed and board;" and it was recommended to the Magistrates to proclaim, "from the pulpits, and by *touch* of drum," that all beggars would be taken up and sent to the correction-house. No regulations appear to have been adopted further till the year 1773, when it was agreed to try a plan "for providing three meals a day to each of the begging poor, who shall receive badges, to restrain begging." This experiment, as might have been foreseen, proved equally unsuccessful, and the practice was allowed to continue till 1801, when it was resolved to have recourse to the Police Act, recently passed "with a view to put the law into execution against vagabonds, idle and disorderly persons, public and sturdy beggars, and other persons who follow no lawful employment, and particularly to prevent such from acquiring residence in the city." It appears that the new powers conferred on the Commissioners of Police, were as inoperative as the functions of the former authorities of the city, and that the nuisance still existed. The last Minute that appears on your Books is so clear and comprehensive that your Committee shall beg leave to quote it entire.

"28th Feb. 1805. The Preceptor called the at-

tention of the Committee to a particular description of persons, who are to be met with frequently on the streets and lanes leading to the city. The first class consists of objects entitled to the charity of the city, but who, from being lame or blind, or otherwise visited by some imperfection or malady, find it more advantageous to call forth the compassion of passengers, than by applying for, and living upon, regular charity. The second class he considered as exactly of the above description, but who come from neighbouring or distant parishes. The third class, he observed, were numerous, and consisted of those who go from door to door, whose tales of wo and indigent appearance present a strong claim to the compassionate, and a tax more painful to the feeling mind, and heavier to bear than the legal proportion with which they are assessed for their necessary maintenance. He therefore requested the Committee would take into consideration the propriety of receiving the first class into the house—the necessity of adopting some plan of sending those of the second and third class to the parishes to which they belong—and of enforcing some severe regulations respecting those who go about begging, and at the same time are supported by public charity.” A Committee was accordingly appointed to consider of the subject, and confer with the Magistrates, but although the remit was more than once renewed, no Report appears to have been presented, and certainly no measures were adopted.

It has unquestionably remained a blot on the ci-

vil institutions of this great city, that the nuisance of public begging should have been allowed to exist, almost unrestrained, even to the present day. The idleness, the profligacy, and the impudence, of a great majority of these vagrants—the bad example which they exhibit—the clamorous impertunity with which they solicit—the impostures which they practise—the impossibility of discriminating the proper objects of relief—and the certainty that most of them are mere actors, on the stage of public sympathy, are more than sufficient reasons for every well-regulated community using the most effectual measures to extirpate the evil.* And it must add to the reproach—it must

* “ Begging is, in the able, a scandal upon their industry, and in the impotent, a scandal upon the country. Giving alms is no charity. Poverty does not lie among craving beggars, but among poor families, where the children are numerous, and where death or sickness has deprived them of the labour of the father; these are the houses that the sons and daughters of charity should seek out and relieve. Alms, ill-directed, is an injury to the public, and no charity to the nation.” *Defoe's Tracts*, 1704. “ The relief and support of the common mendicant is far more wasteful and expensive than of the parochial pauper, and the constant example of individuals fed and maintained without their own personal labour or action, produces on the minds of the labouring poor a continual check to industry and exertion.” *Bernard's Preface to Reports of Society for bettering condition of the Poor*. Vol. V. p. 106. “ Alms given in the street, without investigation, are bounties on idleness and fraud;—every shilling so received is a robbery from real distress.” *Report of Bath Society*, 1809. “ Experience has proved, I believe, without a single exception, that poverty and misery have always increased in proportion to indiscriminate charity.” *Malthus on Popul.* Vol. II. p. 258. “ The common beggars, in general, unite pilfering with begging. They are, with very few exceptions, utterly worthless and incorrigible.” *Evidence before Committee of House of Commons on Mendicity*, p. 73. “ Till the nuisance of common begging is prevented, all other regulations of the wisest legislation will be fruitless.” *Burn's Hist. of Poor Laws*.

aggravate the blame—when your Committee feel themselves under the necessity of informing you that some—nay, that a great number of those very beggars are pensioners on the public charity—on the rolls of the several sessions—on the funds of your own Hospital. For what purpose, then, is the institution of the legal provision? For what end do the inhabitants contribute at the church doors? For what use is the assessment imposed on the citizens? Is it not the very foundation of the Scotch acts, and the principle of the Scotch practice, that “the poor may live unbeggand?” It has been offered as a palliative—nay, it has been urged as a justification, that the monthly pensions from the Sessions, and the periodical allowances from the Hospital, are insufficient, and that it is necessary to make up the deficiency by begging. Whatever truth there may be in the premises, it is most certain that nothing can be more impolitic than the conclusion. What the allowance to the out-door paupers ought to be, is often a difficult point to decide, and must be regulated by the circumstances of the case, after mature investigation. No person should be maintained by charity in the same manner that he lived by labour. There ought not only to be a descent from station, but an abridgement of comfort, and the object ought never to be more than a mere decent subsistence. That the regulated pensions are inadequate of themselves for the support of a family, there can scarcely be a question, but the intention was not to afford the sole means of support, but to assist the efforts and supply the

deficiency of their own exertions. If the sums afforded be too small to accomplish that object, then they ought to be augmented, but this should be done with great caution. If the paupers be altogether impotent, they should be transferred to that class for whom corresponding provision is made. But it is much to be feared, that it is not from necessity but inclination—not from the inability to procure subsistence in an honest manner, but from the love and the gains of a strolling life, that most of these miserable creatures pursue the trade and practise the arts of mendicity; and it ought not to be tolerated that the pensioners on the public charities of the city should be allowed to disgrace the streets as common vagrants, and exhibit the same scenes of indolence, and vice, and profligacy, that characterize the class of beggars in general. Before your Committee conclude this Report, they will have occasion to recur to this subject, as to the best means of prevention, when they bring under your review the erection of a House of Industry.

With respect to the stranger beggars, of whom there was lately an immense influx from Ireland and various parts of Scotland, the law is perfectly clear. The Act 1579, ratified by several subsequent statutes and proclamations, “statutis and ordainis, that all pure peopill, within fourty dayes after the proclamation of this present Act, repayr to the parochins qhair they were borne, or had their maist common resort or residence the last

seven zeirs bypaste, and there settle themselves under the paine to be punished as vagabonds." * The only alteration that has occurred on this law, is the term of residence, to entitle to a settlement, which was afterwards limited (1672, c. 18) to three years, preceding the poverty of the claimant.—Nothing can be more obvious than the expediency of enforcing this regulation, and removing the vagrants who crowd into the city, so as to prevent their obtaining a domicile and a title to support. A proportion even of the legal poor are reported to have been of this description—persons who are not natives, who have not previously obtained their subsistence by industry, and have gradually crept in and fastened on the funds of our own poor. "The managers of poor's funds," it is justly observed by Dr. M'Farlane, "particularly in towns, must keep a very strict watch,

* This obligation on the poor to repair to their own parishes for support is essentially different from the English law of removals, by which all persons "not settled, or in the way of getting a legal settlement, as by having a hired house of £10 per annum, or living in an annual service, may be removed to their own parishes, on complaint of the overseers, if they shall adjudge them *likely to become* chargeable to the parish, into which they have intruded,"—*Blackstone's Com. Vol. I. p. 364*—a law which has justly been pronounced to be in direct contravention of civil liberty, and of those circumstances "that promote the free circulation of labour, and remove the obstacles by which industry is prohibited from vailing itself of its own resources." *Pitt's Speech*. On the contrary, "the Scottish artizan or labourer may, at his own discretion, change his abode, without challenge or control, if he only avoid those idle and vicious habits, which expose him, as a rogue or vagabond, to the cognizance of the criminal magistracy." *Hutchison's J. P. Vol. II. p. 65.*

not to suffer any person to reside among them, whose family may become a burden on the community, or they must lay their account to be exposed to a very heavy expense, with which they are not properly chargeable."* It appears from the extracts of your Minutes already quoted, that the subject has frequently and seriously engaged the attention of the Directors, but the means of remedy have never been systematically and properly applied. It is here that the inefficiency lies. The Magistrates have at different times issued edicts, and during the last year they were extremely vigilant, to compel the performance of the law, through the medium of the police establishment. Still, however, the nuisance recurs. The streets appear for a short time free of these vagrants, but they do not leave the town;—they merely hover about the precincts, and seize the first moment of magisterial inactivity, to re-appear in their former swarms. Some constant and decisive system of operation, therefore, is indispensably requisite to remove this public plague, and to prevent an increasing load of pauperism. The mode prescribed by the Scotch Acts of a Register of the poor containing the place of their birth, the time of their residence, the state of their family, and the means of their subsistence—if regularly and effectually conducted, would afford the requisite information, and lay a proper foun-

* Inquiry concerning the Poor, page 66.

dation for subsequent procedure. But there must be some person duly appointed and fairly paid, for taking the management of the business, and keeping a quick and vigilant eye over the ever-varying motions of this class of the community, to detect their cunning, and to prosecute the most effectual measures for relieving the town of the pest and the shame of common mendicity. In the year 1782, when the subject of stranger poor was brought under consideration of the Directors, they resolved that "to prevent such from fixing a residence in the city, the Rev. Dr. Porteous be solicited to take upon him the office of guardian of rights of the poor who are entitled to the charity of the city, for the space of three years, at a salary of six hundred merks." It certainly would have been a preferable plan to devolve the duty on a superintendent, whose sole attention was devoted to the business of the poor.

As your Committee will afterwards submit their sentiments on the best means of suppressing mendicity, they will confine their attention at present to the subject of removals, which is an indispensable part of every plan, and one of the first steps adopted by the society in Edinburgh, who have been so succesful in removing the nuisance from that city, was "a proclamation by the Magistrates and Sheriff, warning all who had no legal claims upon the place, to repair instantly to their respective parishes," and assis-

tance was afforded to enable these paupers to leave the city, by which it was at once relieved of two hundred and thirty-seven stranger beggars, at the trifling expense of £15:6:10.*

Before concluding this part of the subject, your Committee feel it incumbent on them to state that, in the whole of this Report, they disclaim every intention of interfering with the humane exertions of societies and individuals. Aware from experience, that the stated and enrolled poor are in general far from being the most meritorious objects, they would wish to give the fullest scope to the delightful and commendable exercise of private benevolence. This is the genuine, unshackled, unstinted exercise of charity, which seeks out the unobtrusive and deserving subjects of relief; which “blesseth him that gives and him that takes;” and which, when originating from right principles, will be recompensed with the best reward, “I was sick and ye visited me.” To strangers of good character, the aid is peculiarly appropriate. That persons must often be in distress who are not entitled to the legal charity, whom it would be impolitic to remove, and cruelty not to relieve, there cannot be a doubt, and the highest sanction is afforded for benevolence in such cases—“I was a stranger, and ye took me in.” Your Committee would merely, on this delicate

* First Report of Edinburgh Society, p. 22.

topic, submit two considerations;—first, that such relief should be most sedulously confined to the meritorious and the industrious, and that it should be applied solely as a temporary boon, in cases of sickness and want;—and, secondly, that information should be communicated to the superintendent as to the procedure of the societies, to prevent any abuse of their well-meant bounty. Attention to these points will remove all solid objections to social or private charity, whether to strangers or residents; and so far from creating a burden on the community, such a prudent application of relief, while it gratifies the finest feelings of our nature, and discharges a commanded duty of religion, will have the effect of saving the deserving from ruin, and preventing the increase of legal burden



Your Committee having so far cleared the way, will now proceed to report as to the best mode of providing for the wants of the poor—whether in their own habitations or in an hospital. As very opposite opinions have been entertained on this question; as many humane persons are still impressed with the idea that the English

practice of work-houses is the most economical, comfortable and effectual; while others, at least equally intelligent, are convinced that the plan is delusive in theory, and still more injurious in practice—it is indispensably necessary to form clear and accurate conceptions on a subject which lies at the very root of your future procedure, before determining on the plan, the size and the structure of the new establishment.

In a general view, it should seem that the mode of administering to the necessities of the poor in their own houses is the most advisable. In this way, the cases will be more likely to be accurately ascertained. The domestic circumstances of the applicants will be apparent on the visits which are made, and a tolerably correct criterion will be afforded of their wants. If doubts are entertained, and their story require to be scrutinized, their neighbours will be able to confirm its truth, or to detect its imposture. Inspectors in the different divisions will acquire a competent knowledge of the individuals, and the requisite facility of appreciating their deserts. If the poor be industrious to the extent of their ability, and if the amount of their earnings be inadequate to their maintenance, the deficiency will be more easily known, and more properly supplied. If they appear incapable of providing for themselves, it can be seen whether the cause be temporary or permanent. If it originate from sickness or disease, they can be furnished with medical aid,

and may thus be restored to health and capacity. If they be weakened by age, or afflicted with incurable ills, they can be furnished with a regular supply of the necessaries of life. If they prove worthless, their allowance may either be abridged or withdrawn. *Time*, which is the capital of the poor, will thus be saved. Whatever they acquire will be their own, and they will be careful to economize it. The corrupting associations of public institutions will be avoided, and the domestic attachments will be preserved, which are natural to all classes of the community—the source of many of the virtues that adorn, and of all the comforts that endear life.

On the other hand, this mode of supplying the poor is also subject to objections. To obtain a sufficient number of persons who have time, judgment and perseverance, to perform the requisite duty; to visit the poor not only at first but regularly; to scrutinize their different cases; to ascertain the quantum of their exertions; to investigate whether they be really entitled to relief, what aid should be granted, in what form it should be administered, and how long it should be continued—to find such labourers in the field of benevolence, is at all times difficult and often impracticable. And, to bestow public charity without this inquiry—to give it in the easy and indolent shape of pensions, without due and periodical research, is merely to engender idleness and to augment pauperism; for it is certain that there are many in the

inferior ranks, who, though they have too much spirit to beg, have little inclination to work, and would readily grasp at such relief, bestowed in a manner which is not exposed to public observation.

It was from a sense of these difficulties that charity work-houses were originally instituted in England. The mode adopted was first to take a list of all the poor, and then to build a house sufficient for their reception, where the easiest kinds of manufactures were to be carried on, and where overseers were appointed to conduct the management, to regulate the maintenance, and to direct the industry, of the inmates.*

This plan presented every prospect of benefit. In point of humanity, it promised to supply the wants, and to alleviate the distresses of the miserable ;—in point of policy, it promised to suppress

* The first proposal of charity work-houses has generally been attributed to Chief Justice Hale. The discourse, however, of that excellent person, "touching provision for the poor," was not published till 1683, while "Stanley's Remedy," where the plan is distinctly detailed, was printed in 1646. *Eden's State of the Poor, Vol. I. p. 165.* The system appears to have originated in Spain. In 1578, after the price of commodities rose in that country, by the influx of the precious metals from America, and great distress consequently prevailed among the lower classes, the Cortes proposed the erection of work-houses, and in 1598, they were actually introduced. *Guarinas, Economico Politica, 1801.* A very able production on the subject, which was referred to by Mr. Pitt, and which suggested some of the provisions in the Bill of that eminent statesman, was published by Thomas Firmin in 1678. It was reprinted by a "Citizen of Glasgow," among "Pamphlets on the Poor," in 1787.

idleness, and to prevent imposition ;—in point of morality, it promised to check vice in the old, and to promote instruction, industry and virtue, in the young ;—and in point of economy, by the whole paupers being collected under one roof, where the same servants, the same fires, the same cooking apparatus, were sufficient ; where provisions could be purchased on the best terms ; and where the labour of the inmates could be beneficially applied to diminish, if not to defray, the expense of the establishment, it promised to afford the most frugal mode of relieving the necessities of the poor. Thus every pretext for mendicity seemed to be removed ; a test of meritorious indigence to be created, and a remedy discovered for all the evils of pauperism.

The system was accordingly soon adopted in England, and carried into such extensive practice that there are now few towns or parishes where a work-house is not established. The first place where it was adopted in Scotland was in this city, and the earliest intimation that remains on record is a Minute of the Magistrates and Council, dated 7th January, 1731, “ anent the design of erecting a charity work-house for entertaining and employing the poor, and restraining idle begging ;” and narrating that “ many of the inhabitants of the city, for encouraging the said design, have contributed liberally for building the said house, whereby there is now a fund thought sufficient to defray the charge and expense for building the said work-

house." On the 27th January, 1732, commissioners were convened from the City Corporation, the Merchants' House, the Trades' House, and the General Session, by whom, in certain stated proportions, the maintenance of the establishment was to be defrayed, and twelve Directors were appointed from each of their bodies, to consider, among other duties, "what work the poor may be most profitably employed in, from time to time, and how large quantities of necessaries may be purchased in the most frugal manner;"—and also, "to inspect not only the poors' work and expenses, but likewise their morals, and see to the education of the young, that they may "be taught to read, and instructed in the principles of Christianity, and take proper methods for encouraging those that do well, and are diligent, and for the amendment of others." A still more detailed account of the benevolent objects of the institution is found in the preamble to the minute of the Magistrates and Council, dated 3d January, 1744, which confirmed the constitution of the Hospital:—"considering how much it contributes to the advancement of religion, virtue and goodness, and the public utility, honour and advantage of the country, that provision be made for the necessities of poor indigent children, old decayed men and women, and of others rendered unable to provide for themselves, and that idle, dissolute, irregular, and disorderly persons, be restrained from begging, wandering and vaguing, while they

might be provided for, and usefully and profitably employed for the service of the country towards their own maintenance." These important ends, it was confidently anticipated, would be attained; and in a Report published by order of the Directors so early as 1735, it was stated, with much minuteness, that such had actually been the fact, although the experience had certainly been very limited. An abstract of this document will be seen in the Appendix. At a subsequent period also, in 1756, when a new appeal was made to the public for subscriptions to erect additional buildings, it was reported in the minutes of the Directors, that "since the year 1735, when the Hospital was first opened, the city has had the experience of its good effects in lodging and maintaining great numbers of poor in a much more decent and comfortable manner, and with less expense, than it would have cost the inhabitants to maintain them in their own houses; and in giving them a regular education, not only in the principles of religion, but in works of useful industry, by which means they become much more beneficial to the public, than they would have been had they lived in a vagrant manner." It is also mentioned in this minute, that "the citizens of Glasgow have had the honour of setting the first example of this kind to other places of this nation, [Scotland] which, since its erection, have successfully copied from their plan." The allusion here was to Edinburgh, where the city work-house was established

in 1740. Another establishment of the same nature was also founded at Aberdeen in 1741, but after its continuance for some years, it was considered better for the paupers, “to allow them at their own houses what the charitable funds and contributions could afford.” *

Although the plan thus appeared so plausible and advantageous, subsequent experience has evinced that, as a general mode of providing for the necessities of the poor, it has by no means realized the prospects which it presented;—and, at this stage of the procedure, when a new house is about to be erected, and when its extent must be regulated by principles of expedience, your Committee feel it incumbent on them to detain your attention by stating the disadvantages of receptacles for *able* paupers in detail.

In the first place, the mode is defective in the essential point of the promotion of industry. The capable poor who are received into such houses, are too often those whose indigence arises from indolence, vice, or dissipation. The same causes which produced their poverty, will operate after their admission, and if they would not labour for themselves, it is not to be expected that they will exert themselves for the public. Nothing but compulsion will in general induce them to work, and the chief dependence must be placed on overseers,

* Stat. Account, Vol. XIX. p. 190.

who cannot always be present, whose vigilance every subterfuge will be used to evade, and who themselves are apt to fall into habits of listlessness. Though the objection may in part be removed by the improvements introduced into some of the work-houses in England, still the habitual propensity to idleness is so strong, that it will seldom be subdued and never eradicated.

In the next place, it follows that such institutions must be expensive. The only source of profit is the work, and if, from want of industry, the quantity of that work be deficient; or if, from want of skill, the quality be inferior; or if, from want of demand, the sale be difficult, the burden on the community must increase. While the profits of the labour are fluctuating, the expense of the establishment is permanent. There is an extensive building to erect, repairs to make, furniture to purchase, implements to provide, and superintendents to maintain, all of which entail a perpetual charge. The inmates have no incentive to frugality, and without the strictest attention, there must be a tendency to waste and profusion. It is quite in vain, therefore, to anticipate the prospect which was indulged at the institution of this Hospital, that the poor will "be usefully and profitably employed towards their own maintenance." The experience of every such establishment shows the reverse, as it may be necessary to prove. In the work-house at Manchester, the total expense for 1815 was £5441:18:1, and the free receipts for earnings

£222:12:2.* In Leeds the charge in 1792 was £1246:12:7, the number in the house 154, and the receipts £140.† At Norwich, the whole disbursements, including out-door allowances, in 1796 was £29,706:16:8, and though the cost of the two work-houses is not specifically stated, there were 1403 inmates, and the earnings £1356:14:3.‡ In the Shrewsbury house of industry, which is one of the best managed in the kingdom, the expenses in 1794 were £4822:15:2, and the produce of the manufactures £862:8:6.∥ At Hull, where the work-house was conducted on such a principle as to call forth the praise of Mr. Howard, the number in 1796 was 345, and the free earnings of the old and young £140.§ In Sheffield, the number in 1797 was 148, the earnings £170.¶ In Birmingham the poor's rates in 1796 were estimated at about ten shillings per pound on the nett rental, and the proportion of poor at about one-twelfth of the population;—the number in the work-house was 532, and while the expense was above £5000, it does not appear from the accounts that any gain whatever accrued from the manufactures.** On a general review, indeed, of the English work-houses, the cost of the inmates may be averaged from £9 to £12, and their earnings at little more than £1.†† It is not, perhaps, quite correct, to

* General Report, 1815. † Eden, III. 858. ‡ Ibid. II. 519.

∥ Ibid. II. 636. § Ibid. III. 837. ¶ Ibid. 872. ** Ibid. III. 737.

†† Rose's Observations on the Poor Laws, p. 36.

compare the practice in Scotch hospitals, as it is only the weak and the diseased who are *presumed* to be admitted. In the last returns of the Edinburgh work-house, there are no particulars of the gain on work, but in the West-kirk charity-house for 1816, the expense was £3000, while the actual gain did not much exceed £100. In your own hospital, for the year 1814, the cost of the inmates was £4259, and the profit by manufactures was £274,—in 1815, the former £4009, and the latter £264,—and from June 1816 to August 1817, the former £4508:9:8, and the latter £267:1:3. If it were proper to contrast the expense of a pauper in this hospital, with the support of the operative classes in their own homes, it might be stated that the cost of the former for the latter period was £9:1:5, while it is well known that during last winter, a number of most deserving weavers earned no more than 5s. to 7s. per week, which at the most is about £18 per annum for their whole family. The comparison is at all events so far correct as to demonstrate the conclusion, that if the system of poor's houses be adopted, it ought to be regulated merely by the scale of necessity, and that none whatever ought to be admitted who are at all able to work for their own maintenance.

In the third place, poor's houses are subject to the objection of alienating the inmates from the domestic relations of life. No feeling is more deeply or wisely engrafted in the human heart than that

affection which binds the poor to their family and their home. It is *there* where their misery ought to be diminished, or their comforts increased. In public institutions, they are weaned from the enjoyments of nature; they become selfish and contracted; and their children, if they have any, are left without proper protection, and become the victims of depravity, or burdens on society.

In the fourth place, the collection of a crowd of persons of the lowest order into one house is often productive of evil. The variety of characters and tempers often engender contention and animosity, and without strict care and attention, there is a risk both of the contamination of vice, and the infection of disease.

In the last place, the extension of this system has a tendency to produce the very evil it is intended to cure—the increase of pauperism. The vigilance of the improvident is ever awake to the known existence of a supply for their eventual necessities; and receptacles of provision, by proclaiming a legalized refuge for ultimate indigence, paralyze the efforts of immediate industry. It is true, and happily true, that as yet the effect has scarcely been felt in this part of the country. That spirit of independence which results from the dispositions and manners of the people, from the sedateness of conduct produced by their religious impressions, and from the habits of reflection taught by their general education, has hitherto

operated as a preservative. The legislative establishment of parochial schools, and the absence of regular poor rates and tithes, have been the chief causes of the advancement of the country.* Great caution, therefore, is requisite in departing from the salutary practice of our ancestors, as every legal institution for the relief of the poor, without the most careful circumspection, has a tendency to disarm profligacy and indolence of their most alarming prospects, and to deprive virtue and industry of their most powerful sanctions. No town in Scotland is more amply provided with charitable institutions than Stirling;—where, besides the funds of the session and corporations, there are three richly endowed hospitals, and yet, when the statistical account of the parish was published in 1793, † it was calculated that every twelfth man was a pauper. Dr. M·Farlane states that, before the erection of the charity work-house in Edinburgh, the whole collections for the poor were not above £1500 per annum, and in 1783 the support of the house alone cost about £4000.‡ A statement of the present receipts and expendi-

* Dr. Currie on Parochial Schools.

† Statistical Account, Vol. VIII. p. 288.

‡ *Inquiry*, p. 123.—Lord Kames adduces as a proof of the growth of pauperism with the extent of provision, the town of Bedford, where the charities were greater and the poor rates higher than in most other places in England. *Sketches*, Vol. III. p. 77. Since the time he wrote, the fact has become still more striking. Harper's charity estate to which he alluded, and which then yielded £5000 per annum, in 1797 produced above £12,000. *Eden*, Vol. I. and must now have nearly doubled; yet by the last Parliamentary returns, the rates seem to have advanced in a corresponding ratio.

tures of that institution, as also of the West-church parish house, is presented in the Appendix. Nor is it to be disguised that in Glasgow there has of late discovered itself a propensity to resort to legal maintenance, at which our forefathers of the same class would have blushed with honest pride and manly shame. Whenever charity ceases to be eleemosynary, and what was solicited as a favour comes to be demanded as a right, there must be a proportionate diminution of industry and increase of pauperism.

After this deduction of particulars, your Committee would be inconsistent with themselves, were they not to acknowledge the conviction which they are compelled to embrace, that by far the most eligible mode of providing for the poor is in their own homes, and that if the system of a poor's house had not already existed in this city, they would have hesitated extremely in recommending its adoption.* They feel, however, that

* "It appears by the late Parliamentary returns, that the expense of paupers in work-houses is nearly four times as much as in their own houses, and that the extra expense of those individuals who are shut up in work-houses is no less than £9 a head,—a national loss of near a million a year." *Rose's Observ. on the Poor Laws.* "No plan of relieving the poor is so effectual as that of visiting them in their own habitations." *Evidence before Committee of House of Commons on Mendicity, p. 49.* "The best and most economical application of the parochial funds is that which tends to encourage and assist industry and good management among the poor in their own houses, and placing their children, at an early age, in a course of employment." *Sir Thomas Bernard's Preface to Reports of Society for Bettering Condition of the Poor, Vol. II. p. 16.* "At whatever expense the poor may be maintained in a poor-house, a smaller sum, by way of private pension, will suffice, and be more acceptable." *M'Farlane's Inquiry, p. 112.*

in expressing such a sentiment, they are perhaps not conforming to the commission with which they have been entrusted; and that their duty is—not to agitate the previous question already disposed of, as to the propriety of an hospital at all—but to report their views as to the best plan on which that hospital ought to be conducted. They are aware, too, that all material and sudden innovations in the mode of managing the poor are impolitic, and that it might not be prudent to alter at once a system which has been so long established, and which has become engrafted in our municipal institutions. Nor can they be insensible to the diffidence with which any opinion on this subject ought to be offered, when it is opposed not only to the views of many intelligent persons, but to widely extended usage. It is only consistent with candour, therefore, to state on the other side some of the advantages with which such an institution *may* be attended, and agreeably to which, the principles that your Committee mean to recommend for the inmates of the new establishment, will be regulated.*

* “In populous places,” it is observed by Dr. M’Farlane, “there will be always some found who could not, in any other way, be so properly or effectually attended to;” *—and in the last Report of the House of Commons on the Poor Laws, † it is stated, that although such receptacles “have been condemned, yet in some instances, they are necessary from the want of habitations, and great benefit has been derived, in every case in which they have been superintended by the principal inhabitants.”

* Inquiry, p. 400.

† Page 20.

In the first place, for persons in the decline of life, who have been reduced to penury, and are no longer able to provide for themselves; or who have been afflicted with incurable disease, and are consequently incapacitated for exertion;—for persons in these and similar situations, when they have no friends or relatives to care for them, such an establishment affords a refuge where their sorrow may be soothed and their misery alleviated; where their mind may be set at ease from the painful fear of suffering and privation; and where they may find a solace in the society around them, instead of pining away in comfortless seclusion.

In the next place, such an institution forms a receptacle for orphan children, whose innocence and helplessness not only claim—but compel pity and protection; and here they will be fed, clothed, educated, and rescued from the contagion of vice, to which, by their unprotected state, they are exposed. It was a radical part of the original institution of this house in 1733, that “all such children should be instructed in the principles of the Christian religion, and taught to read and write, and such as are capable kept at some handy labour, suitable to their age and ability; whereby their labour may contribute in part of the expense of their maintenance, and many of them attain such dexterity in useful industry as may fit them for apprentices, and be a nursery for good servants.” The system pursued in the Hospital with respect to children is judicious. None are ad-

mitted but orphans and foundlings belonging to the city, or illegitimate offspring for whose maintenance an adequate compensation is paid. This latter regulation is rather a deviation from the primary constitution, and was not adopted till the year 1802, when it was agreed to receive these unfortunate outcasts into the house, on a payment of £25, which till lately was found to be an ample provision, on an average calculation;—and under such restriction, the plan cannot be considered as an encouragement to vice, or subject to the animadversions which have been passed on foundling hospitals. In place of rearing the infants in the house, which was the practice for many years after its foundation, they are put on nursing wages, and bred in the neighbourhood till they be seven or eight years old, when they are brought in for work and education.

In the third place, there is another class whose melancholy condition requires seclusion, who have long remained in the Hospital, and whom it may still be necessary to include—the fatuous paupers. If a separate asylum were formed for persons in the state of ideotism, where every attention would be paid to their comforts, and where the different gradations of mental imbecility would be observed—not so much with the hopeless view of recovery, as with the intention of applying their corporeal faculties according to the scale of their perceptions—it might be a desirable prosecution of the same benevolent motives that dictated the

formation of the Lunatic Asylum. * This, however, is not immediately to be expected. There is also the class of confirmed lunatics, some of whom are still maintained in the house, and whom—not only from the Asylum being intended more as a place of recovery than of permanent reception,

* Since this Report was put to press, it has been proposed to extend the excellent Institution above referred to, for the admission of idiots and incurables—but in the first place, the period is probably distant when this humane object will be accomplished;—in the next place, the expense of maintenance, though extremely moderate for such an establishment, appears to be more than can well be spared for the city paupers; and in the last place, there are a great number who are only partially deprived of intellect, and whose services can be applied to use. These objections may certainly be removed, to a certain extent, and it will be extremely proper to suspend a judgment till such time as a conference take place with the Directors of the Lunatic Asylum. In a late letter from the able Physician on the subject, he states: “If you can excuse the freedom of my giving an opinion on the subject, I would venture humbly to suggest, that a receptacle for idiots is, of all others, the least proper appendage for a work-house, destined to contain many aged people, who, having seen better days, will descend to the grave with greater pain from the shocking and disgusting scenes which, in spite of every precaution, idiots and incurable madmen will at times exhibit; and children who, full of sensibility, and ever prone to mimicry, may from the sight of idiots, and especially epileptics, fall into bad habits which, by frequent repetition, may lead to diseases that will render them useless or miserable for life.” If a disjunction could be effected of the insane department, on such terms as to cost the public little more than their maintenance in the Hospital, it would certainly, as suggested in the Report, be a very eligible arrangement. It will afterwards be seen, however, that the present charge for each lunatic pauper in the asylum is above £20, which, for nearly 100 persons, would be an expense which the Directors could never be justified in incurring. The object of every public institution should be to do as much good at as little expense as possible; and should it still be found necessary to annex a fatuous department to the Hospital, the evils above described must be avoided by a proper separation of the sane from the insane, according to the degrees of intellectual derangement, as suggested in a subsequent part of this Report. In the charity work-house of Edinburgh, the lunatics and idiots are completely detached from the paupers.

but from the extra expense with which their maintenance there would be attended—it may still be necessary to continue, and to provide for their accommodation.

Your Committee, proceeding on these principles, and actuated by these views, are prepared to recommend that the new Hospital should be *strictly* confined to the reception of the classes which have now been enumerated;—to the old and debilitated who are unable to work, and who are destitute of friends or relatives in whose houses they can be accommodated;—to orphan, foundling and unprotected children;—and to ideots and lunatics, as already described.* In the formation

* This was nearly the plan proposed by the Earl of Hillsborough in 1753, and which, if it had been adopted, would have saved England an immense sum. He suggested that “the hospitals be furnished with proper implements and materials for work; that none be admitted but the children of parents not able to maintain them; all exposed and deserted children; diseased persons who cannot work; ideots, lunatics, lame, blind, and others having no means to maintain themselves; but no other kind of poor whatsoever.”—This also is the principle which was pursued in Holland, where every attention has been paid to the economical and effectual provision for the poor. Although the supply in their own houses was deemed the most expedient, there were hospitals erected on a limited plan, and the inmates were old widowed and unmarried persons, and destitute children. Those who possessed any ability for work, were obliged to exercise it for the benefit of the Hospital, during a certain number of hours each day, and the remainder of their time was their own. At Rotterdam, about thirty years ago, when the population was about 70,000, the inmates in the house did not exceed 600. Of Amsterdam, the population in 1816 was estimated at 180,000;—the house consists of two departments, one for the poor, who before the Revolution amounted to 1100, but in July 1816 were only 519;—another for correction of beggars and others by work, to which allusion will afterwards be made.

of the plan, it will be indispensably requisite to provide for a complete separation of these classes, and to this subject your Committee will beg leave to direct your attention, when they submit their suggestions on the details of the new building.

Having thus explained their views as to the principles on which the new Hospital should be founded, your Committee proceed to the consideration of a subject which has engaged much of the public attention,—the annexation of a *House of Industry*.

As a general system—as a plan for maintaining the able poor, or diminishing the tendency to pauperism, your Committee have already stated their sentiments that the institution of work-houses, however plausible in theory, is altogether inexpedient in practice. Impressed with this conviction, they feel it unnecessary to detain your attention by any allusion to the best mode of management. There is, however, a restricted principle, which, after much consideration, they deem it their duty to recommend;—not as a mode of providing for the unemployed, and thus relieving the meritorious indigent,—for this object will always be best attained by attending to their wants, and encouraging their industry in their own homes

—but as a mean of checking imposition, of suppressing mendicity, and of ameliorating the conduct of the profligate.

In all attempts to prevent the practice of begging, it has been found equally inhuman and inefficient to adopt severe restrictive measures without a previous provision for real want. To the maintenance of the legal poor, who are physically incapable of procuring their own subsistence, the charitable establishments of the city are fully adequate. But it is well known that there are many others who make a trade of begging, who are perfectly able to work, and who hold out impotence, disease, or want of employment, as a screen for indolence, vagrancy, and depravity. It is completely proved, by the evidence before the Committee of the House of Commons on the Mendicity of the Metropolis, that the common beggars have an invincible aversion to working; that they find their own occupation much more easy and lucrative; that they dread nothing more than the settled habits of industry; and that they never apply for admission into a work-house. This fact was long before established. In your own minutes, so far back as 1747, it is stated that “although the house can contain more poor than what are at present in it, yet several do still continue begging in the streets, and refuse to go into the house, where they may have both bed and board.” Yet it would be unfair not to draw a distinction. Although by far the greatest part of

this class are delinquents who obtain money on false pretences, there certainly are some who are real objects of distress, who are destitute of the means of relief, who are compelled by necessity to appeal to public sympathy, and whom it would be unjust to involve at once in the common condemnation. It is correctly observed in the first Report of the Edinburgh Society for the suppression of begging, that "however salutary the restraints may be which the laws impose on the begging poor, it seems impossible, without a breach of humanity, to enforce these laws, which alike subjected to imprisonment in Bridewell the sturdy vagrant, able but unwilling to work, and the widowed mother of a numerous family, who had been reduced to beg in the streets, to supply the wants of children for whom she was unable otherwise to provide." The problem, therefore, is, to relieve meritorious indigence, and at the same time to repress sturdy beggarism. To accomplish this difficult object, a work-house seems indispensable. It forms a test both of capacity and inclination—a thermometer of industry—a barrier against mendicity.

The Bath Society in 1805 appear to have been the first to set an effectual example for suppressing begging. An office was opened "for inquiring into cases of distress, detecting imposture, and directing charity to its proper object." An address was then published, requesting the inhabitants to abstain from casual alms, and on application for

such aid, to give a ticket to this office, where due inquiry was made into the different cases, and relief afforded, partly by the banishment of vagrants, and partly by the employment of the more industrious. At the end of the first year, an expenditure of £357 : 6 : 11 was attended with the beneficial effect of “checking mendicity, encouraging industry and exertion, increasing the value of character, and suggesting a more unexceptionable mode of relief than any that has been as yet discovered.”—In 1813, a Society, formed on similar principles, but on a more extensive scale, and adopting more of the system of Hamburgh as to work, was instituted in Edinburgh, “to suppress the practice of common begging, and relieve the industrious and destitute poor.” The object was to “enable the local magistracy to enforce the laws against vagrants, which it is impossible to do at present, while no means are held out for enabling many of them to support themselves in any other way than by street begging.” Proceeding on the principle “that none should be supported who are able to work for themselves, and that, whenever from any infirmity the labour of the individual is not sufficient to support him, he should still be made to contribute as much to his own support as his ability will admit,” the paupers were divided into four classes, the totally impotent, the partially capable, the unemployed industrious, and the vagrant idle. The first and the last classes only, of those who had not a legal residence, were sent to their respective parishes;

—the two others were allowed to remain under the cognizance of the institution, even although they had not a legal claim. The impotent who were entitled to the city charity, were ordered to apply to the charity work-house, in all cases where permanent pensions seemed to be the only mode of provision. For the management of the remainder, committees were appointed for recording and investigating the cases, providing work, directing the food, and superintending the education of the children. The fourth annual report was published in 1816, when the number of cases had diminished from 622 to 44, of whom 20 were to leave the place. *

The excellent principle on which both of these

* In an able article "Beggar" in the Supplement to the Encyclopædia Britannica, there is a dissection of the Edinburgh plan into four heads—the Visitation principle, the Registration principle, the Employment principle, and the Education principle. "The only question," it is added, "regards the power of the society to accomplish all which they undertake. If they can make provision for all those who really and truly are in want, to prohibit begging is to prohibit imposture;—and if along with this, they are able to make the distinction completely between those who are, and are not able to provide for themselves, and to draw the benefit of labour from all who are capable of it—as far as there is any evil in mere begging, beyond the evil of being reduced to the begging condition, which is the principal, it is removed. It is not absolutely impossible that such an expedient at one particular place or time, may succeed. But a great national benefit can never rest with safety on any thing so precarious, as the chance of extraordinary virtue in particular men."—This certainly is the defect, and for such a population as Glasgow, the plan of providing work for all who are unemployed, even if it were wise, would be impracticable.

societies proceeded was—labour, as the test of merit. In applying this maxim to practical effect in this city, as the means of suppressing begging, your Committee are convinced that a work-house, on a very moderate scale, is requisite. The time of the inhabitants is so much occupied, that however benevolently disposed, and ready at all times to contribute to charity, it can scarcely be expected that they should be able gratuitously to superintend a voluntary association. With the class, whose profligate habits it will be necessary to watch, a more strict and severe discipline will be required, to effect the end in view. A particular house must be appropriated for their reception, where the materials and implements of labour shall be provided. In short, your Committee recommend the institution, as a mild, but more efficient execution of the law which prescribes correction-houses for the offence of vagrancy, and as a mode of accomplishing, by the test of labour, the desirable ends of suppressing the nuisance of common begging. *

* This plan is distinctly detailed, and strongly recommended in a treatise published in France prior to the Revolution, by the Academy of Sciences, "Les moyens de detruire la mendicité." It is there stated that the patrimony of the poor was sufficient to maintain one-fourth of the inhabitants, and yet that there were 300,000 able beggars. A work-house was established at Lisle, where 800 were admitted into the house, but the low price of the manufactures interfered with the trade of the place, and increased the poverty. This was avoided at Valenciennes, by manufacturing no stuffs that were common, but the consequence was that there was no sale. The error in both cases was establishing work-houses as a mean of supporting the

It is not, however, for vagrants alone, that a house of Industry would be beneficial. There are many offences of a more venial description, where a receptacle not accounted infamous would be extremely desirable; where the sensibility to shame would not be lost, and where the simple prescription of labour, without the confinement or the reproach of Bridewell, would be calculated not only to punish but to reclaim.* To this subject

poor—not of correcting the profligate, for which a very small receptacle would be sufficient. In the Amsterdam work-house, which is partly destined for this class, all the beggars are taken up and sent for hard labour. They are first ordered to take the bath; their old clothes are put by in bundles; they are clothed in the dress of the house, a coarse hempen shirt or shift, wooden shoes, &c, all of which are made in the house, and a complete suit does not cost 20s. They are then put to hard work, chiefly on a manufactory for coarse linen, and carpets of cow's hair.—The whole house both for poor and correction, is managed by four gentlemen and four ladies, who are called Regents and Regentesses,—besides the domestics who are paid. *Philanthropist for July, 1817.* A plan is recommended by Mr. Colquhoun in his evidence before the Committee on Mendicity, of “an asylum for beggars, with a species of work-house;” and in the comments on this evidence in the article “Beggars” (*Sup. Encyc. Brit.*) the author states, “This is the right idea. Provide a system of reformation as perfect as may be, and you may accomplish every thing. Deprive yourselves of this important instrument, and you can do but little to any good purpose. We know however, of only one good plan, and that is before the world already, in Mr. Bentham's *Panopticon*. Apply this with the system of management which he has contrived first, and if you do not extinguish the evil of pauperism [the author should have said *mendicity*] in all its degrees, you will undoubtedly reduce it to its lowest terms.”

* “As for these idle and vicious persons that are sent to Bridewell, and other houses of correction, it would be of great use that there were some law to confine them to such places for a certain time, according to the nature of their offences, where they might

your Committee will immediately have occasion to direct your attention as to the young, and it applies, though in a less degree, to persons more advanced in life.

A point of greater difficulty has also occupied the attention of your Committee—the propriety of attaching to the new establishment a *School of Industry*. This proposal was originally made by Mr. Locke,* “for the children of labouring people, who are an ordinary burthen to the parish, and are usually maintained in idleness, so that their labour is generally lost to the public.”

be taught to work, and made able to get their own livings, both while they were there, and when they came out, as it is in Holland, and other places: whereas, for want of such a law, their correction doth signify very little. If they were taught a more honest way of living, they might leave off that wicked course of life which they had followed, and betake themselves to that employment they had learned; or if they did not, if ever they came in again, it might be for a much longer time, which would make them at leisure to repent of their folly, and careful to avoid the like again, especially if they were suffered to eat no more than they had earned, and to do as much work for twopence in the house, as they might have had threepence for if they were out, which would also help to bear the charge of such places. And this, as I am informed, is the way taken beyond sea, with great advantage.” *Firmin's Proposals*, 1678. p. 42.

* Report of Board of Trade, 1697.

The suggestion formed a leading feature in Mr. Pitt's plan, "that there shall be established in and for every parish a school or schools of industry for instructing the children of poor persons in work."* No practical result followed from the proposals of either of these distinguished characters, but the plan has been revived by the late Committee of the House of Commons, who "recommend most earnestly the establishment of schools for the above purpose," as a mode of at once instructing the children, and relieving the parents.† Your Committee trust they will not be deemed speculative, if they submit the same plan to your serious consideration. It would be quite superfluous to state that education has the most powerful influence in promoting habits of order and morality, in producing a desire to better the condition, in thus stimulating exertion, and striking at the very root of pauperism. To no other cause can the comparative paucity of crime in Scotland be so fairly ascribed as the diffusion of knowledge, particularly of the Scriptures, and in the Report of the Committee of the House of Commons, it is stated by a respectable witness,‡ that "Sunday Schools are directly calculated to counteract the habits and dispositions that lead to mendicity," of which several striking instances are narrated. Without,

* Heads of a Bill, 1796.

† Report, p. 15.

‡ Mr. Butterworth, M. P.

however, enlarging on a topic so obvious, as the benefits of instruction, your Committee will confine their remarks to the more limited point of a school of industry, where the poor might be allowed to send their children to be initiated in the elements of education, and employed in the easier branches of manufactures. The Session schools, however excellently conducted, do not answer this double purpose, and it is not meant at all to interfere with their establishment. Such an institution, it appears to your Committee, would be attended with very beneficial effects. It would in part relieve the parents of a burthen which creates the necessity of their coming on the public for assistance, It would keep the youth employed, and take away those temptations which arise from idleness and evil company. It would consequently check the incipient tendency to vice and depravity, and prove an effectual antidote against subsequent pauperism. Nor would the expense be any object in comparison to the advantage. The cost would in a great measure be repaid by the labour of the youth, and if it were considered expedient to give a part of the earnings to the parents, this would diminish the allowance which these parents receive from the legal funds. If there were a pecuniary deficiency it would be amply compensated by the moral and political effects it would produce.

The scheme now recommended is no visionary theory. In the admirable institution at Ham-

burgh, the better education of children of the poor was esteemed as "one of the most effectual means of preventing misery." For this purpose three different schools were established. The first was "for such children as had no other employment. After the proper divisions of sexes and ages, they were again divided into classes, where their employment changed with their age. Spinning, knitting, weaving and plain-work, were taught in the different classes of the schools of industry. The instruction in morality and religion, reading and writing, went hand in hand with the capacity for work; so that at the age of sixteen, the youth might be recommended with safety to places in decent families. In 1792 and 1793, about 260 girls and boys were put into service, who a few years before were covered with rags and vermin, weakened in constitution, and immersed in vice. Most of them turned out well. The boys went to sea, or to different trades. The number that in 1793 had been in the schools, was 2046. Not only was their education finished, but in case of necessity, whenever they left service again, a temporary support was offered, to prevent their relapsing from want into vice.—The next classes of instruction schools, were opened in the evening hours, for such children as wrought in the day-time for manufactories, or for their parents, and who, in that manner, gained more than could be done in the establishment.—What could be gained in the establishment was settled at a very moderate sum, when employed in constant

work that required no particular skill. It is quite necessary to make the rate lower than what is paid by the manufacturers, as the prejudice to individuals, and the detriment to industry, that would otherwise arise, is obvious.—In the third place, Sunday schools were instituted for such children as were employed through the whole week, and which many of those girls continued to attend, that had been brought into service. In these schools there are now upwards of 600 children, all of such parents, as received support from the institution, and whose decent appearance in the Sunday schools was extremely pleasing.* Similar institutions have recently been formed in England, with great success, particularly at Kendal, where the school of industry is conducted under a master and monitors, and where 112 children were taught, employed, and maintained, at an annual expense of £55:0:7, and most of them turned out excellent servants and mechanics. Some of the boys who had been bred to shoemaking, at the age of twelve, were able to gain four shillings a week. “They soon learned to do every thing for themselves, and went into life with the habit of success, with the due value of character and reputation, and with the inestimable possession of active and invigorating industry.”† In the Dublin House of In-

* Baron Voght's Account of the Management of the Poor, 1798, p. 26, 27.

† Reports of Society for Bettering the Poor, Vol. III. p. 196.

dustry, the same system is practised, with the peculiar advantage of the introduction of a class of merit.* The Society for suppressing begging in Edinburgh, have also adopted such schools, as one of the most effectual modes of accomplishing their object:—"As the object of such a Society is to eradicate entirely the art of begging, a great portion of their attention must be devoted to the education of the children of the poor in habits of morality and industry, by opening schools for them, in which the new system of education will lessen the expense and the time required for instruction; and the principles of morality and religion will be carefully instilled into minds, hitherto trained up in all the arts which mendicants practise among the benevolent. They will be taught at the same time to work at such employments as will make them useful members of society; such as splitting and plaiting straw, making straw-bonnets, sewing, spinning of twine, &c." † For this purpose they obtained a room in the House of Industry which had been established for females, on similar principles, and which has been attended with the most pleasing and profitable effects. ‡

In applying these truly patriotic institutions to

* Reports of Society for Bettering the Poor, Vol. II. p. 99.

† Report of Committee, p. 13.

‡ Account of House of Industry, 1806.

this city, let it be remembered that the care of the managers of the poor has hitherto been devoted merely to the supply of their corporeal necessities—to charity often received without gratitude, and productive of no ulterior advantage beyond immediate subsistence. Let it be remembered how numerous the class of out-pensioners has become; that many of them have families; that the children, in place of a source of wealth, are often the very cause of their indigence, and that, with the exception of a few, they are left in a state of ignorance. Let it be remembered what the streets of this city were on Sunday, less than half a century ago, and let that recollection be compared with the present exposure of idleness, and profligacy, and profanity. Let it be remembered that the experience of every day shows the disgusting spectacle of children sent out as mendicant emissaries, who tease the passengers by running along their side, and are trained up to every species of falsehood and cunning. For these evils there is but one radical remedy—employment and instruction. It is not the fault of the unfortunate youth—and it would be fruitless to accuse their miserable parents—the real cause originates with ourselves. It was well remarked by Chief Justice Hale, that “the prevention of idleness, and consequently of poverty, would do more good than all the jails, whipping-posts, and gibbets in the kingdom.”

Should it, then, appear advisable to you to annex a school of industry to your new Hospital, your Committee would recommend that it should be done on a simple and cheap, but effectual and extendible plan;—and they would by no means advise that the children should be separated from their parents, as they are satisfied that not only the expense of such accommodation would be very inexpedient, but that the improved conduct of the children would be attended with the happiest influence on the manners and habits of the parents.* All that would be requisite is, that they should be provided with the homeliest but wholesomest meals during the intervals of work, and that they should be allowed a portion of relaxation, as a reward for labour.

Your Committee have not yet done on this most important subject, and they have one other point to which they would wish to direct your attention. It is well known by many benevolent Magistrates, whose duty it has been to attend to the criminal police of the city, that there is not a sufficient gradation in the scale of punishments. The prison and bridewell are the only places of confinement. The former is destined for two classes—accused and convicted criminals; the latter is appropriated for the reception of minor delinquents, where hard labour and solitary con-

* See the Evidence before the Committee on Mendicity.

finement are prescribed as at once a penal and a bettering measure. Both places, however, are considered infamous, though in different degrees; and considerate Magistrates have frequently felt the greatest reluctance, on the grounds of justice, policy and humanity, to send young offenders, newly initiated in the ways of vice, but whose crime it is impossible to pass with impunity, to such a receptacle as Bridewell—where, notwithstanding the excellent management,* it too often happens that all sense of character is lost, that instances of reformation rarely occur, and that the offender who once enters its walls, comes out only to return, or to receive a more serious doom. “A young creature,” says Mr. Howard, “who perhaps was never taught a moral lesson, is guilty of some petty theft;—send him to Bridewell, where they often meet with companions much improved by such education—what is this but devoting them to destruction?” † Even with solitary confinement, which is observed as far as the extent of the premises will permit in this city, it is perfectly ascertained that, neither here nor in Edinburgh, has the Bridewell answered the great end of amendment, so far as could be desired, and

* Too much praise cannot be bestowed on the benevolent gentlemen who have had the charge of Bridewell, and the active superintendent, Mr. Bremner. Their attention to the profitable employment of the inmates, and the consequent reduction of the expense, has exceeded every expectation.

† State of Prisons, p. 70.

the same observation applies to the best managed institutions in England. Let it never be forgotten that character is the great preservative from crime—when *that* is lost, *all* is lost. Prevention is always preferable to punishment, which, it is justly observed by Beccaria, “cannot be just, where it is not endeavoured to prevent the crime by the best means which times and circumstances will permit.” What a number of boys and girls, just entered within the threshold of crime, might with some attention to industry, instruction and morals, be reclaimed from the path of destruction, is well known to those who have seriously considered the calendar of this city. In Holland, there are seldom more than four to six executions in the course of the year, which is ascribed to the education and industry of the people. There are correction-houses, similar to the bridewells of this country—the rasp-houses for men, and the spin-houses for women, both of which are accounted infamous, but there are also work-houses for slighter offences, which are found to be highly beneficial for the purpose of amendment.* Such an institution seems to be much wanted in this city, to unite the efficacy of a penitentiary, with the benefit of a school of reform.

In the Report of the Committee of the House

* Howard's State of Prisons.

of Commons on the Police of the Metropolis, the prevailing depravity among the youth is chiefly ascribed to the want of proper instruction; and in the Report of another Committee on the Education of the Lower Orders, it is stated that "the children can only be benefited by institutions which combine employment with instruction, and if schools of industry could be established, they would be the means of saving a number of destitute youth, who are training up in the most dangerous habits, and are often impelled, as it were, into the commission of crime." The Report of the Committee on Juvenile Delinquency, is still more explicit. "Depredations are often committed by the want of industrious occupation. The Committee, therefore, cannot too warmly recommend the formation of establishments for the suitable employment of distressed youth. Such institutions, in promoting industrious habits, might convey moral instruction, and the means of education, as well as of subsistence, would be afforded to many hundreds, who are either now completely friendless, or who, through indigence and bad company, become a burthen to their parents, and a source of danger to the community." Supported by such authority, your Committee feel the less hesitation in recommending the introduction of such an institution into this city. A school of industry, uniting labour with education, would answer the double purpose of a mild penitentiary, and an effectual reforma-

tory. The diseased minds of the youth would be placed under a course of moral discipline which would act both as a corrective and a restorative;—and while much might be expected from imbuing principles to which they had been previously strangers, still more might be anticipated from constant labour, as a great engine of amelioration; producing, both by the stimulus it excites, and the prospects it presents, a habit of exertion which ceases to be painful, and affords the best antidote against present depravity and future poverty.*

Your Committee are perfectly aware of the objection which has been urged against all such institutions, that they interfere with the regular industry of the country;—and that “to set poor people at work on the same thing that other poor were employed on before, and at the same

* “By means hereof, you will prevent much of that mischief that happens to young children, by suffering them to wander up and down without any care or government; by reason of which they do not only get a lazy idle habit, which is yet of no small evil, but learn all manner of wickedness that they are capable of, as lying, swearing, thieving, and such like, which by sad experience we find many times they retain as long as they live, being bred in the bone will hardly be got out of the flesh; it being almost as possible to wash the blackamoor white, as it is to teach them to do well that have long been accustomed to do evil; whereas, if due care were taken to instruct young children, and to put them into a good course of life, before evil had taken hold of them, both labour and virtue would be much more pleasing to them than idleness, sloth and vice.” *Firmin's Proposals*, 1678, p. 38.

time not to increase the consumption, is giving to one what you take from another, and putting a vagabond in an honest man's employment."*

As a principle of political economy—as “attracting towards a particular trade, that stock which would not otherwise come to it;” † the objection is certainly well founded, if directed against a general system of providing for the poor in work-houses. But it is carried to a most impolitic length, if it be meant to exclude compulsory labour as an instrument of reformation. For, let the loss on the hand be fairly estimated. Let it be considered that the total quantity of work thus artificially created in a penitentiary or school of industry, is of so trifling an extent, compared to the total supply of the country, that its influence can scarcely be felt in the diminution of price; that the articles produced are of so simple a kind as not to compete with the regular manufactures; and that, even if the capital and labour of the public were to a small degree displaced, they would soon find another vent. On the other hand, let the advantage of such work be duly weighed—the reformation of delinquents; the improvement of police; the peace, the order and the ultimate happiness of society—and even if a trivial loss could be substan-

* Defoe. *Alms no Charity.*

† Smith. *Wealth of Nations*, Vol. II.

tiated on the maxims of political economy, it is not for a moment to be compared with the corresponding benefit. The distinction is fairly drawn in the Report of the Committee on the Poor Laws. Condemning the object of the statute of Elizabeth, "that the State is to find work for all, who in the present, and all succeeding time may require it," it approves of the plan, "to set to hard labour such idle wandering persons as may be found in a state nearly approaching to that of vagrancy," and "recommends most earnestly the establishment of schools of industry."* Every objection might be removed by the plan adopted by the intelligent superintendent of Bridewell, who, in place of making articles for sale, procures work from the established manufactories.

It now remains to apply the principles recommended in this Report to actual application for the new establishment; and if these principles are

* "It is not intended that these reasonings should be applied against every mode of employing the poor on a limited scale, and with such restrictions as may not encourage their increase. In particular cases, the individual good to be obtained may be so great, and the general evil so slight, that the former may clearly overbalance the latter." *Malthus, 5th edit. Vol. III. p. 350.*

entertained by the Directors, and the public bodies from whom their authority emanates, it will be necessary to provide accommodation—first, for the adults—secondly, for the children—thirdly, for the sick—fourthly, for the lunatic and fatuous—fifthly, for a house of industry—and lastly, for a school of industry.

The leading object will be to separate effectually the whole of these classes, so as to admit of no communication. The mixture of the young with the old, of the sober with the dissipated, and of the industrious with the idle, is obviously pernicious; and in many similar institutions has been ascertained to be the fruitful source of indolence, corruption and depravity. From the children in particular, every appearance of the wretchedness and listlessness which too often pervades the grown inmates, ought to be concealed, and every danger of contagion from contact with aged vice, to be removed. As to the separation between the other classes—the diseased, the lunatic, the idiot, and the worthless—the propriety is too apparent to require any observation.

To enable your Committee to form a correct opinion on this subject, and an anticipation of the future wants from a consideration of the existing necessities, they have made a cursory analysis of the present inmates, and the following, as nearly as can be distinguished, may be assumed as about a fair classification.

I. Of the male adults, there are

1st. The partially able, employed,

(1.) In work for gain, viz.

In knitting stockings,..... 3

In picking oakum and cotton,...29

In weaving,..... 7

— 39

(2.) In the occupations of the house, viz.

As coopers, 2

As tailors, 3

As shoemakers,..... 2

As wrights,..... 1

As doorkeepers,..... 1

As labourers,.....13

As teachers,..... 2

— 24

— 63

2dly. The totally impotent—superannuated, lame,

frail, and blind,.....20

3dly. The diseased in mind,.....30

4thly. The chaplain and clerk,..... 2

— 115

II. Of the female adults, there are

1st. The partially able, employed,

(1.) In work for gain, viz.

In knitting stockings,.....24

In spinning,.....14

In winding,..... 5

In weaving,..... 1

In tambouring,..... 4

— 48

(2.) In the occupations of the house, viz.

In making and mending clothes, 23

In washing,..... 9

In cooking,..... 3

In baking,..... 3

In drudgery work,.....15

As nurses,.....28

— 81

— 129

Over, 129 115

	Over, 129	115
2dly. The totally impotent,	88	
3dly. The diseased in mind,.....	40	
4thly. The matron, lace-teacher, and three servants,	5	
	—	262
		—
Total adults,.....	377	
Children,.....	101	
	—	
Total inmates,.....	478	
	—	

ABSTRACT.

Partially able,.....male,.....	63	
	female,.....	129
	—	192
Totally impotent,.....male,.....	20	
	female,.....	88
	—	108
Diseased in mind,.....male,.....	30	
	female,.....	40
	—	70
Domestics,.....male,.....	2	
	female,.....	5
	—	7
Children,.....male,.....	41	
	female,.....	60
	—	101
		—
		478
		—

I. The first class for whom accommodation will be requisite, is the *adult paupers*.

Of these, the primary division is into the two sexes, who must of course be distributed into distinct compartments. The next subdivision of each should be according to ability for work. Your Committee have already stated their sentiments fully, that no paupers at all ought to be

admitted into the house, except the desolate impotent. This description, however, consists of two kinds—those who are physically incapable, from age or infirmity, to do *any thing*, and those who, though unable to contribute much labour, still can do *a little*. Now, the clear principle here is, that these two sorts of persons should be kept quite distinct. Occupation to the utmost of their power, is the object which should never be lost sight of, with respect to *all* the inmates.* If the partially able be mixed with the totally impotent, the former will become as inoperative as the latter. One division, therefore, at least, both of the male and female sides, ought to be assigned for the *totally impotent*, as a mere almshouse;—and of this, perhaps a subdivision might be useful, according as their incapacity proceeds from mere personal debility, accompanied with the portion of health usual at the time of life; or from helplessness united with disease, which though insusceptible of cure, may admit of palliation by medical aid, and yet not form a proper subject for the Infirmary. Both of these descriptions of paupers will require regular assistance to put on their clothes, and attend to their common wants, but the distinction lies in the benefit of occasional prescription.

From the numerical view of the present inmates, it will appear that the *partially able* are

* No account seems to have been taken of the industry of the *out-pensioners* since 1801. A Report at that period, is annexed in the appendix.

employed in two species of work—in manufacturing for sale, and in labouring for the house. With respect to the first object, if your Committee have been correct in the principles on which they proceed, no very extensive working place will be requisite. If able paupers be kept out of the house, the labour of those who remain can be of little moment. Of 39 males and 48 females, in all 87, who are thus engaged, the amount of gain, last fifteen months, did not amount to £80, or less than nineteen shillings each person per annum. It is no doubt to be regretted that, owing to the present formation of the house, many of those persons have not been kept so much at work as they should have been; but, on the other hand, some of them are not proper subjects from their very ability to work, and of the rest, their bodily infirmity prevents their being rigidly tasked. Still it will be right to provide some accommodation proportioned to what may be required, and one working room for the men, and another for the women, will be amply sufficient. It has, indeed, been suggested, that there is no incompatibility or impropriety in letting the women knit, spin, mend and tambour in their sleeping apartments, by allowing sufficient interstices between the beds, but it certainly should seem preferable to appropriate a separate place. With regard to the labour for the house, the most useful application of the time of the partially able paupers is in this department, so as to supersede the necessity of hiring servants. Your Committee, however, are led to believe, that

on this point an abuse has crept into the practice, and that women, originally admitted from ailment and other causes have been retained after the cause has ceased, merely from their being occasionally useful, although their character may exhibit a bad example. If the legitimate inmates are unable to do all the work, it would be more advisable, both for morality and economy, to employ hired persons for the deficiency. This indeed anticipates a general observation that, if the sentiments of your Committee be well founded as to the proper subjects of admission, a thorough purgation of all the inmates will be indispensable, previously to their transference to the new house. None should be retained one hour after they are able to work for their own subsistence.

II. The second class is the *children*, and as these form one of the most important parts of the institution, your Committee deem it necessary to offer a few preliminary observations.

The object of all charity establishments for children, is present support and education, with the view of future maintenance from their own exertions. This was the avowed purpose at the foundation of this Hospital, "to fit them for apprentices, and be a nursery for good servants." Now, to accomplish this end, the work in which they are employed in the house should have as much affinity as possible to their future occupation. During last year, of above 100 children, 30 girls were employed in making lace, and 20

boys and girls in tambouring—the remainder, with the exception of the very young, in picking oakum and cotton. So far well. Work is the object, and if better cannot be procured, by all means keep them engaged at any thing—but mark the result. The girls go to service—partly in the country, but chiefly in the town—yet for both they are quite unprepared and unsuited. They leave the hospital, ignorant of the common and necessary occupation of females,—unacquainted with house-work, with darning, sewing, knitting, or even cleaning shoes. It would be proper at any rate to employ them occasionally in the ordinary management. The boys go away equally awkward in *their* line, and it requires no illustration to show the preposterousness of tambouring, for instance, as a preparative for trade. The consequence is, that the youth of both sexes are sometimes dismissed from their employment, and sent back to the Hospital. It will be replied, perhaps, that it is difficult to procure work, and that the manufacture of lace in particular is profitable;—last year it produced £166, or nearly two-thirds of the whole gain from work. The answer is fair to a certain extent, and the habits of industry thus acquired will also be useful. It is not proposed, however, to give up the lace-making, but merely to change the occupation of the girls for one or two years previously to their departure, and to instruct them in the domestic arts by employing them about the house. In the same way with the boys;—there is no harm, quite the reverse, in the younger part being kept

at the simple process of picking, but it is surely of consequence that they should be taught the elements of some trade, such as making and mending clothes or shoes, weaving, and other common branches, which would render them valuable to their masters, when they come to be bound as apprentices.

It has been one of the principal objections to charity schools, that the way in which the children are employed, forms a very inadequate preparation for real life; that the house is a sort of juvenile monastery, where no habit is formed of looking forward to the future—no observation made of the difficulties and struggles for subsistence—no knowledge acquired of the vicissitudes, and snares, and trials of the world; and that, when the youth leave this still and secluded scene, and enter on the stage of active exertion, they often become the dupes of villany or the victims of depravity.* Though the picture may be overdrawn, there is truth in the delineation, and the object ought in common sense to extend beyond the mere maintenance of the children, and as far as circumstances will permit, to embrace their future comfort. No mode can be so well suited to attain this end, as to give them a well-grounded education, and to initiate them in the occupations which are to engage their subsequent attention.

* Mrs. Cappe on Charity Schools, 1805.

With respect to the education of the children, the original regulations were, "that they should all be instructed in the principles of the Christian religion, and taught to read and write." It was afterwards resolved "to teach all the children to read, and the boys only to write, and the five common rules of arithmetic." There appears to be no reason why these common elements of education should not be extended to the females, as they will thus be rendered much more useful for service. The Lancasterian method could be introduced with great economy and benefit. The time is now past, when it was held that "going to school was idleness, and unfitted the working classes for labour, both as to strength and inclination." * Ignorance is now admitted to be one of the most fruitful sources of pauperism, and education must consequently be one of the most efficient checks to its progress.

The boys are sent out from the Hospital, at the age of nine to ten, when they are bound apprentices during the space of seven years, for the consideration of food and clothing, except during the last year, when they are allowed a per centage on their clear earnings. It may be questioned whether, in some instances at least, they do not sometimes leave the house too young. The age was adopted not many years ago, on the principle

* Mandeville's Essay on Charity—Fable of the Bees.

of economy, and it is certainly recommended by a very able judge.* In point of fact, however, it has been found that, from the inutility of the boys at this early period, they are frequently sent back by their masters, or retained with reluctance; and becoming heart-broken and discontented, either desert their service and run off, or, if they finish their time, are too soon left to themselves, and thus deprived of wholesome superintendence, enlist into the army, or become hurtful to society. The same observation may be applied to the girls, whose fate is sometimes of a more melancholy kind, to which the unprotected part of the sex are peculiarly exposed. If the children could be retained a short time longer, during which they would be instructed in the useful occupations of life, their maintenance might probably be defrayed from their labour, and a material benefit might accrue to their future comfort. This, however, must be regulated by circumstances.

A plan was at one time suggested to the directors of the charity work-house in Edinburgh, † not only for reducing the expense, but more effectually contributing to the advantage of the children,—that in place of being nursed in the town, they should all be sent to the country, where they should be brought up till they were able to provide for themselves. It is observed by Dr. M'Farlane

* Dr. M'Farlane.

† By Mr. Brown, one of the Ministers of the city, in 1780.

that “the children in great towns are in general corrupted from their infancy by that profligacy and vice in low life which they cannot fail to witness ; but that, in the country, the case is the reverse, and that the children of cottagers and labourers are in general well educated, and become useful members of society.” * Whether such a measure could be successfully adopted in this place ; whether proper persons could be generally procured as nurses in the country ; whether the benefit proposed could be practically attained ; whether attachments would be formed to the children, who might be subsequently adopted into the family, partaking of the same fare, and pursuing the same employment—are matters which could only be ascertained by experiment, and which perhaps might be tried to a certain extent. Certain it is, that the great difficulty as to the youth who are bred in hospitals, is their future settlement ; for they go forth into the world, exposed to every species of temptation, without the affectionate eye of parents to watch over and to warn them in the hour of need.

* *Inquiry*, p. 403.—“ In the poorest of houses, the children are obliged from their earliest infancy, to set their hands to every thing they can do, and never know an end to their work, till night calls them to their necessary rest ; for the boys rise and go out to work with their fathers, as soon as they can do the least thing, and by that means become handy at country work, and enured to all weathers ; which is the constant ruin of every work-house boy, who, by being confined to the house, is seldom hardy, or handy, or clever in country business.” *Thoughts on the State of the Poor*, 1776.

In the meanwhile, the essential point is to provide suitable accommodation in the new house, for all the species of work to which it may be proper to apply the time of the children. For this purpose it will be necessary, in the first place, to have separate compartments for the boys and girls, with play-ground behind, attached to each; in the second place, to have a school-room in each, for reading and writing; and in the last place, to have proper places for working in the several occupations in which it may be considered expedient to engage their attention. After the remarks which have previously been made, it is unnecessary to enter into more minute details.

III. The third object in the new building is the *Infirmary*.

It has been supposed that, from the contiguity of the house to the Royal Infirmary, the necessity of this erection might be avoided, by adequate contribution to the funds of that excellent institution. Your Committee, however, are satisfied that this is neither practicable nor advisable. The Royal Infirmary is a general receptacle for recovery—not of paupers, whose age and ailments admit of no hope of ultimate cure—but of patients to whom relief may be successfully administered for the purpose of restoring them to health and ability for exertion. It is besides too small to allow of so great and permanent an addition;—nor, even if it could contain the paupers,

would it be expedient to intermix them with the industrious classes. Lastly, the expense of maintaining the sick paupers in this establishment would be greater than in the Hospital. On every account, therefore, it is indispensable to attach an Infirmary to the new building.

With respect to the size, your Committee would recommend that it should be on a moderate scale, susceptible of addition at a future period. In the first place, it should be capable of containing easily the whole of the inmates who may be likely to require its benefit. The present number in the Infirmary is 112, of whom there are only 3 children. What the accommodation should now be, will depend on the extent to which it may be considered advisable to carry the new establishment. If it were made so large as to contain 500 inmates, then on the same ratio, the Infirmary should be calculated for about 120. Four wards, two for men, and two for women, with detached rooms for nurses and fever cases, will probably be sufficient. In the next place, however, there are other descriptions of poor, for whom it may be requisite to provide accommodation in the sick department. There are the city poor who live in their own houses, and who occasionally need medical relief out of them;—and there are stranger poor, whom it will sometimes be imperiously necessary to cure, both from policy and humanity, previously to their removal to their own parishes. It will be for the civil authorities to consider of

this subject, as the applications in such cases are made to the sitting Magistrate. The expediency of at least providing room for such purposes has been demonstrated by the introduction of numbers of poor patients by the Magistrates into the Royal Infirmary, for whom, owing to the burden thus created on that institution, a separate place may now be necessary. For these objects, two additional wards of the same size as the former, with similar attached apartments, may be proper, on the floor above.—It has also been suggested that a fever ward, for such cases of infectious disease as have lately entered into the city, would be a proper annexation. Your Committee, however, are disposed to think that this would not be a legitimate application of the poor's funds, and that such an institution, if necessary after the Royal Infirmary is relieved of the cases recommended by the Magistrates, should be dependent on private benevolence.—Although it certainly will not be requisite to fit up the whole house in the manner recommended, it may be prudent to build the exterior walls, in the view of an increasing population, and your Committee would recommend that there should be three stories, the first and second of which to be appropriated as already mentioned, and the third kept in reserve, to be used at a future period, if necessary.—An objection very common on such occasions will likely be urged—provide the room, and let it be ever so large, it is sure to be occupied. The answer is plain. No application of charity can be more judicious than the restoration to health, of those

who would otherwise, with their families, become a permanent burden. If the object be proper, (and who, with the feelings of a man, will deny it?) the only question is, as to the probable accommodation that will be required. It is always illogical to judge from the abuse, and it remains with the managers to prevent an impolitic application of the charity, by the exclusion of the undeserving.

With respect to the interior arrangements of the Infirmary, it would be superfluous for your Committee to detain your attention. There cannot be a better general model than the Royal Infirmary,—it being understood that all ornament should be avoided, and the strictest economy observed in the structure. There is one essential particular—ventilation. It is well known by those whose duty it has been to visit sick hospitals, that it is difficult to get the patients to admit the free air, and that they draw up the windows as soon as they are unobserved. Some mode of circulation therefore beyond their reach might be advisable. Dr. Hales recommends grates in the middle of the floor, to be covered with a hatch at night, but the air is both purer and more subject to command, when admitted from above.* Count

* In the *Buiten Gasthuis*, or country hospital at Amsterdam, there are galleries at the sides of the rooms, which are stated to be of great use in giving a complete inspection of the patients, without disturbing them. The windows open into these galleries. In case of infectious disease, this arrangement removes all apprehensions from the visitors. *Philanthropist*, No. 26. The plan would be too expensive, however, in this institution.

Rumford's *louvres*, or pipes communicating with the exterior air, would be preferable.

The Infirmary will of course be detached from the Poor's-house, but perhaps the construction may be so formed as to have an interior communication, for the sake of the sick.

IV. The next subject of attention, in the new house, is an Asylum for the *fatuous and lunatic paupers*.

Of these, the following is a classified list:

I. IDEOTS.

1st. Who are qualified for doing some work ;

Males.....13

Females.....10

— 23

2d. Who are unable for any work ;

Males..... 6

Females 13

— 19

— 42

II. LUNATICS.

1st. Who are qualified for doing some work ;

Males 4

Females 7

— 11

2d. Who are unable for any work ;

Males 7

Females 10

— 17

— 28

70

It thus appears, that of both classes, 34 are in such a state of mind, that their services can be made available to a certain extent; and 36 are altogether impotent.

Conceiving, as your Committee have expressed themselves, that it *may* still be necessary to provide accommodation for these unfortunate fellow-creatures, they consider the classification to be obvious, into separate departments for the ideots and the lunatics. Besides 70 in the House, there are 26 in the Lunatic Asylum, and the sum paid to that Institution, from the 1st June to the 30th August last, at the rate of 8s. per week for each, amounted to £539:10:10. This is about £21 per head, which, though in one view moderate, is by far too much for any pauper, unless great ulterior benefit is to be derived. A distinction, therefore, appears requisite. If there be cases which present a rational prospect of cure, a fair trial may be made in the Lunatic Asylum; but when this object appears hopeless, they should immediately be brought back to the Hospital, where they should receive the attention necessary in their melancholy situation, but consistently with due economy. Perhaps it may not be too much to expect that, by pursuing the same mild yet firm course adopted in the Lunatic Asylum, the same benefit may be derived. Every means of occupation, which the varied state of intellect will admit, ought to be provided for all these paupers, so as to distract their attention from the

prepossessions that prey on their mind. Simple and easy work will be highly useful. A number of the idiots, in particular, whose case is ultimately hopeless, possess sufficient discrimination for the ordinary out-door employments, and to this object their physical powers are at present directed. In short, the same rule should be applied to these melancholy subjects, as to all the rest of the inmates—to make them work to the utmost prudent extent of their capacity.

A separate building will be indispensable for the reception of these persons, as much detached as possible from the rest of the establishment. It should be formed, so as completely to divide the two classes; and for the health or recreation of each, a space of ground should be assigned, with a wall between. This will be peculiarly desirable for the confirmed cases;—as to the liberty of the partially insane, and the slightly ideotic, the discretion of the managers must prescribe according to the diversified shades of the mental disease.

On the plan of this part of the building, your Committee are also relieved from the necessity of occupying much of your attention. The Lunatic Asylum, which is constructed on a principle, and conducted in a mode, which has excited deserved admiration, will afford sufficient hints as to the interior arrangements, in so far as they can with propriety be transferred to a pauper institution;

and under the difference between a place for recovery, and an hospital for reception, There are leading points, however, which are congenial. The Asylum is formed on the system of classification according to sex, rank in life, and degree of insanity. A plan which effectually combined the whole of these views, though partially prosecuted at the York Retreat, and other excellent institutions, was peculiar to this establishment; and conferred equal honour on the discriminative mind and architectural skill of the regretted inventor, whose object was “a system of arrangement of a very minute and apparently complicated kind, united to great ease and simplicity of management—a superintendance unusually active and efficient, which follows and watches every motion of the patient, while it ensures to him a more than ordinary degree of individual liberty; of exemption from restraint and bondage, of personal security, of ease, comfort, and enjoyment.”* The distinction of rank is of course lost in the pauper asylum, but it will be necessary to assign different sides for the males and females, and it will be extremely proper to make such arrangements with respect to each, as may be suited to the different shapes and stages of the disease. A certain number of separate cells will be requisite for the frantic and desperate lunatics; while others

* Remarks on Hospitals for the Cure of Mental Derangement, by the late Mr. Stark. 1807.

whose disorder is either mild or convalescent, and whose conduct is correct and decent, may be more safely allowed to intermix with society. The ideots, again, are all harmless, and all hopeless. For them no solitary accommodation can be of use, but even in this calamity there are degrees, various as the constitution of the human intellect. The chief object of attention in such an institution as this, will be to discriminate according to the capacity for exertion in each, to prevent the exposure of whatever may be offensive, and to attend to the wants and necessities of all.

On these principles, your Committee would recommend that the Asylum should in the first place be formed into two receptacles—one for the lunatics, and another for the ideots;—that, in the second place, each of these receptacles should be divided into two departments—one for the males, and another for the females;—that, in the third place, enclosed spaces of ground behind should be laid off for air and exercise;—and that, in the last place, such arrangements should be made, as to the interior of the different places, as will best accomplish the ends for which they are designed. It would be superfluous to mention the indispensable necessity of suitable provision for cleanliness, ventilation and comfort.

V. Conformably to the preceding Report, the next proposed annexation to the new establishment is a *House of Industry*.

On the restricted principle which has been submitted to your approbation, your Committee do not conceive that a large place will be necessary. It is recommended for adoption, not as a mode of supplying the able and industrious with employment, but as a mild and effectual corrective for depravity, mendicity, and vagrancy. The residence of those who are confined will probably be short—indeed the very terror of constant labour will, in all likelihood, be sufficient to banish the sturdy beggars who infest the streets and vicinity of the city. It is not meant that the doom of solitary imprisonment should be passed on these offenders against the police, as in Bridewell;—but, rather to reclaim, by providing them with the means—and if possible, inspiring them with the spirit of industry. The power of sending persons to this place will be exercised by the Magistrates, after a judicial investigation. There may also be cases where the weekly Committee of the Hospital may find it advantageous to use the authority as to the inmates, by committing the idle and refractory for a time to the work-house.

The general principles recommended by Howard for such an institution are, that the inmates should be kept constantly at labour, ten hours a day, meal-times included;—that the sober and diligent should be rewarded by a proportion of their gains, and an abbreviation of their confinement;—and that the idle and refractory should

be punished by a privation of all the comforts of life; fed on bread and water; and if requisite, put into separate cells. It has been suggested as an improvement on this plan, applicable to all sorts of penitentiaries, that no provision at all should be allowed by the public, except bread and water; but that the whole of their earnings, after paying a proportion of their expense, should be allowed them for their own use, which will operate as a powerful incentive to labour. This mode is now practised in several institutions in England. A remarkable instance of its benefit in the Edinburgh work-house, will be found in the subjoined note.*

* "Mr. Stirling, the Superintendent, deserves a statue for a scheme he contrived to reform common prostitutes. A number of them were confined in a house of correction, on a daily allowance of threepence, and even part of this small pittance was embezzled. Pinching hunger did not reform their manners—for, being absolutely idle, they encouraged each other in vice, waiting impatiently for the hour of deliverance. Mr. Stirling, with consent of the magistrates, removed them into a clean house, and, instead of money, appointed for each a pound of oat meal daily, with salt, water, and fire for cooking. Relieved from distress, they longed for comfort. What would they not give for milk and ale? Work, said he, will procure you plenty. To some, who offered to spin, he gave flax and wheels, engaging to pay them the half of the price of the yarn, retaining the other half for the materials furnished. The spinners earned about ninepence weekly, a comfortable addition to what they had before. The rest undertook to spin, one after another; and, before the end of the first quarter, they were all intent on work. It was a branch of this plan to set free such as merited that favour, and some of them appeared to be thoroughly reformed." *Kaimes' Sketches of Man. Vol. III. p. 82.*

The House now recommended, should be separate from the rest of the establishment. Accommodation for fifty or sixty persons will, in the first instance, be probably sufficient, subject to the capability of further extension, if required at a future period. As to the work, the best way will be to follow the plan of the Bridewell; but if this cannot be accomplished, it may be enough to provide hemp and oakum for the men, and materials for spinning for the women. Baths should be fitted up in a shed near the pipe—perhaps also a copper for warm baths, in particular cases, and every person of this description should be made to perform ablution. The clothes of the vagrant beggars are intentionally so miserable, that, when received into the house, a coarse hempen or woollen dress would be desirable, and their own laid aside in ticketed bundles till their departure. An oven to purify their clothes, if at all apparently tainted, might also be proper.*

Your Committee have, in these hints, proceeded on the assumption that the proposed house should be appropriated for the more venial offences against society. The object might be partially attained by two large sleeping apartments, and two large working rooms for the different sexes. It might, however, with propriety be urged, that

* A few hours of the clothes in an oven, moderately heated, completely removes the chance of infection. *Lind on health of Seamen.*

even with respect to such cases, there are degrees of criminality requiring proportionate retribution, and degrees of vice which would subject to the danger of contamination. It is perhaps proper, therefore, to provide for such distinctions at the commencement; and the best plan may be to have rooms on two different floors, the first destined for those who may be obdurate, where a stricter discipline may be observed—and the second for those whose offence may be lighter, or for those on the first floor who may be advanced to the second, as a reward for better behaviour. In this view, it may be the most advisable plan to build the house three stories high at once, leaving the third to be fitted up as occasion may subsequently occur; and as the chief expense is the roof, this mode may at any rate be ultimately the most economical. Common rooms may be tried at first, and if minuter divisions be afterwards found beneficial, they can easily be made. Two enclosed spaces of ground behind, one for each sex, for the purpose of air and exercise will be requisite.*

* In the great work-house at Hamburgh, which is somewhat similar to the proposed house of industry, (as it is not accounted infamous) the only division is into men and women. In the large room, when Mr. Howard visited it, there were 300 females busily employed. At Delft, however, “they do not put more than eight to ten in one room, for, when large numbers are put together, one idle person corrupts another.” *State of Prisons*. The magnificent work-house at Amsterdam is formed on a peculiar principle. It is calculated for three purposes;—first, for abandoned women, who are kept at continual employment; secondly, for beggars, who are taken up and sent there, and after being cleansed and dressed in the habit of the house, they are put to hard work; thirdly, for the poor in gene-

Much, if not all the success, of such an institution, must depend on the management. The superintendent must be a man of activity, prudence, and temper. Inspection, constant and vigilant, will be indispensable.

Your Committee have already expressed their opinion that houses of industry for the purpose of affording employment to, and thus supplying the necessities of, the able poor, are impolitic, injudicious, and unprofitable. In the proposed plan, therefore, they have made no provision for this arrangement. If, however, a different opinion should be entertained on this important subject; or if, in a time of commercial distress, such a plan should be considered as worthy of temporary or partial adoption, (although even then out-door work in roads, canals, or similar labour, so as does not interfere with established industry, would be far preferable,) the accommodation ought to be totally distinct from that which is assigned for offenders.*

ral, who come in for maintenance, and go out of their own accord. These last are called *vry willigers*, denoting that their residence is from "free will," and they are distinct from the rest of the establishment. There are four large rooms for their reception—the first 270 feet long. *Philanthropist*, 1817.

* Details as to the rules and conduct of various Houses of Industry on the above plan, will be found, at great length, in the second and third volumes of Sir Frederick M. Eden's *State of the Poor*. They all illustrate the truth of Sir George Paul's observation on his Address to the Magistrates of the County of Gloucester, that "the public opinion should never be raised high, as to the *productive* consequences of *forced* labour." The greater number of poor-houses lately erected in England are under Mr. Gilbert's Act, which is now construed to extend only to cases of age, infancy, or infirmity.

VI. The last object recommended to your attention in connexion with the new house, was a *School of Industry*.

This institution, for instruction combined with work, was proposed for the benefit of two classes;—first, of the children, who form such a burden on the parents as to oblige them to apply for legal relief;—and, secondly, of the youth who, from idleness, depravity, and bad company, have been guilty of offences, for which hard labour, without the stigma of infamy, is the best corrective.

It may be objected to the provision thus proposed for the benefit of the first of these classes, the children of the poor—that in so far as regards employment, it is subject to the very same objection that attaches to work-houses for the industrious poor; and that, in so far as respects education, it is unnecessary, as there are already the session schools established for their instruction. To this it may be replied, that it is by no means intended to erect an extensive juvenile work-house, but to confine the benefit to the children of the out-door pensioners, who cannot otherwise procure employment;—that there appears a fair distinction between providing work for the able adults, and for the young who cannot look after themselves, and who, from idleness, are apt to become a hurt to the community; that a double end would thus be attained—the dissemination

of knowledge and industry among the youth, and the relief of the parents from poverty; that, if the object of instruction and employment be good as to the children in the hospital, the same principle must apply to the children of the poor, who cannot procure these advantages; and that, as to the session schools they are limited to the object of education, and cannot, by initiating the youth in mechanical arts, impress on their minds the benefits and blessings of industry. *

If these reasons appear sufficiently strong to induce you to adopt the plan, the next question is as to the details of the arrangement. For these, the school of industry at Kendal will probably furnish a model. The children are there employed at work during the day, and return to their parents at night; the scholars are divided into a convenient number of classes, and each class is taught to read and write; they are entitled to

* "There is nothing that can make the exertions of society more useful than the supplying of employment to children. Whether we consider the general good of society, the welfare of the poor, or the interest of those who maintain them, we must feel equally impressed with the important duty of affording to the rising generation the means of acquiring an honest livelihood, and of thereby preventing those criminal habits which lead to their irrecoverable ruin, and in their consequences to the destruction of social order and good government." *Letter from Mr. Montagu Burgoyne.*

The institution of such a refuge may appear less necessary in Glasgow, where there are so many manufactories. There are times, however, when the children cannot procure employment; and there are parents who prefer for them the occupation of mendicancy. It is merely for such cases that the proposal is adapted.

the whole of their earnings, subject to a small fixed deduction for expenses; an eating-room is provided, where the children may dine for a small sum; and the elder girls assist at the kitchen by rotation. The schools contain 112 children; 30 of the larger girls are employed in spinning, sewing, knitting, and in working for the house—the 36 younger girls in knitting only; 8 of the boys are taught shoe-making, the remaining 38 are engaged in card-setting.* The whole expense for two years amounted to only £110 : 1 : 2. In any plan of this kind for Glasgow, weaving for manufacturers is the most obvious source of employment.

If, however, this part of the plan appear to you to be either speculative, or impolitic, or not to hold out the prospect of adequate benefit, your Committee entertain less doubt as to your approbation of such an institution, on the principle of a juvenile penitentiary. The grounds of their recommendation have already been fully explained, and all that now seems to be requisite, is to attend to the practical details. As the system has been adopted in London on a very extended scale, and has been attended with great advantage at the Philanthropic Institution, in the Borough, it may be of use to lay before you some information which has been received as to the management. The Society originated from the extent of juvenile depredations in the metropolis, and

* Reports of Society for Bettering the Poor, Vol. III. p. 189.

from a desire to ascertain the causes and arrest the progress of this great and growing evil. A large committee is appointed, who meet every fortnight; and sub-committees, with confidential agents, are employed to investigate the cases of individuals, and to register the particulars. The building consists, first, of a range of work-shops of one floor, upwards of 500 feet in length, under which is a rope-walk, where every kind of lines, twines, and cord, are manufactured; secondly, of a separate enclosure, used as a house of probation or reform, for the criminal classes of boys;—thirdly, of a similar receptacle for the same description of girls; fourthly, of a chapel for religious worship; fifthly, of an eating-room, used also for an evening school-room; sixthly, of a warehouse, for the reception, delivery, and sale of the manufactured articles; seventhly, of the general kitchen, bakehouse, and dormitories; and lastly, of the requisite accommodation for the superintendents. The quality of the food is proportioned to the gains of the youth, or the hardness of their labour. The boys are bound apprentices for a certain number of years to the master-workmen employed within the institution. They have a particular dress, and a badge which is left off after a certain period. The hours of work are from six in the morning till six in the evening in summer, and from day-light till half-past seven in winter. The school is open four evenings in the week for reading, writing and arithmetic. The elder boys

are allowed to go out one day in the month, and the younger one day in three months, to return before dark. If any one escapes, and is retaken, he is treated as a refractory apprentice. The task assigned is such as can easily be performed;—and of the extra labour, one-half is allowed as a reward—a small part being given in money, and the rest placed to his credit, to be paid at the end of his apprenticeship. Work of almost every trade is done by the boys. The girls are employed in making, mending, and washing the boys' clothes, and in different kinds of needle-work; and at the age of about sixteen, they are placed out as house-servants, receiving a quarterly gratuity afterwards for good behaviour, during a certain period. Last year, there were about 200 boys and girls in the place, and the result as to conduct was extremely gratifying. It would be unnecessary to be more minute, as farther particulars can easily be obtained. There are some of the points which would not be applicable to the local circumstances of this city, but the general features of the plan are worthy of imitation. There are two great divisions of the inmates—those who are sent, from the poverty of their parents, for subsistence and instruction;—and those whose habits have been depraved, and are received as a means of reformation. The last is undoubtedly the most important with respect to this city, where there are so many boys who prowl about the streets, unrestrained by pa-

rental authority, exposed to every temptation, addicted to every vice, ignorant of all that is good, and trained by their associates to the perpetration of every crime. Of these facts, the circuit-courts for several years have afforded melancholy proof.

If, however, it be considered unnecessary to provide a school of industry for the children of the poor, and if it be thought sufficient to confine the plan to a *penitentiary*, the House of Industry will in this case do for both the younger and the older description of offenders, without the necessity of any separate building;—but, in that event, it will be requisite to make a complete distinction between the accommodations for the two classes, and on no account to permit any communication. The separation of the sexes is a matter of course. Ground behind for recreation will be highly proper, on the same plan as has been previously stated.

There is one principle which ought to be strictly observed in all penitentiaries—concealment as much as possible from observation. It is remarked by Mr. Bentham,* that in most works where criminals are employed, the publicity of

* *Theorie des Peines et des Recompenses*, redigée par Dumont. 1811.

their disgrace tends more to harden, than the habit of labour to reform; and he mentions in illustration the canton of Berne, where the offenders who are occupied in the streets are scarcely set at liberty before they commit new crimes, while those who are privately occupied, and whose character is not rendered infamous, are seldom again exposed to the penalty of the law. His plan of a *Panopticon*, where the inmates are concealed from each other, but open at one glance to the eye of the superintendent, is no doubt in principle the most correct, but it is perhaps more applicable to receptacles for obdurate criminals.*

* Mr. Bentham's plan of a *Panopticon*, [a Greek compound, signifying universal observation,] is distinguished by three leading properties. From the form of the building, and the disposition of the cells, the inspector can see each prisoner at all times, without being himself observed, and can direct them without leaving his post;—the establishment is managed by contract, a fixed price being paid for the whole expenses of each prisoner, and the contractor having the sole charge and the whole profit of the work, with the exception of a certain allowance to the prisoner;—and the lives and custody of the prisoners are ensured by the contractor, a fixed sum being allowed yearly for the deaths, according to the tables of lives, and the same sum being paid for each death or escape. The entire publicity of the accounts is also a principle.

This admirable plan unites all the objects which Mr. Bentham calls the *qualities* of punishment. It is *exemplary*, being visible and intelligible to all, without being too severe. It is *reformatory*, by the allurements to labour, the separation of classes, the compulsion to reflection, and the means of instruction. It is *preventive*, during the period of confinement, and to guard against the dangers of relapse, the restraint is gradually mitigated previously to discharge. The system was at first derided as theoretical in this country, but having been reduced into practice at New York and Philadelphia with great

Every attention ought to be paid to the moral and religious instruction both of the young and old—as the object is not only to deter and punish, but to reclaim and reform. The duty of the hospital chaplain might be with propriety extended to these classes, and opportunity should be afforded to the clergy, and other well-disposed persons, to visit and admonish.

With respect to the expense of erecting either a house or school of industry, your Committee do not consider themselves entitled to offer an opinion as to the source from which the funds ought to be defrayed. This is a point which lies more properly with the Magistrates and Council, if they should approve of the plan. If, however, a general subscription be requisite, your Committee are persuaded that no money can be more judiciously applied, as it will be the means not only of repressing crimes, and improving the police of the city, but of preserving a lavish and improvident waste to undeserving mendicants. It was calculated that in Edinburgh, the efforts of the

success, it has been adopted by government, on a magnificent scale, at the Great National Penitentiary now finishing at Millbank, Westminster, for the purpose of diminishing and ultimately abrogating the expensive punishment of transportation. To the extended mind and active exertions of Sir Samuel Romilly, in the House of Commons, the public are much indebted on this subject. It is not unlikely, after due experience of its utility, that the same plan may be introduced into Scotland. Nothing can be more pleasing than a visit to this beautiful and admirably constructed prison; and it cannot be too much regretted that the same enlightened principles had not regulated other erections in Britain.

society for suppressing begging, had in the first year saved £1779 to the public. *

Your Committee now beg leave to sum up this Report with respect to the accommodation which may be requisite in the new Building.

First, as to the Hospital itself, on the principles which they have already stated, the following provision may, at least in the first instance, be considered sufficient :

1st. For the adult paupers in health,,.....	150
2d. For Ditto, in the Infirmary,.....	120
3d. For the fatuous and insane,.....	110
Making in all for adults,.....	— 380
4th. For the children,	120
	<hr/>
	500
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It will depend on arrangements which have been already explained, whether the accommodation in the Infirmary may not require to be enlarged ;—and whether the lunatics and ideots may be in part or in whole transferred to another es-

* First Report.

tablishment. Either of these events will make a corresponding alteration in the plan.

Secondly, as to the proposed annexations to the Hospital :

1st. For the house of industry,.....	60	
2d. For the school of industry,		
(1.) For children of the poor,.....	100	
(2.) For young offenders,.....	50	
		—— 150
		—————
		210
		—————

But, if either it be considered more eligible to class the old and the young offenders in the same place, or if the suggested scheme as to instruction and work for the children of the poor is not deemed advisable at all, then the arrangement will be confined to the house of industry, viz.

(1.) For the old,.....	60	
(2.) For the young,.....	50	
		——
		110
		—————

In the first of these cases, a separate department must be provided for the school of industry—in the second it will be superseded altogether.—The same principle applies as to the capability of future extension.

It is quite unnecessary to add, that the whole

establishment should be properly ventilated, heated, and supplied by pipes with water, both for domestic uses, and the various purposes of convenience and cleanliness. *

With respect to the general form of the whole structure, your Committee do not feel themselves sufficiently qualified to offer an opinion, as that point must be determined partly by the nature of the ground, and partly by architectural advice. If there were a consonance between the different parts of the institutions ;—if, for example, the establishment were confined to one object, such as a penitentiary, they would have no hesitation in recommending the plan of a panopticon, with a chapel and superintendent's apartments in the centre, radiating into a number of sides, corresponding to the variety of classes, and with enclosed spaces diverging behind for exercise. This form seems originally to have been followed at the Maison-de-force at Ghent, and to have been

* The suggestions of Count Rumford have been extremely useful in promoting health and economy. His heating and cooking apparatus are sufficiently known, but it may be proper to notice his *louvre*s, for carrying off vitiated air, which have been successfully adopted at Munich and Dublin. The current of air is produced by vertical wooden pipes, proceeding from the roof of the building and passing into the room below. Two of the tubes convey fresh air into wooden boxes perforated with holes, from which it is distributed through the room ;—and a third pipe, furnished with a register or damper, carries off the foul air. They are so constructed that every wind that blows, acts at the same time both by compression and exhaustion. The apparatus is simple, powerful, and may be stopped at pleasure.

transferred by Mr. Howard into similar establishments in England. The idea has been in part adopted at the Lunatic Asylum in this city. The difficulty here, however, arises from the incongruity of the different objects—the old and young—the sane and the lunatic—the healthy and the sick—and, if the house or school of industry be annexed, the correct and the criminal—all of whom must be kept separate. Whether this apparent incompatibility can be reconciled—whether it will be practicable to preserve the advantage of combination for unity and effect of management, with the necessity of complete disjunction of the several classes on the principle of policy—and if so, whether the outline and inequality of the ground would admit of such a structure, your Committee do not presume to decide. They fear that such advantages cannot be properly attained, and if this impression be correct, the only remaining method will be to build the edifice on the simplest plan, so as to answer the different ends proposed, keeping the most ornamental and least offensive parts in the foreground. If, however, it were considered more advisable to effect the above objects, in another place, the property of Spring-garden could be sold to advantage, though it will not be easy to find a situation equally eligible.

Whatever may be the plan adopted for your new establishment, every thing will depend on *management*. The obligations of the community to the gentlemen who take the arduous and benevolent charge of the Hospital, cannot be sufficiently estimated. To be sensible of the laborious duty of the weekly Committee, it is necessary to have discharged it. The same praise, however, cannot be bestowed on the visitors. This salutary office, your Committee are sorry to observe, has been much neglected. They are aware of the occupation of men in business, but divided among forty-eight Directors, this burden (if it *will* be called a burden) must fall lightly on each. They would at the same time submit the propriety of soliciting the aid of the female part of the community, whose tenderness, attention and judgment would be eminently useful, particularly towards the inmates of their own sex. Your Committee know the Ladies of Glasgow too well, to imagine that they would decline a labour of charity, which is cheerfully performed by the sex in many parts of England, and in most of the public institutions on the Continent.

Your Committee would anticipate much advantage from the annual publication of the state of

the receipts and disbursements, both of the Sessions and the Hospital. It is the money of the citizens that is bestowed, and surely they have a right to be informed of its application. Such is the mode now generally followed in England; such was the practice at the commencement of this Hospital; and such ought to be the rule of all such establishments. The eye of the public is the most efficient and wholesome control over the management—operating at once as the incentive and the reward of duty. The fear of attracting the poor is altogether visionary. Their increase proceeds—not from the publication of statements, which they never see—but from the extent of expenditure, which they universally know.

Your Committee now close this voluminous Report. They commenced by soliciting your indulgence, and they cannot conclude without acknowledgments for your patient attention. They know that if an apology were requisite, it will be found in the deep importance and wide extent of the subject. They have endeavoured to compress the mass of information which they have had to collect from books, correspondence, and personal investigation. They have studied to resist the allurements to speculative inquiry, and to confine

themselves to the illustration of the practical objects which they have had to recommend. They are aware of the debateable ground on which they have had to tread—of the delicacy of the topics which they have had to discuss—of the difficulty of the details on which they have had to deliberate—and of the plausible objections which may still be urged against their plans. Diversity of opinion on such a subject is natural, and discussion is highly desirable. It is only by collision of sentiment that the truth can be elicited, and the best system devised. All that your Committee will say for themselves is, that they have stated their views with honesty—they hope with modesty—they are sure without any intention of offence. Whether they have discharged the high trust which you have been pleased to repose in their judgment—whether they have suggested any hints for reducing pauperism and crime, and yet benefiting the meritorious poor—whether they have proposed such principles for your new institution as, by the introduction of modern improvements, may be worthy of adoption—it is not for them to decide; but the labour they have bestowed to afford you the requisite information, it is perhaps prudent to conceal.

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POOR-RATES.

Appendix.

IN forming a correct judgment on the question as to the increase of the poor-rates in England, it is necessary to consider the state of the country, and the circumstances of the people, at the period of comparison.

From Gregory King's *Political Arithmetic*, and John Sturges's history of the revenue, it appears that, at the commencement of last century, the population was 5,500,000; the revenue £3,895,283; the national debt £16,504,702; the value of exports £7,045,432; the weekly wages of a labourer about 2s. 6d.; and the price of wheat 3s. 6d. and of oats 1s. 6d. per bushel. The poor-rates were estimated to be above £800,000, and what that sum is compared with their present state, it is requisite to take into account the immense augmentation of all the above items,* excepting wages, which still, by an artificial

* In 1851 the population was 27,000,000—the average for the year ending 31st January, 1852, was £27,000,000, independently of Ireland. The total population was 27,000,000, and in 1852, the value of exports was £12,700,000. The price of wheat was at present averaged at 10s. and oats at 3s. 6d. per bushel. It is doubtful, however, if this statement gives a comparatively correct ability to pay the poor-rates. The progress of agricultural and general commerce, and the state of the national debt, are

1874

POOR-RATES.

IN forming a correct judgment on the question as to the increase of the poor-rates in England, it is necessary to consider the state of the country, and the circumstances of the people, at the respective periods of comparison.

From Gregory King, Davenant, and Sir John Sinclair's history of the revenue, it appears that, at the commencement of last century, the population was 3,500,000; the revenue £3,895,285; the national debt £16,394,702; the value of exports £6,045,432; the weekly wages of a labourer about 2s. 8d.; and the price of wheat 3s. 6d. and of oats 1s. 6d. per bushel. The poor-rates were estimated to be above £800,000, and when that sum is contrasted with their present extent, it is requisite to take into account the immense augmentation of all the above items,* excepting wages, with which, by an artificial

* In 1811 the population was above ten millions;—the revenue for the year ending 5th January, 1818, was £47,277,450, independently of Ireland;—the total unredeemed debt was £799,601,176;—and in 1813, the value of exports was £73,725,602.—The price of wheat may at present be averaged at 10s. and oats at 3s. 6d. per bushel. It is doubtful, however, if this statement proves a comparatively increased ability to pay the poor-rates. The progress of individual wealth is in general commensurate with the state of the national finances.

system, there is in many places a most impolitic interference. It was lately admitted in the House of Commons, that persons giving employment to labourers and mechanics, frequently allow them no more than 9d. to 10d. per day, and call on the parish to make good the difference for the support of their family. It is absurd for those who thus invert the first principles of political economy, to complain of the rates. They are only paying their own debt in another coin; but with this difference, that it is partly with the money of other people.

Nor does a mere arithmetical statement afford a legitimate criterion, without a corresponding estimate of the value of money at the different periods. It appears from the returns to Parliament, printed in 1803, that the annual expenditure on account of the poor, in 1776, was £1,523,163, and in 1785, £1,983,646. The average of these two years is £1,738,406. In 1803, the disbursements rose to £4,113,164, and in 1815 to £5,072,028. The average of these two years is £4,592,596. The *numerical* increase between the first and the last of these average periods, is thus £2,854,190. But, assuming the tables in Young's Annals of Agriculture (No. 270) to be correct, the value of money during the seven years from 1804 to 1810, was to the value of money in the twenty-three years from 1767 to 1789, taking the price of provisions for the data, as $11\frac{1}{4}$ to 20;—and, even allowing that the progress of depretiation was suspended from 1810 to 1815, it would require, to purchase the same quantity of necessaries in the average of the years 1803 and 1815, as in the average of the years 1776 and 1785, in place of £1,738,406, no less than £3,090,499. Therefore, the *actual* augmentation should seem, on this basis, in place of £2,854,190, to be only £1,981,329.

Although these considerations form an essential ingredient in a fair decision on this momentous question, and have been too much overlooked in the various speculations

which have appeared on the subject, there is no doubt that the progress of pauperism is sufficiently alarming, and if the voluntary contributions are added to the parochial rates, the shade will become still deeper. It was calculated that, in the year of scarcity 1801, about ten millions were bestowed on the poor—a sum equal to two-thirds of the whole taxes on France, and twenty times more than the whole expense of the government of the United States of America during the same year.* If this estimate was at all correct, the amount must have been much greater during the late period of commercial distress in 1816 and 1817.

If, in place of judging on the basis of political arithmetic, we view the actual state of the people, the conclusion is still more striking, and still less consoling. When the census of the population of England and Wales was taken in 1801, the total number was 8,872,980, and of these no fewer than 1,040,716 were enumerated in the returns to Parliament as receiving parochial relief.† It would have been very satisfactory if the account had been carried down to the present period, and it is to be hoped that the Committee now sitting will order the information. In 1811 the population had increased to 10,150,615, and Mr. Colquhoun, in his *Treatise on the Wealth of the British Empire*, estimates the number of the indigent and noxious classes at that time, in Great Britain and Ireland,

* In 1801, the population of France was estimated at 33 millions, and the taxes at 15 millions sterling. *Tinsau's Stat. View*, 1803. In 1802 the expense of the government of the United States was stated to be 2,500,000 dollars, or £562,500. *Gallatin's Report*, 1803.

† Distinguished as under :

Adults permanently,.....	336,199
Adults occasionally,.....	305,899
Children permanently,.....	315,150
In work-houses, including children,.....	83,468
	<hr/>
	1,040,716

at 1,857,141.* Although we have no official documents to instruct the *poll* progress of the malady since 1801, the pecuniary increase sufficiently shows that it must be great.—In 1801, then, it is proved that *every eighth person was a pauper*, and it may be moderately assumed that in place of an eighth, it is now at least a seventh, if not a sixth. A return of some parishes to the House of Commons in 1817 is subjoined, by which it appears that the aggregate proportion was one third.—Now, what are the political effects of such a state of society? The injury is two-fold. In a negative point of view, it may be considered as an abstraction from the effective population, and consequently from the national industry, which is the national wealth;—and it forms a positive burden on the community, from whose labour the support of the paupers must be derived.

The prospect is far from cheering. The pauperism of the people and the decline of the nation are convertible terms. The evil must arise either from the circumstances of the country, or from the dispositions of the inhabitants—from a growing inability to procure subsistence, or an increasing aversion to earn it—from the diminution of the public resources, or the advance of private corruption. The alternative of the dilemma, in so far as respects the able paupers, is unavoidable; and the cases which may be pleaded as exceptions—the instances of innocent distress and meritorious poverty, which must at all times afflict mortality—do not alter the terms of the general position.

To whatever origin pauperism may be ascribed, it seems now to be generally admitted that the poor laws, instead of alleviating, tend to aggravate the evil, by weakening the incentives which form the only real cure. “Patience, labour, frugality, sobriety and religion,” says Mr. Burke,

* Page 111.

“ should be recommended; all the rest is downright fraud.” * The poor-laws have been truly styled by the French † *la plaie politique de l'Angleterre, la plus devorante*—a gangrene which is festering and corroding the vitals of the body-politic. The feelings which they engender among those who are compelled to pay—feelings akin to any thing but benevolence, or the true principles from which charity ought to proceed—require no description. But the effects which they produce on the recipients of the relief are still more melancholy, and it is really astonishing that there should exist men who pretend to be friends of the people, who urge them to the requisition of what is called their *right*, and delude them by an *ignis fatuus* which allures but to destroy. Every person who consults the real interest of the operative classes—who would wish to see their industry, not their idleness—their frugality, not their improvidence—their manliness, not their servility—their independence, not their degradation—their happiness, not their misery—must desire that they should be undeceived as to the false and hollow foundation on which they are thus made to depend. It is to the profligate and the shameless that the poor-rates too generally hold out a refuge. The deserving poor frequently shrink from the boon. They suffer, and struggle, and endure, rather than be contaminated with the touch; and it is none of the least of the evils, that their noble efforts are too often unassisted and disregarded, because the rich conceive that they have already discharged the debt in the form of compulsory provision.

Nor in a time of commercial pressure or agricultural distress, do the poor-rates afford any relief. The experience of the different periods of calamity during the present century—in 1800 and 1801; in 1810 and 1811;

* Thoughts on Scarcity.

† Comité de Mendicité.

and in 1816 and 1817, need not be called to recollection as a proof of the fact. Multitudes of deserving artizans were almost perishing—the legal resort was altogether unavailing—and the efforts of the benevolent preserved their families from famine. Even the policy of such assistance has been questioned, but those principles never can be correct, that deny relief to the deserving, and freeze every feeling of humanity.

The common argument for the poor-laws is, that without them there must be mendicity:—but the question is, does the prescription cure the disease? Let us appeal to facts. Is there any place where the rates are heavier, or the beggars more numerous, than in London? In the time of Fielding, “there was not a parish in the liberty of Westminster, which did not raise thousands annually for the poor, and there was not a street in that liberty, which did not swarm all day with beggars, and all night with thieves;*” and what the case still is may be known from the late evidence before the House of Commons, and from the personal observation of every one who has lately been in the metropolis. There are no rates generally in Scotland, and the beggars are not so numerous proportionally as in England. There are no rates in America, and there are no complaints of that nuisance there.† There are no rates in Holland, and few vagrant beggars except Jews or Germans. Ireland has often been cited, but the mendicity may be fairly ascribed to the political, moral and commercial state of the country. The number of beggars in Dublin was many years ago estimated by the Bishop of Cloyne at 2000. In London, they

* Inquiry into the Causes of the Increase of Robberies, 1753.

† Masters of Vessels are obliged to give bond that emigrants to the United States during a certain period shall be able to provide for themselves.

amounted in 1815, according to the opinion of Mr. Martin, to 15,000. Wherever the supply is, *there* will be the demand for it. “Wherever the carcass is, *there* will the eagles be gathered together.”

It has been alleged that those who state the fact that pauperism grows with the extent of *previous* provision, maintain the absurd doctrine that—withdraw the funds and poverty will cease. This arises from a confusion of ideas. Poverty must always exist, so long as the present constitution of human nature continues; and every principle of religion, benevolence and policy, requires that its misery should be alleviated. But it is equally clear, that indigence originates from culpable as well as innocent causes, and that if a liberal and indiscriminate refuge be provided, there will neither be a stimulus to industry, nor a reward to virtue. The true construction, therefore, is—withdraw the *established* funds—withdraw the anticipated and proclaimed allowance—and poverty will *diminish*, because the incentives to exertion and frugality will *increase*. For the wants of the impotent and meritorious poor, there will always be found an ample supply in the humane and unconstrained feelings of a British public.

It has also been imputed to the opponents of the compulsory principle, that they are actuated by contracted motives, and an insensibility to the necessities of the poor. No insinuation can be more unfair, uncharitable or unjust. It would be easy to allude to the most distinguished philanthropists of the present day, who embrace the voluntary plan. It would be easy to refer to the sentiments of the numerous and intelligent Committee of the House of Commons, which Lord Castlereagh stated to be nearly unanimous. It would be easy to appeal to the legitimate practice of the Scottish constitution, to the opinions of every clergyman in the Statistical Account, and to the conduct of the landed gentlemen of almost every parish.

But it is more satisfactory to decide the question by the nature of genuine charity, which is regulated by no law but that of duty, and stimulated by no impulse but that of kindness. Of all participation in the delightful emotions which arise from the exercise of this virtue, and which equally ameliorate the giver and the receiver, the system of forced contribution is deprived. "Nothing in nature," says Mr. Townsend, "can be more disgusting than a parish pay-table, attendant upon which, in the same objects of misery are too often found every thing that is offensive; nor can any thing be more beautiful than the mild complacency of benevolence, hastening to the humble habitation, to relieve the wants of industry and virtue, to feed the hungry, to clothe the naked, and to sooth the sorrows of the widow, with her tender orphans. Such scenes will frequently occur, whenever *men shall have power to dispose of their own property.*" *

Such are the evils of the poor-laws, but what the remedy ought to be, is a much more difficult question. The *radical* cure undoubtedly is a return to the natural course. Sir Francis M. Eden, whose attention to the subject of the poor has never been equalled by any individual, gives it as his opinion, that "it is a mistaken idea that the nation is indispensably called upon, in its collective capacity, to educate the orphan, to feed the aged and the impotent, and to provide employment for the industrious; that these are duties on the individual of high and powerful obligation; but that our legal establishment, vast and extensive as it may be in its object, leaves many deficiencies which must be supplied by voluntary charity." † It was also observed by Mr. Fox, that it was a melancholy consideration that the greater part of the working classes were

* Dissertation on the Poor Laws. 1817.

† Vol. I. p. 488.

almost living on the charity of the rich. * That the machine of the nation would move with greater facility, unimpeded by such a weight, seems to be admitted by almost every statesman;—and that the system is not necessary for the welfare of the people, is evinced by the history of every country, ancient or modern; by the experience of England prior to Elizabeth, † and of Scotland, with a few exceptions, even at the present day; and by the case

* Debates, 3d November, 1795.

† The origin which is attributed, at the commencement of this Report, to the poor-laws, from the dissolution of monasteries, appears on further search to be erroneous. The opinion is general, and was adopted from Smith and Blackstone; but there are statutes in the reigns of Edward III., Henry VII. and Henry VIII., ordering provision for the poor, while religious houses still existed. The difference, however, appears to be, that till the 43d of Elizabeth the rates were not made obligatory. (*Andrews' Continuation of Henry's Hist.*) The first law for the dissolution of abbeys in England was the 27th of Henry VIII., 1537, and the 43d of Elizabeth was not till 1601. The first destruction of "the monuments of idolatry" in Scotland appears from Knox (*p.* 152) to have been in 1559, and the statute of James VI. for the poor was not till 1579.

In an ingenious article in the *Edinburgh Review* (*No.* 43, *Art.* 11), the origin of the poor-laws is ascribed to the depreciation of the precious metals, arising from the discovery of America. There certainly appears to have been an alteration in the comforts of the people, nearly cotemporaneous with that event. In the reign of Edward III. the quarter of wheat was about 6s. 8d., and the wages of a labourer 4d. per day, so that he could gain a quarter by twenty days labour. In the reign of Elizabeth, the wheat rose to 20s. a quarter, and the wages were limited to 5d. a day, so that it required forty-eight days labour, for the same quantity of subsistence. In 1585, it was stated by Hollinshed (*vol.* I. *p.* 168) that "such a price of corne continueth without just cause, (except it be that landlords doe get libertie to carie corne out of the land, onelie to keep up the prices for their own private gaines, and ruine of the commonwealth,) that the poore laboring man is not able to reach unto it, but is driven to contente himself with horse-corne, and therefore it is a true proverbe that hunger setteth his first foote in the horse-manger." It is curious to compare these sentiments with the state of the people in Scotland, and with the opinions of the present day on the subject of the corn-laws.

of the society of Quakers, who have been described by one of the friends, as “the only people in Britain who, without emolument from government, are free from poverty, and have prevented begging and want among their members, while the nation groans under taxes of the poor.” *

The difficulty, however, lies in the recurrence to first principles, after the system has been so long established. “To a man,” says Mr. Burke, “who acts under the influence of no passion, who has nothing in view in his projects but the public good, a great difference will immediately strike him, between what policy would dictate at the original introduction of such institutions, and on a question of their total abolition, where they have cast their roots wide and deep, and where by long habit, things more valuable than themselves are so adapted to them, and so interwoven with them, that the one cannot be destroyed without notably impairing the other.” † The poor-laws have entwined themselves round our civil institutions, and the parasite plant cannot be violently separated, without injury to the parent tree. Such precipitate measures are what Mirabeau called the magnanimity of suicide. ‡

The Committee of the House of Commons, in their last Report, which presents an enlightened view of the subject, propose several remedies—a limitation of the assessment, with a provision in case of emergency—a gradual reduction of the parochial contribution—an alteration of the law of settlements, to allow the working classes the free exercise of their industry—the liberty of emigration to mechanics—the removal of interference with the wages of labour—schools of industry to relieve the parents and

* Lettsom's Life of Fothergill, p. 100.

† Reflections, p. 232.

‡ “L'invention de supprimer et de détruire, est la magnanimité du suicide. Un chirurgien ignare sçait couper la jambe; Esculape l'eut traitée et guérie.” *L'amie des hommes*, I. 43.

instruct the children—parochial farms on a small scale as a test of inclination for work—letting little portions of land in agricultural districts—employing the idle in repairs of roads and similar occupations—a loan-fund in cases of advantage—and encouragement to provident banks and friendly societies. Some of these recommendations are doubtful; some of them are excellent; but those for the abolition of legislative restraints are the best. Adam Smith has justly observed that “the natural effort of every individual to better his own condition, when suffered to exert itself with freedom and security, is so powerful a principle, that it is alone, and without any assistance, capable of carrying on the society to wealth and prosperity.”*

Let us not imagine that the question as to the poor-rates in England is foreign to ourselves. The experience of that country applies with a warning voice, whenever we shall depart from the salutary practice of our ancestors, and run with our eyes open into the snare in which our neighbours have been caught, and from which they are now so anxious to be extricated. † To attain this very object, the House of Commons have ordered the particulars of “the admirable practice of Scotland.” ‡ Nor let us be soothed by the flattering solace that the sum compared to England is insignificant. Admit the *principle*, and the amount will increase. The experience of every parish in

* Wealth of Nations, B. IV. c. 5.

† The case stated by the Committee of the House of Commons in p. 16 of this Report, of the authority of the magistrates being called to enforce the support of the nearest relations, has unfortunately proved not to be peculiar to England. An instance lately occurred in a parish in the west of Scotland, where the son refused to support his father; but an opinion of Counsel having been taken by the Session, which was clear that the obligations on father and son, *ex debito naturali*, were reciprocal, (*Erskine, B. III. T. 1, § 4,*) the question was not brought before a court.

‡ Report, p. 29.

Britain proves the fact. * For forty years after the famous statute of Elizabeth, the rate was quite inconsiderable, † but what was at first a small cloud, swelled and blackened till it now threatens to overwhelm many parishes in ruin. This the accompanying document will evince. There has indeed been a safeguard in Scotland from the judicious principle of administration, and the excellent mode of management, but if the labour increase with the rates, even the most public-spirited men may tire of the load.

In Glasgow it appears, from the subsequent tables, that the expenditure on the legal poor, for one year, though not exactly corresponding in dates, was as follows :

By the Sessions, from 1st January, 1817, to 1st January, 1818, of which £1500 was derived from the assessment,.....	}	.....£3,313 12 8	
By the Hospital, from May, 1816, to August, 1817, 15 months,.....		£14,753 3 10	
Deduct the sum paid to the General Session,.....	}	1,500 0 0	
		13,253 3 10	
Deduct 1-5th for the three extra months,.....	}	2,650 12 9	
		10,602 11 1	
		£13,916 3 9	

This is, of course, independent of the relief communicated by the dissenting congregations to their own poor, which has been estimated at about £1000, and the various charitable institutions, corporate and social, in the city, which has been calculated at about £19,000. If these computations be any way correct, the public aid afforded to the poor, exclusively of private benevolence, will be somewhere about £34,000. With the latter species of distribution,

* See p. 189 as to Edinburgh.

† Sincl. Hist. of Reven. Vol. I.

however, which is in general judiciously administered, we have at present no concern.

In the year 1782 there were no poor-rates in Edinburgh,—yet Dr. M'Farlane, viewing with a prophetic eye the effects of relaxation of morals, and of neglect in attendance on the religious institutions of the country, predicted that poor-rates will be more generally introduced.* Prior to the year 1776, there was no regular assessment in this city,—yet probably from the same causes producing the inadequacy of the funds to the requirements, and probably from the natural though impolitic desire in the benevolent to compel the contracted and avaricious to contribute, even at greater cost to themselves, the system has at length been permanently introduced. Whether, therefore, in the present constitution of society, an adequate sum could be raised for the necessary maintenance of the whole poor of the city; whether the cessation of the compulsory rates would communicate a corresponding impulse to voluntary contributions; whether the benevolence of the community would expand with a spring and an elasticity proportioned to the weight by which it is at present compressed—is a question on which different opinions will likely be entertained. We hope there is no reason for doubt. The uniform conduct of our fellow-citizens—their liberal encouragement of every charitable object—their generous and diffusive aid for the relief of the miserable, and the instruction of the ignorant, in every quarter of the globe—leave us no ground to fear that their hearts will ever be hardened, or their purses ever closed, against the wants of *our own* poor, who are “always with us,” and who must always be supplied.

If a change be deemed advisable—and we fully acknowledge both the delicacy of its execution, and the respectability of those who doubt its propriety—two modes have

* Inquiry, p. 150.

been suggested to accomplish this object. The first is, to resolve that the poor-rates shall not exceed a certain sum, and that they shall be gradually reduced, till at last they expire. On this scheme, assuming as the basis that the poor *must* be maintained, * it could be always ascertained whether their number diminished—or if not, whether the voluntary collections increased, in proportion to the reduction of the rate. In either event, the end of efficient support would be attained. The principle of this measure has been recommended in England by Mr. Pitt, Mr. Young, Sir F. M. Eden, and latterly by the Committee of the House of Commons.—The other way adopts—not a progressive reduction of the funds to be bestowed, but a prospective diminution of the persons to be relieved, by a declaration that after a certain period, no more should be admitted on the list. This is the system recommended by Mr. Malthus, and entertained, with some modifications, by Dr. Chalmers. The first is a pecuniary—the second a personal remedy. Both are founded on the same principle, that pauperism grows with the food which is provided for its nourishment; and both tend to the same point, the ultimate extinction of the evil, by the reduction, either of the funds publicly appropriated to the supply, or of the individuals permanently entitled to the relief. Arthur Young gives it as his opinion that, if such a measure as he proposed, the limitation of the assessment to the average of the seven preceding years, had passed into a law, “it would have saved half a million a year in expenditure, and four times that amount, in the prevention of poverty and distress.” † There is this advantage in any prudent plan of reformation, that we may be made better, and we can-

* Sir William Petty calculates, in his *Political Arithmetic*, that the proportion of the *impotent* poor does not exceed one in five hundred of the community.

† *Travels in France*, Vol. I. p. 440.

not be rendered worse ; for the cure is always at hand, by returning to the same system of compulsory provision as is at present pursued. It appears from the records of the city, that general opposition was made to the original introduction of assessment.

Although we may not coincide with Dr. Chalmers in some of the views which he entertains on the subject of pauperism, we perfectly agree that the ulterior abolition of the rates, if it can be effected with due regard to the interests of the poor, is a consummation devoutly to be wished. It gives us, therefore, sincere satisfaction to be authorized by our reverend and worthy friend to communicate a proposition, which at once embodies his sentiments in a practical shape, and evinces his high sense of ministerial duty. The overture is—that on the condition of his being allowed to retain the collections at his own church ; of seats being provided for his own deacons ; of the residing parishioners having the preference of seats, as vacancies occur ; and of his having the protection of the laws respecting residence, he is willing not only to meet the wants of all the existing sessional poor in his own parish, but to engage that not a single new pauper shall be sent from it to the Hospital, during his incumbency ; it being understood that, as the old Hospital cases die out, a proportional sum shall be remitted from the assessment, and that a few months will be requisite for carrying the arrangement into effect.* We feel it quite unnecessary to make a single observation on this proposal—only it should be recollected that this parish contains some of the lowest and most indigent of the population. We are aware of some objections that may be started, under existing circumstances, but we

* The above proposal was expressed in the Doctor's words. Part of the preceding observations were submitted to his inspection, in consequence of which, he addressed the Letter which will be seen at the end.

can have no hesitation in at all events recommending the proposal to serious consideration. If each session exercised an independent jurisdiction, and appropriated their own collections; if in this manner, and as they became relieved of the pressure of the rates, the parishioners at a future period were induced to contribute a sum equivalent to the necessities of their own poor; and if the dissenters, actuated by the same views, and stimulated by the same impulse, were all to adopt the same plan, of which there is every probability, as the amount which they draw is little, compared to the sum which they contribute, *— a new and healthy state would be communicated to the whole constitution; the management would proceed on the best principle, the division of labour; every motive would be afforded for judicious economy, and the poor, receiving with gratitude what was bestowed from benevolence, would not only be renovated in their moral feelings, but supplied in a more efficient and acceptable shape.

Whether any safe alteration shall be made on the plan of compulsory provision, or not—we conceive it an indis-

* The following is a description of the religious denominations of 1501 out-door pensioners of the Hospital, as given by themselves to the superintendent, in August, 1817:—

<i>Establishment, viz.</i>	<i>Dissenters, viz.</i>
The Eight Churches .....943	Relief .....63
Gaelic Chapel, Ingram-str. ..150	Episcopalians.....50
Ditto, Duke-street..... 88	Methodists.....50
Ditto, Gorbals 30	Roman Catholics.....46
	Burghers .....21
	Ditto, Old Light.....34
	Tabernacle 6
	Antiburghers..... 5
	Baptists..... 6
	Glassites 5
	Reformed Presbyterians..... 4

pensable duty to improve the existing mode of management. We therefore must enter our dissent from the observation of our respected friend, inserted in this Report (p. 49), that any attempt to reform the present system, without embracing the extinction of poor rates, “is an irrevocable consignment of the town to pauperism.” That to diminish an evil, is to confirm it—that to restrain the expenditure is wrong, because the source of the supply is inexpedient—that to amend the administration is impolitic, because the assessment is allowed to continue—is a conclusion which only requires to be stated, and which he will fairly admit to be a *non sequitur*.

Before we conclude, it may be proper to advert to the mode adopted in this city for rating the assessment. In country parishes, the rule by Act 1663, and other statutes, is the rent of heritable property—one half devolving on the landlord, and the other half on the tenant. In boroughs, the practice has more generally been regulated by the Act 1579, and the rate falls “on all sik as hes their residence and dwelling within the saids burrowes be their familes, and may spend one hundreth pounds of zeirly rent within the same, or stented be the discretione of the neichboures to be worth twa thousand merkes in free guades.” The last is the system which has always been pursued in this place, and the literal construction of the statute has been somewhat modified by local custom and judicial decisions. Agreeably to this mode, a prospective annual estimate is made by the weekly Committee of the Hospital, of the sum requisite for the support of the legal poor. The scheme is presented to the Magistrates and Council, who examine the particulars; declare the sum to be raised; and appoint, as assessors, fifteen respectable persons, unconnected either with the Council or the Hospital, to allocate, on oath, and according to the best of their judgment, the amount to be paid by each individual resident, in proportion to his apparent pro-

perty, both heritable within burgh, and personal wherever situate.

When this statute was enacted, commerce was scarcely even in its infancy. The occupation of a merchant consisted in supplying the few domestic wants of the burgh and its neighbourhood. Capital and its ramified occupations were unknown. It was not contemplated that persons would carry on business in, and derive their income from the town, and yet for pleasure reside in the country. It was not foreseen that others living at a distance, would invest their money in the purchase of houses for the purpose of revenue. It was not anticipated that great banking and trading companies would be established in the city, of which many of the partners would be strangers—or that extensive manufactories were to be erected in the vicinity, of the produce of which the town was to be made the depot—producing large incomes, attracting a number of labourers, and increasing the demands of the poor. If, therefore, the present system should be continued, it should seem equitable and expedient that some alteration be made on the law, to rectify the inequalities that have arisen from adopting mere personal residence as the basis of assessment.

In the case of the Collector of the poor-rates against Dreghorn,* it was found by the Court of Session that “the Magistrates and Council, by whose authority the assessment in question has been ascertained, by means of sworn assessors appointed by them for ascertaining each inhabitant of the city’s proportion, according to his estimated wealth, of this necessary public burden, for the maintenance of the city’s poor, have title by express statute, to ascertain and levy the due proportions of such assessments.” It was observed however, on the bench,

* Fac. Dec. 2d December, 1797.

that “ the rule adopted in Edinburgh, * of making every person pay according to the rent of the house which he inhabits, was preferable, as affording a *datum* sufficiently accurate, and in no case liable to partiality.” It is on the same ground remarked by the Committee of the House of Commons on the Poor-laws, that, although the statute of Elizabeth contemplated a tax on personal property, as well as lands and houses, “ yet this intention has failed, from the difficulty of ascertaining with any reasonable precision, the amount of the contribution, without the exercise of powers which the exigency of the State in time of war has alone induced the legislature to grant.” It is beyond all question that a tax on rents is much more unexceptionable in mode, and constitutional in principle. It is equally divested of the arbitrary form which the present system assumes, and of the mistakes to which all men are occasionally liable in the estimation of what must necessarily be in a considerable degree conjectural.—Yet, before any change be made, it is fair to weigh the other side of the question. In the first place, with respect to the actual operation of the system, it must be admitted by every person who has the smallest pretension to candour, that there never were juries whose conduct was more delicate ; whose verdicts were more impartial, according to the extent of their information ; or whose allotments, among such a variety of individuals, occasioned fewer complaints, than the sworn assessors of this city, who perform a gratuitous, laborious, and often an invidious public duty. In the next place, with regard to the prospective effect of an alteration—as the rents of houses in towns do not, as the rents of lands in the country, always indicate the extent of property ; as large families necessarily require corresponding accommodation ; as the business of many

* The mode adopted in Edinburgh is explained in the Report, p. 12. The exemption of particular professions is certainly not *now* equitable.

tradesmen obliges them to occupy expensive premises ; as some wealthy people live in a very penurious manner ; as a number of opulent merchants are subject from their place of business being in town, but would be exempted from their place of residence being out of the royalty ; and as the taxation on houses would thus be greatly increased—it should at least be considered whether, under such circumstances, and in such a commercial place, the injury in practice would not more than counterbalance the benefit in principle—whether a check might not be interposed to the improvement and extension of the city—whether the rich might not be lightened of a load which they ought principally to bear—and whether an unequal and impolitic yoke might not be imposed on the middle and industrious classes, who form the most valuable part of every community.

* * * *The above observations, being distinct from the Report, were not submitted to the Committee.*

J. E.

March 3, 1818.

State of the Parishes in Leicestershire,

PETITIONING TO THE HOUSE OF COMMONS FOR RELIEF FROM THE POOR-LAWS, IN 1817.

Parishes.	Number of Inhabitants.	Number of Poor.	Number of Acres.	Expense of Poor.			Church rate (exclusive of tithes).			County rate.			Highways.			Total Expenditure.		
				£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.	£	s.	d.
Barrow upon Soar.....	1143	492	2298	1868	17	0	62	0	0	55	3	0	155	0	0	2141	0	0
Mountsorill, North.....	797	239	177	735	0	0	42	5	0	16	14	6	32	12	8	826	19	2
Ditto, South.....	671	176	145	601	9	9				12	5	4				613	15	1
Belgrave.....	645	136	1500	803	7	4½				44	12	7½				898	0	0
Blaby.....	794	327	1250	1391	5	0	20	0	0	28	3	4	37	2	8	1476	11	0
Countesthorpe.....	623	372	1233	901	7	0	54	11	0	26	0	0	54	11	0	1036	9	0
Syston.....	1240	400	1726	1426	4	6	30	0	0	50	3	6	242	16	11	1749	4	11
Sileby.....	1200	566	2179	1764	0	0	55	2	9	44	10	0	62	14	0	1926	6	9
Quorndon.....	1237	336	1480	1200	0	0	34	12	0	60	18	6	59	7	1½	1354	17	7½
Hathorn.....	1160	333	1200	1015	0	0	39	14	1	38	1	4	60	13	9	1153	9	2
Thurmaston.....	802	157	1164	823	10	3½	42	0	0	38	10	0	26	0	0	930	0	3½
	10,312	3534	14,352	12,530	0	11	380	4	10	415	2	1½	781	18	1½	14,106	13	0

The Petition from Wombidge, Salop, states, that the parish contains 1900 inhabitants, and 620 poor, whose maintenance costs at the rate of £2611 : 3 : 6 per annum, and the whole annual value of the Parish was £2390 : 19 : 7.

ADVICE TO ENGLAND

ON THE POOR-LAWS, BY BISHOP BURNET, IN 1708.

(History of his Own Time, page 1301.)

“ The other matter, that must take its rise in the House of Commons, is about the poor, and should be much laid to heart. It may be thought a strange motion from a Bishop, to wish that the act for charging every parish to maintain their own poor, was well reviewed, if not quite taken away. This seems to encourage idle and lazy people in their sloth, when they know they must be maintained ; I know no other place in the world where such a law was ever made. Scotland is much the poorest part of the island, yet the poor there are maintained by the charities of the people. Holland is the perfectest pattern for putting charity in a good method. The poor work as much as they can ; they are humble and industrious ; they never ask any charity ; and yet they are well relieved. When the poor see that their supply must in a great measure depend on their behaviour and their industry, as far as it can go, it will both make them better in themselves, and move others to supply them more liberally. And when men’s offerings are free, (and yet are called for, every time they go to church or sacrament,) this will oblige those who distribute them to be exact and impartial in it ; since their ill conduct might make them trust the givers of the charity no more, but distribute it themselves. If a true spirit of piety and charity should ever prevail in this nation, those whose condition raises them above the drudgery of servile labour, might employ some years of their life in this labour of love, and relieve one another in their turn, and so distribute among them this noble part of go-

vernment. All this must begin in the House of Commons ; and I leave it to the consideration of the wise and worthy members of that body to turn their thoughts to this, as soon as by a happy peace we are relieved from the cares of war, and are at leisure to think of our own affairs at home."

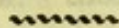
CAUSES OF INDIGENCE.

(From Colquhoun's *Treatise on Indigence.*)

1st.

Innocent causes of indigence, irremediable.

1. Insanity, incurable madness, and weak intellects.
2. Persons born deaf and dumb.
3. Blind, decrepit, and lame.
4. Permanent inability to work.
5. Orphan children left destitute.
6. Infancy, without support or protection.
7. Old age and infirmity.

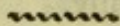


2d.

Remediable indigence, requiring props to raise it to its former state of independent poverty.

1. Temporary loss of work.
2. Absence from home in search of work.
3. Inability to obtain work.
4. Performance of work separated from a family.
5. Sudden discharges of bodies of labourers, handicrafts, or manufacturers, by the failure of employers, or temporary stagnation.
6. Bodies of labourers discharged from canals, and other public works, when finished.
7. Gardeners, bricklayers, shoemakers, and other mechanics and labourers, prevented from working during severe frosts.
8. A general stagnation of manufactures.
9. A scarcity or sudden advance of the necessaries of life.
10. Wives and children of soldiers embarked on foreign service.
11. Wives and children of seamen and mariners in the public service.
12. Soldiers, mariners, seamen and militia, discharged after war,

- and not getting immediate employment.
13. Servants out of place with good characters, but unable to obtain employment.
 14. Temporary sickness, where there is no surplus labour.
 15. Lying-in expenses and funerals.
 16. Temporary lameness or inability to work for a time.
 17. Loss of a husband with a wife and family.
 18. Loss of a cow, pigs, or other useful animals.
 19. Loss by fire, or other casualty.
 20. Losses in trade, producing bankruptcy, without fault or reproach.
 11. Want of frugal habits.
 12. Want of economy and management
 13. Apathy and sottishness. Indifference as to what may happen.
 14. Dissipation.
 15. Habitual drunkenness.
 16. Abandoning a helpless family.
 17. Trusting to parish maintenance.
 18. Wasting earnings in ale-house.
 19. Making no provision for a family, having the means of making inadequate provision.
 20. Servants losing character and place for bad behaviour, and fraudulent and pilfering practices.
 21. Female prostitution, producing depravity of character, disease, and loss of means of obtaining work.
 22. Contracting debts without ability to pay.
 23. Fraudulent bankruptcy, and consequent loss of credit and consequence.
 24. Systematic idleness, leading the life of gipsies, and others wandering as such and assuming their manners.
 25. Systematic criminality, in all its numerous ramifications, producing a total loss of character.



3d.

Culpable causes of indigence.

1. Vicious and immoral habits.
2. Idleness.
3. Laziness.
4. Indolence.
5. Sloth.
6. Carelessness.
7. Thoughtlessness.
8. Improvidence.
9. Prodigality.
10. Unnecessary waste.

GENERAL SESSION.

State of Receipts and Distributions, from 1st January 1817, to 1st January, 1818.

PARISH.	MINISTER.	RECEIPTS.				DISTRIBUTIONS.														
		Monthly Allowance.	Annual Allowance.	Extra Payments.	Total Payments.	Number of individuals and families, monthly.													Monthly Average.	
						January.	February.	March.	April.	May.	June.	July.	August.	Septemb.	October.	Novemb.	Decemb.	15th month.	No.	Allowance.
1 North,	Principal Taylor,	£ 33 18 0	£ 440 14 0	£ 111 2 0	£ 551 16 0	243	242	240	236	234	228	234	238	239	238	235	234	242	237	s. d.
2 East,	Dr. Balfour,	17 17 0	232 1 0	167 0 0	399 1 0	165	165	164	164	163	160	161	168	171	177	177	177	180	168	3 8
3 North-west,	Dr. Ranken,	9 18 0	128 14 0	29 5 11	157 19 11	80	79	78	76	76	79	82	85	85	86	86	84	82	84	2 11
4 South, {pensions, occasional,	Dr. Lockhart,	31 16 0	413 8 0	166 15 0	580 3 0	218	213	215	215	219	222	228	236	238	241	239	241	239	228	3 14
5 Middle, {pensions, occasional,	Dr. Gibb,	29 17 0	388 1 0	142 1 7	530 2 7	75	75	22	46	66	54	96	73	48	37	43	52	77	58	3 14
6 West, {pensions, occasional,	Dr. Muir,	22 7 0	290 11 0	93 14 8	384 5 8	214	212	221	220	224	234	246	251	233	231	232	235	238	230	3 6 1/2
7 South-west,	Dr. Chalmers,	23 8 0	304 4 0	168 3 6	472 7 6	132	134	136	138	137	144	142	140	144	145	145	146	145	140	3 11
8 St. Enoch's,	Dr. Taylor, Jun.	18 9 0	239 17 0		239 17 0	57	23	11	22	15	13	11	18	11	21	8	4	18	17	3 2
						114	113	113	114	112	118	115	115	121	118	120	122	125	117	3 1 1/2
		187 10 0	2437 10 0	878 2 8	3315 12 8	1521	1473	1415	1447	1465	1470	1548	1559	1530	1530	1528	1543	1594	1506	3 4 1/2

SPECIMEN

SPECIMEN

Of Dr. Porteous' Tables for the Sessional Poor.

Of Tables proposed in 1787, of Earnings, Alms and Charities.

NORTH PARISH.		Age—Years.	Number of Infant Children.	Earn per week, pence.	Meal in the week, lbs.	Session-pence in four weeks.	Nursing wages per quarter, shill. pence.	Trades, boxes, and other articles, pence per month.
<i>1st Proportion, from Mr. Brown's house to the head of Havannah on north side.</i>								
Margaret Robertson, wife of Allan Bowes,	72	0	6	0	24	0 0	15	
Flora M'Donald, widow Johnston,	40	3	18	0	24	8 4	0	
<i>2d Proportion, from head of Havannah along south side of High-street, to William Dun's land, east side of High-street, inclusive.</i>								
Agnes Chapman, widow Wier,	80	0	7	0	30	0 0	0	
Rachel Frazer, widow Craig,	70	0	10	0	18	0 0	0	
Mary M'Donald,	56	0	10	0	24	0 0	0	
Alexander Bannerman and wife,	48	5	36	8	36	0 0	0	
William Buchanan, wife 50,	69	2	48	4	36	0 0	15	
M. M'Gregor, lives with a daughter,	88	0	0	0	30	0 0	0	
<i>3d Proportion, from William Dun's land by Wynd head, to Mr. Dalston's land, Drugate, inclusive.</i>								
Agnes Henderson, widow Calder,	70	0	6	0	24	0 0	0	
Janet Smith, widow Gray,	80	0	2	4	24	0 0	0	
Betty Turnbull, confined to bed,	40	0	0	6	30	0 0	0	
Elizabeth Hay,	84	0	0	0	24	0 0	0	
Isobel Jamieson, widow Hill,	40	3	15	0	24	8 4	0	
&c.								

North Parish contains that part of the city on the north side of Havannah-street and Bun's wynd.													
	Age.	Wives.	No. of children.	Total Number.	Earnings per week.	Trade Boxes, &c. per week.	Value of meal, at 1 1/2d. per lb.	Nursing wages, per week.	Session-pence, per week.	Total charity, per week.	Total of weekly subsistence.	Weekly subsistence per head, reckoning every soul.	Weekly subsistence, reckoning two children equal to one man.
<i>1st Proportion, from Mr. Brown's house, to the head of Havannah on north side</i>													
1. Marg. Robertson, wife of Allan Bowes,	72		1	0	0	0 3 9	0 0	0 0 0	0 6 0	0 9 9	0 9 9	0 9 9	0 0 0
2. Flora M'Donald, widow Johnston,	40	3	4	1	6	0 0 0	0 0	0 7 8	0 6 0	1 1 8	2 7 8	0 7 11	1 0 8
<i>2d Proportion, from head of Havannah, &c.</i>													
3. Agnes Chapman, widow Wier,	80		1	0	7	0 0 0	0 0	0 0 0	0 7 6	0 7 6	1 2 6	1 2 6	0 0 0
4. Rachel Frazer, widow Craig,	70		1	0	10	0 0 0	0 0	0 0 0	0 4 6	0 4 6	1 2 6	1 2 6	0 0 0
5. Mary M'Donald,	56		1	0	10	0 0 0	0 0	0 0 0	0 6 0	0 6 0	1 4 0	1 4 0	0 0 0
6. Alexander Bannerman and wife,	48	1	5	7	3	0 0 0	1 0	0 0 0	0 9 0	1 9 0	4 9 0	0 8 4	1 0 8
7. Wm. Buchanan, and wife aged 50	69	1	2	4	4	0 3 9	0 6	0 0 0	0 9 0	1 6 9	5 6 9	1 4 8	1 10 3
8. Mary M'Gregor, lives with a daughter,	88		1	0	0	0 0 0	0 0	0 0 0	0 7 0	0 7 6	0 7 6	0 7 6	0 0 0
<i>3d Proportion, from Wm. Dun's land, &c.</i>													
9. Ag. Henderson, widow Calder.	70		1	0	6	0 0 0	0 0	0 0 0	0 6 0	0 6 0	1 0 0	1 0 0	0 0 0
10. Janet Smith, widow Gray,	80		1	0	2	0 0 0	0 6	0 0 0	0 6 0	1 0 0	1 2 0	1 2 0	0 0 0
11. Betty Turnbull, confined to bed	40		1	0	0	0 0 0	0 9	0 0 0	0 7 6	1 4 6	1 4 6	1 4 6	0 0 0
12. Elizabeth Hay,	84		1	0	0	0 0 0	0 0	0 0 0	0 6 0	0 6 0	0 6 0	0 6 0	0 0 0
13. Isobel Jamieson, widow Hill,	40	3	4	1	3	0 0 0	0 0	0 7 8	0 6 0	1 1 8	2 4 8	0 7 2	0 11 5

GENERAL SESSION.

Report of Committee on Allocation.

“ At Glasgow, the 9th day of November, 1815, the General Session being met and constituted,

“ The Committee on allocation and distribution of the poor's funds appointed by the General Session of date 1st of June, beg leave to report as follows :

“ That the number of individuals, or families, who receive monthly aid, in money, appears to be 1270 in all ;

		£	s.		s.	d.
209	of which belong to the South-west Parish, to whom	25	8	is allowed, is	2	3
144	East	17	17		2	6
212	Middle	29	17		2	9 $\frac{3}{4}$
70	North-west	9	18		2	10
111	St. Enoch's	18	9		3	5 $\frac{3}{4}$
191	South	51	16		3	4
204	North	35	18		3	4
129	West	22	7		3	5 $\frac{3}{4}$

From which statement it appears that very great inequality, in respect to the provision for the poor, applies to the distribution of the different sessions, but having investigated, and now reported the fact, they leave it to the General Session to adopt such a remedy as may appear to them proper.

“ 7th November, 1815.—The Committee of General Session, appointed on June 1st last, and continued on 3d August, with the addition of the minutes of the respective parishes to consider the allocation for the poor, having been this day called, by the Convener, and having of new considered the report formerly made on this business, they are aware that there is an appearance of inequality in the sums appropriated, and it seems also to be the fact, that sundry of the Treasurers for the individual sessions are in advance.

“ Under these circumstances, the Committee beg to report as their opinion to the General Session, that the sums

due to the Treasurer of the individual sessions should be paid to them from the funds of the General Session, and that a scrutiny, as to the situation of claims of the poor in the several parishes be gone into next summer."

The following exhibits a more particular statement at the same period;

Parishes.	No. of the Enrolled Poor.	No. of the Occasional Poor.	No. of both.	Monthly allowance allocated to the poor of each parish.	Average sum paid to the enrolled poor.	Average to both the enrolled and occasional.	Sum due at that date to the Treasurer of the respective Sessions.	Sum due at that date by the respective Treasurers.
West Parish, ~~~~~	129	20	149	£ 22 17	s. 3 5 ³ / ₄	d. 0 ³ / ₄	£ 9 0 8	£ 21 3 1
East Parish, ~~~~~	144	5	149	17 17	2 6	2 4 ³ / ₄	14 12 3	
South Parish, ~~~~~	191	54	245	31 16	3 4	2 7		
Middle Parish, ~~~~~	212		212	29 17	2 9 ³ / ₄		2 0 7	
South-west Parish, ~	209		209	23 8	2 3		13 8 6	
North-west Parish, ~	70		70	9 18	2 10			12 3 1
North Parish, ~~~~~	204		204	33 18	3 4			11 15 0
St. Enoch's Parish, ~	111		111	18 9	3 3 ³ / ₄			
	1270	79	1349	188 0				

Averaging about 2s. 11¹/₂d. per month each.

On the 7th December, 1815, the Committee reported as to the names of the Elders “who shall conduct the scrutiny of the poor”—either “at their own dwelling-houses, or call them before them at the Tron Church Session-house, or such other place as they shall desire, giving them due previous notice;—but in all cases of a doubtful nature, or in which the poor, though duly warned, do not appear personally, it seems advisable that the Committee should take the trouble of visiting the place of their abode.”—The Reports were requested to be delivered on the first Thursday of May, 1816.*

The following shows a monthly statement on the 10th June 1817, of the payments by the respective parishes, with the exception of St. Enoch's.

Parishes.	No. of Poor.	Payments to occasional poor.			Sum allocated, same as above.		Average sum, by former state.		Average sum now paid.		Sum actually paid.		
		£	s.	d.	£	s.	s.	d.	s.	d.	£	s.	d.
West Parish,.....	137	2	9	0	22	17	3	5 $\frac{3}{4}$	4	3 $\frac{1}{4}$	29	5	6
East Parish,	159	0	10	6	17	17	2	6	3	10	30	10	6
South Parish,	217				31	16	3	4	4	8 $\frac{1}{2}$	46	19	6
Middle Parish,.....	223				29	17	2	9 $\frac{3}{4}$	3	11 $\frac{1}{4}$	44	4	0
South-west Parish, ..	217				23	8	2	3	3	2 $\frac{1}{4}$	34	13	6
North-west Parish ..	79				9	18	2	10	3	8 $\frac{1}{4}$	14	11	6
North Parish,.....	228				33	18	3	4	3	2 $\frac{1}{2}$	36	16	6
	1260				169	11					237	1	0

* There appears to have been an inaccuracy in the account received of the extra sum drawn, as stated in page 26 of the Report, viz: £953: 9: 4. The whole for the year was only £878: 2: 8.

ABSTRACT OF FIRST REPORT IN 1735,
OF THE DIRECTORS OF THE TOWN'S HOSPITAL.

“ The Regulations of the Town's Hospital at Glasgow, with an abstract of the first year's expenditure, from November, 1733, to November, 1734. Published by order of the Directors of the Hospital, for the information and satisfaction of those who contributed to it. Glasgow, printed 1735.”

In this pamphlet, the subscriptions for building the Hospital are stated to be about £1300*—the annual income £570—and the tax for maintaining poor £250.—The house was opened on the 15th November, 1733. “ A considerable number of the poor, especially those of the most destitute sort, began to crowd into it, so that their number amounted on the 1st February thereafter to 97, on 1st May to 117, on 1st November to 134, and in February 1734 to 152; of which number there are 61 old persons and 90 young ones, besides the master, mistress, chaplain, and two hired persons, making in all 157.”—The Faculty of Physicians and Surgeons attend by turns gratis, the Physicians for one year, the Surgeons for half a year alternately.

The principal section is entitled, “ the good state of the House,” and is illustrated under the following heads. 1st. “ It is in a hopeful way of answering one chief design—the comfortable maintenance of the poor, who are provided with wholesome food, good clothes, clean lodgings, and other needful accommodations of life.”—“ People who

* They afterwards amounted to £1500. The whole cost of the erection, including the Infirmary, seems from the books to have been £1897: 6. The difference was raised by assessment.

used to wander about in deformity and rags, under the hardships of cold, hunger and nakedness, are now so much altered to the advantage, and have so decent and cleanly an appearance, that they seem to those who knew them formerly, not to be the same persons.”—2d. “As to the promoting of industry, sobriety and religion. These good ends are daily promoted by the joint advantages of frequent instruction, regular and constant inspection, divine worship twice a day, and by the good education of the poor young ones, employed sometimes in reading, sometimes in work suited to their ability, by which means, many of them have acquired such dexterity in useful industry, and in contracting such a habit for it, that their work is become useful to them.” This work is described to be teasing and spinning cotton—the old men employed in wool-combing and picking oakum—the old women in spinning linen and woollen yarn.—3d. “The house a nursery for good servants.”—Servants are described to be much addicted to pilfering, owing to bad habits, and want of good education, and “this house is expected to prevent such mischiefs.”—4th. “Christian knowledge promoted.”—Many “formerly unacquainted with any thing but the idleness and irregularities of a vagrant life,” will thus “be rescued from such enormities and miseries.”—5th. “The House a mean of reformation.”—Several in the Hospital are stated to afford a good example—many thought irreclaimable to be reformed, and others who are still hardened to be restrained. The weekly Committee examine the inmates regularly, rebuke when proper, and if necessary hand over to the Magistrates for punishment. 6th. “As to begging, it is now in a very great measure restrained, and would be more so, if the inhabitants were careful to discountenance it, as the Magistrates are willing to execute the laws against it.”—7th. “The public eased of pensioners who can maintain themselves,” being now sent to work. “The number of pensioners on the public

funds has swelled so high of late years, that it was not easy to spare so much as was needful to support real objects."

The next chapter is entitled "Reasons why the poor's work is not more considerable." This is ascribed to the inmates being either too young or too old, to the time occupied in education, and to those who are best able to work being engaged in attending to the rest.

The following section contains arguments to induce the poor to go into the house, where they will "enjoy a desirable measure of liberty, good company, convenience for retirement, peace and quiet, freedom from all hurtful toil and care, with good provisions, liberty to go to church on Sabbath and to week-day sermons, and to see their friends, with abundant means of instruction and edification."

The above are the principal points. There are a number of rules and regulations, not very different from the present practice.

The Report concludes with stating the reasons for publishing the state of affairs, that the Directors may get the best advice "to promote the design of the House, either by rendering it more beneficial to the poor, or by rendering the poor more beneficial to the public."

Annexed to this Report is a state as follows:

Hospital Expenses from 15th November, 1733, till 15th November, 1734.

PROVISIONS.

Oat-Meal, 203 bolls 14 pecks.....	£107	0	3
Pease-Meal, 11 bolls 6 pecks.....	3	17	10
Fresh Beef, 2845½ lb.	21	4	10
Salt Beef, 49 stones 14 lb.	5	12	6
Mutton, Veal, &c.	1	19	3
Fish	4	19	3
Fresh Butter, 75½ lb.....	1	5	6
Over.....	£145	19	5

	Over.....	£145 19 5
Salt Butter, 17 stones		4 0 3
Cheese, 21 stones 11½ lb.....		3 1 7
Barley, 24 cwt.		8 6 8
Groats, 147 pecks.....		9 14 0
Pease, 102 pecks.....		3 7 8
Potatoes, 3 pecks		0 1 6
Herbs and Roots		5 1 6
Eggs, 434 dozen.....		3 4 3
Salt, 143½ pecks		3 15 0
Ale, 1198 gallons		49 18 7
Sweet Milk, 985 pints.....		7 4 11
Butter Milk, 6018 do.....		13 0 5
Aquavitæ, 25½ do.....		1 11 8
Sherry, Sugar, &c. for the Sick, Maintenance of Disorderly Persons sent to the House of Correction, Charges on Provision, as Cartage, Porterage, Baking of Bread, &c.*		6 19 3
		<u>£265 6 8</u>

CLOTHING.

Linens of sundry kinds.....	£24 3 6	
Woollens do.	61 4 11	
Furniture for Clothing, and Tail- ors' Accounts	24 4 0	
Shoes	8 14 0	
		<u>118 6 5</u>

HOUSEHOLD CHARGES.

Coal, 336 carts	21 14 3	
Candles, 12 stones.....	3 5 4	
Soap and Starch, &c.....	8 3 4	
Overseers' and Schoolmasters' Sal.	31 13 4	
Servants' Wages.....	5 11 10	
Petty Charges.....	14 14 1	
		<u>85 2 2</u>

Total expense in 1733-4 468 15 3

* The rate of prices was nearly as under: (*Cleland's Answers.*)

	s.	d.		s.	d.
Oat-Meal, per peck.....	0	8	Sweet Milk, per pint	0	1¼
Fresh Beef, per lb.	0	2	Aquavitæ, per pint.....	1	3
Fresh Butter, per lb.	0	4	Coal, per cart, (weight un- known.....)	1	3
Potatoes, per peck, (at this period they were very rare)	0	6	Candles, per lb.	0	4
Eggs, per dozen	0	1½			

REPORTS

OF THE COMMITTEE OF THE HOSPITAL IN 1801, ON
THE INDUSTRY OF THE INMATES AND OUT-PEN-
SIONERS.

“ Town’s Hospital, 31st March, 1801.

“ The Industry Committee having been convened, present, Messrs. William Craig, Preceptor, Convener Newbigging, William Muir, and Robert Robertson; being a quorum of a Committee appointed to consider how far the industry of the inmates and out-pensioners may be made conducive to the benefit of the house,

“ The Clerk reported, that all the women in the house are employed in one way or other, so that it is his opinion no improvement or saving to the public can arise from that quarter.

“ The Clerk also reported, that sundry of the men in the House might be employed in the manufacture of oakum, and that the method hitherto practised in procuring the ropes, has not been so economical as might be adopted. The Committee recommend to Mr. Ross to inquire into the cheapest and best method of procuring ropes, and for that purpose to write to Greenock and Port-Glasgow on this subject, and also to endeavour to find out a proper person to purchase the oakum.

“ The Committee being of opinion, that the industry of the out-pensioners might be made highly useful to the public, they therefore recommend it to the Clerk to ascertain, as soon as possible, the exact situation of the above pensioners, with respect to health and employment, and to report to this Committee, that they may again meet and consider further of this matter. The Committee are

of opinion, that it has been a very important improvement in the management of this House, by the introduction of sewing by the girls who reside in the House; and they are further of opinion, that it would tend much to the advantage of the girls and ultimately of the public, that, before they leave the House, all of them should be instructed in spinning, and knitting stockings, or other such useful employments, thereby to render them less dependent, and more useful in society. The Committee are of opinion, that in so far as the out-pensioners are in a capacity for being employed, and are out of employment, that it may be advisable for them to be provided with the means of spinning linen and woollen yarn, and knitting stockings, &c. : but they delay going into this business in a more minute manner until the Clerk reports."

"Glasgow Town's Hospital, 30th April, 1801.

"The Committee of Industry being again convened, present, the Preceptor, Convener Newbigging, Messrs. Robert Robertson and William Muir—the Clerk reported that, since the last meeting, he had before him the whole of the poor who receive meal from the Hospital; and interrogated them respecting the state of their families; what they could do; how they were employed; and marked the report upon a list made for that purpose. Annexed is a general abstract of the whole pensioners of the parishes put together, with respect to those who can spin lint or wool, or work stockings. It is to be noticed, however, that many in the following list are, from age and infirmity, able to do little or nothing; and the only alteration that can take place in their case, equally advantageous for themselves perhaps, as for the public, would be to allow them a little money quarterly, and reduce their allowance of meal."

Of Receipts and Disbursements of

For Fifteen Months, from 1st J

RECEIPTS.						
	£	s.	d.	£	s.	d.
I.—BALANCE on hand, applicable for three months, till the assessment was raised, - - -				4157	15	0
II.—ASSESSMENT for one year, viz.						
(1.) Sum Assessed, - - - - -	10,605	2	0			
(2.) Arrears of 1816, - - - - -	14	4	2			
	10,619	6	2			
Deduct sum outstanding, - - - - -	805	12	6			
Sum collected, - - - - -	9813	15	8			
Deduct Collector's salary, - - - - - £100:0:0						
Do. expenses of collection, - - - - - 54:9:6						
Do. sum paid to Barony parish for assessment levied on the extended royalty, while the Barony maintain the poor within these bounds (for two years). - - - - - } 1322:2:8						
Nett proceeds of assessment, - - - - -	1476	12	2	8537	1	6
III.—ANNUAL CONTRIBUTIONS FROM CORPORATE BODIES, viz.						
(1.) Town Council, - - - - -	220	0	0			
(2.) Merchant's House, - - - - -	110	0	0			
(3.) Trades' House, - - - - -	120	0	0			
(4.) General Session, - - - - -	300	0	0	750	0	0
IV.—DONATIONS, received from sundries, -						
				45	0	0
V.—INTEREST OF MONEY, on Cash Account, -						
				530	15	5
VI.—RECEIPTS OF THE HOSPITAL, viz.						
(1.) Boarding for sundry persons in the House, - - -	465	15	10			
(2.) Payments for future support of 16 children left on the House, } at £25 each, - - - - - }	400	0	0			
(3.) Gain on manufactures, viz.						
General manufacture, - - - - - £100:6:6						
Lace do. - - - - - 166:4:9						
	267	1	5	1132	17	1
				14,753	3	10

Town's Hospital of Glasgow,

816, to 30th August, 1817.

DISBURSEMENTS.

OUT POOR, viz.	Number supplied	£	s.	d.	£	s.	d.	£	s.	d.
<i>st. Pensions ;</i>										
(1.) On meal—distributed 2266 Bolls to families and individuals—cost - - -	579	-----	-----	-----	3436	15	6			
(2.) On money ;—viz.										
Those who get no meal—average sum £4:2:8 each, - - - - -	390	1612	7	4						
Those who get money besides meal, average sum £1:6:1, - - - - -	148	189	2	6						
	1117				1801	9	10			
					5238	5	4			
<i>1. Temporary aid :</i>										
(1.) To meal pensioners, average sum £0:7:3½, - - - - -	402	147	0	0						
(2.) To money-pensioners, average sum 11s. 1½d. - - - - -	90	50	0	0						
(3.) To Session pensioners, in occasional allowances, average sum 14s. 10½d. - - -	255	190	0	0						
(4.) To persons not receiving charity from any public fund, and when cases were urgent, average sum 18s. - - - - -	210	189	0	0						
	957	576	0	0						
(5.) To industrious poor, previously to the general subscription last winter, - - -	-----	205	19	4	779	19	4			
<i>2. Expenses ;</i>										
(1.) Salary to Superintendent, - - - - -	-----	100	0	0						
(2.) Sundries in this department, - - - - -	-----	28	19	0	128	19	0			
<i>3. Medicines and surgical attendance,</i>										
-----	-----	-----	-----	-----	446	4	4½			
<i>4. Coffins for the poor, - - - - -</i>										
-----	-----	-----	-----	-----	204	10	6	6797	18	6½
I CHILDREN AT NURSE, viz.										
Nursing and boarding wages for children out of the house, average cost £4:2:8 each, - - - - -	195	-----	-----	-----	-----	-----	-----	949	14	9
II-GENERAL SESSION, viz.										
(1.) Aid granted to assist paupers, to prevent their coming on the Hospital, - - -	-----	-----	-----	-----	1900	0	0			
(2.) Allowance for charity schools under their management, - - - - -	-----	-----	-----	-----	57	10	0	1957	10	0
V-LUNATIC ASYLUM, viz.										
Board of insane and fatuous paupers, at 8s. per week, - - - - -	-----	-----	-----	-----	-----	-----	-----	539	10	10
VI-INMATES OF THE HOUSE, viz.										
Maintenance of adults and children in the Hospital, including the expense of the establishment, average cost £9:1:5 each. The relative cost of adults and children cannot be ascertained, but the books are now improved, to show it in future. - - - - -	497	-----	-----	-----	-----	-----	-----	4508	9	8½
								14,753	3	10

PROGRESSIVE VIEW

Of the Receipts and Disbursements of the Town's Hospital of Glasgow,

From 1791 to 1817, inclusive.

RECEIPTS.

YEAR.	ASSESSMENT.				ANNUAL CONTRIB. FROM PUBL. BODIES.	PAYMENTS FOR CHILD. LEFT IN HOSPITAL.	BOARD FOR INMATES.	GAIN ON MANUFACTURES.	INTEREST ON MONEY.	DONATIONS.	CONTRIBUTIONS FROM COLLEGE.	SUNDRY RECEIPTS.	TOTAL RECEIPTS.
	Rate per £100.	Valuation.	Gross Amount of Assessment.	Nett Proceeds of Assessment.									
1791	1 4	2,192,600	1480 0 0	1460 0 0	739 19 4	83 11 2	295 0 4	95 0 0	2 10 0			2676 0 10	
2	1 5	2,359,700	1673 0 0	1653 0 0	737 10 0	128 4 8	354 7 10	94 5 3	35 10 0			3002 17 9	
3	1 3	2,341,000	1610 0 0	1586 11 4	735 0 0	70 15 6	369 12 7	100 0 0	10 0 0			2871 19 5	
4	1 7	2,518,000	1993 0 0	1976 12 0	740 0 0	100 11 8	202 14 11	105 17 0	42 0 0			3167 15 7	
5	2 8	2,540,200	3387 0 0	3357 0 0	740 0 0	142 7 10	141 5 10	54 1 8	10 10 0			4445 5 4	
6	3 0	2,538,740	3861 0 0	3848 0 0	740 0 0	205 12 8	218 11 10	21 15 0	19 19 8			5053 19 2	
7	3 0	2,632,000	3978 0 0	3928 0 0	740 0 0	182 12 0	290 19 8		5 0 0			5146 11 8	
8	3 0	2,803,333	4205 0 0	4165 0 0	740 0 0	254 14 3	360 15 5	17 14 9				5538 4 5	
9	2 8	2,940,000	3920 0 0	3880 0 0	740 0 0	232 19 8	349 0 11	68 7 6				5290 8 1	
1800	3 0	3,022,666	4534 0 0	4484 0 0	740 0 0	235 4 11	259 19 2	83 1 0				5802 5 2	
1	4 3	3,390,575	7205 0 0	7137 0 0	728 0 0	228 16 4	301 8 2	28 13 5	56 15 0	21 1 0	8 18 2	8457 14 1	
2	4 6	3,535,555	7955 0 0	7883 10 0	674 0 0	383 14 6	304 10 2	47 8 6	40 0 0		4 7 9	9411 3 5	
3	2 1	3,782,400	5940 0 0	5845 13 4	674 0 0	418 18 3	219 15 11	101 0 0		25 4 0	31 16 8	9366 8 2	
4	2 2	4,015,400	4350 0 0	4249 3 5	704 0 0	380 0 11	236 9 7	176 9 10	47 0 0	19 17 8	75 18 10	6014 0 3	
5	2 5	4,357,250	3265 0 0	3110 14 10	704 0 0	438 14 10	252 0 3	219 13 10	46 3 0	27 6 0	4 7 4	6853 0 1	
6	2 0	4,765,733	4865 0 0	4661 3 5	704 0 0	204 12 6	532 5 1	230 19 11	243 5 0	27 6 0	24 13 4	6628 5 3	
7	2 0	4,815,000	4815 0 0	4569 16 7	704 0 0	216 1 0	568 9 2	193 8 8	254 6 6	120 0 0	25 1 0	6776 19 11	
8	2 0	5,200,000	5289 0 0	5059 4 10	704 0 0	325 0 0	687 16 4	190 14 9	229 17 5	33 5 0	24 3 0	7254 1 4	
9	2 1	5,647,066	6000 0 0	5831 15 2	704 0 0	581 9 4	181 2 9	288 9 5	22 5 0	23 2 0	8 1 9	8153 5 5	
10	1 11	6,121,600	5666 10 8	5706 14 9	704 0 0	670 11 1	170 10 5	317 12 2	10 5 0	22 1 0		7933 4 5	
11	1 11	5,989,600	5740 0 0	6613 9 8	704 0 0	150 0 0	776 4 4	160 2 7	316 4 4	149 18 8	22 1 0	8946 9 1	
12	2 7	5,875,800	10,273 14 6	9881 17 11	640 10 0	300 0 0	591 17 9	190 15 1	288 15 2		54 8 6	8792 15 10	
13	3 6	5,830,700	10,799 13 0	10,474 1 2	704 0 0	428 0 0	719 8 6	326 1 2	258 7 6	104 19 6		12,269 4 7	
14	3 6	6,119,800	10,799 13 0	10,474 1 2	704 0 0	496 10 0	739 3 4	274 10 11	262 19 1	161 2 0		13,112 6 6	
15	3 1	6,447,900	10,010 10 3	9188 2 1	704 0 0	406 10 0	1024 12 6	264 14 3	272 15 0	55 3 0		11,915 16 10	
From May 16 to August 17	3 0	7,023,400	10,603 2 0	8337 1 6	692 10 0	450 0 0	450 1 1	182 14 5	322 17 1	204 4 6		10,418 3 9	
						400 0 0	465 15 10	267 1 3	164 2 9	45 0 0		14,753 3 10	

DISBURSEMENTS.

YEAR.	Out-Door Poor.											House Inmates.			Total Expenditure.		
	MEAL PENSIONS.			MONEY PENSIONS TO ADULTS, AND NURSING WAGES FOR CHILDREN.		PAYMENTS FOR APPRENTICING CHILDREN.	MEDICINES.	COFFINS.	PAYMENTS TO GENERAL SESSION.	BOARD IN LUNATIC ASYLUM.	PAYMENTS FOR INDISTRICT POOR, &c.	TOTAL FOR OUT-DOOR.		NO. IN HOSPITAL.		TOTAL COST.	AVERAGE COST.
	No. of Pensioners.	Bolls.	Price.	Total Cost.	No. to &c for whom paid.	Total Amount.	Amount.	Amount.	Amount.	Amount.	Amount.	Amount.	Amount.	Amount.		Amount.	Amount.
1791	223	530	0 15 5	408 10 10	114	364 19 0	22 18 0					796 7 10	335	1902 11 3	5 13 7	2698 19 2	
2	233	504	0 15 5	388 12 4	108	341 9 0	21 8 5					751 9 9	363	1985 5 3	5 9 4	2736 15 0	
3	232	527	0 17 0	422 7 0	120	402 11 11	24 15 8					849 14 7	375	2073 8 9	5 10 7	2923 3 4	
4	354	878	0 17 3	758 9 4	209	667 10 1	36 3 7					1462 3 0	384	2477 2 6	6 9 0	3939 5 7	
5	629	1560	0 17 1	1326 10 10	297	940 5 9	65 13 11					2332 10 6	384	2462 11 2	6 8 3	4795 1 9	
6	633	1809	0 19 8	1782 11 6	270	821 17 11	30 8 11					2634 18 4	377	2552 1 0	6 15 4	5186 19 4	
7	463	1510	0 18 1	1368 8 9	247	732 10 9	29 3 3					2130 2 11	387	2643 13 6	6 19 11	4773 16 6	
8	418	1383	0 15 6	1074 5 10	281	797 18 0	29 16 5					1902 0 3	396	2558 8 9	6 9 2	4460 9 0	
9	389	1314	0 17 3	1137 12 1	285	886 8 11	49 13 4					1471 12 10	397	2667 4 11	6 14 4	4138 17 9	
1800	407	1336	1 10 10	2061 11 6	321	1012 4 2	52 14 3					3126 9 11	395	3282 16 10	8 6 2	6409 6 9	
1	582	1855	1 19 6	3670 11 9	468	1580 13 5	56 10 6					5307 15 8	426	3879 19 2	7 2 2	9187 14 10	
2	674	2037	1 1 2	2162 12 5	454	1383 18 3	46 1 0	625 0 0				4217 11 8	380	2802 14 6	7 7 6	7020 6 2	
3	396	1150	0 16 10	966 16 1	315	965 18 8	13 9 2	200 0 0				2146 3 11	336	2517 8 8	7 9 10	4663 12 7	
4	392	1213	0 18 4	1113 18 7	392	1288 2 9	36 1 0					2438 2 4	381	2890 9 8	7 11 9	5328 12 0	
5	429	1360	0 19 10	1548 13 4	361	1274 16 9	9 0 0					2882 10 1	395	3178 12 9	8 0 11	6061 2 10	
6	540	1250	1 0 7	1289 1 3	319	1202 19 7		250 0 0				350 0 0	390	3070 2 5	6 17 5	5981 19 3	
7	298	1209	1 1 11	1326 0 0	353	1325 7 4		350 0 0				340 1 0	394	3177 11 7	8 1 4	6518 19 11	
8	442	1339	1 4 0	1606 16 0	440	1573 15 2		350 0 0				33 0 0	427	3493 16 2	8 3 8	7057 7 4	
9	406	1422	1 4 2	1721 18 7	412	1640 17 3		600 0 0				33 0 0	412	3430 5 0	8 4 11	7476 0 10	
10	479	1460	1 4 0	1721 12 1	453	1749 11 10		500 0 0				52 17 0	420	3561 11 1	8 2 0	7425 2 0	
11	499	1531	1 1 1	1614 7 6	470	1931 15 9		900 0 0				63 17 5	441	3476 5 8	7 18 0	8036 9 10	
12	654	2103	1 4 10	2606 4 6	679	2271 17 9		350 0 0				41 12 7	470	4083 4 11	8 13 9	10,332 6 10	
13	715	2206	1 12 1	3699 11 2	614	2457 11 5		193 4 0	107 14 0	1373 9 0		45 14 10	482	4643 14 11	9 12 8	12,520 19 4	
14	782	2265	1 5 2	2983 8 10	627	2511 2 9		307 5 10	146 6 6	1325 0 0		33 0 0	430	4259 13 9	9 18 1	11,565 17 8	
15	788	2189	1 0 6	2395 5 6	480	2272 12 7		246 17 0	104 4 3	1500 0 0		263 14 10	436	4009 17 9	9 3 11	10,882 15 11	
16	708	2003	0 16 7	1661 7 3	493	2387 3 7		372 17 6	159 18 6	600 0 0		428 15 3	426	3903 18 0	9 3 3	9684 3 5	
17	579	2266	1 13 2	3436 15 6	500	3327 4 7		446 4 4	204 10 6	1900 0 0		539 10 10	497	4508 9 8	9 1 5	14,753 3 10	

DATE	AMOUNT	DESCRIPTION	DATE	AMOUNT	DESCRIPTION
1870	100	...	1870	...	...
1871	200	...	1871	...	...
1872	300	...	1872	...	...
1873	400	...	1873	...	...
1874	500	...	1874	...	...
1875	600	...	1875	...	...
1876	700	...	1876	...	...
1877	800	...	1877	...	...
1878	900	...	1878	...	...
1879	1000	...	1879	...	...
1880	1100	...	1880	...	...
1881	1200	...	1881	...	...
1882	1300	...	1882	...	...
1883	1400	...	1883	...	...
1884	1500	...	1884	...	...
1885	1600	...	1885	...	...
1886	1700	...	1886	...	...
1887	1800	...	1887	...	...
1888	1900	...	1888	...	...
1889	2000	...	1889	...	...
1890	2100	...	1890	...	...
1891	2200	...	1891	...	...
1892	2300	...	1892	...	...
1893	2400	...	1893	...	...
1894	2500	...	1894	...	...
1895	2600	...	1895	...	...
1896	2700	...	1896	...	...
1897	2800	...	1897	...	...
1898	2900	...	1898	...	...
1899	3000	...	1899	...	...
1900	3100	...	1900	...	...
1901	3200	...	1901	...	...
1902	3300	...	1902	...	...
1903	3400	...	1903	...	...
1904	3500	...	1904	...	...
1905	3600	...	1905	...	...
1906	3700	...	1906	...	...
1907	3800	...	1907	...	...
1908	3900	...	1908	...	...
1909	4000	...	1909	...	...
1910	4100	...	1910	...	...
1911	4200	...	1911	...	...
1912	4300	...	1912	...	...
1913	4400	...	1913	...	...
1914	4500	...	1914	...	...
1915	4600	...	1915	...	...
1916	4700	...	1916	...	...
1917	4800	...	1917	...	...
1918	4900	...	1918	...	...
1919	5000	...	1919	...	...
1920	5100	...	1920	...	...
1921	5200	...	1921	...	...
1922	5300	...	1922	...	...
1923	5400	...	1923	...	...
1924	5500	...	1924	...	...
1925	5600	...	1925	...	...
1926	5700	...	1926	...	...
1927	5800	...	1927	...	...
1928	5900	...	1928	...	...
1929	6000	...	1929	...	...
1930	6100	...	1930	...	...
1931	6200	...	1931	...	...
1932	6300	...	1932	...	...
1933	6400	...	1933	...	...
1934	6500	...	1934	...	...
1935	6600	...	1935	...	...
1936	6700	...	1936	...	...
1937	6800	...	1937	...	...
1938	6900	...	1938	...	...
1939	7000	...	1939	...	...
1940	7100	...	1940	...	...
1941	7200	...	1941	...	...
1942	7300	...	1942	...	...
1943	7400	...	1943	...	...
1944	7500	...	1944	...	...
1945	7600	...	1945	...	...
1946	7700	...	1946	...	...
1947	7800	...	1947	...	...
1948	7900	...	1948	...	...
1949	8000	...	1949	...	...
1950	8100	...	1950	...	...
1951	8200	...	1951	...	...
1952	8300	...	1952	...	...
1953	8400	...	1953	...	...
1954	8500	...	1954	...	...
1955	8600	...	1955	...	...
1956	8700	...	1956	...	...
1957	8800	...	1957	...	...
1958	8900	...	1958	...	...
1959	9000	...	1959	...	...
1960	9100	...	1960	...	...
1961	9200	...	1961	...	...
1962	9300	...	1962	...	...
1963	9400	...	1963	...	...
1964	9500	...	1964	...	...
1965	9600	...	1965	...	...
1966	9700	...	1966	...	...
1967	9800	...	1967	...	...
1968	9900	...	1968	...	...
1969	10000	...	1969	...	...
1970	10100	...	1970	...	...
1971	10200	...	1971	...	...
1972	10300	...	1972	...	...
1973	10400	...	1973	...	...
1974	10500	...	1974	...	...
1975	10600	...	1975	...	...
1976	10700	...	1976	...	...
1977	10800	...	1977	...	...
1978	10900	...	1978	...	...
1979	11000	...	1979	...	...
1980	11100	...	1980	...	...
1981	11200	...	1981	...	...
1982	11300	...	1982	...	...
1983	11400	...	1983	...	...
1984	11500	...	1984	...	...
1985	11600	...	1985	...	...
1986	11700	...	1986	...	...
1987	11800	...	1987	...	...
1988	11900	...	1988	...	...
1989	12000	...	1989	...	...
1990	12100	...	1990	...	...
1991	12200	...	1991	...	...
1992	12300	...	1992	...	...
1993	12400	...	1993	...	...
1994	12500	...	1994	...	...
1995	12600	...	1995	...	...
1996	12700	...	1996	...	...
1997	12800	...	1997	...	...
1998	12900	...	1998	...	...
1999	13000	...	1999	...	...
2000	13100	...	2000	...	...

DATE	AMOUNT	DESCRIPTION	DATE	AMOUNT	DESCRIPTION
1901	100	...	1901	...	...
1902	200	...	1902	...	...
1903	300	...	1903	...	...
1904	400	...	1904	...	...
1905	500	...	1905	...	...
1906	600	...	1906	...	...
1907	700	...	1907	...	...
1908	800	...	1908	...	...
1909	900	...	1909	...	...
1910	1000	...	1910	...	...
1911	1100	...	1911	...	...
1912	1200	...	1912	...	...
1913	1300	...	1913	...	...
1914	1400	...	1914	...	...
1915	1500	...	1915	...	...
1916	1600	...	1916	...	...
1917	1700	...	1917	...	...
1918	1800	...	1918	...	...
1919	1900	...	1919	...	...
1920	2000	...	1920	...	...
1921	2100	...	1921	...	...
1922	2200	...	1922	...	...
1923	2300	...	1923	...	...
1924	2400	...	1924	...	...
1925	2500	...	1925	...	...
1926	2600	...	1926	...	...
1927	2700	...	1927	...	...
1928	2800	...	1928	...	...
1929	2900	...	1929	...	...
1930	3000	...	1930	...	...
1931	3100	...	1931	...	...
1932	3200	...	1932	...	...
1933	3300	...	1933	...	...
1934	3400	...	1934	...	...
1935	3500	...	1935	...	...
1936	3600	...	1936	...	...
1937	3700	...	1937	...	...
1938	3800	...	1938	...	...
1939	3900	...	1939	...	...
1940	4000	...	1940	...	...
1941	4100	...	1941	...	...
1942	4200	...	1942	...	...
1943	4300	...	1943	...	...
1944	4400	...	1944	...	...
1945	4500	...	1945	...	...
1946	4600	...	1946	...	...
1947	4700	...	1947	...	...
1948	4800	...	1948	...	...
1949	4900	...	1949	...	...
1950	5000	...	1950	...	...
1951	5100	...	1951	...	...
1952	5200	...	1952	...	...
1953	5300	...	1953	...	...
1954	5400	...	1954	...	...
1955	5500	...	1955	...	...
1956	5600	...	1956	...	...
1957	5700	...	1957	...	...
1958	5800	...	1958	...	...
1959	5900	...	1959	...	...
1960	6000	...	1960	...	...
1961	6100	...	1961	...	...
1962	6200	...	1962	...	...
1963	6300	...	1963	...	...
1964	6400	...	1964	...	...
1965	6500	...	1965	...	...
1966	6600	...	1966	...	...
1967	6700	...	1967	...	...
1968	6800	...	1968	...	...
1969	6900	...	1969	...	...
1970	7000	...	1970	...	...
1971	7100	...	1971	...	...
1972	7200	...	1972	...	...
1973	7300	...	1973	...	...
1974	7400	...	1974	...	...
1975	7500	...	1975	...	...
1976	7600	...	1976	...	...
1977	7700	...	1977	...	...
1978	7800	...	1978	...	...
1979	7900	...	1979	...	...
1980	8000	...	1980	...	...
1981	8100	...	1981	...	...
1982	8200	...	1982	...	...
1983	8300	...	1983	...	...
1984	8400	...	1984	...	...
1985	8500	...	1985	...	...
1986	8600	...	1986	...	...
1987	8700	...	1987	...	...
1988	8800	...	1988	...	...
1989	8900	...	1989	...	...
1990	9000	...	1990	...	...
1991	9100	...	1991	...	...
1992	9200	...	1992	...	...
1993	9300	...	1993	...	...
1994	9400	...	1994	...	...
1995	9500	...	1995	...	...
1996	9600	...	1996	...	...
1997	9700	...	1997	...	...
1998	9800	...	1998	...	...
1999	9900	...	1999	...	...
2000	10000	...	2000	...	...

MINUTE OF DIRECTORS

RELATIVE TO NEW HOUSE.

“ At a Meeting of the Directors of the Town’s Hospital of Glasgow, specially convened to consider the Report of the Building Committee, relative to a New House, and held within the Hospital, on Thursday the sixth of March, eighteen hundred and seventeen.

Baillie William Leckie in the Chair.

“ The Report of the Committee as to the most eligible situation for a New Building was presented to the Meeting by James Ewing, Esq. Dean of Guild, as Convener, which was in substance as follows :—

“ That the Committee did not consider it necessary to enter on the subject of the expediency and necessity of a new erection, as the Directors had already resolved on this measure, and as, from the crowded state of the House, and the defect of ventilation, room, and cleanliness, there is at present a considerable risk of infection and disease :—That the Committee had seriously considered the subject of adding to, or rebuilding on, the scite of the present House :—That, as to any attempt at improving the old building, it appeared to them inexpedient, because no part of it is so commodious as to deserve to be retained ; because no annexation could be formed to harmonize with the ancient division ; because it is destitute of those conveniences which the experience of modern practice has suggested ; and because it would be less expensive, and much more useful, to erect an entirely new structure : That, as to the propriety of rebuilding on the present scite, the Committee were prepared to dissuade the Directors from this measure ;

first, because the space is too confined, neither admitting of sufficient room for walking and exercise, nor for the purpose of provision grounds, should that mode of raising vegetables at any future time be deemed expedient; *secondly*, because from the flatness of the situation, and the erection of contiguous buildings, there would be a want of sufficient circulation of air; *thirdly*, because the present scite is subject to inundation of the river, and it would cost a considerable expense to raise the foundation above flood-mark; *fourthly*, because from the increased value of property in the quarter where the Hospital now stands, it should seem to be an improvident application of resources to rebuild on the same spot; not only as double the quantity of ground could be procured in another place, at one-half of the probable price of the present, but as different situations could be secured which would be exempted from all the inconveniences of, and in every respect be preferable to, the one now existing; *lastly*, because, if it were resolved to rebuild in the same place, it would be extremely difficult, if not impracticable, to provide accommodation for the inmates till such time as the new House was finished:—That, in fulfilment of their instructions, the Committee had carefully looked round the vicinity for such a situation as they could faithfully recommend, and they narrated in their report various places which might have been in some respects adapted to the purpose, but either from their being without the royalty, or from their being subject to the disadvantages of too great a distance, too high a cost, inconvenience of access, or confinement of space, the Committee could not consider them as altogether eligible:—That in this state matters remained, till the property lately belonging to Mr. John Swanston, called Spring-gardens, on the north of the Royal Infirmary, was exposed in the market:—That this ground having appeared to the Committee of all others most advisable, they had a conference with the weekly Committee, who coincided

with them in opinion, and a deputation was appointed to wait on the Lord Provost, who, after a full communication, agreed to call the present Meeting of the Directors to take the subject into consideration:—That the property in question consists of about 12,000 square yards, or about two acres; is bounded on the south by the Infirmary Garden, on the north by a small piece of ground adjoining the Monkland Canal, on the east by Vicar's Alley, and on the west by the public road leading to the north; is completely enclosed by high substantial walls, which in the opinion of professional judges could not be built at present for less than from £1200 to £1500, and which would in any place be requisite for the Hospital; is laid out in a style that would at once prove useful and ornamental; is perfectly secluded without the risk of contiguous erections; is remarkably well-aired, with a warm south exposure; is in the neighbourhood of the canal for the supply of water and coals; is close to the Infirmary, should the medical assistance of that Institution be required; is adjoining to the High-church yard, which would supersede the necessity of a new burying-ground; is not far from the Lunatic Asylum, which would be an accommodation for the fatuous paupers; and is possessed of sufficient space for all the present or future purposes of the Hospital:—That the sum at which this property is to be exposed by public sale, on the 14th instant, is £3150, but that it may be purchased privately for £3300:—That, having thus submitted their opinion to the Directors, the Committee recommended in the event of a resolution to purchase, that a respectful application be made to the Magistrates and Town Council of the city, requesting that they will be pleased to concur in the disposition or conveyance of the present ground:—That the Committee had searched into the original records of the Hospital, and found that on the 2d May, 1732, it was represent-

ed to the Magistrates and Council, that the Directors 'had pitched upon the old Green to build said work-house upon, and had desired the Magistrates to lay the same before the Council, if they would allow them to take in as much of the ground as would serve for that purpose,' on considering which, 'the Magistrates and Council grant warrant to, and authorize the said Directors to take in a competent piece of ground at sight of the Magistrates, Dean of Guild, and Convener, for erecting the said work-house, and other convenience upon that part of the old Green, &c. and to be *appropriated for that use in all time coming, so long as a work-house and other convenience for the poor shall be subsisted* :—That, on the 29th August, 1740, on an application by the Directors to the Magistrates and Council, 'craving that the Town would allow the Hospital that piece of ground upon the north side of the Infirmary, and to be enclosed with a stone wall, to hinder boys and others from disturbing the people in the Infirmary,' the same was allowed :—That on the 3d January, 1744, an Act of Council was passed, commonly called the Long Act, which contains the constitution of the Hospital, and the preamble of which narrates that 'for the advancement of religion, virtue, and goodness, and the public utility, honour and advantage of the country, provision be made for the necessities of poor, indigent children, old decayed men and women, and of others rendered unable to provide for themselves, and that idle, dissolute, irregular, and disorderly persons be restrained from begging, wandering, and vaguing, while they might be provided for, and usefully and profitably employed for the service of the country, towards their own maintenance; and that the inhabitants of this city, from a voluntary contribution among themselves, have erected a large Hospital and Work-house, with a spacious Court about it, and a handsome, well-contrived Infirmary at a small distance from

the Hospital, and all upon a plot of ground *gifted to them* by the Magistrates and Town Council, most wholesome, pleasant, and commodious, on account of the good air, and being near to the river Clyde,' after which follow the laws and regulations of management :—That therefore, as there was no time, previously to the sale of the property in question, to obtain the sanction of the Magistrates and Council ; as the ground on which the Hospital stands was granted to the original Directors for the purposes of the institution ; as it never was calculated on afterwards as a part of the town's funds ; and as the city of Glasgow is in all respects connected with the Hospital as a part of the prescriptive constitution, has always felt the warmest interest in its prosperity, and can sustain no loss by the beneficial change of its situation ; and as the price to be obtained for the sale of the old ground will be indispensably requisite to erect the new establishment, the Committee entertained no doubt that the Magistrates and Council, on being satisfied as to the propriety of the measure, would forgive the premature appearance of the arrangement on a respectful statement of the necessity of the case, and with the same liberality which dictated the primary grant, would consent to the conveyance of the ground for the purpose of erecting another House :—That, after obtaining the sanction of the Magistrates and Council, should they be pleased to concur in the measure, it will be proper to submit the arrangement to the three other constituent Bodies, the Merchants' House, the Trades' House, and the General Session, each of whom return twelve Directors for the management ; and not only as the public spirit of those Bodies is well known, but as their annual contributions will neither be increased nor diminished by the change, the Committee confidently anticipate their cordial approbation :—That, as to the name in which the property in question should be purchased, if the Directors resolve on

this measure, and in which the new establishment should be held, it appears to the Committee that, as the Directors for the time being are already constituted into a corporation by the terms of the Act of Council, 1744, ‘erecting the forty-eight Directors into a Legal Society and Incorporation, by name of the town of Glasgow’s Hospital and Workhouse, with power to them to receive subscriptions, mortifications, and donations; legacies, and sums of money, lands, goods, and gear;’—as the said Society ‘is appointed to take the rights and securities of all lands and other subjects, heritable or moveable, to be mortified, purchased or acquired, or of money to be lent by the Society, in the name of the Treasurer for the time being, and his successors in office for behoof of the said Hospital and Workhouse, who is to pursue and defend in all cases, all actions, in the same manner as any other corporation in the city are empowered to do;’—as they thus possess a *nomen juris* under a Seal of Cause, and a capacity to hold property, the same arrangement ought to be continued, provided it meet with the approbation of the Magistrates and Council, but if any difficulty occur, it may be proper to submit the case for the opinion of the Legal Assessor of the city:—*Lastly*, That the Committee had turned their serious attention to the ways and means for the purpose of erecting a new Hospital; that without the possession of preliminary information as to the plans which it may be considered expedient to adopt, as to the number whom the House shall be intended to accommodate, and as to the architectural style and interior arrangements of the building; it is extremely difficult to form any accurate anticipation of the probable expense;—but presuming that the structure should be plain, neat and commodious, with sufficient room for the industry of those who are able to work, and for the comfort of those who are aged, desolate, impotent, and destitute, and that the number of the inmates may be taken at

about six hundred, the Committee are informed that such a building may at present be erected for about . . .	£6,000
Add price of the property now recommended to the Meeting,	3,300
	<hr/>
Is,	£9,300
	<hr/>
But suppose,	£10,000

The extent of the ground on which the Hospital at present stands, is understood to be upwards of 5,500 square yards, and the Committee trust that, with the materials, the whole should be worth,	£7,000
Add sum in the hands of the City,	3,000
	<hr/>
	£10,000

Which would complete the new establishment.

“After this Report was read to the meeting, the chairman desired the opinion of Mr. James Cleland, Superintendent of Public Works, and of Mr. Wm. Rodger, Builder, whom the Committee had requested to attend, for the purpose of giving their professional advice. These gentlemen, accordingly, stated, that they had minutely examined the property lately belonging to Mr. Swanston; that they deemed it, as in all respects, the most eligible situation for a New Hospital round the city; and, that calculating on the extent of ground, the value of the walls, and the worth of the materials, they considered that the purchase would be extremely moderate at the price of £3,300. The Deacon Convener, Mr. Ferrie, and others of the Directors, then stated their sentiments to the same effect, and recommended the arrangement as highly beneficial to the community.

“The meeting having maturely deliberated on the subject, approve of the Report of the Committee; and in re-

spect of their former resolution on the necessity of a new Hospital, which is every day becoming more urgent ; that it is extremely difficult to procure a proper situation ; that the place now recommended to their attention appears to be by far the most eligible ; that although it would, on every account, be preferable to obtain the previous sanction of the Magistrates and Council, yet as the property in question is to be sold immediately, so that there is no time to obtain the requisite concurrence ; as they entertain every hope that they will be justified by the urgency of the case ; as the purchase on the terms stated, appears, in a pecuniary point of view, to be not only moderate but advantageous ; and as they would have reason to regret if the opportunity which now occurred were lost ;—they agreed to purchase the villa and ground of Spring-Gardens on the lowest terms, not exceeding £3,300, and appointed the following Directors,—the Preceptor, the Treasurer, the Deacon Convener, Messrs. Templeton, Smith, Alston, Aitken, Ferguson, Haldane, and M'Ruer, forthwith to wait on the Trustees of Mr. Swanston, and to conclude the contract.

“ On the motion of the Preceptor, seconded by Baillie Heywood, it was unanimously resolved, that the thanks of the meeting be given to the Dean of Guild, for his able attention to the interests of the Hospital, particularly on the present occasion, which was accordingly communicated to the Dean of Guild from the chair.

“ WILLIAM LECKIE, CHAIRMAN.”

* * * The above Committee having met with the Trustees of Mr. Swanston, on the 6th of March, the Villa and ground of Spring-Gardens was purchased for £3,300, entry at Whitsunday first.

MINUTE OF COUNCIL

RELATIVE TO NEW HOUSE.

“ At Glasgow, the twenty-fifth day of March, eighteen hundred and seventeen years.

“ The Magistrates and Council, in Council assembled, having resumed consideration of the Report of the Committee of Directors of the Town's Hospital, and of the Minute of the proceedings of the Directors thereon, which were submitted to the Council by the Dean of Guild, at last meeting; and having maturely deliberated upon the said subject, Resolve, as the representatives of the Heritors of the Burgh, and of the community generally, and also as one of the Public Bodies, who nominate the Directors of the Hospital, that the measures recommended in the Report, and so far adopted by the Directors, are highly expedient and deserving of approbation; and agree to grant a regular conveyance of the ground, occupied by the present Hospital, whenever the Directors require it, in the progress of the undertaking.”

Extracted from the Records of Council, by James Reddie.

Edinburgh Charity Work-house.

Receipts and Disbursements from 1st July 1816, to 1st July 1817.

<i>RECEIPTS.</i>		<i>DISBURSEMENTS.</i>	
Church Collections	£1892	Maintenance	£2578
Boarders in House	71	Clothing, Bedding and Furniture	969
Do. in Bedlam	461	Washing, Lighting, and Coal	555
Paul's Work Mortification	178	Petty Household Charges	260
Grayfriars' Church-yard Dues	21	Do. Interest of Money	139
Casual Revenue	49	* Household Fees and Salaries	587
City of Edinburgh	200	Buildings, Repairs and Funerals	415
Assessment of { 1814-15, balance	1165	Mr. Neilson, Kirk Treasurer	75
Five per cent. { 1815-16, in part	2800	Pensions to Families, &c.	1770
1816-17, do.	1000	House Children at Nurse	264
Mr. Shaw's Mortification	10	Temporary Supplies	118
Mr. Hallowell's do.	15		
House in Henderson's Stairs	4		
Do. in Forrester's Wynd	7		
	<u>£7876</u>		<u>£7735</u>
Royal Bank	£600	British Linen Co.	£300
Bank of Scotland	800	Commercial Bank	500
	<u>1400</u>	Bank of Scotland	700
Balance due by the House this year	661	Balance last year	1500
	<u>£9937</u>		701
			<u>13</u>
			<u>24</u>
			<u>£9937</u>
			<u>10</u>
			<u>9½</u>

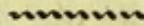
* Besides some minor salaries, there are included in this sum, that paid to the Treasurer, £200;—Surgeon, £50;—House Governor, £70;—Chaplain, £63;—Teacher, £20;—Mistress of the House, £28;—Do. of Children's Hospital, £28;—and Keeper of Bedlam, £40.

“This year 884 have resided in the House; 83 children have been paid for at nurse; and 914 families and individuals have been regularly supplied; being in all 1881, whereof 99 have died in the House.

“Average expense of those maintained, seven pounds fifteen shillings each individual per annum, covering every charge upon the establishment. *

“The debt of the House at this date is £3400.”

* *The difference between this sum and the average cost in Glasgow requires explanation. In Glasgow, the mode of striking the average is weekly, and at the end of every week, those who are admitted or excluded are added or deducted. In Edinburgh, the total number of persons admitted for whatever time, is summed up, and the expense divided to show the average cost per annum. The number of inmates thus appears greater, and the actual cost proportionally less.*



EDINBURGH CHARITY WORK-HOUSE.

PROGRESSIVE VIEW OF

<i>Receipts from Assessment.</i>	<i>Number of Paupers.</i>
1812.....£1598 3 4	1805..... 500
1813..... 1778 13 11	1806..... 712
1814..... 3078 15 2	1807..... 782
1815..... 3807 19 7	1808.....1000
1816..... 4812 19 8	1809.....1194
1817..... 4965 4 4	1810.....1340
	1811.....1284
	1812.....1402
	1813.....1501
	1814.....1740
	1815.....1752
	1816.....1775
	1817.....1881

Edinburgh West-kirk Charity Work-house.

State of Receipts and Disbursements from 1st August 1815, to 1st August 1816.

<i>RECEIPTS.</i>		<i>DISBURSEMENTS.</i>	
Cash and Goods on hand	£560 0 0	Out-pensions	£715 14 6
Assessment for Paupers	2787 0 0	Nurses' Fees	166 0 6
Do. for New Building	1117 0 0	Extra Charges	79 16 11
Collections from West-kirk and Chapel of Ease	479 11 10½	Expended on last years' Goods	250 0 0
Interest of Money	6 13 4	Household Expenses	2143 5 0
Effects of Members, &c.	49 17 11½	Accounts unpaid, August 1815	87 8 5
Property in Rottenrow	27 0 0	Do. to pay for Articles, as per contra	216 2 8
Manufactures, viz. Yarn Spun, £37 6 10		Saving on Linen, as per contra	65 2 3
Saving on 1610 yards Linen, manufactured for Shirts & Sheets for House	65 2 3	Paid Contractors for New Building, on Account	600 0 0
Accounts to pay for Articles	102 9 1	Cash in Bank	999 0 0
	216 2 8	Do. on hand	23 4 8
	<u>£5345 14 11</u>		
			<u>£5345 14 11</u>

Progressive Number and Cost of Paupers.

Year.	No.	Cost.	Year.	No.	Cost.
1808	246	£7 6 7	1813	375	£9 4 6½
1809	270	6 18 5	1814	380	7 11 3½
1810	290	8 4 9¾	1815	357	6 16 2½
1811	278	7 19 6	1816	453	(not estimated.)
1812	290	7 2 3½			

Jul. 31, 1816

C H A R G E

TO THE MASTER OF THE CHARITY WORK-HOUSE AT
SUNBURY, MIDDLESEX.

BY THE REV. JAMES COWE.

At a time when many of the poor are labouring under peculiar difficulties, and are exerting their utmost efforts to maintain their families without parochial aid, it seems to be highly necessary to state to you the principle, which ought both to actuate you as master of our work-house, and the poor who are supported in it at so great an expense.

In the first place, you are hereby required to maintain order and regularity, and to repress idleness and profligacy, among those entrusted to your care. With this important view, none of the poor are to be permitted to leave the premises of the work-house without your knowledge and consent.

In the next place, you are to keep them employed in picking oakum, horse-hair, wool, and feathers; in making mops, cutting furze, knitting stockings; in works of husbandry, or other necessary and useful occupations; or, they may be more particularly employed in the various branches of the woollen and worsted manufactory. Remember, however, that to procure *regular employment* for them, is a most important part of your duty. You are not to allow any to be idle, who are capable of labour.

In carrying on these beneficial objects, we trust that you will pay peculiar attention to the manners and conduct of those who, through their own mismanagement, improvidence, or vices, are reduced to indigence, and are become burdensome to the parish; and that you will endeavour to reform their principles, to lead them to a more

sober and orderly mode of life, and to introduce moral habits among them. We expect that you will make a marked distinction between the industrious and the idle, the orderly and the turbulent. And we highly recommend it to you to give premiums occasionally (suppose once a month) to the most industrious and deserving among the poor, and thereby to excite a laudable spirit of exertion and improvement. But those, who do not perform their business peaceably and properly, or are indolent, refractory, or profligate, are to be restricted in their diet, or to be otherwise punished.

With respect to the children, you are to take the utmost pains to instruct them in reading, and in the church catechism; to form them to early habits of industry, piety and virtue; and to show them, as they grow up, the importance of their making some provision for themselves against sickness, accident, or the infirmities of old age. They are often to be reminded, that, through the blessing of Providence, their chief preservative from future distress must be their own prudence, economy, and industry. You are, therefore, to direct and encourage their exertions, to elevate their minds gradually to a state of manliness and independence, and to inculcate gratitude, contentment, and benignity of heart.

A book is to be procured, in which shall be inserted, the names, ages, times of admission, and former occupations, of all the poor in the work-house; and a weekly account shall be taken, specifying how each of them has been employed, for the inspection of the minister, parish-officers, and other respectable inhabitants of Sunbury.

While the poor are to be thus orderly, and thus usefully employed, according to their ages and abilities, you are further required to maintain and clothe them properly—to pay great and daily attention to their health and cleanliness, to make them attend public worship every Sunday, and to treat them at all times with humanity.

And we earnestly request, that, on a Sunday evening, you will assemble them together, and read to them some portion of Scripture, and some sermon or religious tract, which will be put into your hands for the purpose of instructing the ignorant, comforting the unfortunate, and reforming the vicious or the thoughtless.

While you are to be thus assiduous in promoting those regulations that are essential to industry and good morals, we cannot omit this opportunity of mentioning another point, of no small importance to the health and comfort of the poor. It will naturally be expected, that *cleanliness* among the poor, and in the work-house, should be a constant object of your attention. It will also, we are confident, be your wish and endeavour to prevent any contagious disorder from spreading. For these purposes, we direct that the work-room should be well ventilated. The floors and the machinery should be regularly washed once a week with warm water. The bed-rooms should be swept every morning, and washed every week; and the windows kept open all day. And, besides these salutary precautions, to which we hope you will pay serious attention, you are occasionally to request the parish-officers, to have the different apartments of the house whitewashed with hot lime.

In short, we trust that you will ever bear in mind the momentous duty you have this day undertaken, and will use your utmost exertions to discharge it in a manner that will give general satisfaction to the parish, will procure respect from the poor, and will secure the approbation of God and of your own conscience.

Sunbury, 13th April, 1801.

MANAGEMENT OF THE POOR

AT MANHEIM.

*Substance of a letter from George Sinclair, Esq. younger of
Ulster.*

Manheim, 22d November, 1816.

Manheim consists of about 20,000 inhabitants. The wars which desolated Germany, involved the town in great distress. The sick and aged were left destitute; the education of poor children was neglected; and beggars increased. The late Grand Duke of Baden, impressed with a sense of these evils, established a Commission for the Police of the Poor, consisting of eight members of different religious persuasions. The funds were raised by an appeal to the benevolence of the public; an asylum was established for education, work and cure; begging was prohibited by law, and a fine of one rix-dollar was imposed on those who gave alms to mendicants on the street, in place of referring them to the proper officer.

The town is divided into eighteen districts, in each of which there is a committee, consisting of a chairman, treasurer and overseers, who remain in office two years, and one-half is annually renewed, but may be re-elected, if a wish is intimated to continue. A perpetual general treasurer, with a salary, is appointed by the Commission.

The duty of the *chairman* is, to receive from the overseers all the applications for relief—to empower the overseers to draw on the district treasury the sums requisite for supply; or in case of urgent need, to grant aid himself—to keep a book, in which the names of the paupers are entered on separate pages, with remarks—and to attend to the conduct and morals, as well as the necessities

of the poor. The duty of the *treasurer* is, to receive the contributions of the subscribers in his district—to pay to the overseers the sums they are authorised to disburse—and to keep regular accounts in printed forms, of which a copy is sent to the Commission, who authorise the general treasurer either to receive the balance, or make up the deficiency. The duty of the *overseers* is, to obtain as accurate a knowledge as possible of the poor in their districts, by visitation and inquiry—to superintend the conduct, circumstances and health of the paupers—to procure employment for those who are able and willing to work—to pay the allowance to all the paupers at the same time, once a week, who appear personally, if well, with their work-book—to keep an account of the allowances in clothes, beds or money; of the work procured and performed, and of any change that may occur in the situation of the families—to pay, besides occasional visits, two every year over the whole district, and make a complete revision of the necessary particulars relative to each pauper, which is reported to the Commission—and to introduce their successors in office to the knowledge of the paupers.

There is also a *messenger* for each district, who calls regularly on the chairman and overseers to communicate information, and receive orders; collects subscriptions; reports beggars; and attends to the ordinary details. Each district holds a monthly meeting, and considers what is proper to be done. All other charitable institutions are requested to send to the Commission, the names of the persons to whom they communicate relief, to prevent deception, and ensure uniform distribution.

The general object of the Commission is to supply the *impotent* poor in proportion to their necessities, and to afford relief to the *industrious* in extraordinary emergencies. Clothes are given, and if they be sold, the pauper is sent to the correction-house. Single paupers are lodged and

fed with poor families, which produces a saving for both. Calculations are made of the support requisite;—a child of twelve years is stated to require as much as a grown person—from five to twelve, three-fourths—from one to five, one-half—and an infant, one-fourth. A distinction is made between the allowance in summer and winter. If an able person be without the means of subsistence, it is concluded to arise either from want of employment, dexterity or inclination. Provision is made for the two first cases, in large halls, with materials for spinning hemp, wool and cotton, and knitting stockings;—those who have no wheels are supplied;—the spinning is done in their own houses, or if they have not light and fuel, in the working-rooms. Those who will not work, after due trial of their obstinacy, are sent to the correction-house. Those who are incapacitated by age and infirmity for doing much, must do what they can, and show by their work-book, that they have performed the task assigned.—To ascertain the necessary amount for each poor family, the number and age are computed, and the expenses of each calculated by the estimate, from which are deducted what they receive from earnings and from other charities. House-rent is always among the first objects of attention—if this be in part or in whole relieved, the poor will in general be able to make out the rest themselves. Fuel is supplied at a magazine, and soup at a public kitchen; and estimates are made by each overseer at the commencement of winter, and tickets issued accordingly.

A *school of industry* for children is established, contiguous to the public reading-school, where they are taught knitting, sewing and spinning. What they earn is given to their parents, and the children are likewise encouraged by premiums in clothing.—*Orphans* are boarded with such poor families as have the best character or cleanliness, industry and morality.

ACCOUNT

OF THE

MANAGEMENT OF THE POOR AT HAMBURGH.*

BY THE BISHOP OF DURHAM.

In the beginning of the year 1788, an institution was formed for the poor at Hamburgh. Of 110,000 inhabitants in Hamburgh there were above 7000 distressed persons in want of regular relief, besides an average of 2500 in the Hospitals.—There were peculiar circumstances attending this great and commercial city, which contributed to increase the number of poor, requiring assistance;—severe winters, heavy taxes on the necessaries of life, fluctuation of trade, the attraction of the poor from neighbouring countries in expectation of employment; and a great number of female servants at very low wages, of whom many must necessarily remain unprovided for, when age or sickness should unfit them for actual service.

As soon as the outline of the plan was agreed upon, an arrangement was formed, that such revenues as till then had been expended in alms by the several churchwardens, and those the administration whereof had been connected with the workhouse, should be united under one administration with the monies to be collected from private benevolence. The most respectable inhabitants went round personally to collect subscriptions; and the town was divided into sixty districts, each being allotted to the care of three overseers; and the whole being under the direction of a board, or committee of fifteen directors, elected from among the overseers.

* This account is taken from Baron Voght's publication. It formed the basis of the Edinburgh plan.

The general object was to provide comfort and subsistence for the aged, and for those afflicted with incurable disease, or labouring under temporary sickness; to supply the means of occupation for those who could work; and, by giving education and employment to children, to afford the most beneficial relief to those burdened with large families.

For the reception of the aged, a public building or asylum, was provided; but in cases where they had friends, who would receive them, they were allowed as much as their expense in the asylum would have amounted to. For the sick, and particularly for women at a period when they have the greatest need of charitable relief, medical assistance was provided. For the different districts in the town there were appointed five physicians, five surgeons, and five midwives, who upon notice were to attend the lodging of the patient, if not capable of going abroad. Food and medicine were immediately supplied, with so much attention and economy, that in the course of the three first years, 12,969 poor persons had been attended in sickness, whose cure (including broth and an occasional supply of other food) had not cost more, upon an average, than 3s. 6d. each.

For a provision for the children of the poor, where, from the vice or the decease of a parent, no suitable home remained for the child, they boarded them in the houses for the better sort of poor. In other cases they allow the mother a weekly sum for the younger children. They also prepared a warm room in every parish, and bread, milk, and potatoes in plenty; so that parents who went out to work, might leave their young children there during the day, and thus prevent any obstacle to their own industry, or to that of their elder children. At the same time they came to a determination "that no family should be allowed any relief for any child above six years of age;

but that such child, being sent to school, should receive not only payment for its work, but also an allowance in the compound ratio of attendance at school, good behaviour, and application to work." For the instruction of the children, three sorts of schools were opened:—the first for those who had no other employment; these were schools of occupation as well as instruction; the second, evening schools for the education of children who work with their parents during the day;—the third were Sunday schools, which continued alike open to all, as well to those who had gone into service at Hamburgh, as to children on the school list. The average number in these schools were six hundred; the expense of them about £700 a year.

The most difficult part of the undertaking still remained: that of procuring regular and suitable employment for those who could work; and of ascertaining who were, and who were not able. A resolution was adopted, "not to permit any one to receive a shilling, which he would have been able to have earned for himself; and at the same time to reduce the support of those, who required relief, below the scale of what any industrious person, in such circumstances could earn." Printed queries were sent to the poor, the answers to which were written on the blank column of the page, verified by the evidence of their neighbours, and by the personal attendance of the overseer, or (where the state of health was in question) of the physician. Many of the queries were calculated to ascertain the average earning of each member of the family; but in this respect the truth was, for some time, very difficult to be obtained; it being the interest of the party, to make his capacity for work appear less than it really was.

A manufactory for spinning flax existed at that time in Hamburgh. The proprietor gave it up to the institu-

tion, together with the stock, the teachers, and the experience of several years. As the poor who wanted relief, were chiefly women and children, this was adopted as their general work. The clean flax was sold to the women at a certain and low price; and the yarn which they spun, purchased of them at thirty per cent. above the usual rate. To whatever fineness the yarn was spun, the whole profit was received by the poor. Every poor woman brought with her work a book, in which the pieces delivered in by her were noted; so that she thereby received a certificate of industry, and the institution had a regular account always before them of the employment of the poor. In the mean time, the men and larger boys (who were not the numerous or necessitous part of the poor) were employed in mending the roads, cleaning the streets, making rope yarn, and other labour, at a certain allowance per day.

After these general preparations were made, the committee conceived that they could now offer relief to all sorts of poor; as they had the means of enforcing the only condition required—that of contributing to their own support, the degree of exertion which they are capable of. The overseers therefore went through the streets, and made inquiries if any inhabitants were in need of relief. Those who applied, if capable of work, were supplied with employment; if prevented by want of skill, they were admitted into a school opened for that purpose; and in the course of three months were taught to spin; being allowed for the first week a gratuity of two shillings, every week after twopence less; and in the twelfth week, dismissed with the donation of a pound of flax and a spinning-wheel.

The quantity of work which the disabled poor were capable of, was easily and accurately ascertained by a week's trial at the spinning school. The result was produced

weekly before a sub-committee; and the sum that each poor person could earn, was entered in a book; from that time they were paid weekly, what their earnings fell short of 1s. 6d. a week, whenever it appeared by their book, that they had earned to the known extent of their abilities.

In the proportion of two shillings a week, an allowance was made for their lodging. But as this is paid every six months, and the pauper's allowance is weekly, it was thought proper (except in cases where the lodging was otherwise provided for) to retain fourpence a week, for the purpose of paying the landlord's rent; thereby keeping the poor out of debt, and giving them a more comfortable habitation, than what otherwise they could have expected.

Clothing and bedding were at first much wanted; but in order to prevent their being pawned or sold, it was thought proper to mark them as the property of the institution, which the pauper was to keep while he behaved well. The committee purchased the materials by wholesale, and employed some of the poor in making them up. They were delivered to the pauper on the recommendation of the overseer, countersigned by the director of the district: or to children, upon the recommendation of the sub-committee of the schools.

A complete list of the poor being at length obtained, public notice was given, in the month of October, 1788, that no deserving poor person could or would, in future, remain unnoticed. Instructions were very generally distributed among the poor, as to the mode of obtaining relief; and the public was intreated to inform the committee, if any pauper had not been duly attended to.—No such case has hitherto occurred.

It was established as a general rule, that three years' residence in Hamburgh should entitle the party to relief; allowance being also made for accidents, illness, or child-

bed ; which, in all cases, were held to be proper objects of charity. A place of reception was opened for foreign poor, where they were taken care of for three days, and then discharged with the means of subsistence home. At the same time, in order to prevent the further influx of other poor, it was prohibited to receive any stranger, without informing the magistrate or overseer, under pain of bearing all the expense of supporting such stranger, if he should become an object of charity within three years.

These general regulations have been strictly adhered to for ten years ; except in the cases of poor persons being ill, when they have sick tickets given them, which exempt them from the general rules ; and during the most severe winter weeks, when a regular increase of allowance is ordered by the committee. But no inequality of distribution is ever admitted, whatever may have been the prior situation of the party. Those who had formerly been in a more respectable situation, continued to be the proper objects of private benevolence ; of which no public institution ought to supersede the exertions.

The conduct of the institution is in the general committee, consisting of fifteen directors. They appoint four sub-committees from among themselves ; one for manufactures, another for the schools, a third for clothing, and a fourth for the police of the poor. The sub-committees have each their separate officers, and keep distinct accounts, which are given in every month to the treasurer and the board.

Ten of the directors are selected ; each one of them superintending six of the sixty districts, to receive from the overseers accounts of what is wanted in the respective districts for fixed support, for occasional relief, for accidents, and for discretionary assistance ; which, when certified by the director of the district, is sent for payment to the treasurer ; whose accounts are laid every month

before the committee, and checked by the director's certificate. These ten directors may be considered as "the advocates for the institution," to prevent, in their several districts, excess of expense.

From the inquiries made at the commencement of the institution, it appeared that there were more than 4000 women, 2000 children, and 1000 men, then in Hamburgh in the utmost want* of immediate relief. The whole number consisted of 7391 individuals, and composed 3903 families. The first clothing of so great a number of destitute persons, would have exceeded the powers of the institution, but for the quantity of ready-made shirts and other apparel, which the ladies supplied with a liberal hand. Clothing and schools for instruction are now wanted only for the children.

The purchase of spinning-wheels, and of other instruments of employment, and the support of schools where 500 grown persons were at the same time instructed in spinning, added to the allowance made to the poor for the loss of time while they were learning to spin, occasioned a very enormous expense at the commencement of the in-

* The poor at Hamburgh had been habituated to live almost entirely on a miserable beverage, which was called *coffee*, and sold in messes, with about half a pound of indifferent bread. This wretched substitute for food they took twice a day. About two years ago the directors introduced the use of Count Rumford's soups, with great benefit to the poor at Hamburgh. It has been a saving of 9 parts in 16, or rather more than half the former expense of their food. Children in particular have derived great advantage in health and strength from the use of these soups.—The saving to the institution in respect of fuel, by the introduction of Count Rumford's boilers, is stated in the Report (which contains a great deal of minute and curious detail in respect to fuel as well as food) to have been rather more than 61 parts in 66; the cost of their fuel, which is very scarce at Hamburgh, being at present not a tenth of what it was. Hamburgh Report of Jan. 1798.

stitution. But this was not of long continuance. The schools for teaching spinning to grown persons soon became unnecessary; 3354 spinning wheels had been given to those who had proved themselves able to spin. These were employed in spinning, when more lucrative employment was not to be found. 2000 poor, who at the time they entered the school could do nothing at all, have since earned from 8d. to 20d. a week, at times, and during hours which were formerly entirely lost to them. The average of all expenses attending the employment of the poor during three years, up to December 1796, including the loss upon the sale of manufactured goods, has been only £611 per annum; and in the worst cases that have occurred, the expense of enabling a pauper to earn five guineas a year, has not been more than half a guinea.

It will not be a small recommendation to many persons, that since the year 1788, scarce a beggar has been seen at Hamburgh. But there is another much more important circumstance; the decrease of sickness and misery among the poor. The average mortality of the medical institution at Hamburgh, before 1788, had been above one in ten. In the year 1789 it was greatly reduced, and has since by a gradual progress diminished to less than one in twenty.—This and the extension of the schools, and of the benefit of the medical institution to persons *not actually entitled to relief*, has greatly diminished, and must still have a much greater effect, in diminishing the list of distressed poor and in increasing the number of industrious and thriving citizens at Hamburgh.

OBSERVATIONS

BY SIR THOMAS BERNARD ON THE HAMBURGH
PLAN.

The division of *labour* has not produced more extraordinary effects in a well-conducted manufactory, than the division of *attention* in a well-arranged institution. The giving to every acting member his peculiar and appropriate duty, not interfered in by any other person, as has been done with great effect at Hamburgh, is of the utmost importance in every establishment. Those who have attended much to the conduct of charities, must have had frequent occasion to regret, that even among the best intentioned men, more time, and more power, is often wasted in the counteraction and controversion of petty and trivial measures, than in the furtherance of the real objects of the institution. This is the *friction*,—the impediment of action,—the obstruction to progress,—which it is most essential to prevent; and it is in this respect, that the benevolent and enlightened founders of the institution at Hamburgh, have been peculiarly judicious and successful.

The maxims adopted at Hamburgh in the execution of their plan, are very deserving of attention:—"That every allowance, which supersedes the necessity of working, becomes a premium to idleness:—that labour, not alms, should be offered to all, who have any ability to work, however small that ability may be:—that one shilling which the poor man earns, does him more real service than two which are given him:—that, if the manner in which relief is given is not a spur to industry, it becomes in effect a premium to sloth and profligacy:—and that,

if the mere support of a pauper is above what any industrious person in the same circumstances could earn, idleness will become more profitable than industry, and *beggary* a better trade than the *workshop*."—In proportion as the conductors of the institution at Hamburgh have rigidly adhered to these maxims, they have found the benefit extended and increased; whenever they have relaxed, the *thermometer of industry* has been lower, and less work has been done.

One great cause of the success of the institution at Hamburgh has been the *publicity* and *regularity* of the accounts. Without this charities often become jobs, the directors grow indifferent to public approbation or censure, and the administration falls into the hands of under officers, who soon learn so to entangle the business, that no subsequent director is ever able to unravel the clue.

That which has been done in Hamburgh, by the cooperation of its best and wisest citizens, has been effected at Munich by the abilities and perseverance of one individual. The particulars of that establishment are so well and so generally known, that it is unnecessary for me to enter into the detail of them. The institution has, in both instances, been wisely adapted to the circumstances and condition of the respective places; at Munich, with additional power, from the establishment being blended with the government of the state, and producing an influence on the country, of which that city is the capital; and from its being connected with a variety of useful and extraordinary inventions and improvements, which Count Rumford has made for the benefit of mankind.

COMPARATIVE STATE

OF HAMBURGH IN THE YEARS 1789 AND 1799.

(FROM THE REPORT OF 1799.)

1789

and

1799

1. The streets crowded with beggars : many of them strangers ; all in great distress ; the modest and deserving perishing unheard and unknown, for want of a share in that relief, which the street-beggar anticipated by fraud and importunity. 446 persons in the house of correction, besides prisoners.

2. It appeared upon inquiry, that besides street beggars, there were many poor persons without bedding or clothes, perishing wretchedly and unknown ; objects ho were ashamed to make their appearance in the day time, on account of the want of decent apparel.

3. There were not less than 600 persons, without bed or bedding ; and 2,000 without linen : all of them dirty, ragged, and devoid of all domestic comfort.

4. Not less than 2,200 poor neglected children, covered with rags and vermin : many of them, from infancy, taught by their parents to beg and steal, and growing up in vice and infamy.

5. The distresses and the conduct of the poor were almost unknown, except to a few clerical and medical men. When the directors

1. Scarcely a beggar to be seen : every necessitous inhabitant receiving, under kind and regular care and inspection, sure and beneficial relief. In ten years 3,081 poor strangers relieved, and returned to their places of habitation.—Not more, in the whole, than 147 persons in the house of correction.

2. It is known to all the poor inhabitants, that if they apply to the inspector of the district, they will receive immediate temporary relief, and that the necessary inquiries will forthwith be made as to their situation, and the means of assuring to them regular support.

3. No poor person without proper clothing ; none, who may not have linen and a bed. If they are not able to earn them by labour, they receive them as a gift.

4. In the preceding ten years, 2,699 children educated in the schools of industry ; and 4,833 received, since 1793, into the other schools. Of these, 538 children have been apprenticed.

5. There are now 180 inspectors, 5 physicians, and 5 surgeons, who regularly visit every part of Ham- burgh. Each house is numbered,

1789

and inspectors made their first inquiries, they visited some narrow courts inhabited entirely by beggars, lost to society, and scarcely preserving the human form; courts which benevolence approached with a degree of alarm and horror.

6. With a very few exceptions, the poor man who was prevented by sickness from working at his trade, or afflicted by long and severe illness in his family, was thereby irretrievably ruined. His alternative was to apply to an ignorant empiric, to the destruction of his health; or, if he called in regular medical assistance, he was in consequence obliged to dispose of his furniture and implements of labour, to the ruin of his family.

7. A poor family, consisting of more than two children, found it impossible to procure subsistence merely by the labour of the father; and the mother being without occupation, the children, however well disposed their parents might be, were inevitably reduced to hopeless beggary.

8. The artisan who, for want of employment or of a sale for his work, was behind hand, found himself compelled to pawn his tools; and by extreme indigence was frequently reduced to a wretched state of inactivity; in consequence of which, though possessed of strength and skill to labour, he became a hopeless and helpless beggar.

9. No establishment for the preservation of natural children, and for the restoration of their unfortunate and penitent mothers to the paths of virtue and industry.

1799

and there are 2,200 poor persons employed to bring the inspectors immediate information of any distress or disorder in the city. Thus are misery and vice diminished among the poor; and virtue and patriotism increased among the rich.

6. Those who are too poor to pay for medical assistance, may have it of the establishment, together with pecuniary relief, until they can resume their work. During a period of ten years, 36,803 sick persons have been thus relieved; of whom 30,978 have been recovered, and restored to the community. The mortality among the sick, in the early part of the preceding ten years, was about eight in the hundred; it now bears only half that proportion.

7. A large family became in 1792 an advantage to the honest and industrious. The parents receive an allowance for any child too young to attend the schools; where the other children are instructed, clothed, and fed; and have some surplus of their earnings to carry home to their parents.

8. Since 1795 a committee has met regularly every Saturday, to discharge debts, redeem pawns, purchase materials and tools, or advance loans for distressed artisans, *who can show that their distress is not occasioned by vice or idleness*. In four years, 940 families have been so relieved; and nearly one-third of the money so employed has been already repaid.

9. A foundling hospital was opened in 1795; in which 138 children have been already preserved, and 153 mothers maintained till they could be placed at service.

1789

10. There were 7,391 paupers, (4,087 women, 1,079 men, and 2,225 children) besides persons in hospitals.—Mendicity, spreading like infection, and paralyzing the industry and energy of the poor, was become an epidemic disease among the lower classes of life.

1799

10. There are at present 3,090 paupers, fed and clothed, and obliged to do such work as they are capable of. Of these, 1,592 are aged persons, from 60 to 100 years of age; 1,097 maimed or diseased persons of middle age; and 401 children, the greater part of whom are very young.

GENERAL NUMERICAL STATEMENT.

	In 1798.	In 1799.
Poor, above childhood,	5166	2689
Poor children,	2225	401
Receiving relief,	7391	3090
In the house of correction,	446	147
In the sick hospital,	920	894
In the orphan hospital, about	1000	600
Total,	9757	4731

Reduction in the number of paupers, 5026.

If from 5026 be subtracted the persons receiving relief, the average number of which is 237, and children merely receiving education, which may be set at 1054, still there will remain a saving to the community of **THREE THOUSAND SEVEN HUNDRED AND THIRTY-FIVE PERSONS.**

BEGGARS.

STATE OF SOCIETY IN SCOTLAND IN 1698.

From Fletcher of Salton's Political Works, p. 100.

“ There are at this day in Scotland two hundred thousand people begging from door to door. These are not only no way advantageous, but a very grievous burden to so poor a country. And though the number of them be perhaps double to what it was formerly, by reason of this present great distress, yet in all times there have been about one hundred thousand of these vagabonds, who have lived without any regard or subjection either to the laws of the land, or even those of God and nature. No magistrate could ever discover or be informed, which way one in a hundred of these wretches died, or that ever they were baptized. Many murders have been discovered among them; and they are not only a most unspeakable oppression to poor tenants, (who, if they give not bread or some kind of provision to perhaps forty such villains in one day, are sure to be insulted by them,) but they rob many poor people who live in houses distant from any neighbourhood. In years of plenty, many thousands of them meet together in the mountains, where they feast and riot for many days; and at country weddings, markets, burials, and other the like occasions, they are to be seen, both men and women, perpetually drunk, cursing, blaspheming, and fighting together.—These are such outrageous disorders, that it were better for the nation they were sold to the galleys or West Indies, than that they should continue any longer to be a burden and curse upon us.—Now what I would propose upon the whole matter is, that for some present remedy of so great a mischief, every man of a certain estate in this kingdom should be obliged to take a proportionate number

of those vagabonds, and either employ them in hedging and ditching his grounds, or any other sort of work in town or country; or, if they happen to be children and young, that he should educate them in the knowledge of some mechanical art.—Hospitals and alms-houses ought to be provided for the sick, lame, and decrepit, either by rectifying old foundations, or instituting new. And for example and terror, three or four hundred of those villains that we call jockies, might be presented by the government to the state of Venice to serve in the galleys against the common enemy of Christendom.”

The above classes of vagrants are denominated in the Scotch Acts “sorners, or maisterful beggares, that dailie oppressis and herryis the Kingis lieges.” The description of their character in the Act 1579, exactly corresponds with its delineation by Fletcher in 1698:—“the saides beggares, besides the uther inconvenientes quhilkes they daylie produce in the commounwealthe, procures the wrath and displeasure of God, for the wicked and ungodlie forme of living, used amangst them, without mariage, or baptizing a great number of their bairnes.” Their prevalence arose from the state of society, and “the iniquity and trouble of the time.” By Statute 1455, c. 45, the offence was made capital, but the punishment was too severe ever to be inflicted. They were gradually extirpated by the improvement of the country, after the Union—and the vigour of the law, after the abolition of feudal jurisdictions.

With respect to the tolerated beggars, there are also a great many acts from the time of James I. downward. The first was in the year 1424, ordaining that “na thiggers [sturdy vagrants] be thoiled to beg, nouthar to burgh nor land-wart, betwixt fourteen and threescore ten zeires, bot [unless] they be seene be the councelles of the townes or

of the lande, that they may not winne their living uther waies ;—and they that sall be thoiled to beg sall have a certain takin [badge] of the alder-men, or of the baillies ; and all uther persons havand na takins sall be charged be open proclamation to labour and passe to craftes, for winning of their living, under the paine of burning on the cheeke, and banishing of the countrie.”

This law was abrogated by the Act 1579, which substituted legal assessment for authorized begging. In 1672, by an Act of Charles II., c. 18, correction-houses were ordered to be “ provided for receiving and entertaining of the beggars, vagabonds, and idle persons within their burgh,” and for “ aged, infirm, or diseased, that places should be appointed them wherein to abide ; and if the same be not sufficient to entertain them, that they may get a badge or ticket to ask almes at the dwelling-houses of the inhabitants of their own paroch only.” This statute, however, was never carried into effect, and there exists no law to authorize begging in any shape.

Besides the various classes of beggars, a list of vagabonds is enumerated in the Scotch statutes, which presents a curious picture of the manners of the times. There were “ feinzied fules, or bairdes,” corresponding to Shakspeare’s “ bedlam beggars ” in *King Lear*, a species of impostors, that existed in England even within the last century—“ Egyptians, (or gipsies, a race that appeared in Britain in the fifteenth century,) that feinzies them to have knowledge or charming, quhairby they perswade the peopil that they can tell their weirdes, [destiny] deathes, and fortunes”—“ idle persons ganging about the countrie, and using subtil, craftie, and unlauchful playes,” such as jugglers and others—“ minstrelles, songsters, and tale-tellers, not avowed in speciall service be sum of the Lords of Parliament, or be the head burrowes and cities,” from which it appears that such amusement was an appendage to the magistracy of those days—“ vagabond schollers of the universities,

not licensed by the Rector and Deane of Facultie to aske almes," which shows the state of literature in 1579—"persons haill and starke [strong] in bodie, alledging them to have been herried [plundered, from *herian*, the Saxon for a *soldier*, illustrating the character of the army in old times] or burnt in sum far pairte of the realme"—and "schipmen and mariners alledging them to be schip-broken without sufficient testimonials."

Our early legislators perfectly understood the principles of policy as to the able poor. The Act 1425, c. 66, with great simplicity, statutes and ordains, "that everie man that hes nocht of his awin, sall labour for his living," agreeably to the maxims of revelation and common sense—"if a man will not work, neither shall he eat."

BIRMINGHAM.

(From the Monthly Magazine, 1818.)

PROGRESSIVE STATE OF

	No. of Houses.	No. of Inhabitants.	Payments to the Out-door Poor.
1741	4,114	24,660	£888
1781	8,382	50,295	10,943
1791	12,581	73,653	12,955
1801	16,403	82,015	24,759
1811	17,071	85,753	25,939
1817			29,059

In 1817, the number of families supplied was 3,946. The number of *individuals* is estimated at 20,000, or one-fourth of the population. The above includes only the allowances to the *out-door* paupers. The *total* assessment for the poor were expected to amount, at Easter 1818, to £60,000. The rates are leviabie on houses of a certain class, which amount to about 4,000, and would thus average about £15 each.

INSTITUTIONS AT DUBLIN.

From the Reports, 5th January, 1814.

STATE OF THE HOUSE OF INDUSTRY.

In the House, " " " " " " " "	2834
Adults employed in manufactures, " " "	304
Infirm, aged, and incapable of labour, " " "	808
Lunatics and ideots in the wards, exclusively of the hospital	97
Deaf and dumb, " " " " "	5
Blind, " " " " "	9
Children in Asylum, " " " " "	731
..... in wet nursing, " " "	47
..... in dry nursing, " " "	57
	835
Patients in Hardwicke medical hospit and Richmond	
surgical hospital, " " " " "	544
Domestics and labourers, " " " "	187
Nurses in wet nursery, " " " "	46
	2834

No return of produce of labour.

STATE OF THE BEDFORD ASYLUM FOR INDUSTRIOUS CHILDREN.

	Males.	Fem.	Total.
Weavers, " " " " " " "	17	12	29
Bobbing and twist makers, " " "	12	7	19
Hosiers, " " " " " " "		16	16
Tailors, " " " " " "	22		22
Shoemakers, " " " " " "	9		9
Plain workers, " " " " " "		302	302
Embroiderers, " " " " " "		2	2
Quilters, " " " " " "		5	5
Tambour workers, " " " " "		1	1
Taught to read and write, only " " "	173	153	326
Children at nurse, " " " " "	21	36	57
	279	556	835

Gross produce of labour for twelve months, £2844 5s. 5d.

STATE OF PENITENTIARY FOR YOUNG CRIMINALS.

Admitted since formation in 1801,	“	“	“	“	“	“	“	787
Apprenticed,	“	“	“	“	“	“	“	67
Pardoned,	“	“	“	“	“	“	“	22
Enlisted by permission,	“	“	“	“	“	“	“	127
Discharged by order of magistrates,	“	“	“	“	“	“	“	368
Transferred to House of Industry for good conduct,								102
Died,	“	“	“	“	“	“	“	7
Escaped,	“	“	“	“	“	“	“	21
Remain, viz.—Weavers,	“	“	“	“	“	“	“	18
..... Winders,	“	“	“	“	“	“	“	11
..... At school,	“	“	“	“	“	“	“	44
								73
								787

Gross produce of labour of Boys, £159 5s.

The total number admitted into the various public institutions, viz. the House of Industry, the Bedford Asylum, four Penitentiaries, and two Medical Hospitals, from 5th January, 1813, to 5th January, 1814, was 7941, of whom 7656 were received by their own desire, and 285 more compelled. *The passage to Liverpool was paid for such paupers as went to England.*

Subjoined to the various Reports, is the following intimation:—“The House of Industry, Infirmaries, &c. are open for the reception of the poor of all ages and descriptions, without any recommendation. It is, therefore, evident from the above statement, how unnecessary, if not injurious, is the practice of indiscriminate alms-giving. The exertions of the Board to free the streets of mendicant impostors who infest them, must be ineffectual, while this mistaken and misapplied benevolence is continued.”

The population of Dublin at the above period was estimated at about 160,000, and public provision was thus made for about one-twentieth of the whole residents. The population of Ireland was calculated in 1777 at 2,690,556, and by Mr. Newenham in 1810 at 5,395,436—an increase far surpassing the corresponding improvement of the country, and perfectly adequate, with the reflux of discharg-

ed soldiers, to account for the present extent of mendicity. The institution of poor-laws, in such a state, would only tend to depress still further the agricultural interest, and diminish the general resources of the nation.

L E T T E R

FROM DR. CHALMERS TO MR. EWING,
RELATIVE TO HIS PLAN.

“ MY DEAR SIR,

“ I cannot transmit the enclosed without expressing the gratitude and satisfaction I felt in your reading the extracts. You have clearly and forcibly expressed, in my opinion, the essential arguments on which the whole question turns.

“ I did not know till this day, that the proposal I made to you some weeks ago, was to be engrossed in the printed memorial which you are shortly to present to the Directors of the Town’s Hospital, else I might either have postponed the mention of it, or been more explicit of its details; and as now I have no more time than a part of this evening for turning my attention to this subject, I must still be more hurried, and I fear more indistinct, in my further observations, than I could wish.

“ I beg you then most distinctly to understand, that I would not propose any new management of my parish which implied a surrender of its rights to any one advantage, real or imaginary, that might be enjoyed by the other parishes of Glasgow. If the poor of the other parishes of Glasgow are conceived to have a right to aid from the Town’s Hospital, so must mine. If, after the collection at the church door be found inadequate, there is an ulterior resource to the poor of the other parishes in the fund of the Town’s Hospital, my parish must have the very

same resource on the occurring of the same inadequacy. My proposal does not go to bar an avenue of relief from my parish which is open to other parishes. It only goes to obtain the permission that a prior method of relief shall be put to the full trial of its capabilities—when, if found ineffectual, my poor shall be admitted to their full share of other relief in common with the whole poor of the city.

“All that I want then at present is, that the sessional method of relief shall in the first instance be allowed to have its fair and unrestricted operation. Under the present system of management, this method is cramped and paralyzed in a variety of ways. It is not liberally supported by the public—because they conceive that it is as good as superseded by the doings of the Town’s Hospital. It is not well executed by its agents—because, generally speaking, they reside at a distance from their respective proportions, and have not the knowledge or the sympathy of common acquaintanceship with the people among whom they operate. It is not efficiently seconded by the exertions of private charity—because the very existence of our legal institution, which, like every other throughout the land, is great in promise and wretched in performance, has most delusively lulled into inaction both the vigilance and the humanity of individuals. It is fast putting an end to the kind offices of relationship and neighbourhood—and while it has added to the amount of what is *ostensibly* given for the relief of human wants, it has diminished the whole amount of what is *actually* given, by obstructing all those numerous and unperceived channels of relief which, in a natural state of things, both the benevolence of Christianity and the benevolence of instinct are ever sure to strike out, through the great mass of human society.

“I will not therefore disguise it, that my honest aim and expectation is, to deliver my parish from a state of dependence on the Town’s Hospital altogether—that I shall be disappointed if a single parishioner of mine will

ever need to make an exhibition of his poverty beyond the limits of that parochial jurisdiction in which he resides—or if he shall have occasion to go in quest of charity from other sources, because the care of his own session, and the kindness of his own neighbourhood, have not been enough for him.

“ But should I be disappointed in this expectation, let the shame and the humiliation of the disappointment fall upon myself. Let not my parishioners suffer from any proposal or experiment of mine. And therefore I should like it to be understood at the outset, that the right of my poor for admission into the Town’s Hospital is left in reserve, and may be recurred to at the moment that they are found to be either worse served or worse satisfied than the general poor of Glasgow.

“ I look to a very different result. I look to the time when my parish, instead of claiming a right of re-admission into the Town’s Hospital, shall have purchased its own right of exemption from the assessments which are now laid upon it for the Town’s Hospital—And though I am pleading with you that, under my proposed arrangements, you shall not shut the gate of your institution against the paupers in our district of the town, I am quite confident that, were these arrangements only acted on, there is not one of my paupers who will ever knock for admittance within your walls.

“ You are aware of the specific arrangements which I think indispensable to such a result. I will not be responsible for the effect of any system, if I do not obtain an unfettered parish and an uncontrolled sessional arrangement. In this I may be thwarted in other quarters, and then of course the matter is at an end. I promise no success whatever without the benefit of a residing agency, and of such an arrangement in the letting of my church seats as may in time reduce the parishioners and hearers to the same set of individuals. It is wondered at by some, that I should further crave the protection of the laws of

residence against the other parishes of Glasgow, supposing that the tendency of the people would be to move away from my parish to others which had still the benefit of the present method of supply. But I anticipate the tendency to be all the other way. Nor would I be so eager for the adoption of the sessional method, did I not believe that the comforts of the poor in my parish would be materially increased by it.

“ In the proposal I have made, I consult the wishes of the people, as well as the general interests of the town. It may take a few months before the method be fully understood—and during that period, it is certainly in the power of misrepresentation to do much in the way of annoyance. But even now, I know the preference that the people have of the sessional method over the method of supply from the Town’s Hospital. And I despair not of its soon becoming the most popular, as it is certainly the kindest and most effective way, of publicly relieving all the temporal distresses to which humanity is liable. In the mean time, all I should ask of our political opposers for a little time is the charity of their silence. But this I do not expect; and all their attempts to influence the public mind shall not deter me from the prosecution of that method of public charity, which I count to be the most scriptural in its nature, the most salutary in its effects, and by far the most soothing to the heart and feelings of the poor in all its ministrations.

“ But the main design of my office is not to achieve any civil or any political enterprise whatever. It is to bring the lessons of Christianity into effectual contact with the minds of the population of an assigned district of the town. I am willing to concur in what I conceive to be the most salutary and Christian method of providing for the poor of that district. But if this method be rejected, my next request is, that I and my session be left to our own proper and peculiar business, and be forthwith disengaged from the management of the poor altogether. I

am willing to take, in conjunction with my session, the whole superintendance of the pauperism of our parish. But I am not willing to share in the odium or the mischief of another method which I think to be utterly incompetent to its perfect object, and only calculated to mock the expectations and aggravate the distresses of the lower orders. One who is ready to take the whole trouble and management of such a concern in the way which he thinks to be best, has surely purchased, by that very proposal, a right of exemption from the duties and drudgeries of this concern in the way which he thinks to be worst. It is not for an ecclesiastical court to be implicated with a system which, in proportion as it extends its operations, extends dissatisfaction and misery among the people. It is not for a minister of the gospel to be acting the obnoxious part of warding off from the supplies of a compulsory provision, the very rapacity which that provision has excited. It is not for him to be placed in a situation where he must either appear an enemy of the poor, or an inconsiderate waster of the public money. This defeats the higher purposes of his ministry altogether. It widens the breach between him and his parishioners, already too wide from the unwieldy extent and population of his parish. It harasses and withdraws his mind from the peculiar duties of his station, and begets in the minds of those among whom he labours, a rancorous feeling both against himself and against the Christianity of which he is the messenger.

I am, My Dear Sir,

Yours most truly,

THOMAS CHALMERS.

Kensington Place, }
March 9, 1818. }

THE END.